



**DRAFT**

**DESIGN STANDARDS AND GUIDELINES  
MANUAL FOR PROPERTY OWNERS**

**EBEY'S LANDING NATIONAL HISTORICAL RESERVE**

**Town of Coupeville  
Island County  
Trust Board of Ebey's Reserve**

**DRAFT DESIGN MANUAL**

**August 18, 2009**

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## **Welcome to Ebey's Reserve**

As the first historical reserve in the United States, Ebey's Reserve protects an important part of America's rural character – a cultural landscape of 17,572 acres with 17 working farms, more than 400 historic structures, native prairies, two state parks, miles of shoreline, a network of hiking and biking trails, and the second oldest town in Washington, Coupeville.

Ebey's Reserve is a national model for sustainable development in rural communities. It is the only remaining area in the Puget Sound region where a broad spectrum of Northwest history is clearly visible on the land and protected within a landscape that is lived in and actively farmed. It is a place that is sustained through contemporary conservation strategies and local stewardship. Most of the land remains in private ownership, while preserving its historic, cultural and rural character.

Ebey's Reserve is a fertile place, where our history is still visible around us. Its people are dedicated to their heritage and their rural and small town environment. Because of this authenticity, this place holds great optimism for its residents and for its visitors. Here we grow hope for a future that respects its historic inheritance, while blending contemporary solutions that respond to our community's needs.

In this environment of historic integrity, we see a bright and compelling future of possibility. We see, like many before us, an environment of abundance. We understand our great good luck in finding ourselves here, whether we grew up here or migrated. On some level, we all understand and feel the power of this place and the importance of protecting it for future generations.

The sustainability of Ebey's Reserve rests with all of us. This is a working rural landscape, and its protection is ongoing. This is compelling to some, exasperating to others. But our responsibility is pretty simple—to leave this place in better shape than we found it. The bar has been set high. Pioneers traveled thousands of miles to call this place home. Native Tribes farmed it and lived its seasons for a thousand years before. It is our responsibility to protect this place of national significance, to support our farmers and local businesses and to plan our new homes and buildings in a way that acknowledges our heritage, protects our historic integrity and is scaled to fit our rural roots.

We thank you for using this Design Manual, and for being a part of the stewardship tradition here at Ebey's Landing National Historical Reserve.

The Trust Board Partners

Town of Coupeville

Island County,

Washington State Parks and Recreation

National Park Service

## **PART I INTRODUCTION AND PROCESS**

### **Our Irreplaceable Resource-- Ebey's Reserve**

Ebey's Landing Historical Reserve is a very special place, both for its history and its natural features. It is unique in that it is the first "historical reserve" in the National Park System. It is a "partnership" park that uses a cooperative strategy to bring together private and public resources at the local, state, and federal level. All of us—residents, businesses, visitors and public agencies-- share responsibility for maintaining its beauty and heritage.

The Ebey's Reserve Partners and residents have a special responsibility and challenge in protecting the Reserve's cultural landscape. The Reserve is a complex combination of buildings, structures and landscape features (both natural and manmade). Its character ranges from a town with thriving commercial and residential neighborhoods and a valuable shoreline with dramatic vistas to prairies with working farms and suburban subdivisions. In recognition of its importance, the Reserve is a congressionally-authorized unit of the National Park Service. Varied public and private ownerships and governmental jurisdictions increase the challenge of its protection.

The Reserve covers the central part of Whidbey Island, with approximately 17,572 acres: 13,617 acres of land, and 3,955 of water (Penn Cove). About 2,600,023 acres are protected through conservation easements held by and 684 acres are owned by the National Park Service, Whidbey Camano Land Trust, The Nature Conservancy and Island County. Two Washington State Parks are located in the Reserve, Fort Casey and Fort Ebey. The Reserve includes all of Coupeville, an incorporated town that is the county seat of Island County. The entire Reserve, including the town, is a National Register historic district called the Central Whidbey Island Historic District. Coupeville also has an historic overlay district that includes all but two of its 137 protected buildings

Such a fragile resource can be easily lost through incremental changes. Each new house, each demolition, each new roadway diminishes the historic character. In the thirty years since the Reserve was established, 36 historically significant buildings have been lost and more than 1,000 new buildings have been constructed. Change cannot, and should not, be halted, but it can be managed so as to maintain the Reserve's unique cultural landscape.

### **The Cultural Landscape**

Ebey's Landing National Historic Reserve was established to protect the unique cultural landscape of Central Whidbey Island. The cultural landscape is the natural environment as it has been shaped by human activity, including buildings, roads and natural features - fields, hill, trees, water, and vistas. Aspects of this landscape are especially significant for the history they depict. The island's

agricultural heritage has left marks on the land and has deeply shaped the way people view this place. Features associated with this way of life-field patterns, hedgerows, barns, granaries, farmhouses - all possess historic significance. In addition to these larger landscapes, there are the more intimate landscapes of the Town of Coupeville with homes, gardens and trees.

Buildings that retain a substantial portion of their historic fabric and configuration are especially significant and deserve special protection. It is not just the elegant house and the special barn that are historically significant. More commonplace outbuildings like carriage houses and sheds are also important in helping us understand our history and to provide a context for the more impressive buildings.

The buildings and the landscape and their historical significance are easily damaged or erased by thoughtless changes. The policies and procedures of Ebey's Landing National Historical Reserve are designed to protect the historical significance of this place.

### **The Trust Board Ebey's Reserve Partners**

Ebey's Landing National Historical Reserve is a partnership between the Town of Coupeville, Island County, Washington State Parks and Recreation and the National Park Service. Instead of a traditional park superintendent, policy oversight of the Reserve is managed by a nine-member board of volunteers representing the four partners. There are seven local residents on the Reserve's Trust Board (three appointed by the town of Coupeville, four appointed by Island County) and one representative each from Washington State Parks, and the National Park Service. It is the first NPS unit to be managed by a Trust Board entity.

The Town of Coupeville and Island County have been using design review for more than two decades as a powerful tool to help preserve historic character by promoting sensitive rehabilitation and compatible new construction.

Design review relies on local residents working together with the Reserve partners to maintain this heritage landscape. The past decades of growth and change have shown the fragility of the Reserve's historic character and the importance of older buildings to the sense of place. At the same time, residents of communities outside of Coupeville seek recognition of their own unique characteristics. These realizations led to the development of these revised and expanded standards.

## **Why Design Review?**

This design review process and these design standards have been developed to help preserve the Reserve's unique heritage in a tangible and specific way. They look beyond the historic buildings themselves to surrounding buildings and the overall landscape. Design standards encourage excellence in siting, design, adaptation to topography and conservation of natural features such as woodlands and hedgerows. This process is not intended to freeze the Reserve or its buildings in a particular time period, or to simply regulate parcel-by-parcel. It is a tool to bring together all property owners in caring for the overall character and appearance of the Reserve.

Design review is the process of applying specific design *standards* and *guidelines* to proposed construction and remodeling projects. The aim of these standards is to promote rehabilitation and new construction that respect past traditions and are compatible with the character of various parts of the Reserve. The design review process is a tool to promote sensitive rehabilitation by enforcing certain standards, thereby retaining strong property values for the entire community.

The design standards in this document are meant to be used in coordination with other requirements, including building codes adopted by Island County and the Town of Coupeville, the Americans with Disabilities Act and applicable environmental regulations.

## **How to Use this Manual**

This design manual has been prepared to guide development throughout the Reserve. Answering these three questions will tell you how the standards apply to your project and the review process that your project will go through.

- Where is the project located?
- Is the building historically significant?
- What do you plan to do?

### **Step 1: Where is the project located?**

You will need to determine whether your project is in the County or the Town and whether you are located within Area 1 or Area 2. The standards and review procedures are different in each of these areas. Determining where your project is located will help you narrow the range of rules that will apply to your plans. Certain areas of the Reserve with a more modern character have lesser review requirements.

## **Step 2: Is the building historically significant?**

Appendix A lists all historically significant buildings in the Reserve; these buildings are referred to as “historic buildings” in this document. Changes to these buildings must be reviewed by the HPC and must comply with the Secretary of the Interior’s Standards for Rehabilitation of Historic Buildings.

## **Step 3: What do you plan to do?**

Different types of projects have different requirements and review procedures. Building a new house is looked at differently than altering a historic structure. Some projects may involve standards other than those listed. ***All projects that do not clearly fall into one of these categories will be reviewed by the HPC.***

The next two sections will help you answer the above questions and help you determine what rules apply, the process that your project will be reviewed under, and the pages in the manual that will help you design your project and prepare your application materials.

## **Overview of the Review Process**

### **Historic Preservation Commission**

Most design review is conducted by the Historic Preservation Commission (HPC) of Ebey's Reserve, a regulatory body established by County and Town ordinance. The HPC has nine members: four each appointed by the Board of Island County Commissioners and the Coupeville Town Council and one by the two bodies jointly. At least three of these appointments are based upon the recommendation of the Trust Board of Ebey's Landing Historical Reserve. All members serve as unpaid volunteers and receive training in historic preservation and related issues. They all have a particular interest in history, historic preservation, landscape design, or related fields. At least two members have professional experience in architecture, historic preservation or similar fields of study. There is also at least one person with farm or agriculture experience, because of the importance of farmlands to the Reserve's character.

The HPC's primary tasks are:

- To conduct design review and issue Certificates of Appropriateness for alterations to historic properties, demolitions or relocations of historic properties and other actions for which approval is required;
- To review and act on applications for permits that affect historic resources and the historic character of the Reserve, including land division and related activities, new construction and conditional use permits;
- Act as the local review board for special tax valuation and for any other historic preservation loans, grants or other incentive administered by the Town or County; and,
- When requested by staff or the Partners, provide comments on applications for approvals, permits, environmental assessments or impact statements, and other similar documents pertaining to historic resources (including buildings, structures, sites and landscapes) or adjacent property(ies).
- Advise staff regarding compliance with the regulations.
- Make recommendations to staff, when requested, on major land use actions such as rezones and site-specific comprehensive plan amendments.

The HPC also hears and resolves applicant objections to Type I and II (administrative) decisions and makes decisions in those Type II cases where the Partners Committee can not reach consensus.

In addition, the HPC works with the Trust Board and the National Park Service to maintain and periodically update the inventory of historic resources and the

Ebey's Landing Register of Historic Places, using the criteria for the National Register of Historic Places. The HPC conducts its reviews in public meetings with opportunities for public comment before decisions are made.

The HPC may also recommend changes in the design standards, guidelines and administrative procedures. The Town and County planning directors can make minor non-substantial changes directly by forwarding them to the Town Mayor, the Town Council and the Board of County Commissioners. Significant or substantive changes require approval by the Town Council and the Board of County Commissioners.

## **Review Areas**

Because of the varying characters of buildings in the Reserve, there are two Review Areas.

Area 1 is the majority of the land within the Reserve whether it is prairie, woodland, coastal area, or within the Town. Area 1 includes:

- All historic (contributing) buildings and sites within the Reserve. These have the highest design review standards, to preserve their character and integrity;
- All properties in the Coupeville Historic Overlay Zone and including properties that are visible from major roads or water bodies;
- Other historic buildings in Coupeville, including their property and an area 100 feet around the historic building;
- Properties that are visible from major public roads and/or Penn Cove; and,
- All properties within unincorporated Island County that are not located in Zone 2.

Area 2 includes buildings that are not visible from major roadways or historic areas. Area 2 includes:

- Within unincorporated Island County those portions of the Sierra subdivision not adjacent to West Beach Road, those portions of the Penn Cove Park subdivision not adjacent to Monroe Landing Road, and those portions of the Rolling Hills subdivision east of the ridgeline. Also included in this category are new construction, additions, alterations and accessory structures on properties in woodlands that are entirely screened from public view by heavy vegetation. In each case, either the staff or the applicant may refer the project to the HPC for review.
- All properties located within the Town that are not located in Area 1.

## **Levels of Design Review**

Because of the variety of project types, there are three levels of design review. This means that the HPC reviews the most complex projects, while trained staff can approve simpler projects quickly. Both the Partners Committee and the staff (as well as the applicant) have the option of referring decisions to the HPC.

- Type 1:** Decision made by the Town or County Planning Director (or their designee);
- Type 2:** Decision made by the Partners Committee (the Reserve Manager, the County Planner, and the Town Planning Director);
- Type 3:** Decision made by the HPC

A response to Type 1 and 2 projects shall be sent to the applicant within 30 days of a determination that the application is complete, unless an extension is mutually agreed upon by the applicant and the board. Type 3 projects will be reviewed by the HPC within 45 days of acceptance of a complete application.

Although the entire Reserve has design review, the standards and guidelines differ, based on the historic significance.

- Historic buildings have the strictest standards, to preserve their character and integrity.
- Buildings adjacent to a historic building and properties in the Coupeville Overlay Zone have standards that assure they are compatible with the nearby historic buildings.
- Other properties have standards that assure that they are generally compatible with and do not detract from the historic character of the Reserve.

## **Negotiated Decision**

The Commission and/or the Reserve Committee may request an open public negotiation process leading to more specifically define or different management standards for a specific circumstance not clearly established in the Guidelines. The negotiated decision must however remain consistent with the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings.

## **Getting Started with Your Project**

The following matrix will help you better understand the requirements that apply to your project and guide you to the pertinent sections of the manual that will help in your design efforts and preparation of application materials. The page references are only for general guidance; your project may have to comply with requirements on other pages as well, depending on the specific details of the project.

<b>Type of project</b>	<b>Area/ Properties</b>	<b>Reviewer</b>	<b>Standards &amp; Guidelines</b>
Interior remodeling only	Entire Reserve	No design review required	---
Exterior painting with approved colors	Entire Reserve	No formal approval (see p. 13)	pp. 50-51 Appendix D
Exterior painting using colors that are not pre-approved	Entire Reserve	HPC	pp. 50-51 Appendix D
In-kind replacement of existing materials & features (windows, etc.)  (in conformance with standards)	Area 1	Staff	pp. 24-31
	Area 2	No review	
Exterior Alterations	Area 1	HPC	pp. 24-33
	Area 2	Staff	
Building additions	Historic properties and Coupeville Overlay Zone	HPC	pp. 34-36
	Area 1 – project meets standards	Partners Committee	pp. 36-37
	Area 1 – project does not meet standards	HPC	
	Area 2	Staff	
New construction	Area 1	HPC	pp. 39-50
	Area 2	Partners Committee	pp. 39-42, 45-50
New or relocated mechanical equipment & utilities	Area 1	HPC	pp. 42-44
	Area 2	Staff	

<b>Type of project</b>	<b>Area/ Properties</b>	<b>Reviewer</b>	<b>Standards &amp; Guidelines</b>
Energy conservation & sustainability that incorporate features that are visible on the exterior or buildings	Area 1	HPC	p. 45
	Area 2	Partners Committee	
Public or private parking	Entire Reserve	HPC	pp. 40-42
Signage	Entire Reserve	Staff	pp. 36-37
Street or walkway improvements	Entire Reserve	Pre-Application with Partners Committee HPC	pp. 42-43
Tree removal	Town of Coupeville	Partners Committee	pp. 38-39
	Rest of Reserve	HPC	
Accessory structures that meet the standards	Area 1	Partners Committee	p. 49
	Area 2	No Design Review	
Other accessory structures	Area 1	HPC	p. 49
	Area 2	No Design Review	
Major Land Use actions (site plans, short & long plats, planned residential developments) with land or building alterations	Entire Reserve	HPC	pp. 38-40
Major Land Use actions (site plans, short & long plats, planned residential developments) without land or building alterations	Entire Reserve	Staff	pp. 38-41
Clearing and grading	Area 1	HPC	pp. 38-41

<b>Type of project</b>	<b>Area/ Properties</b>	<b>Reviewer</b>	<b>Standards &amp; Guidelines</b>
activities	Area 2	Staff	
Retaining walls and fences	Less than 6' high	Staff	pp. 54-56
	Over 6' high	HPC	
Major visible infrastructure improvements (public or private)	Entire Reserve	HPC	pp. 58-59
Demolition or relocation of historic buildings	Entire Reserve	HPC	pp. 61-64
Demolition or relocation of other buildings	Partners Committee	Partners Committee	pp. 61-64
New Commercial Development	Entire Reserve	HPC	pp. 38-49
New Multi-Family Development	Entire Reserve	HPC	pp. 38-49
Farm Cluster Preservation Plans	Entire Reserve	HPC	pp. 66-67

### **Do I need a permit to re-paint my house?**

Painting is so commonly done that no permit is required. However, it is also one of the most important actions affecting our landscape. A range of color choices (a color palette) has been approved for each of the review areas. You can find the approved colors for your area either on the County, Town or Trust Board website or at one of these offices. No formal approval is required to use these colors.

However, use of approved colors is required. To make sure your color choice is approved, just fill out a simple form—that way no one can challenge it later. For a project in town, go to the Reserve office or Town Hall; for a project in the County, go to the Reserve office or the County Planning counter. Landowners may choose to

get this approval before buying their paint as an added measure of assurance that their colors are approved.

If you want to use other colors or a more complicated color scheme, you must present them to the HPC for review. Painting and colors are discussed in more detail on page 50 and in Appendix D.

### **How do I apply for Design Review Approval?**

1. Review the standards and guidelines in this manual to see which ones apply to your proposed project before beginning design work, doing any exterior work, or buying a sign or building materials.
2. Pick up a Certificate of Appropriateness application in the Town or County planning office prior to developing a project's final details.
3. Schedule an early consultation with planning staff, including submittal of preliminary plans in sketch form for feedback regarding potential design review issues.
4. Submit the completed application. Staff will notify you of any additional information needed for the HPC's consideration. An application will not be considered complete until all the required information is provided.

### **What information has to be provided in the application?**

The application materials should make clear to the staff and the HPC what work is being proposed and what changes will be made to the building's exterior appearance, or what a proposed new building will look like. The items required for design review are:

1. A completed application form with the assessor's parcel number, the address of the property and building involved and signatures of the property owners and the applicant;
2. A brief description of the intended work and how this work will affect the exterior appearance of the building, or what the new construction is;
3. Information on whether the building(s) is historic (see Appendix A);
4. Elevation drawings (drawings of the building from ground level) of all sides of the building, showing proposed modifications or new design, drawn to scale on sheets no larger than 11" x 17" (Additional drawings, plans or photographs may be requested by the staff or HPC before making a final decision);
5. A site plan to scale (1"=100', 1"=50', etc.), showing the property boundaries; adjacent streets; all existing and proposed structures; the location of existing and proposed signs; existing natural features on the property or on adjacent properties; existing and proposed landscaping; parking and loading areas; walkways; outdoor lighting; fences, walls and terraces; and any other features

that may be relevant to the application, such as proximity to any historic building (see Appendix A for list of historic buildings);

6. Information on proposed exterior materials and proposed colors (actual samples and paint chips will be required at the design review meeting);
7. Clear, recent photographs of each side of the building, of adjacent buildings and of the surroundings.
8. Historical photo(s) or other evidence of the building's earlier appearance, if available;
9. Full color drawings of any proposed signs.

Submit the completed application in person or by mail to the Town or County Planning Department. Staff will notify you within 14 days that if the application is complete or will notify you of what additional what other information is required. Staff will also let you know which type of review (Type 1, 2, 3) is needed and the procedures and schedule for that process.

#### **How quickly will the decision be made?**

- For Type 1 and 2 projects, staff will determine whether your application is complete within 14 days of accepting the materials. Once the application is determined to be complete, you will receive the results of application review within 30 days.
- For Type 3 projects, staff will determine whether your application is complete within 14 days of accepting the materials. It will be considered by the HPC within 45 days. Action on an application may be deferred until the owner of the property or a representative can attend the meeting to present the proposal and answer board questions. A second meeting with the HPC may be needed for more complex projects.

The great majority of projects considered by the HPC are reviewed at a public meeting. Large projects require a public hearing. These projects include: commercial, public and institutional buildings; multifamily projects (including apartments, cottage housing and modular home parks); and demolition or relocation of an historic building or structure. Staff will let you know if a hearing is required, and will explain the process and timeline.

Once the project receives the required approval, a Certificate of Appropriateness will be issued. This certificate is required before the Town or County will issue other required permits. .

If the application is not approved, the HPC's denial will include recommendations for changes necessary to be made before the HPC will reconsider the applicant's plan.

**Can decisions be appealed?**

Disputes on decisions made by staff or the Partners Committee may be resolved by the HPC.

Decisions made by the HPC may be appealed to the Town or County Hearing Examiner.

## Frequently Asked Questions about Historic Preservation in the Reserve

- ***What are the benefits of living in the Reserve?***

Like people in historic districts across the nation, Ebey's Reserve residents promote preservation because it increases the livability and sustainability of their community. It is also an important economic development tool, attracting visitors who patronize local businesses and stabilizing property values. Historic resources are finite and cannot be replaced, making them precious commodities. Preserving a historic building is environmentally sound because it reduces waste in the landfill and reduces the need to harvest lumber and produce and transport new construction materials.

- ***Are there any financial benefits to being in the Reserve?***

Some potential financial benefits to owners of historic properties are described in Appendix E. Typically, historic districts help to stabilize or increase property values because owners have greater certainty that their surroundings will remain. They know that the time and money spent on improving their properties will be matched with similar efforts by their neighbors and that these investments will not be undermined by inappropriate construction next door.

- ***What kinds of projects require design review?***

Design review focuses on changes that are visible from the exterior, particularly from the street or across view sheds. New construction, demolition, remodeling and any other project that would make a material change in the exterior of a building or a streetscape/ view shed, whether publicly or privately sponsored, must be reviewed. All projects requiring a building permit or clearing & grading permit must be reviewed and approved before the town or county will issue a permit, unless it is specifically exempted from this requirement.

- ***What makes a property historically significant?***

More than 200 buildings (listed in Appendix A) in Ebey's Reserve have been determined to be historically significant. In 1985 National Park Service staff studied the landscape and all the pre-1940 buildings in Ebey's Reserve, determining which buildings met the criteria of the National Register of Historic Places. The study was updated in 1995. These buildings are considered historically significant primarily because of their connection with the early settlement of Ebey's Reserve and its agricultural history.

- ***Do these standards apply to other buildings?***

Yes, the standards and guidelines apply to all properties in the Reserve in some way, in order to preserve the historic character of the Reserve as a whole and its landscape.

- ***Can new buildings be constructed in the Reserve?***

- Yes, the Reserve is not frozen in time. New buildings that are in keeping with its historical character can be built, and this manual contains standards for new construction.

- ***Are fields, views, trees and other natural features considered in the review process?***

Yes, these are all vital components of the cultural landscape that makes the Reserve significant. Many of the standards focus on preserving these elements.

- ***Does the town/county still need to review my proposed alteration project?***

Yes, the town or the county is still responsible for issuing the appropriate permits for your project.

- ***Are there meetings or hearings I should be attending?***

In the previous section (pages 10-12) is a chart that shows the type of review your project requires. If your project is reviewed by staff (Type 1), you do not need to attend any meetings or hearings. For projects reviewed by the Partners Committee (Type 2), it is not necessary that you attend the review meeting, but you are certainly welcome to participate; staff will let you know when and where it will be held.

Projects that are reviewed by the HPC are reviewed during open public meetings. It is highly encouraged that you attend these meetings. Because this group meets on a set schedule, your attendance can help avoid delaying projects to later meetings if the HPC has questions or concerns. By attending, you may be able to answer their questions or address their concerns on the spot.

- ***What can I do to make sure that my project fits into the Reserve and my permit is processed quickly?***

Part II of this manual provides detailed information that explains how to design a project that is sensitive to the historic integrity of Ebey's Reserve. Building location, size, style and color are all factors that are considered when the application is reviewed. Reading the manual and thinking about how to apply the standards to your project may seem time

consuming, but a thoughtfully planned project that meets the standards is the best way to move through the permit process quickly.

Town, County and Trust Board staff are happy to spend time with you to answer questions and give you ideas on how to meet the standards so that your application package is complete and your project is reviewed as expeditiously as possible.

- ***Isn't preservation expensive?***

Rehabilitating a historic building usually costs less than constructing a new one. The guidelines promote cost-saving measures and simpler solutions such as preserving or restoring building elements rather than replacing them. Sometimes, appropriate restoration procedures cost more than less sensitive treatments. Appendix E describes some incentives that can help offset this cost. In addition, owners benefit from the quality workmanship and property value that preservation and Reserve designation provide.

## **Brief History of the Ebey's Landing and Coupeville**

Coupeville is one of Washington's oldest settlements, founded shortly after the Donation Land Claim Act of 1850 brought an influx of settlers. By 1855, Penn Cove was ringed with land claims. The differing ownerships and platting histories of these early claims have resulted in distinctly varied development patterns in various parts of Coupeville. The present Town of Coupeville encompasses most of the claim of Thomas and Maria Coupe, which ran from Penn Cove to Prairie Center; and most of the John and Frances Alexander claim, each of them about 320 acres. Main Street is the boundary between the two claims.

### **Early Settlement**

Penn Cove had long been occupied by Native Americans. The Skagits, one of the four groups of Salish Indians on the island, had several villages nearby. Although the Salish were peaceful, during the 1850s skirmishes between Vancouver Island tribes and white settlers occurred periodically. The most significant local incident was the beheading of Colonel Isaac Ebey by a raiding party in 1857. However, relationships between whites and Indians around Penn Cove were generally cordial, and natives were active members of the early Coupeville community. Within a few years, though, disease, alcohol and pressure from white society had reduced their numbers and most moved to the reservation at La Conner.

The area's importance was reinforced with the creation of Island County by the Washington territorial government on January 6, 1853. The county seat was Coveland, at the head of Penn Cove, a few miles northwest of Coupeville. Momentum later shifted the seat to Coupeville, which had been a growing settlement since the 1860s, and the county government moved there permanently in 1881.

By the 1880s, the Coupeville waterfront bustled with several businesses, a wharf, a hotel and a Masonic lodge. Sailing ships and, later, steam- and gas-powered boats frequented the docks, transporting freight and passengers throughout Puget Sound. The town profited from trade in timber and island-grown agricultural products, as well as a limited amount of industry such as lumber mills and fruit drying.

By 1892, the town boasted a new courthouse, two stately churches, an outstanding private academy and wharves for shipping local produce as well as several stores, three hotels, a post office, a schoolhouse, and the beginning of a road system. The Masons, Oddfellows, Knights Templar and Women's Christian Temperance Union all had their own halls, providing opportunities for both entertainment and enlightenment. But the financial crash of 1893 and the ensuing national depression strained local businesses and agriculture all over the island.

## **Incorporation and Maturity**

Coupeville incorporated as a town in 1910, ushering in an era of prosperity and growth. Within months franchises were awarded for telephone service, an electrical system and improved street lighting. The new town had 310 residents living on approximately 250 acres. Soldiers and their families from Fort Casey, which had opened in 1900, also patronized local businesses and schools. Residential development spread out, with homes appearing on the farmland of East Coupeville.

A new high school was built in Prairie Center in 1913, next door to the 1901 elementary school. Several important businesses also developed at Prairie Center to serve Fort Casey and the farming community, as the advent of the automobile began to increase the importance of the crossroads. Agriculture continued as a major industry, and local merchants and farmers joined together in 1905 to build a new 500-foot long wharf, usable at all tides. Steamboats continued to carry island produce and lumber to Seattle and other points, as well as providing basic transportation to Seattle, Everett, Port Townsend and even other Whidbey Island towns. However, in 1913 an auto ferry began from Deception Pass, allowing greater flexibility for the growing number of people with automobiles and for those shipping produce. By the end of the 1920s the influence of the automobile was apparent.

## **Depression and War**

Farm prices were low during the Depression and little development occurred. However, in 1935 the Deception Pass Bridge, built by the Civilian Conservation Corps and Works Progress Administration, was completed. During the war, Clover Valley (outside of Oak Harbor) was transformed into a naval air station, and Oak Harbor's population tripled. This influx brought considerable trade to Coupeville, the commercial center of the island, but it permanently changed Coupeville's role as the commercial center of the island.

## **Post-War Growth, Changing Roles**

The post-war era affected Coupeville and central Whidbey Island dramatically, since automobile transportation meant that people could live on the island and work elsewhere. In 1950-1960 Island County's population increased by 77 percent. Coupeville itself almost doubled in population, from 379 people to 740, with more than 1,000 residents in 1980 and 1,377 in 1990. The 1950s saw the first expansions of the town's boundaries, which grew from the original 249 acres to 721 acres, almost three times the original area, by 1979.

These changes led to the demolition of old buildings and the construction of new ones, and local residents became acutely aware of their unique historic landscape and buildings. They also came to realize the importance of tourism to their economy, tourism based not only on natural beauty but on their heritage.

The demolition of the old courthouse in 1948 instigated the first preservation activities and the founding of the Island County Historical Society. In 1972 local citizen action led to the creation of the Central Whidbey Island Historic District, approved by the Board of County Commissioners and placed in the National Register of Historic Places in 1973. In 1978 local residents worked to establish Ebey's Landing National Historical Reserve. Its goal is to preserve the record of early settlement that is shown so clearly in the unique cultural landscape and structures of Central Whidbey Island. The Reserve was the first partnership of its kind in the nation, with the majority of the land remaining in private ownership and administration through a local board with representatives from the town, Island County, Washington State parks and the National Park Service.

The first annexations were Prairie Center, the location of Coupeville public schools, and the town's first large subdivision, Sunset Terrace, on Pennington Hill. The largest annexation, in 1959, was almost 200 acres along Parker Road. In the 1960s, land was added on Broadway for the Madrona Vista subdivision and the Gospel Chapel property, totaling nearly 27 acres. The next major addition, and one of the most controversial, was Peaceful Valley, formerly the Krueger Farm, 73 acres of agricultural land near the center of Coupeville; this was annexed in 1984.

As the number of residents increased, new housing options appeared, including senior citizen housing, several large apartment complexes, two mobile home parks and condominiums. The commercial district changed dramatically, with Front Street evolving from the place to go for groceries and everyday goods to, largely, a tourist destination with gift shops and restaurants. This change was advanced by the opening in the 1950s of a shopping center on Main Street, with a grocery store and pharmacy with adjacent parking.

A significant transformation occurred in 1967, when the state Department of Highways rerouted the island's major highway, SR 20 to pass between Prairie Center and downtown Coupeville. Whidbey General Hospital was built at this intersection in 1971 and extensive development of medical offices and other commercial structures followed. It became, in effect, a new commercial district, directly serving the entire island.

The county's population influx led to the need for a larger courthouse on Main Street in 1949, a large courthouse annex in 1972 and a new courthouse complex completed in 2003. The Town of Coupeville made numerous improvements such as street paving, concrete sidewalks to replace the old boardwalks, and sewer system and treatment plant expansion. The school district built a new elementary school in 1965, followed by a gymnasium and later replacement of the 1942 building.

### **Building a New Future**

The 1980s-90s continued growth trends of the previous decades, transforming much of the Reserve's landscape. The population increased by more than sixty per cent during the 1980s-90s, from 1,006 people to an estimated 1,610 in 1997. Commercial development was particularly heavy near SR 20. Tourism facilities

increased accordingly, with expanded Ebey's Landing National Historical Reserve interpretive activities, and a new Island County Historical Museum building. Front Street shops and restaurants continued to concentrate largely on visitors, while Oak Harbor's commercial center grew to serve the everyday needs of people throughout Central Whidbey. Public facilities expanded, including a new elementary school, high school/ middle school renovations, a new post office, library, and more public parking were added. Single-family homes proliferated and multifamily housing became more common, with new apartment complexes, condominiums and a new trailer park.

All of these changes have had a profound effect on the Reserve and the town of Coupeville. However, the historic buildings and landscapes, as well as its great natural beauty, have largely survived. The Reserve still possesses a unique sense of place. The future will bring more growth, but these historically-based design standards will help assure that the character of the town and the Reserve remains for future generations.

The Town of Coupeville is the commercial and social center of this historic rural area. In the 1970s, following the establishment of the Central Whidbey Historic District, the county and the town developed design standards and a design review process to help preserve its historic character while allowing it to adapt to meet future needs. The town also established a Historic Restoration Overlay District, where the standards also applied to single-family homes. The standards in this document are a continuation and expansion of these existing efforts, to encourage preservation of historic resources throughout the Reserve.

## **PART II      DESIGN STANDARDS AND GUIDELINES**

The design standards and guidelines apply throughout the Reserve.

- Design standards are requirements that must be complied with in order to get approval for a project in the Reserve.
- Guidelines are strong recommendations. They are usually indicated by the word “should.” When guidelines rather than standards apply, the HPC has more discretion in granting approval of a project.

The most stringent standards are for those properties that have been identified as being historically significant and are specifically noted as contributing to the Central Whidbey Island National Historic District, which is listed in the National Register of Historic Places. A map of the district is in the previous section. A list of the identified properties is in Appendix A. The Coupeville Historic Overlay Zone (discussed in the previous section) incorporates a large number of these buildings (including Front Street) and their surrounding context of settlement on a regular street grid.

Buildings that have been changed significantly or that were built more recently (after 1940) are called “non-contributing” buildings. However, they are still a very important part of the overall building fabric and character of the Reserve. Certain standards and guidelines apply to these non-contributing buildings as well, to help ensure that changes help preserve the special character area where they are located and the overall heritage character of the Reserve. These standards and guidelines also address new construction throughout the Reserve. While growth will continue to occur, it is important that it be compatible with the Reserve’s heritage.

### **APPROACHES TO PRESERVATION**

The U. S. Secretary of the Interior has standards and guidelines for each of the four treatments that are considered part of preservation:

**Preservation** is protecting and stabilizing a property and its historic integrity through proper maintenance and necessary repairs.

**Rehabilitation** involves doing repairs or alterations to make a building suitable for contemporary use, while retaining its significant architectural and historical features. This is the most frequently-used approach to preservation.

**Restoration** is returning a building to its appearance during a specific time in its history by removing later additions and changes and replacing elements that have been removed. This is the most accurate means of preservation, but is also the most costly. It requires detailed research of a property’s history and appearance, skilled craftsmanship and quality materials.

**Reconstruction** is the re-creation of an historic property that does not survive or that has become so deteriorated that it cannot be restored. It can apply to any type of resource, such as a building, a structure (e.g., a barn), an object (e.g., a bridge), a landscape or a lost feature of a building (such as a porch). A reconstruction must be based on solid documentary or physical evidence and must be clearly identified as a contemporary re-creation.

For all these treatments, the Secretary's Standards should be followed. The standards that are used most often are those for rehabilitation, which form the basis for these design standards and guidelines.

### **The Secretary of the Interior's Standards for Rehabilitation**

1. Retain and preserve the historic character of significant structures. Preserve any distinctive features, finishes or examples of craftsmanship or construction techniques that are characteristic of the building.
2. Make changes to all structures as authentic as possible, based on the building's own history and materials. Using vinyl or aluminum cladding is inappropriate.
3. Preserve pre-1940 changes to a building if they have historic significance in themselves or are good examples of that era.
4. Changes made to a post-1940 building shall reflect its own time period and original features, while still responding to the character of surrounding structures.
5. Identify the building's historic features and develop a plan to retain and repair them, before *any* repair or maintenance work begins.
6. Repair deteriorated historic features rather than replacing them. If replacement is necessary, use a new feature that matches the old in design, color, texture and other visual qualities and, where possible, materials.
7. Avoid changes that create a false sense of history, such as adding architectural features from another era or ones that were not present on the building originally. Each building is a physical record of its own time, place and past uses.
8. If a feature is missing, replace it only if there is physical evidence or pictures to show the original appearance. Learn the history of your building prior to alterations.
9. Use the gentlest means possible to clean all surfaces. Irreversible

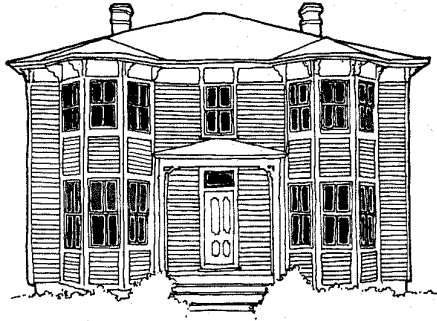
damage can be caused by improper cleaning of historic materials, such as pressure washing of old wood or sandblasting of brick.

## **BUILDING ALTERATIONS**

Although some of these standards focus primarily on historic buildings and the Coupeville Overlay Zone, they are also good guidance for doing high-quality alterations on other buildings in the Reserve.

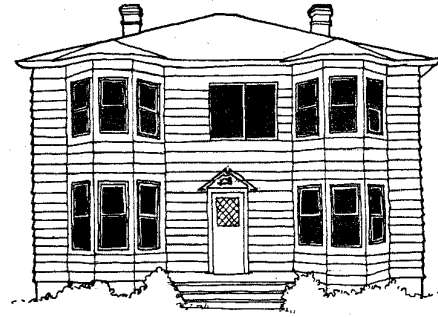
1. Before beginning any work, including maintenance, identify the building's character-defining features—the features that are most essential to the building's appearance. These may include, for example, the overall shape of the building, its materials, decorative details, roof features such as dormers, and door and window openings. Pay careful attention to size, massing and setback; roof configuration; window and door type and placement; materials; and colors. Typical character-defining features for many architectural styles found in the Reserve are identified in Appendix C.
2. Develop a plan to retain and repair the important features, before any work begins. Take photographs of the building and the areas to be worked on prior to removal of any material.
3. In most cases, efforts should be made to maintain the architectural integrity of non-contributing buildings, if they retain their original integrity. Post-1940 buildings reflect their own time period.
4. Repair existing materials whenever possible, rather than replacing with new materials. Sustainability begins with repairing and re-using what we already have.
5. Do not add details, trim or porches that are inappropriate to the style or history of your building or that make it more elaborate than it was originally.
6. Maintain existing trim elements, protecting them from the weather with proper painting. On historic buildings, the addition or removal of trim, details or features such as porches or bay windows is prohibited without approval from the HPC.

The examples below show how dramatically a building's historic character can be altered by the removal of seemingly minor elements.



THE ORIGINAL FEATURES:

- DECORATIVE BRACKETS AND FRIEZE BOARD
- SHIPLAP SIDING
- STRONG SYMMETRY FOR THE FACADE
- THE ORIGINAL DOOR AND WINDOWS SHOULD BE RETAINED
- CORBELLED CHIMNEY



AVOID IN RENOVATION:

- BRACKETS AND FRIEZE BOARD REMOVED
- CORNERBOARD COVERED BY SYNTHETIC SIDING
- DOME AND PEDIMENT INTRODUCING A COLONIAL STYLE
- ADDITIONS THAT ALTER THE STRONG SYMMETRY

THE GOULD HOUSE

**Siding Materials**

The basic construction materials used in the Reserve reflect both its location and its various periods of development. Whidbey Island had a thriving lumber industry in the late 19th-early 20th centuries, so most local buildings are wood. Only a small number of buildings use materials such as concrete block, brick or stucco. After World War II, newer materials came into common use and are found in some buildings of later eras. This makes them distinctive and reflective of their time in Coupeville's history.

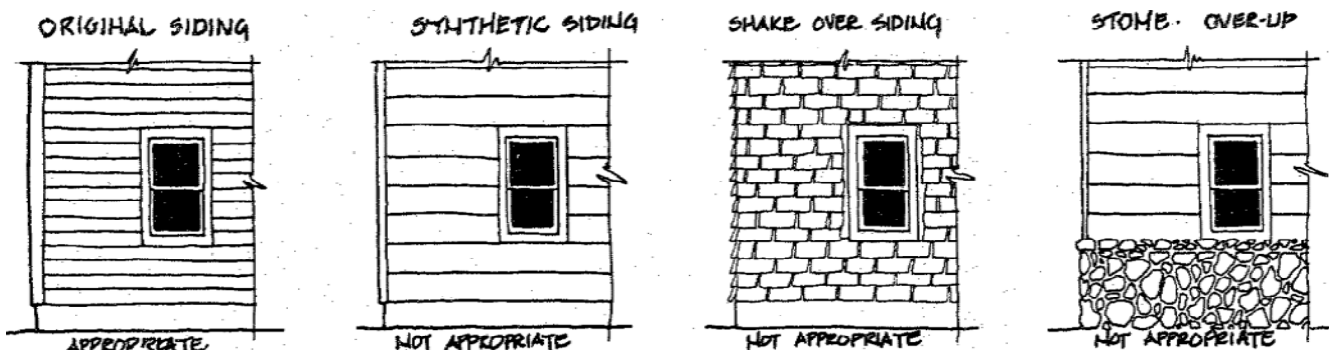
Various synthetic materials have been developed to substitute for wood siding. They are usually promoted as requiring less maintenance than wood, although this often does not prove to be true. When installed over existing wood siding, new materials can hide underlying problems that could affect the structural safety of the building. They also present specific appearance and maintenance problems of their own.

- Fiber-cement siding products, such as Hardiplank, seem to be the most successful in combining low maintenance with authentic appearance; they can also be easily painted. The smooth-finished texture is often considered suitable for use on new construction in historic areas. Care must be taken to select the appropriate texture and size to match the existing materials and to install the product properly.

- Vinyl siding usually looks artificial, due to false embossing, bulges and prominent joints. It is also very difficult to install while maintaining important trim details. If vinyl siding is used, it must be a heavy, high-quality material, installed very carefully.

With aluminum siding, the thickness differs significantly from wood siding, making it difficult to maintain the integrity and design of trim details, which are very important in historic buildings. Aluminum can also be damaged or dented, changing its appearance and making repairs challenging.

1. Use exterior materials that are attractive both from a distance and at close range.
2. For historic buildings, use replacement materials that match the original, or the closest possible substitute, in conformance with the Secretary of the Interior's Standards for Rehabilitation.
3. For repairs or replacements on other buildings, use the original material and treatments that maintain the character of the building's architectural style. In most cases, this will be clapboard or drop siding (see Glossary, Appendix B). If cladding must be replaced, select new cladding (whether wood or synthetic) that conforms to the existing cladding in dimension, profile, and relationship to window trim and other architectural details.
4. In the Coupeville Overlay Zone, avoid synthetic substitutes in locations that are visible from a street. In other areas, either wood or synthetic materials that closely resemble wood are allowable.
5. Do not cover existing siding with new materials such as vinyl or aluminum. These significantly impair a building's original character and can undermine its physical integrity (see illustration below)



7. Stucco or masonry, including brick, may be used to repair or enlarge existing stucco or masonry buildings.

8. Unpainted/ untextured concrete block is prohibited except as a foundation material.
9. Do not use shiny or reflective materials such as glossy vinyl siding or mirrored glass walls.

### ***Roof Materials and Colors***

Asphalt composition and fiberglass roofing shingles are common and acceptable replacements for wood roofing shingles. A wide variety of shaped “architectural” shingles is now available, some of which look like wood shingles. Others, however, look like slate or thatch roofing, which would not be appropriate to the style and history of the Reserve’s buildings. Simpler is generally better.

1. Select roof colors that enhance the color and style of the building. Darker neutral colors, such as black, brown, dark gray, dark green and dark red, are most appropriate in the Reserve. Avoid bright or reflective colors or materials.
2. Textured or architectural asphalt shingles may be used as a replacement for wood shingles on roofs. Select a shingle style that is appropriate to the building’s character, not overly ornate.
3. Avoid tiles or heavily textured shingles that look like slate, unless they were original to the building.
3. Do not use metal roofs on historic buildings, since this material was not traditional in this area. Metal roofs may be used on agricultural buildings and on post-1950 buildings, in appropriate dark colors.

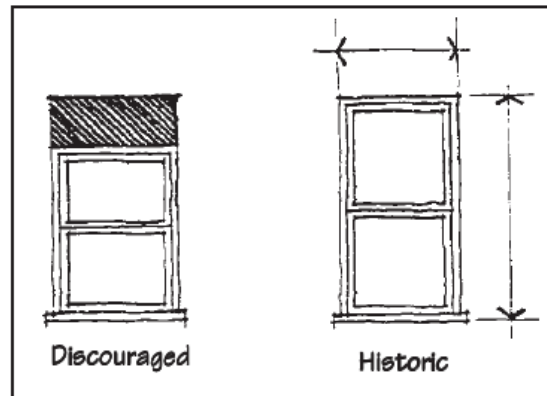
### ***Windows and Doors***

Inappropriate window replacement is probably the one action that most often destroys the historic character of simple structures such as those in the Reserve. Windows are among the most important character-defining features of any house, old or new. Significant considerations are their size, placement, type, frame material and configuration. Any changes to windows should be carefully reviewed in terms of these factors.

The preferred and most cost-effective choice for wood windows is to repair the original window. While new windows may appear to be less expensive, they often cost more in the long run, and they can negatively impact the historic character of the house and the neighborhood significantly.

Details and illustrations on the parts of a window are contained in the Glossary, Appendix B. Appropriate window styles for most of the buildings in the Reserve are shown in Appendix C.

1. Repair, rather than replace, wood windows, if at all possible. Studies have shown that it takes more than a decade to recoup the cost of new windows through energy savings.
2. If it is absolutely necessary to replace an original window because of irreparable deterioration, retain the size and proportions of the original window opening. Do not fill them in for a smaller window, or enlarge an opening for a larger window (see illustration below).



3. Preserve the position, number and arrangement of original windows. Greater flexibility may be considered on non-contributing buildings and on side and rear facades of historic buildings.
4. Preserve the functional and decorative features of an original window, particularly the wood casings and frame.
5. On historic buildings, replacement windows must be of wood, if that was the original material.
6. In the Coupeville Overlay zone, wood windows are preferred on the principal façade. Fiberglass, vinyl or anodized aluminum windows may be used if the material has demonstrated durability in similar applications in this climate. Use window sash of dark or light colors appropriate to the building color; do not use metallic finishes.
7. In the Coupeville Overlay Zone, avoid modern window types such as picture windows or sliding glass doors on the main facade, unless they were original to the house. Do not use metal awnings.
8. Use replacement glass of similar color and reflective qualities as the original. *Prominent* windows of stained or leaded glass are generally inappropriate on older houses in the Reserve, unless original to the house.

9. Match a replacement window to the original in its configuration, style and design. Avoid using windows with false muntins (dividers); a simple window without dividers is more appropriate. Ensure that replacement windows have detailing suitable to the building's style, such as window surrounds and lintels. If the original is double-hung, then the replacement window should also be double-hung. Match, as closely as possible, the profile of the sash and its components to that of the original windows.

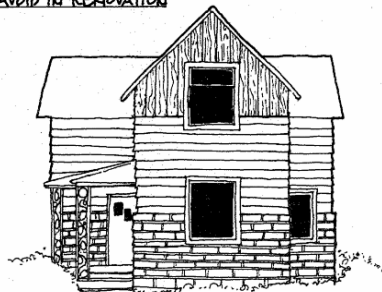
THE ORIGINAL FEATURES



- CORNER & SILL BOARDS
- NARROW CAPBOARD SIDING
- SIMPLE RHYTHM AND PROPORTIONS

- DETAILING TO GIVE IT QUEEN ANNE CHARACTERISTICS
- ORIGINAL DOOR AND WINDOW ARE IMPORTANT TO RETAIN.

AVOID IN RENOVATION

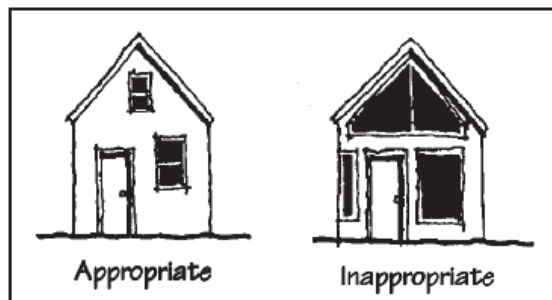


- MIXING WINDOW TYPES
- COVERING CORNER BOARDS
- MIXING OR USE OF SIDING WITH VERTICAL PATTERN

- DRASTICALLY ALTERING PROPORTIONS
- MODERNIZING PORCH, DOOR, AND ENTRY WAY.

THE BERT WITALL HOUSE

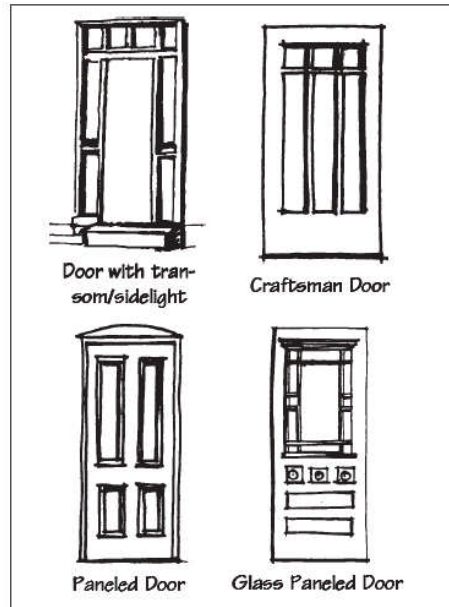
10. Preserve the historic solid-to-void ratio on a primary façade (see below). Do not significantly increase the amount of glass on a character-defining façade.



11. On historic buildings, use shutters only when it is documented that shutters are original to the building. In the Coupeville Overlay District, use shutters only when historically appropriate to the architecture of the building or when it is documented
12. Window shutters should be wood and be designed to fit the window opening. They should be properly attached to the window casing.

Aluminum or vinyl shutters (on primary facades) that are attached to the side of a building are inappropriate.

13. On many older buildings, doors are important character-defining features. When replacing a door on a historic building, match the material, style and detailing as closely as possible.



14. On other buildings, when replacing doors visible from a street use wood, painted metal or another material that looks like wood, but without an artificial woodgrain finish; avoid shiny materials. A simple door is better; avoid using doors with overly-ornate “leaded” glass that is inappropriate to the style of the house.

### ***Commercial Storefronts***

1. When doing work on an historic commercial building, make restoration of the historic façade and its features a priority.
2. In commercial buildings, provide transparency with generous amounts of clear glass on the ground floor, allowing people to see into the building.
3. Include windows on the second floors of street-facing facades. The alignment, proportions and grouping of windows should relate to the first floor building elements.

4. Flat suspended or cantilevered canopies are traditional in the Reserve's commercial areas and should be used on both old and new commercial buildings as appropriate. The canopies should be designed to complement the architecture and scale of the building and not dominate the facade or obscure its architectural features.
5. Prohibited awning materials and features include: glossy fabrics or finishes; bright or fluorescent (or "Day Glo") colors; rounded or dome-like awnings; plastic, lightweight fiberglass, aluminum or stock metal awnings; and backlit or internally lit awnings.
6. Design exterior lighting to enhance the building design, with fixtures of a design and size suitable to the building's style. Lights beneath a canopy may be used only to illuminate the storefront, a sign under the awning, or the sidewalk, but not the awning itself or the larger surrounding area. Light should be directed downward.

## ALTERATIONS FOR ADAPTIVE REUSE

The best way to preserve an historic building is for it to be actively used and maintained. Ideally, it would be used for its original function—as a home, for example. However, often its use must change. Generally, some exterior and interior alterations to a historic building are needed to accommodate this new use. However, these alterations should not radically change, obscure, or destroy character-defining features.

1. If a property can no longer be used for its historic use, first consider new uses that require minimal change to its major characteristics and its surroundings. For example, a residence may more easily be used as an office than as a store.
2. Ensure that additions or alterations are done so that, if they were to be removed in the future, the essential form and historic integrity of the property would be unimpaired. Envision that it may some day return to its original use. These “reversible” alterations are preferred to irreversible, or permanent, changes.
3. If a house is converted to commercial use, retain its key residential characteristics as much as possible. Retain the windows and the single primary entry, with unobtrusive secondary entries if needed. Design required alterations, such as access ramps, to be as compatible and sensitive as possible with the residential character.
4. If a commercial or agricultural building is converted to a new use, retain its key characteristics, such as display windows or a barn door.
5. Design new additions or exterior alterations in a way that will not damage historic materials on the original part of the building.
6. Design additions and other new work to be compatible with the historic character of the building and setting in terms of size, scale design, material, and color.
7. Minimize changes to windows and ensure that all changes are in character with the original windows.
8. Assure that necessary interior changes do not affect the exterior appearance.
9. Avoid significant changes or damage to character-defining spaces, features, or finishes when adding new stairways, elevators, restrooms, pipes or ducts. When possible, place them in secondary or service areas.
10. Install mechanical and service equipment so that they are inconspicuous from

the public right-of-way and do not damage or obscure character-defining features.

11. If secondary entries/exits are required, locate them so that the character of the building and its primary features are not affected.
12. Do not install air conditioning units in windows of historic buildings if the units would be visible from the street.
13. Design required new parking so that it is as unobtrusive as possible, thus minimizing the effect on the historic character of the setting. Use shared parking with neighboring businesses if possible.
14. Save decorative material or features removed during rehabilitation work (such as baseboard trim, door molding, paneled doors and wainscoting) and re-use the material in other appropriate areas.

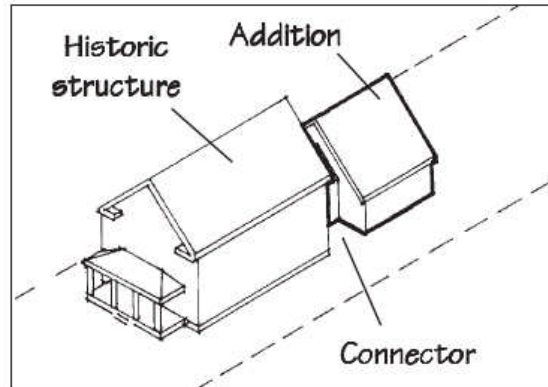
## **ADDITIONS TO EXISTING BUILDINGS**

As the needs of a building's owner change, building additions may be needed. However, these additions must be in keeping with both the building itself and the surrounding neighborhood. Quality design and workmanship that preserve the character and appearance of both older and newer structures help to maintain the value of the individual properties and the community as a whole. In determining whether or not a Certificate of Approval should be issued, the HPC will consider particularly the compatibility of the proposed addition and whether it would overwhelm the building's character, the site and the overall setting.

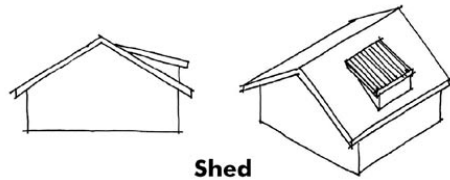
### ***Additions to Historic Buildings***

Additions to contributing historic structures have stricter guidelines to assure that their historic features are preserved.

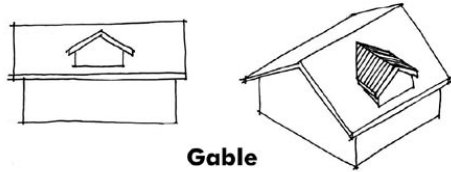
1. Before beginning work, identify the building's characteristics and its most significant features. These usually include overall massing, roof form, materials, porches, detailing and the placement and type of windows and doors.
2. Consider alternatives to constructing an addition. Remodeling the interior may increase the livability of the building without changing its exterior appearance.
3. When altering an historic building, pay careful attention to the Secretary of the Interior's Standards for Rehabilitation, assuring that the original character is not compromised and that the addition is visually distinct from the original structure. For example, new windows should be compatible with, but distinct from, the original.
4. Assure that the addition does not obscure public views of the property or views of nearby historic buildings.
5. Minimize negative effects, including the loss of or damage to original materials or character-defining features. Ensure that the addition is done in a manner that, if they were to be removed in the future, the essential form and historic integrity of the property would be unimpaired.
6. Site any addition so as to minimize its visual impacts and avoid overwhelming the main building or adjacent structures. Consider how other buildings in the area have grown over time, and follow the good examples. Placing the addition at the rear of the building, or setting it back from the main section, is preferred. A separate building linked by an enclosed hallway or breezeway may be a good solution (see figure on following page).



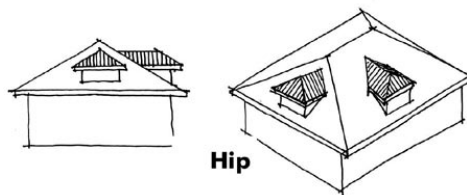
6. Design the new work so that is compatible with the massing, size, scale and architectural features of the old building, but subordinate in height, massing, color and overall appearance to it. Use building materials and details that are compatible with those of the original structure.
7. Respect the rhythm of the existing pattern along the street, including building spacing, setback, height, size and massing; roofline; and window/door type and placement.
8. Although an addition is to be compatible with the original building, do not convey a false sense of history by mimicking the original building. Also, do not make the addition more ornate or of an earlier appearance than the original building by adding inappropriate details. The evolution of the building over time should be clear. Some techniques to do this include a subtle change in material, changes in setbacks, the use of different architectural style elements, or a jog in the foundation.
9. Use a roof form that is compatible with the original building. Typically, gable, hip and shed roofs are more appropriate than a flat roof. If the roof of the historic building is symmetrically proportioned, the roof of the addition should be similar.
10. Large additions, such as adding a second story, may not be possible for an historic building. Consider a dormer addition to increase headroom in an attic and enhance use of the space.
11. Design dormers to be compatible with the existing roofline and in scale and proportion to the overall building and the original windows (see figure on following page). If possible, place new dormers at the rear of the house and as much out of view from the street or public right-of-way as possible.



**Shed**



**Gable**



**Hip**

12. Do not add contemporary features such as sliding glass doors or decks on facades that are visible from the street. If a garage is needed, place it in a separate building, perhaps connected with a covered breezeway.
13. Construct fire exits, stairs and access ramps so that they are as unobtrusive as possible and do not damage historic materials and features. If possible, construct them so that they can be removed in the future with minimal damage to the historic fabric.

### ***Additions to Other Buildings***

Additions to buildings that are not specifically identified as historic are also important because they can potentially alter the character of their surroundings. Additions to these buildings have greater flexibility than those on historic buildings. If done with sensitivity to the Reserve's historic character, these additions can be an asset and increase the usefulness and economic value of properties.

1. Additions on buildings within 100 feet of an historic building must not obscure the view of the historic building from the street and must not overwhelm the older building in massing, scale or color.
2. Even on a non-contributing building, it is usually better to retain the distinctive features of the building. Before beginning work, identify its most important features. These usually include overall massing, roof

configuration, siding, porches, detailing and the placement and type of windows and doors.

3. Recognize and respect the rhythm of the existing pattern along the street, such as building spacing, setbacks, height, size and massing.
4. Design the addition to be compatible in size and scale with the main building. Allow the building's original character and massing to dominate, rather than the addition.
5. Pay careful attention to make the rooflines of the old and new sections compatible. In the Reserve, gable or shed roofs are generally appropriate; flat roofs are usually inappropriate except in areas where they are already an established pattern. Design a new dormer to be appropriate in character, scale and style to the original building.
6. Use building materials and windows that are compatible with the original building and the surroundings.
7. If a garage door is to be incorporated in the addition, design it to minimize its visual impacts. Match the color of the garage door to the color of the garage itself, to make it as unobtrusive as possible. Also minimize the visual impacts of the driveway itself.
8. Introduce fire exits, stairs, landings, and ramps at the rear or in inconspicuous side locations.
9. Do not imitate a historic style or period of architecture in new additions, especially for contemporary uses such as drive-in banks or garages.
10. In the Coupeville Overlay Zone, locate large modern features such as greenhouse additions at the rear so that they do not affect the character of the street. Screen such features with vegetation, if needed.

## **NEW CONSTRUCTION**

Growth and new construction will occur in any vibrant community, but they can be accomplished while avoiding jarring contrasts with older buildings. Maintaining a sense of the Reserve's history requires that new buildings relate harmoniously with older buildings and with the overall neighborhood. New construction is allowed in the Reserve as long as the design, scale, siting, and construction are congruous with the character of the district.

Because the Reserve has distinctly different character areas where new construction may occur, the guidelines are divided into five sections:

- *Pre-Construction*, which includes land division, site planning and site preparation.
- *Downtown Development*, which covers new buildings in the historic commercial heart of Coupeville.
- *Infill Construction*, which covers buildings, typically built individually, in other parts of Coupeville and other areas with a grid development pattern.
- *Other New Construction* is buildings in parts of the Reserve that do not have a grid pattern.
- *Accessory buildings*, which includes garages, agricultural buildings, sheds and miscellaneous structures.

### ***Pre-Construction***

#### ***Land Division***

Often, the pattern for new construction is set in the initial division of the land for sale—the creation of plats, short plats and lots. Consideration of the long-term impacts of these decisions is crucial to preserving the Reserve's rural character. Therefore, applications for land division within the Reserve are subject to the following standards:

1. Follow existing implied land divisions such as tree lines, hedgerows, and roadways, as much as possible.
2. Divide property in such a manner that home sites can be established that will preserve historic land use and prime agricultural soils.
3. Establish building envelopes through the subdivision process in order to preserve open space and protect critical areas. After a building envelope has been reviewed and approved under this section, subsequent review of the building envelope will not be required unless the project changes so significantly that a new official review of the plat is required.

4. A notice shall be executed for any plat, short plat, PRD, development permit(s)) approved by Island County/Town of Coupeville and upon transfer of title of property located within Ebey's Landing National Historical Reserve in order to give notice to the property owner, prospective buyer or lessee. The notice shall state: "The property at \_\_\_\_\_ is located within Ebey's Landing National Historical Reserve. Island County and the Town of Coupeville have placed certain restrictions of construction on parcels within this district. Before purchasing or leasing the above property, you should consult the Island County Ebey's Landing National Historical Reserve Development Guidelines to review the restrictions which have been placed on the subject property. Consultation with the Island County Planning and Community Development or Town of Coupeville is also recommended. "

### ***Site Planning***

Careful initial planning of the layout of the building site is an important step to preserving the Reserve's natural and historic character (particularly the sense of open space) while meeting the property owner's needs. Siting decisions should relate to the context of the lot and its surroundings. In planning your project, consider the relationship between the proposed building(s) and existing features such as scenic vistas, roads, paths, parking areas, fields, trees, hedgerows, ponds or hills.

1. Identify the best building location *before* obtaining well, sewage disposal or access permits (if needed). While the well and septic tank locations obviously depend on site conditions, they should be sited with regard to the landscape and historic character as well as technical considerations. Applicants must consult with the HPC or designated staff before obtaining such a permit.
2. Plan the site layout to preserve historic landscape features (such as hedgerows, woodlands, open fields, etc.) and historical patterns of development.
3. Plan driveways, roads and walkways to respect historical development patterns, preserve existing native vegetation, coincide with natural contours and maintain a rural character in their width and materials.
4. Preserve open space and historical vistas by siting or clustering buildings, utilities and parking at the edges of fields, woodlands or other natural features.
5. Locate buildings and structures below prominent ridgelines, so that they do not break into the skyline.
6. Set buildings back from the edge of bluffs to protect views from scenic areas below.
7. Protect public views toward and along shorelines and of other scenic vistas (including natural features) as seen from public roads and other public lands.

8. Maintain scenic vistas and views of historic properties as seen from public roads.
9. Maintain vegetative buffers and hedgerows to screen development and enhance wildlife corridors.
10. Retain existing vegetation along ridgelines
11. Install electrical, telephone, cable and other utility lines underground in new plats and short plats, and when possible in other new construction.
12. For commercial and institutional development, cluster the commercial or institutional uses close to, and directly facing, the street.

### ***Clearing, Grading and Site Preparation***

The purpose of these standards is to minimize development impacts on the cultural landscape of the Reserve. In the Reserve's more open areas, with long vistas, it is particularly important that buildings be subordinate to the landscape.

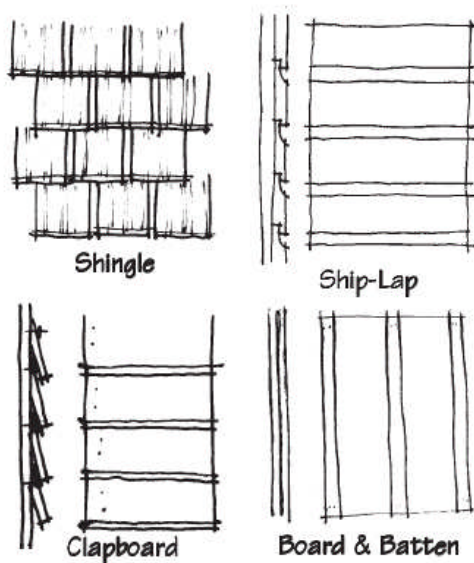
1. Respect natural landforms and use them to define various parts of the site.
2. Where grading is necessary, use contour grading to blend with adjacent landforms, rather than harsh cutting or terracing of the site. Avoid creating problems of drainage or erosion on the site or adjacent property.
3. Minimize the amount of impermeable surface (paving and buildings) on the site. (*Refer to Town and County codes for maximum requirements.*)
4. Minimize visual and environmental impact of development on hillsides.
5. Preserve vegetation, other natural features and sensitive areas to link natural systems and habitat rather than creating isolated pockets of such areas.
6. Enhance the natural landscapes and viewsapes with vegetation after initial clearing and development.
7. Design and place buildings and structures to retain and blend with the natural vegetation and landforms of the site.
8. Do not alter natural drainage systems; such changes affect the area's character and often cause problems of drainage, erosion, or flooding.
9. Continue existing patterns of small-scale commercial development by encouraging narrower buildings, or storefronts within larger buildings, that face the street.
11. Minimize potential erosion, slope stability and drainage problems by conforming buildings and other impervious surfaces to the existing topography and natural drainage systems.
12. Use open space, setbacks, tree protection areas, or sensitive areas as buffers between the existing uses and proposed uses when there is significant contrast in land use type or intensity.
14. Views into or through a development should be preserved, opened up or designed to become part of the surrounding open space.

15. The Reserve is rich in undiscovered archaeological resources, which are an important part of our heritage. If such artifacts are found, notify the Trust Board. If human remains are found, notify the Island County Coroner (360-679-7358).

## ***New Downtown Development***

Although the historic core of Coupeville is well built up, there is still opportunity for new construction. These standards and guidelines encourage property owners to use historic buildings, circa 1880-1930, for inspiration and as a benchmark for compatibility. New construction that is compatible with predominant historical patterns not only makes aesthetic sense, but it contributes to the economic well-being of the commercial district.

1. Do not mimic older buildings but consider their materials, proportions and details in the new design. Design a new building to be compatible with adjoining buildings in orientation, massing, height and scale.
2. Locate the building at the street property line with entries off the sidewalk. Use steps at the entry if appropriate in that block.
3. Horizontal wood siding in four-to-eight-inch shiplap or clapboard siding is preferred in this historic area (see figure below). Avoid synthetic materials, vertical or wide horizontal siding, as well as panelized siding and artificial stone. Fiber cement siding with a smooth finish may be used.



4. Windows should be rectangular and in proportions that are compatible with nearby historic buildings and placed in a vertical orientation, with trim accenting the openings.

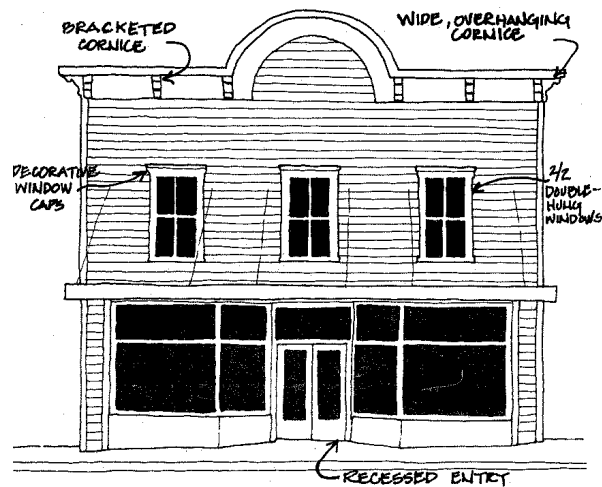
5. Avoid long uninterrupted walls. Break up street-facing walls more than 10 feet wide with recesses, detailed doors or windows, bays, or other details to add visual interest.

6. Use roof types and pitches reflecting the configurations found in Coupeville.

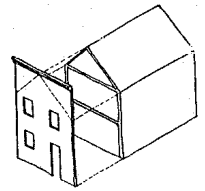
Gable roofs are most typical. Flat roofs are appropriate on commercial buildings if they have decorative parapets or false fronts (see figure on following page).

7. Use limited amounts of architectural detailing such as decorative brackets, cornices or eave trim to make the building more compatible with its neighbors, without replicating their designs. However, do not make the building overly ornate. Coupeville has straightforward commercial buildings with simple forms and details, not ornate Victorian styles.

8. On NW Front Street, design building facades with the three-part horizontal division and vertical elements typically found in Coupeville's older structures. Design primary facades to have a clear base, a middle and a top with detailing such as a cornice (see figure below).
9. Emphasize the primary entrances of commercial buildings with a recessed entry and transom windows. For residential buildings, use a clearly defined entry with a porch or covered stoop.
10. Provide detailed window treatments, such as true divided-lights, bay windows, or wide wood sills and surrounds. Wood windows are preferred. High-quality windows are available with heavy muntins with internal spacers that give much the same appearance as true divided lights, but true divided lights are preferred. Flat false muntins do not provide the appropriate profile or depth and have a false appearance; simple double-hung windows are often a better choice.



**FALSE FRONT**  
 (1880-1905)  
 THE VERTICAL EXTENSION OF THE FRONT OF THE BUILDING BEYOND THE ROOFLINE CREATES THE FALSE FRONT STYLE

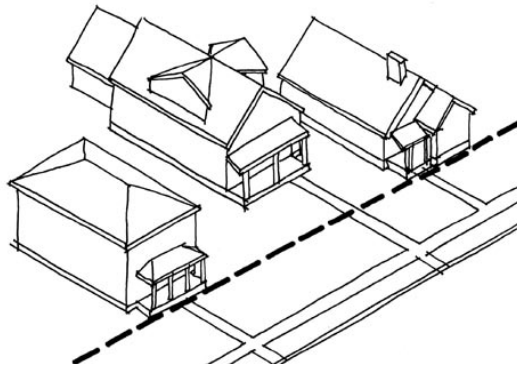


## ***New Construction (Infill)***

Most of Coupeville and certain other portions of the Reserve have a grid development pattern typical of small towns. In these areas, new construction should continue this traditional development pattern with buildings that are compatible with their neighbors in scale, massing, materials and color. This basic relationship is more fundamental than the details of individual architectural styles, so it is possible to be compatible with the historic context of the Reserve while also producing a design that is distinguishable as being newer than the historic buildings.

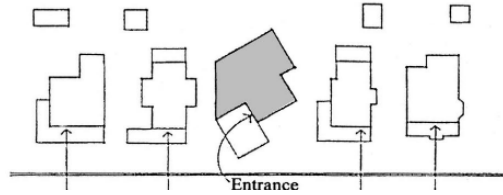
Important design considerations for new buildings include height, massing, scale, form, texture, lot coverage, setbacks, spacing of buildings, orientation, and alignment. The design standards that follow encourage new buildings that can be distinguished as being of their own time. At the same time, they promote new building designs that would relate to the more fundamental similarities of the Reserve.

1. New buildings should not imitate historic styles. A new design should relate to the fundamental characteristics of the Reserve while also being contemporary. Use historic features as inspiration, not a template.
2. Design an infill building to be generally similar in massing and form with surrounding historic buildings. For instance, a wide one-story building should not be built in a block largely occupied by narrow two-story Victorians.
3. Design the new building to relate to the general size, shape and proportions of immediately adjacent buildings of the same type
4. Set back a new building a similar distance from the street as are nearby historic buildings (see figure below). Side and rear setbacks, as governed by zoning regulations, limit the minimum spacing between buildings.



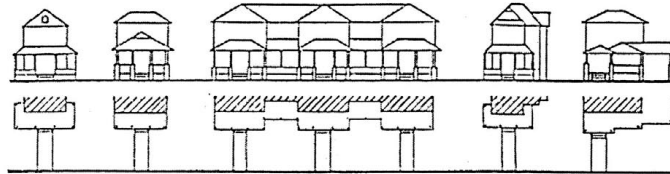
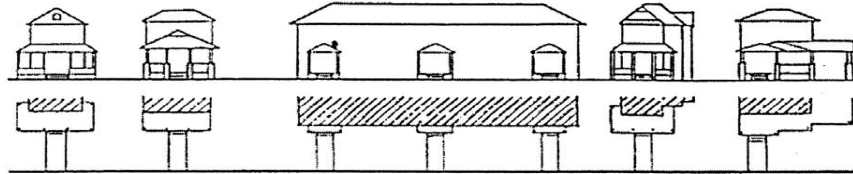
*This new building interrupts the rhythm of the street with a deeper setback.*

5. Orient the main façade and the primary entrance of a new building parallel to the street. Enhance the primary entrance with stairs, a porch or stoop, or other design features appropriate to the architectural style of the building.



*This building and its entrance are not properly oriented to the street.*

6. To avoid overwhelming smaller buildings, divide a wide façade to look like smaller building masses (see contrasting figures below, showing how breaking up the façade makes a building fit in better).



7. Use gable and hipped roofs as primary roof forms. Avoid massing and building forms that are completely foreign to the historic district (see figures on next page).



END GABLED

SIDE GABLED

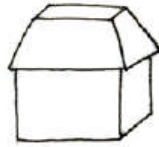
CROSS GABLED

## Roof Shapes

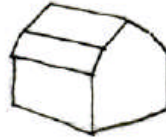
Roofs serve a very important purpose. They protect buildings from the outside elements. There are many different forms of roofs and roof features.



HIPPED



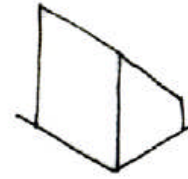
MANSARD



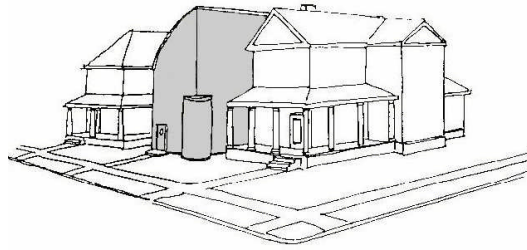
GAMBREL



SALTBOX



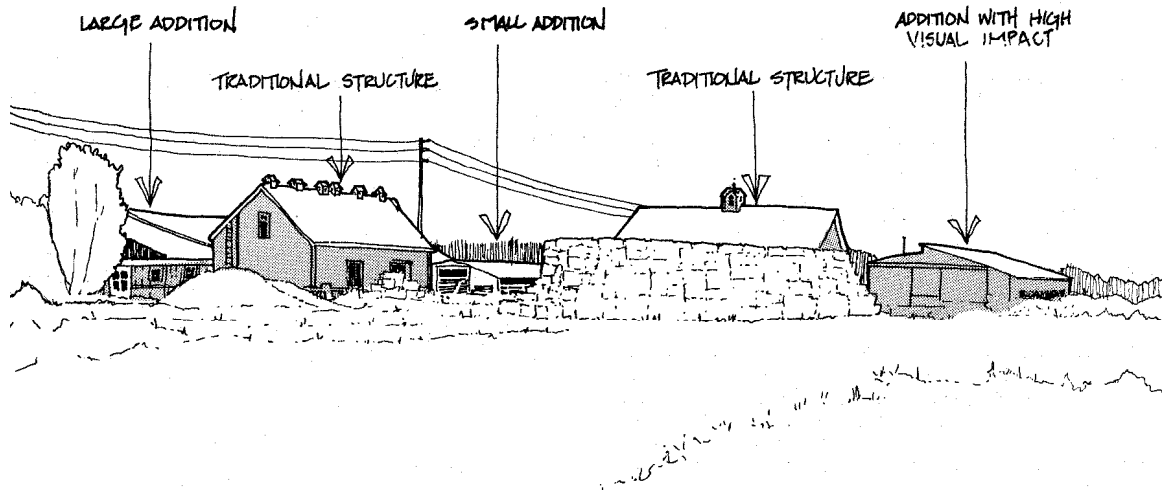
SHED



*The form of this building contrasts too strongly with surrounding houses.*

8. Design the house so that the garage does not dominate the main façade. Placing the garage on the side or in the rear is preferred. In any case, the garage must be less than 50 percent of the width of the main façade, and it should be set back from the façade so that the entry or front porch is the dominant feature.
9. Locate new commercial buildings at the front property line, customary to the historic pattern of construction and not separated from the street by parking.
10. Use generally similar window types and proportions as those found on nearby buildings of the same type.
11. Wood windows are preferred. Fiberglass, vinyl or anodized aluminum windows may be used if the material has demonstrated durability in similar applications in this climate. Use window sash of dark or light colors appropriate to the building color; do not use metallic finishes.

12. Use exterior cladding materials that are commonly used on similar types of buildings in the Reserve. Horizontal wood siding is preferred. Paintable fiber cement materials are also acceptable.
13. Do not use materials with faux wood graining; use a smooth surface.
14. Do not use vinyl or aluminum cladding or Exterior Insulation and Finish System (E.I.F.S.), an artificial stucco product.
15. Do not use unpainted/ untextured concrete block except as a foundation material.
16. For doors visible from a street, use wood, painted metal or another material that looks like wood. Avoid using shiny materials, artificial woodgrain finishes and doors with overly-ornate "leaded" glass that is inappropriate to the style of the house.
17. Install garage doors of non-shiny material that matches the color of the garage siding. Shiny vinyl garage doors are not permitted.
18. For roofs, use asphalt composition, fiberglass or wood shingles. Do not use materials that simulate an inappropriate look (such as a slate roof).
19. Do not use architectural details or ornamentation that confuse the history or style of a building. For example, do not use Victorian details on a modern house or commercial building.
20. Minimize the visual impact of skylights and other rooftop devices visible to the public; these should be located toward the rear of a house and made as unobtrusive as possible.
21. Locate paving and parking areas toward the rear.



THIS VIEW OF THE SHERMAN FARM COMPLEX IS SEEN ON EBNEY'S LANDING ROAD.  
 THE SENSITIVITY TO SCALE, COLOR AND PLACEMENT MAKES THIS A SUCCESSFUL  
 INTEGRATION OF THE OLD WITH THE NEW.

### **Other New Construction**

The standards and guidelines in this section are intended to ensure that new development in the Reserve's more lightly-developed areas (such as prairies and woodlands) does not destroy the character of the Reserve. New design should allow for contemporary styles and technology, but in a manner sensitive to the surrounding rural environment. Important principles for being successful buildings are:

- Respect and sensitivity for the site
  - Appropriate scale and massing
  - Colors and materials that allow the building to blend in rather than attract attention to itself.
1. Locate all buildings so that they are subordinate to the landscape. Place them at the edges of prairies, fields or woodlands and below the ridgeline of hills in order to maintain a sense of open space. (See the Pre-Construction section above.)
  2. Color is of utmost importance in assuring that buildings and structures are as unobtrusive as possible. Choose colors (primarily darker earthtone colors) from the Reserve's approved color chart. See the color guide in Appendix D.
  3. Buildings located in woodlands that are entirely and permanently screened from the road by trees have greater flexibility in massing, scale and materials. The use of wood and darker earthtone colors is recommended.
  4. Design buildings to be generally horizontal in form to be less conspicuous. Use trees and other vegetation to soften their appearance. Planting trees and

other vegetation around a house is particularly important on the prairie, as this makes it blend in better.

5. Break up the mass of larger buildings into separate volumes that give the appearance of a group of buildings rather than one large building. Consider putting some uses (for example, a studio or guest room) in a separate building, possibly connected by breezeways.
6. Wood is preferred as the primary exterior material, but fiber cement products (with a smooth finish) may also be used. Metal in dark, non-reflective colors may be used in small amounts. Minimize the exterior use of bare concrete, aluminum or vinyl siding, stucco or synthetic materials. Concrete blocks may be used only as a foundation material. Stone may be used in small amounts if it has an historically appropriate appearance.
7. Front and side yards should be largely dedicated to landscaping. Expanses of concrete and parking areas toward the front of the site are not allowed.
8. Screen utilities and mechanical equipment with vegetation.

### ***Accessory Structures (including Garages, Sheds and Decks)***

Accessory structures include, but are not limited to, garages, barns, sheds, swimming pools and pool houses, play equipment and decks.

1. Place new accessory structures in the rear yard or at the rear of the side yard, so they are only minimally visible from the street.
2. Decks on historic buildings must be simple in style and located where they are not visible from the street. In order to avoid damage to the historic fabric of the building, construct them so that they are self supporting and are not directly connected to the house (they may touch the building).
4. Prefabricated wood accessory structures may be used if they are compatible in style, color and size with the primary building.
5. Use non-shiny materials, preferably wood, for garages and outbuildings. Metal or vinyl is allowed for smaller sheds or outbuildings if they are placed where they are not visible from the street. Use earthtone colors or other appropriate shades to make the structure unobtrusive. If necessary, screen with vegetation, appropriate fencing or a part of the main building.
6. Construct garages of the same material as the house, or a compatible material. Make garage doors the same color as the garage so they are less conspicuous.

## **PAINTING AND COLORS**

Paint serves both to protect wood from the weather and to add an attractive decorative element to the building and the streetscape. Proper maintenance of painted surfaces is important to preserving old (and not so old) houses and their architectural features.

Choosing the right colors is one of the most effective ways to protect our heritage landscape. Color dramatically affects the perceived scale of a building and how well it blends into its surroundings. The varied landscapes of the Reserve call for varied approaches to color, and the color palettes are tailored for various areas. These are discussed in more detail in Appendix D.

Although permits are not required for painting, owners are encouraged to make sure that their colors are on the approved color palettes. You can find the approved colors for your area either on the County, Town or Trust Board website or at one of these offices. To make sure your color choice is approved, just fill out a simple form—it is recommended that you do this before purchasing the paint, so no one can challenge it later. For a project in town, go to the Reserve office or Town Hall; for a project in the County, go to the Reserve office or the County Planning counter.

If you want to use other colors or a more complicated color scheme, you must present them to the HPC for review. Painting and colors are discussed in more detail on page 50 and in Appendix D.

For historic homes, recommended colors are those that are compatible with the style and period of the home—to highlight its architectural features.

The color palette for the Coupeville Overlay Zone has a range of colors—light and dark-- with the goal of being compatible with the surrounding buildings. Homes in Area 2 (parts of Coupeville, Sierra and Rolling Hills) have even broader color choices.

For buildings in Area 1, on the prairies and in woodlands, color is most important. In most cases, darker earth tones found in the surrounding landscape are called for. Colors that blend with dark tones in the landscape help buildings recede rather than stand out. The more visible a building is from public viewpoints, the more important color selection is. Bright or light colors increase a building's visibility and would alter the historic viewsheds.

Most Reserve buildings, old or new, are simple structures that typically would have one background color and one or two trim colors. Some styles, such as Queen Anne and Second Empire (see Appendix C), have more ornate features that can be effectively highlighted by more complex color schemes. Approved colors and color selection are discussed further in Appendix D.

- 1.. All historic buildings and buildings in the Coupeville Overlay Zone shall be painted. Accessory structures, if left unpainted, should be treated with products that allow a weathered appearance, rather than maintaining the look of new wood.
2. Choose paint and material colors appropriate to the style and setting of the building. Apply colors to enhance the architectural features of the building and not conflict with adjacent buildings.
3. In the Coupeville Overlay Zone, neutral and earth/sea tones, such as cream, grey, tan, light blue, buff, green or white are preferred. The roof color should be considered as part of the overall scheme, but should be a dark color.
2. Outside of the Coupeville Overlay Zone, choose colors from the approved color charts that are appropriate to the style and setting of the building. Apply colors to enhance the architectural features of the building and not conflict with adjacent buildings.
3. On an historic building, a color scheme that reflects the historic style is preferred, although some new color selections can be compatible.
  - Up to three colors or shades may generally be used. If three tones are used, window sashes and ornamental details should be the darkest shades. The body and other trim (including window trim) should be two different colors, both lighter than the sashes.
  - Any paint scheme using more than three colors shall be submitted for review, with actual color samples. It is recommended that a color expert be consulted when using more than three colors, and that sample areas be painted to see how the combinations work.
4. For a newer building, use earthtone colors that complement the character of the building.
5. Elsewhere in the Reserve, use colors that blend with or complement the surroundings. Dark colors are best, to make the building blend in with its surroundings. See the color guide in Appendix D.
6. Avoid high gloss paint, except for a small amount of trim.
7. The use of bright, neon, fluorescent or “Day Glo” colors or of unusual patterns such as stripes, polka dots or camouflage patterns is prohibited.

## **SIGNS**

Signage is an essential element in any commercial district. However, visual clutter of oversized and ill-positioned signs can hide building features and present a negative image for the entire street. A clear message, presented with style, will give a positive image for the business and encourage passersby to venture in.

1. A good sign is simple and direct, with an appropriate letter style and graphic treatment that is easy to read with minimal clutter. Coordinate sign colors with the colors of the building.
2. Wood signs are preferred, but other traditional materials including metal, stone and masonry can be used. Signs should be painted and may be lighted with concealed spotlights. Lighted signs should be limited to businesses open at night.
3. Prohibited signs include:
  - Neon signs (and similar lighted signs) on building exteriors, unless it was an original feature of the building
  - Flashing or lighted signs or moving message signs of any type
  - Internally-lit signs or awnings, or internally-lit letters
  - Billboards and other tall freestanding signs
  - Plastic signs
3. In pedestrian-oriented commercial areas, use signs of a size, shape and height to be visible primarily to pedestrians rather than vehicles.
4. Place signs for historic commercial buildings in locations originally intended for signage such as above the windows. Do not cover windows, doors or other architectural features with a sign or with light fixtures.
5. Install signs so that they are unobtrusive and flush with the wall. Do not install them so that they project above the building cornice. Mount signs and light fixtures so they do not damage the building.
6. All sign lighting shall be indirect downward, with full cut-off shields required on all lamps. Use low-profile light fixtures with minimal projection from the building face, in a style appropriate to the building's period. Concealed light fixtures are encouraged.
7. The only sign allowed to be attached to historic structures is a small sign noting that the building is a landmark, with its name and date. If the building is in commercial use, an appropriate freestanding sign should be used.
8. Signs along roads, in front of buildings and in Scenic Vistas should be well designed, unobtrusive and in keeping with the rural, pastoral character of the Reserve.

9. Signs adjacent to historical structures shall be architecturally sensitive and designed to fit the setting.
10. Interpretive signs identifying historic sites and signs for disability assistance shall be reviewed for consistency and sensitive placement;
11. Signage attached to parked vehicles and objects advertising a business, sale or lease opportunity are not permitted within the Reserve. Sale of agricultural products is exempt.

### **Public**

1. All public signage within the Reserve should be uniform and of high quality design and construction. Signs should be color-coordinated in appropriate colors.
2. Directional and informational signs for the Reserve should be professionally designed, clear, and compatible with other signage in the Reserve.
3. The minimum amount of signage should be used to meet the need, to avoid looking cluttered and overpowering the cultural landscape.
4. Uniform signage should be developed to identify all public parking lots, using an identifiable logo and color.

### **LANDSCAPING AND TREES**

Both woodlands and the open vistas of the prairies and the shoreline are essential to the historic character of the Ebey's Reserve. Trees are a vital component of the Reserve's landscape. They are essential to the rural character, especially those in sizeable wooded areas. Woodlands, large stands of trees, smaller groups of trees on smaller properties and remnant orchards should be retained and maintained in good condition. They not only contribute to aesthetic character, but improve the health of the ecology and the general quality of life. Since trees have a natural lifespan and are vulnerable to disease and winds, protecting them can be challenging and requires care.

1. Both public and private landscaping should focus on retaining and replacing native vegetation and other plants appropriate to the local growing conditions and on removing invasive species. However, gardens of ornamental plantings are also a valuable part of the cultural landscape, especially in Coupeville. In more rural areas, landscaping should be informal and naturalistic rather than manicured and park like.
2. Retain healthy, significant trees to the greatest extent possible. Priority trees for preservation are trees more than 24 inches in diameter or over 100 years old, and those with habitat value. Designated heritage trees are of particular importance.

3. Retain trees in stands or clusters whenever possible. Preserve remnant orchards to the extent possible, as they are particularly valuable for their historical and cultural associations.
4. HPC design review is required prior to the removal of significant trees and hedgerows. These include:
  - remnant orchards of more than four trees;
  - other groups of more than ten trees;
  - a hedgerow more than twenty feet in length;
  - or a single tree larger than 12 inches in diameter (measured three feet above the ground).

Exceptions to this review requirement are listed below. In reviewing these features, HPC will consider the historic and aesthetic significance of these trees and hedgerows to the Reserve.

Exceptions:

- Removal of trees in emergency situations involving immediate danger to life or property. If time permits, the determination should be made by a fire official or law enforcement officer on duty.
  - Removal of dead or diseased trees, as determined by the public works director, an arborist, a forester or other professional approved by the public works director prior to removal.
  - Removal of trees for general property maintenance (rather than for new construction) on parcels of one-half acre or less occupied by a residence or devoted to an active use.
  - Clearing of public and private rights-of-way and easements in connection with County/Town-approved engineering plans for funded and scheduled street improvements or utility installations, or for the maintenance of existing facilities.
  - For applications for building permits, preliminary short plats or long plats, preliminary binding site plans, or preliminary planned residential developments, no separate tree permit is required. However, these requirements shall be incorporated as conditions in these approved permits, plats or developments.
  - For these proposed projects and plans, only the areas for roads and common improvements may be cleared of trees prior to final project approval. This clearing can be done only **after** preliminary approval has been granted and engineering plans for utilities and road construction have been approved by the Town/County.
5. Maintain the property's natural topography, and avoid grading that adversely affects drainage and soil stability or could negatively impact existing trees. Take all precautions to protect existing trees during construction, paving and any site work.
  6. When replacing trees that are causing structural problems, carefully consider

the new location so that the new tree will be able to mature in a healthy manner.

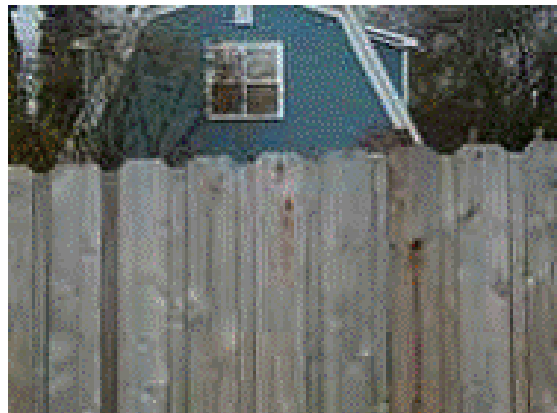
7. When replacing trees, select species with a similar canopy and place in the same location, if possible. If this is not practical, select locations for the new trees that would enhance the appearance and character of the historic streetscape or surroundings.
8. Generally, do not plant trees in open areas of the Reserve. Open vistas are an important aspect of the Reserve and should not be blocked by trees. However, it is appropriate to plant trees and other vegetation (including orchards) adjacent to buildings in open areas, since this softens the appearance of the buildings and makes them less conspicuous.

## **FENCES**

Historically, many Coupeville homes had picket fences. While these are less common today, wood is still the most appropriate fencing material for retaining the historic character of the town and woodlands. On the prairies, however, openness is most important to retaining the Reserve's rural character.

### ***Coupeville Overlay Zone only***

- No fences may be more than six feet high, except to provide screening for commercial activities as required by state, county or city law or ordinances.
- Use simple wood (either boards or split-rail) fences, either painted or allowed to weather naturally. Use a vertical or horizontal orientation of the boards, not a diagonal orientation.
- Vertically-oriented boards or pickets, if not capped, shall have the top ends formed in some way other than a square cut end (see photos below). However, do not use overly-elaborate fencing. Post-and-wire fencing is also acceptable.
- Picket fences of vertical boards not more than 3-1/2 " wide with spacing not less than 2" and not higher than 4 feet do not require HPC approval.



***These photos show examples of approved picket fences in Coupeville.***

1. Fencing made of non-paintable synthetic materials (such as PVC) is not allowed. Paintable synthetic materials such as cellular vinyl may be used if painted an acceptable color.
2. Hedges and hedgerows are highly recommended “fencing” approaches.

3. Do not use chain-link (cyclone) fencing in any location visible from the road, unless it is effectively covered with vines or other vegetation to look like a hedge.
4. Do not use concrete block walls.
5. Fences in front or corner side yards shall be no more than 3.5 feet high. Fences in rear yards and interior side yards shall not exceed six feet in height.
6. In woodland and natural areas, such as Parker Road, use natural plantings rather than fencing along the street edge of the property. If fencing is necessary, use inconspicuous post-and-wire fencing, preferably set back from the roadside.
7. Elsewhere in the Reserve, use wire fencing (not chain link) or wood fencing open enough to see through easily. Locate fences so that they do not block views across the landscape.

## **PARKING AND DRIVEWAYS**

Parking is necessary to modern towns, but it should be designed to be as unobtrusive as possible. Small towns like Coupeville are known for their human scale, with streets suitable for walking and without heavy automobile traffic. However, traffic has increased and parking needs to be accommodated without sacrificing historic small-town character.

### **Residential Parking**

1. In the Coupeville Overlay Zone, garages shall be at the side or rear of residential structures. Garages shall not be forward of the front façade of the residence. No off-street parking shall be in the front yard setback. Site details shall provide a sense of scale at building entries and help offset the prominence of cars, garages and driveways.
2. In other areas, avoid putting paving or gravel on off-street parking areas in front of homes. Use grass, with a specialized product such as “grasscrete” if necessary and appropriate for the property.

### **Multifamily/Commercial/Institutional Parking**

1. Place parking lots beside or behind buildings whenever possible, locating them to minimize the visual impacts of parking and enhance the pedestrian environment and the streetscape.
2. Parking areas must be screened, preferably with appropriate vegetation, so

- that the vehicles are not the dominant feature of the property.
3. Developed parking areas in the front setback of non-residential buildings are not allowed unless all other attempts to meet code-mandated parking requirements are exhausted. When allowed, such parking areas must be buffered from the sidewalk, preferably with vegetation.
  4. Divide large parking lots into smaller sections with planting areas. Incorporate existing large trees and shrubs into the landscaping when possible.
  5. Shared parking areas are strongly encouraged.
  6. For adaptive reuse of historic residential structures, street parking or payment in lieu of parking is preferred over onsite parking unless a sufficient lot area exists to accommodate off – street parking and not negatively impact the historic setting.
  7. The appropriateness of non-traditional or alternative paving materials and styles will be considered on a case-by-case basis. Low impact development techniques and permeable surfaces are preferred.

### **Driveways**

1. Driveways should be as narrow as possible. For properties in commercial, retail and office uses, the staff will coordinate the approval of a driveway design that meets the use needs of the property while following the historic design precedents in the immediate area.
2. Common driveways shall be created wherever possible to serve commercial facilities, to reduce curb cuts.
3. Driveways made of twin parallel tire tracks, rather than solid paving, should be maintained where possible. Such driveways should be used in new construction where appropriate.
4. Make new driveways that are compatible with existing nearby driveways in terms of width, location, materials, and design. Generally, double-width or circular driveways are not appropriate.
5. Construct new driveways in locations that require a minimum of alteration to site features such as landscaping, retaining walls, curbs, and sidewalks.
6. In wooded areas such as Parker Road, mark the driveway entry only with a sign or other marker of natural wood or stone, without elaborate fences, stanchions, lighting fixtures or gates visible from the street. Boxes for mail and newspapers are allowed.

## **SIDEWALKS AND PATHWAYS**

1. Avoid installing curbs and sidewalks, except on Front Street, Coveland Street and Main Street.
2. Where pedestrian facilities are needed elsewhere, use informal pathways, either unpaved or with minimal surfacing needed for maintenance and safety. In the Coupeville Overlay Zone, plain concrete or gravel are preferred materials for walkways that are visible to the public. Avoid modern materials such as exposed aggregate or concrete pavers.
3. Use grass-lined swales rather than curb-and-gutter for drainage, except along Front Street, Coveland Street and Main Street.
4. Benches, lighting and other amenities to promote an attractive pedestrian atmosphere are encouraged. However, they must be appropriate in style and scale. Avoid modern designs or ornate Victorian designs, which are not suitable for the Reserve's simple commercial buildings. Use simple wooden benches, planters and waste receptacles.
5. On public sidewalks, use planters of wood, clay or other materials with a natural appearance. Avoid shiny metal, glossy plastics or other materials that appear modern. Avoid the overly decorated "Victorian" look as well.
6. In pedestrian areas (such as Front Street) install street lights that provide lighting for pedestrians (10-15 feet high), rather than only high-level lighting for vehicles. Use fixtures suitable to the historic character of the area, avoiding modern or ornate Victorian designs.

## **UTILITIES AND MECHANICAL EQUIPMENT**

Utilities and mechanical equipment are necessary to modern life, but should be located so that they do not draw attention to themselves and are as invisible as possible.

1. Place mechanical and electrical equipment, other utility equipment and service areas, including propane tanks and trash/recycling receptacles, in unobtrusive locations and screened from view by plantings, appropriate fencing or part of the building. Use appropriate colors to help make them less visible.
2. Locate satellite dishes where they are not easily visible from the street. In the Coupeville Overlay Zone and on historic buildings, do not place them on any facades visible from the street or from the water.
3. Install rooftop mechanical equipment so that it is not visible from the street. Buildings visible from above (such as those easily visible from hillsides)

should conceal their equipment appropriately. Monopole antennas are prohibited in the Reserve.

4. Install utilities and mechanical equipment in areas and spaces that will require minimal alteration to the building.
5. Locate utilities, satellite dishes, and antennae as low to the ground as possible, at the rear and side of the structure where it is not readily visible from the street.
6. Install mechanical equipment such as electrical panels and meters at grade level when they are visible from the street and screen with shrubbery or other landscaping.
7. Locate new mechanical supply lines, pipes, and ductwork on the interior of the structure. If an interior location is not feasible, place in inconspicuous locations and/or conceal with architectural elements such as downspouts.
8. Place utility service lines underground where possible to eliminate overhead lines and poles.
9. Place air conditioning units and other mechanical equipment in rear and side yards with as little visibility from the street as possible. Screen equipment with vegetation or appropriate fencing, if needed.
10. Communication towers shall not be placed in significant historic areas, Scenic Vistas or Scenic Easements.
11. Communication tower configuration, material and color must be designed to blend with natural features and shall have minimal visual impact on the Reserve.
12. Power pole swapouts are preferable as an alternative to communication towers.
13. Communication towers that are required to have warning lights are prohibited in the Reserve.
14. Associated utilities must be screened with natural wood fencing and, if needed, plantings of native vegetation.
15. Communication towers must be removed when they are no longer in use for more than twelve months.

## ENERGY CONSERVATION AND SUSTAINABILITY

Energy conservation and sustainability are important considerations in Ebey's Reserve, and they are very compatible with historic preservation. The "greenest" building is an existing building that is well maintained and remains in use.

1. Do the most important energy conservation measures first, such as attic insulation and weatherstripping. These are the easiest, least expensive measures with the highest economic return.
2. Wood windows are vital to the historic character of the Reserve's historic houses. Rather than replace an original wood window, install a storm window and weatherstripping to save energy. Consider interior storm windows, when feasible. These allow the character of the original window to be seen from the outside, and are easy to install.
3. If exterior storm windows are needed, use ones that are as unobtrusive as possible and in character with the house. Use a material that matches the surrounding trim color and the proportions of the window. Avoid bright or shiny aluminum or vinyl storm windows.
4. Use a screen door or a glass storm door with narrow frames so that the door itself is visible. Dark anodized aluminum is acceptable. Choose simple designs and avoid extensive grillwork or decorative detailing if it is out of character with the house.
5. In the Coupeville Overlay Zone, install photovoltaic panels only on a side or rear facade of the building, or on an accessory structure
6. Install solar panels so that they do not project above the ridge of the roof if visible from the public right-of-way.
7. On historic buildings, solar panels and photovoltaic panels must be as unobtrusive as possible. It is recommended that they be installed on the ground or on an accessory building rather than on the building itself. In any case, installation must be done so that there is no damage to the historic building and in a manner that the equipment can be removed without damage to the building.
7. Windmills will be considered on a case-by-case basis, only for the purpose of providing electricity or pumping water for the property on which it is located. A windmill must be designed and located so that it is as unobtrusive as possible and does not degrade a scenic vista.

## **DEMOLITION AND RELOCATION OF HISTORIC BUILDINGS**

Ebey's Landing National Historical Reserve has been determined to be historically significant to the nation. In consideration of this, it is the intention of the Reserve Partners to prevent the demolition or relocation of historically significant (contributing) buildings and structures.

A property owner wanting to demolish (in whole or in part) or to relocate a historically significant building or structure must receive a Certificate of Approval from the Historic Preservation Commission before the action will be approved by the Town or County.

### **Process**

1. An owner wanting to obtain such a Certificate must first attend a pre-application conference with the Reserve Committee to review the demolition or relocation proposal.
2. When the pre-application for the Certificate is received, the Commission will notify the Trust Board, the Island County Historical Society, the State Historic Preservation Officer, the Washington Trust for Historic Preservation and the Pacific West Region Director of the National Park Service. A proposed land use action sign will also be posted on the property.
3. Neither the Town nor County will accept an application for demolition or relocation for a period of at least 180 days after the pre-application conference is held. During this time, staff and interested groups will work with the owner to investigate alternatives to demolition or relocation, including (but not limited to) the use of incentives, adaptive re-use or selling the property.
4. The proposed action will undergo environmental review by the responsible Town or County official to determine its potential impact. If the potential impact is determined to be significant, an environmental impact statement will be required.
5. Following completion of the environmental review process, the Commission will hold a hearing on the request for demolition or relocation. Before the hearing, the applicant will provide:
  - Detailed documentation by a qualified professional experienced in working with similar historical buildings on the physical condition of the property and its historic integrity;
  - Information on initiatives to investigate alternatives to demolition;
  - A plan to preserve the property or to arrange for relocation.

## Application Requirements

1. If demolition is being sought due to the poor condition of the building, the applicant must present a report from a Washington-licensed structural engineer with experience working with similar historical buildings substantiating that the building is imminently dangerous to the general public.
2. If demolition is being sought for other reasons, the applicant must present reports from a qualified structural engineer and a qualified financial analyst:
  - Includes the necessary financial information about the property to determine its financial viability (such information must be appropriate to the type of property under consideration and shall include, but is not limited to, the amount paid for the property, date of purchase, assessed values and appraisals, fair market value, any offerings of the property for sale or rent, prices asked and offers received);
  - Analyzes reasonable alternatives to demolition, including the use of available incentives and grants and renovation, restoration, or adaptive re-uses permitted by relevant codes;
  - Analyzes whether the remainder of the site is capable of economically viable development even if the structure is required to remain on the site;
  - Analyzes the potential for relocation of the building, as described in paragraph 3 below;
  - Evaluates whether or not the preservation and restoration of the building would (a) deprive the owner of all economically viable uses of the property; (b) deny or substantially diminish a fundamental attribute of property ownership; or, (c) have a severe impact on the owner's economic interest.
3. If relocation of a building or structure is being sought, the following information must be submitted:
  - Report(s) from a qualified structural engineer and historic experts that the building can withstand the stress of relocation;
  - A comprehensive evaluation and proposal from a qualified house moving company and a description of the process to be used; and,
  - Identification of and steps toward acquisition of, an appropriate new site.
4. Upon receipt of the report(s), the Historic Preservation Commission may contract (at the applicant's expense) for a report from financial and/or renovation experts to determine the accuracy or objectivity of the applicant's reports. The Commission and the staff may also consult with other agencies about the impacts of the demolition.

## Decision-making

1. The application for demolition shall be denied **unless**:
  - The denial or partial denial would deprive the owner of all reasonable economic use of the property;
  - The building cannot be adapted for any other use, either by the owner or a purchaser, which would result in a reasonable economic return;
  - There is no viable or reasonable alternative that would have less impact; or
  - The structure is so deteriorated and there is so little historic fabric left that its significance cannot be retained.

(It was also suggested that this specify that the standard for reasonable economic use is “not the highest and best use.”

2. If a demolition or removal is denied, but the proposed action is necessary to correct an unsafe or dangerous condition, the Commission may approve actions strictly limited to correcting emergency conditions.
3. The Certificate of Approval for demolition may be issued with conditions such as:
  - Approval of a replacement building before demolition;
  - Adequate evidence of financial ability to complete the replacement project;
  - If appropriate, retention of a portion of the property to be donated permanently to the Island County Historical Society, and/or
  - Documentation of the building through photographs or other methods for permanent retention in local, regional and/or national archives.
4. The certificate of approval will expire if the work authorized does not begin within 180 days of issuance. The time period may be extended upon written application.

## Waivers

The Historic Preservation Commission may issue a Certificate of Approval with a waiver from some or all of the above requirements in cases where it has been demonstrated that:

- Relocation can occur while retaining the same historical context and without damaging the building; or,
- Demolition of a portion of the building would not reduce the building’s historic significance and integrity,
- An emergency situation requires immediate action in order to protect the safety of the general public, or,
- Reports from qualified structural engineers and historic preservation experts indicate that the building is so deteriorated

and there is so little historic fabric left that its significance cannot be retained.

### **Appeals**

Appeals of an approval or denial of a Certificate of Approval or a waiver may be appealed to the Island County Hearing Examiner.

### **Penalties**

If someone demolishes (in whole or in part) or relocates an historically significant building or structure without first receiving the required Certificate of Approval they will be denied approval of any building or development permit on the subject parcel for a period of ten five years from the date of demolition. The owner may also be subject to a civil penalty of up to 30 percent of the assessed value of the property (both land and improvements) before demolition.

## **FARM CLUSTER PRESERVATION PLANS**

Many of the farms within the Reserve contain clusters of historically significant buildings--a house, a barn and various sheds and other outbuildings constructed over a period of time. These farm clusters are an important part of the Reserve's heritage and preserving them is a high priority. The ability of working farms to continue operating as profitable businesses is also a high priority. Because agriculture and economics are constantly changing, farms need flexibility in how they use and maintain their buildings. As needs change, preservation of some structures may become financially difficult.

The Reserve Partners want to be proactive in assisting farmers and preventing the demolition of these farm structures. Working farm owners are encouraged to prepare a plan evaluating the condition of their farm properties. This plan (described below) will outline strategies for ensuring that historic buildings and structures are protected by stabilizing them and encouraging uses, rather than demolition. .No building or structure in a farm cluster will receive approval for demolition without an approved preservation plan.

Because of the importance of these resources to the Reserve, the Trust Board Partners will provide technical assistance to eligible property owners in preparing these plans.

This alternative compliance approach is limited to working farms enrolled in the agricultural tax program established under Chapter 84.34 RCW. They must also have a group of buildings, some of which are contributing historic buildings.

The primary focus of the Preservation Plan is to stabilize existing conditions and prevent continued deterioration of historic buildings/structures in a farm cluster. These plans will be reviewed by the HPC as a Type III decision.

The Farm Cluster Preservation Plan must have these components:

- **Building descriptions:** A description of the size and current condition of each building and/or structure in the farm cluster and of key features such as hedgerows and woodlands.

- Usage: An explanation of how each building and/or structure is currently used, was used previously and its potential for farm use if restored to usable condition.
- Methods of Stabilization: An overview of short-term and long-term stabilization actions that could be used and prioritize implementation of the plan based upon the current condition, stabilization costs, and the potential utility to the farmer of the individual structure.
- Allowed Uses. A discussion of the range of uses that the underlying zoning would allow the property to be used for;
- Potential Uses: A discussion of potential uses for the historic buildings regardless of the underlying zoning;
- Historic Importance. A description of the key characteristics of the farm and its buildings and landscape, and their historic importance;
- Public Visibility. A list of each public road from which the buildings are visible. Farm Clusters that are visible from public roads and public viewsheds are especially important to protect; and
- Cost Estimate . Concept-level costs of rehabilitating the buildings (as needed) to a beneficial farm use.
- Action Plan: An action plan that assesses the historic significance of the buildings and other farm features and prioritizes stabilization actions and, when feasible, the rehabilitation of the individual historic buildings and/or structures.

Approval of the alternative compliance plan and the associated action plan shall be done by a mutual written agreement among the parties (the property owner, the Trust Board and the County).