

CHAPTER 8

HISTORIC PRESERVATION ELEMENT

SPOTSYLVANIA COUNTY



HISTORIC PRESERVATION PLAN



A Component of
The Comprehensive Plan
prepared by the
Historic Preservation Sub-Committee and the
Spotsylvania County Planning Department

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Section 1

Spotsylvania County has a proud tradition of Historic Preservation. This element continues that proud tradition while ensuring that the property rights of Spotsylvania County landowners are not violated by the goals, objectives or implementation strategies of this element. The County aspires to achieve these goals and objectives, however, it is important to emphasize that they are voluntary in nature.

Introduction

The same accidents of geography that brought war, destruction, and eternal fame to Spotsylvania County between 1861 and 1865 are now combining to alter the County's landscape in a much more permanent way than the Civil War ever could. Those changes are coming at such a rapid pace that immediate action is critical.

Early Virginia historic transportation corridors in Spotsylvania County tended to follow water courses east and west providing routes for the products of agriculture and industry to find their way to market. With the establishment of cities and towns along the Fall Line, north-south travel along roads and later rails gained greater importance. These factors, combined with Spotsylvania County's position midway between Washington, D.C. and Richmond, destined the County to be the prime battleground of the Civil War, as peacetime avenues of commerce became avenues of invasion.

Today, proximity to Washington, D.C. and Richmond and 20th century innovations in both highway and rail travel along the traditional north-south corridor have transformed much of Spotsylvania County into a sprawling bedroom community favoring the homogenized corporate and residential architecture of suburban America. In the last 20 years, much of that change has been so dramatic that former residents can scarcely recognize the landscape of their youth. In short, Spotsylvania County is in danger of losing its historic character.

The purpose of this Preservation Plan is not to stop growth, but to grapple with the difficult issue of how to accommodate growth and still preserve the character-defining nature of the County that makes it such a desirable place to live and which draws visitors from across the country, if not from around the world. Key to the plan is to identify those resources and characteristics that make the County unique; but, more than that, the plan suggests actions that should be taken by government, the business community, and individuals to preserve a special heritage and sense of place before they are lost forever.

The Plan contains policies and strategies that aim to preserve the County's many resources and its successful implementation ultimately rests in the hands of the community. Historic and Cultural Preservation should be undertaken on behalf of the citizens of the County. The stakeholders in this endeavor – property owners, land developers, local government, preservation groups and special interest groups, and interested citizens – must have viable and creative tools to be good stewards of their

historic and cultural resources. The adoption and implementation of this Plan provides the tools and focuses efforts to ensure the future of our historic and cultural resources.

Vision for Spotsylvania County's Historic and Cultural Resources:

Spotsylvania County is known for the beauty of its agricultural and rural environment and for its wealth of historic and cultural resources. The County will preserve and enhance these resources to increase local, state and national recognition of its scenic character, battlefields and historic sites. Spotsylvania recognizes that these assets are essential components of its identity, with an economic value worthy of protection.

Section 2

History of Spotsylvania County

A timeless sense of self, place and community are at the center of life. Spotsylvania's heritage supports this truth as the foundation for present and future change. A preservation plan, therefore, includes a summary of character defining history. The following time periods have been established by the Virginia Department of Historic Resources for use in cultural resource documentation.¹

Pre Historic Native American, Late Woodland Period, Pre 1607

Before European settlement, present day Spotsylvania County was home to the Siouan tribes. While these Native Americans were dominantly nomadic, there tended to be an ethnic division of land among them. The Fall Line marked the boundary between the Coastal Algonquians and the Piedmont Siouan-speakers at the end of the Late Woodland period. The land between the North Anna and Rappahannock Rivers, principally roamed by the Manahoacs, formed the region that later became Spotsylvania County.²

Settlement to Society, 1607-1750

Forts and friendly Indian settlements were established as the first colonists arrived from Europe. Alexander Spotswood was appointed Lieutenant Governor to the Colony of Virginia in 1710, playing a significant role in westward expansion. Importing German immigrants, mainly indentured servants, he devised a settlement based on iron ore discoveries along the Rapidan River, and founded the County of Spotsylvania in 1721. The first permanent settlement in 1725 was called Germanna.³ Spotswood's Tubal Furnace site was one of the first sources of iron discovered and mined in the colonies. It continued to be a success throughout the colonial period as well as a foundation for future growth.⁴

In 1729 The Spotsylvania County Court petitioned the Assembly to authorize the construction of a road from an ironwork site at Fredericksville to the Rappahannock River. This road, approximately following part of modern State Route 208, became a major transportation route and opened opportunities for settlement.⁵

Religion also played a large role in the organization of settlement in the County. St. George's was established as the official parish and undertook the process of dividing land into parcels.⁶ By 1731 a second parish was created, eventually resulting in the re-districting of lands to the west and creating Orange County.⁷ The County Court moved from Germanna to the new town site of Fredericksburg.

Within the following decade Spotsylvania experienced the largest population increase of the colonial period. Tobacco became the thriving industry and center of activity, bringing in an influx of servants. However, there remains little evidence of a slave population during this period. The cost of welfare increased, causing eventual problems.

Colony to Nation, 1750-1789

Combined with the outbreak of small pox in 1748, drought and poor tobacco crops caused an economic depression in the 1750s.⁸ The first “poor house” was created.⁹ Tensions over church meeting locations resulted in another division of St. George’s Parish along the Po River. In 1769, Berkeley Parish and St. George’s Parish divided Spotsylvania County directly in half. This division added stress as the County continued to pay an increasing welfare cost from a lower tax base.¹⁰

The canal, Plank Road, and the narrow gauge railway were unsuccessful attempts to establish competitive transport links westward.

Debate over the location of the courthouse divided the County along town and county lines. Although separate, both town and county moved toward freedom from religious and political scrutiny of the Royal Crown. The war for the nation’s independence was fought and won. In 1778 the Assembly passed an act which permitted the relocation of the county seat to the geographic center of Spotsylvania. The first court session was held in 1781.¹¹ In 1782, Fredericksburg became its own political entity with a separate district court established in 1789.

Early National Period, 1789-1830

The time between the writing of the Constitution and the Civil War proved to be prosperous for Spotsylvania County. With its close ties to Fredericksburg, so too came close associations with many important historical figures such as George Washington, Revolutionary War generals Hugh Mercer and George Weedon, naval war hero John Paul Jones, and future U.S. president James Monroe. Due to plentiful and fertile farmland, agriculture was the main occupation in Spotsylvania during this period, something which is still evidenced today.

Spotsylvania County prospered industrially in this era as well. Governor Spotswood’s early network of roads for the transportation of iron and his importation of skilled iron workers established a self-sufficient iron empire that set in motion the rise of America’s iron and steel industry. Spotswood’s furnace remained important throughout the early 19th century and in 1842 it was acquired by the United States Government for a cannon foundry which proved useful in the Mexican-American War.¹²

Antebellum Period, 1830-1860

During this period of growth throughout the Union, Spotsylvania continued to emerge slowly despite the increase in population and profits generated by the tobacco and mining industries. The early decades of the Antebellum Period were the zenith of the plantation system.¹³

Increase in production prompted the Commonwealth of Virginia to construct a transportation network for better access to the markets, finally succeeding in opening the West and Southwest to settlement. Spotsylvania was no longer one of the leading producers of iron and lead, but the county began to extract gold from local mines.¹⁴

Spotsylvania County should be noted for its role in African American history. During the years before the Civil War, African Americans worked as slaves and occasionally as free men and women, making them an important factor in the area's development. They were employed in various occupations, including farm and plantation work, domestic service, and skilled trades (such as blacksmiths, carpenters, coopers, and needle workers). They also worked in the iron, construction, and shipping industry on the Rappahannock River, as well as in their own businesses. By the first half of the 19th century, Spotsylvania's population had reached about 11,000, over 50% of which were African American.¹⁵

Expansion of the school system was limited, with no public schools established as of 1837. In 1846 the Commonwealth required that the courts appoint a public school superintendent and commissioners. By 1860 each county was to create at least three public schools. But the Civil War intervened and Spotsylvania did not act on the law until the 1870s.¹⁶

The Civil War, 1861-1865

While Spotsylvania County is rich in history from all eras, it is best known for its role in the Civil War. Situated between two capitals, the County became a bloody stage. Four major battles were fought in the County: Fredericksburg, Chancellorsville, The Wilderness, and Spotsylvania Court House. Today, core areas of those battlefields are preserved within Fredericksburg and Spotsylvania National Military Park, the second largest battlefield park in the world.

Fredericksburg - December 11-13, 1862

Union General Ambrose Burnside attempted to break Confederate General Robert E. Lee's lines along a ridge behind Fredericksburg. Although the Sunken Road in Fredericksburg is well-known as the site of a bloody one-sided repulse, the battle was actually decided in the Confederate's favor in fields south of the city.

Chancellorsville - April 27- May 6, 1863

General Lee's greatest victory took place at Chancellorsville. Outflanked by Burnside's successor, "Fighting Joe" Hooker, Lee sent Stonewall Jackson on a flanking maneuver of his own. The result was another Confederate victory, but at a heavy price, as Jackson was mortally wounded by his own men.

The Wilderness - May 5-6, 1864

A new Union commander, Ulysses S. Grant, struck at Lee in Spotsylvania County in the Spring of 1864 in The Wilderness. Two days of bloody combat brought stalemate and the decision of Grant to try to get between Lee and Richmond at the crossroads town of Spotsylvania Court House.

Spotsylvania Court House - May 8-21, 1864

The Union Army lost the race to Spotsylvania Court House. Undeterred, Grant continued to slam his great army against Confederate entrenchments. The bluecoats won initial success in a May 12 attack, but it degenerated into another costly deadlock at the Bloody Angle. When further attacks failed, Grant once again side-stepped Lee and departed Spotsylvania County.

Reconstruction and Growth, 1865-1917

While prior to the Civil War Spotsylvania County was a farming society with plantations and slave homes, following the Emancipation Act the immense number of freed slaves required housing and infrastructure. The number of African Americans decreased, and only ten percent of the white population remained. Yet there were still almost 5,000 freedmen needing home, land and sustenance.¹⁷ This proved to be a consistent trend, with an enormous increase in small, bungalow type housing occurring in the last decade of the 19th century.

African American schools also emerged. The first school for blacks began classes in November, 1867. The first African American high school was built by a local carpenter in 1909, and in 1913 the first class in the Snell Training School started.¹⁸

The beginning of the 20th century saw commercial construction becoming more prominent. Commercial growth began even before the automobile arrived, driven by mining coal and mineral resources. Zinc, gold, lead and silver mining in the first quarter of the 1900s provided a period of wealth.¹⁹

World War I to World War II, 1917-1945

While the mining industries benefited from the expanded railroad system, the next decade saw improvements on road systems. The predecessor of Route 1, the Richmond-Washington Highway, was begun in 1918. Often muddy, as it was a gravel roadway, it was paved over in 1927.²⁰ The number of registered cars was doubling almost every decade, establishing a base for hotels, food, gasoline stations and entertainment.

Federal and state government programs began to expand and sponsor public works programs that improved highways and constructed parks, encouraging growth and affecting the landscape of Virginia and its historic resources. Despite the development and growth potential, the population of the county did not increase at a tremendous rate and housing began to decline.²¹

World War II to the Present

Spotsylvania County's population began to experience tremendous population growth beginning in 1945.²² The need to move products for commerce and war requirements initiated new transportation planning. Suburbanization and highway systems allowed

people to live at great distances from where they worked. By 1955, the state had more urban than rural dwellers.

The County saw much of its development in the 20th century as a result of its proximity to the cities of Richmond and Washington D.C., which were growing at such a rate that their suburbs spread as far north and south as Spotsylvania. The first subdivision ordinance was created in 1961. The completion of highway I-95 in the 1960's, the extension of the Virginia Railway Express to Fredericksburg in the 1990's, expanding military installations, and new business parks have been significant factors in making Spotsylvania one of the fastest growing counties in Virginia.

Today, much of the Primary Settlement and Transition areas have been developed or are intended for development as high density and mixed use locations purposely close to I-95 and the city of Fredericksburg. In the midst of this change some history has been lost, but Spotsylvania has still managed to retain rural and agricultural character over much of its land. The identity of the county and retention of sense of place as a foundation for the future demands continuing attention to the preservation of historical and cultural resources.

Section 3

***Legal Basis for Historic Preservation in the
Context of Land Use Planning***

The legal basis for all land use regulation is the police power of the County to protect the public health, safety, and welfare of its residents. A land use regulation lies within the police power if it is reasonably related to the public welfare. Specifically in regard to historic preservation, in upholding New York City's Landmark Preservation Law, the United States Supreme Court held that land use regulations may be enacted through the police power "to enhance the quality of life by preserving the character and desirable aesthetic features of a city." *Penn Central Transportation Co. v. City of New York*, 438 U.S. 104, 129 (1978).

Federal Historic Preservation Law

The primary federal statute that addresses historic preservation is the National Historic Preservation Act (NHPA) 16 U.S.C. §§ 470 et seq. The NHPA sets forth a comprehensive program to carry out the national policy of protecting America's historic and cultural resources. It provides the authority for a number of activities that implement the federal historic preservation program, including (1) the National Register of Historic Places, (2) the matching grants-in-aid program, encouraging preservation activities at the state and local levels, (3) the Advisory Council on Historic Preservation, providing information on historic properties, and (4) the "section 106" review process.

Antiquities Act of 1906

The Antiquities Act was the United States' first national historic preservation law. The Act prohibits the unauthorized excavation, removal or defacement of "objects of antiquity" on public land. This wording was declared to be unconstitutionally vague by courts in the 1970s, which led to the passage of the Archaeological Resources Protection Act. The Antiquities Act also authorizes the President of the United States to set public land aside for the purpose of creating national monuments.

Historic Sites Act of 1935

The Historic Sites Act was significant because it established the National Park Service as the lead agency in the federal government's historic preservation and cultural resources management program, a role it still holds today. The act directed the Park Service to identify, register, describe, document and purchase important historic properties. Much more limited in scope than the later National Historic Preservation Act, the Historic Sites Act focused only on resources of national significance.

Federal Records Act of 1950

The Federal Records Act (FRA) governs the way in which federal agencies store and dispose of their records, with the intent of preserving historically important documents. Federal agencies are required to establish and implement their own FRA records

procedures and have them approved by the National Archives and Records Administration.

Reservoir Salvage Act of 1960

The Reservoir Salvage Act provided for the preservation of historical and archeological data which might otherwise be irreparably lost or destroyed as the result of flooding, the building of access roads, the erection of workmen's communities, the relocation of railroads and highways, and other alterations of the terrain caused by the construction of dams by federal agencies, or by private persons or corporations holding a license issued by federal agencies.

National Historic Preservation Act of 1966

The National Historic Preservation Act (NHPA) created the framework for much of the federal government's historic preservation program as it is today. NHPA solidified the role of the National Park Service as lead agency in the historic preservation program and created cooperative partners in the process, including the Advisory Council on Historic Preservation, State Historic Preservation Offices (SHPO) and Tribal Historic Preservation Offices. NHPA also created the National Register of Historic Places by charging the Secretary of the Interior to "expand and maintain a National Register of Historic Places." The National Register recognizes not only nationally significant resources, which are listed as National Historic Landmarks, but also resources that are significant on the state and local level.

The best known portion of NHPA is Section 106, which states that all federal agencies must take into account the effects of their actions on historic properties, and afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on their actions. Historic properties are defined, for the purposes of Section 106, as historic and cultural resources that are listed on the National Register of Historic Places or which are eligible for listing. Federal actions, as defined by the National Environmental Policy Act and by Section 106 of the NHPA, include projects that are entirely or partly funded, assisted, conducted, regulated, or approved by federal agencies.

Section 4(f) of the Department of Transportation Act of 1968

Section 4(f) requires all agencies of the Department of Transportation, including the Federal Highways Administration, the Federal Aviation Administration and the Coast Guard, to avoid implementing transportation projects that impact historic properties, unless there is no feasible alternative. Transportation agencies are required to study impacts to historic properties and minimize them as much as possible.

National Environmental Policy Act of 1969

The National Environmental Policy Act (NEPA) is a broad federal law articulating national policy on environmental protection and requiring agencies to analyze the effects of their actions on the environment. In addition to requiring agencies to look at effects to aspects of the natural environment, NEPA also requires them to consider effects to the human environment, including cultural resources.

Executive Order 11593 (1971)

In this order, President Nixon required federal agencies to nominate all historic properties under their jurisdiction to the National Register of Historic Places by 1974 (no agencies actually met this deadline). It also directed agencies to treat properties that were eligible for National Register listing as though they were already included. The provisions of Executive Order 11593 have since been absorbed by amendment into the NHPA.

Archeological Data Preservation Act of 1974**Archeological and Historic Preservation Act of 1974**

These two acts amended the Reservoir Salvage Act of 1960, which had authorized the National Park Service to fund salvage archaeology at US Corps of Engineers reservoir and dam sites. The two new acts apply to all federal agencies and direct those agencies to consider the impacts of their actions on archaeological, historical and scientific data. Agencies are required to fund the cost of data recovery or assist the National Park Service in covering those costs.

American Indian Religious Freedom Act of 1978

This act proclaims that US government agencies will protect the right of Native American tribes to freely practice their traditional religions. While the act deals with the broad, intangible concept of religious practice, tangible elements such as sacred sites and religious paraphernalia are also protected by the act.

Archeological Resources Protection Act of 1979

The Archeological Resources Protection Act (ARPA) updated and clarified the Antiquities Act of 1906. ARPA prohibits the unauthorized excavation, removal or damage of archaeological resources on federal and tribal lands. Resources protected include archaeological sites, artifacts and building remains that are over 100 years old. ARPA provides penalties for damaging resources and spells out procedures for lawfully obtaining a permit to conduct archaeological studies on federal lands.

Abandoned Shipwrecks Act of 1987

Prior to the passage of the Abandoned Shipwrecks Act (ASA), shipwreck sites fell under the authority of maritime courts, which were often sympathetic to commercial salvage businesses. ASA shifted control of shipwreck sites in US waters to the federal government, and then delegated control to the states. The National Park Service has issued advisory guidelines on implementing ASA.

Native American Graves Protection and Repatriation Act of 1990

The Native American Graves Protection and Repatriation Act (NAGPRA) requires that federal agencies and museums that receive federal funds return human remains, burial goods and certain items of cultural significance to Native American tribes who can show a direct affiliation with such remains and artifacts. The act also regulates excavation of burials on federal and tribal lands and requires a 30-day stay on earth-disturbing activities that inadvertently turn up human remains.

Americans with Disabilities Act of 1990

The Americans with Disabilities Act gives civil rights protections to individuals with disabilities similar to those provided to individuals on the basis of race, color, sex, national origin, age, and religion. It guarantees equal opportunity for individuals with disabilities in public accommodations, employment, transportation, State and local government services, and telecommunications.

Executive Order 13006 (1996)

This executive order requires agencies to give priority consideration to using historic buildings in historic neighborhoods in downtown business areas, combining elements of Executive Order 12072 (which required agencies to site offices and activities in urban centers) and NHPA.

Executive Order 13007 (1996)

Executive Order 13007 encourages federal agencies to protect Native American sacred sites on federal and tribal lands. The order also recommends that agencies allow tribal religious practitioners access to these sites. Sacred sites as defined under Executive Order 13007 do not necessarily have to be historic sites as defined by the National Historic Preservation Act.

Executive Order 13287 (2003)

Executive Order 13287 states, "It is the policy of the Federal Government to provide leadership in preserving America's heritage by actively advancing the protection, enhancement and contemporary use of the historic properties owned by the Federal Government, and by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties" (Federal Register March 5, 2003:10635). The order requires agencies to comply with provisions of the NHPA; each agency must appoint a Federal Preservation Officer, compile a list of its historic properties and review management policies for those properties.

State and Local Historic Preservation Law

The Virginia Constitution and the Code of Virginia grant authority to Virginia localities to protect their historic resources. Spotsylvania County's Historic Overlay District Ordinance, Courthouse Area Historic Architectural Guidelines and Comprehensive Plan provide the basis for the County's historic preservation laws and program. This Historic Preservation Plan is a statement of that program, and includes recommendations for both voluntary and regulatory measures. State enabling legislation exists in the Code of Virginia to permit localities such as Spotsylvania to adopt a historic overlay district, entrance corridor regulations and the like. In addition, the County's general zoning regulations can be written in a way that encourages adaptive use of historic resources. Voluntary measures, including protection efforts by citizen groups, are an essential part of the County's preservation program. The County has the responsibility to provide planning, educational programs and incentives for protection of historic resources. It should also facilitate community partnerships, and set an example for the community in its stewardship of its historic buildings. In addition, specific consideration is warranted to

help protect the viewshed of the historic districts and The Fredericksburg and Spotsylvania National Military Park land.

The Virginia Constitution

Article XI Conservation states:

Section 1. Natural resources and historical sites of the Commonwealth.

“To the end that the people have clean air, pure water, and the use and enjoyment for recreation of adequate public lands, waters, and other natural resources, it shall be the policy of the Commonwealth to conserve, develop, and utilize its natural resources, its public lands, and its historical sites and buildings. Further, it shall be the Commonwealth’s policy to protect its atmosphere, lands, and waters from pollution, impairment, or destruction, for the benefit, enjoyment, and general welfare of the people of the Commonwealth.

Section 2. Conservation and development of natural resources and historical sites.

In the furtherance of such policy, the General Assembly may undertake the conservation, development, or utilization of lands or natural resources of the Commonwealth, the acquisition and protection of historical sites and buildings, and the protection of its atmosphere, lands, and waters from pollution, impairment, or destruction...”

The Code of Virginia - Enabling Legislation

Enacted by the General Assembly, the Code of Virginia contains the enabling legislation that either directs or allows Virginia’s counties and independent cities to plan and implement measures for the protection of historic resources in the Commonwealth. Legislative provisions pertinent to historic preservation are extracted and described below:

Comprehensive Plan – The Code of Virginia requires that a Comprehensive Plan be prepared and adopted. Section 15.2-2223 states that the Comprehensive Plan may include, but need not be limited to, “... the designation of historical areas and areas for urban renewal or other treatment...”

Historic Districts Law – The Code of Virginia authorizes the County to preserve historical resources through the establishment of historic districts. This important section of the Code, Section 15.2-2306 (formerly Section 15.1-503.2), provides for the preservation of historical sites and areas in counties and municipalities. It allows the County to adopt an ordinance that identifies historic landmarks, other buildings and structures of important historic, architectural, archaeological, or cultural interest, and historic areas. (Historic area is defined in Section 15.2-2201 (formerly Section 15.1-430b) as “an area containing one or more buildings or places in which historic events occurred or having special public value because of notable architectural, archaeological or other features relating to the cultural or artistic heritage of the community, of such significance as to warrant conservation and preservation.”) The ordinance may delineate one or more historic districts adjacent to those identified landmarks, buildings, or structures, or encompassing those historic areas. Districts may also encompass parcels of land contiguous to arterial streets or highways that are significant routes of tourist access to the locality or to the historic buildings or districts.

Section 15.2-2306

Section 15.2-2306 provides that the County may establish a review board with two functions: (1) To review and certify whether a building or structure, including signs, that is proposed to be erected, reconstructed, altered or restored within a historic district is architecturally compatible with the historic landmarks, buildings or structures in the district; and (2) To review and approve or disapprove the razing, demolition or moving of a landmark, building or structure within a historic district. This section outlines an appeals process that applies to both types of review by the review board. It also outlines a specific procedure to be followed before an owner is permitted, as a matter of right, to raze or demolish a historic landmark, building or structure.

Current state law authorizes the County by Section 15.2-2306 to acquire in any legal manner any historic area, landmark, building or structure, land pertaining thereto, or interest or estate therein if it is in the public interest. The County may not use the right of condemnation unless the historic value is about to be destroyed.

Open Space Land Act

Code of Virginia Section 10.1-1700 et seq. authorizes public bodies such as the Virginia Outdoors Foundation and the County Recreational Facilities Authority to acquire interests in open space land in urban or urbanizing areas. Open space land is that which is provided or preserved for, among others, “historic or scenic purposes.”

Section 4

Past and Present Preservation Efforts in Spotsylvania County

Tracing its history back to 1721, Spotsylvania County has contributed to the historical assets of the Commonwealth of Virginia.²³ In recognition of the many natural habitats, archaeological sites, historical landscapes and structures of historical and architectural significance there have been many efforts made at the private, local, state and federal level to protect these non-renewable resources. In addition, Spotsylvania County benefits from a substantial base of completed surveys on which it can build its current historic preservation efforts.

Efforts by Private Groups

As Spotsylvania's population continues to swell, the County increasingly is dealing with the threat of rapid development. Both Spotsylvania's way of life and cultural resources are at risk as residential and commercial growth continues. Perhaps most in danger is the County's open space and its vast Civil War resources. In recent years, these problems have been recognized not only within the community, but also highlighted by national organizations.

While the County has long taken pride in its significant history, it is only more recently that private groups have paid serious attention to preservation efforts, as development pressures have increased. In 1998, the Chancellorsville Battlefield was named to the National Trust for Historic Preservation's list of the *11 Most Endangered Historic Places*.²⁴ The Trust focused on the battlefield's placement among one of the nation's major transportation routes and the repercussions of a proposed rezoning which would compromise the integrity of the historic site. In 2005, the County was recognized in several other national publications, including another National Trust most endangered list as part of a historic corridor called *The Journey Through Hallowed Ground*, which follows US Route 15 from Pennsylvania through Virginia. In addition, the National Park Service designated the Chancellorsville site a *Priority 1 Endangered Civil War Battlefield* and the Civil War Preservation Trust (CWPT) named the entire county to their annual *History Under Siege Report*.²⁵ These recent and numerous designations reveal that the fight to preserve Spotsylvania's history has reached a new level as the County makes decisions to deal with the pressure from growth and development.

As a result of their concentration within the Region, numerous private preservation efforts center around the preservation of the County's Civil War battlefields. A regional organization formed in 1996 by local citizens, Central Virginia Battlefields Trust, has a national as well as local membership base. Their goals are to purchase and preserve Civil War battlefield sites outside the Fredericksburg and Spotsylvania National Military Park (FSNMP) boundary. Thus far CVBT has preserved 484 acres in Spotsylvania & Orange Counties and Fredericksburg.²⁶

The Friends of Wilderness Battlefield's purpose is to assist the FSNMP in its efforts to preserve the Wilderness Battlefield in Spotsylvania and Orange Counties. One specific success for the group has been the restoration of Ellwood (1790). In 2003 the group, in partnership with FSNMP, began a two year long fund-raising campaign to support the restoration of this historic house which was prominent in the Battle of the Wilderness.²⁷

In some cases, preservation and environmental groups have banded together in order to strengthen their cause. The most prominent example of this is a group called The Spotsylvania Battlefields Coalition, formed in 2002, which is described as an "informal group of 12 national and local preservation, conservation, and civic groups representing more than 600,000 members nationwide". As a whole, the group is "dedicated to preserving Spotsylvania County's battlefields and raising awareness of the urgent threats..."²⁸ The group consists of the Central Virginia Battlefields Trust, the Civil War Preservation Trust; the Concerned Citizens of Spotsylvania, the Friends of Fredericksburg Area Battlefields, the Friends of Wilderness Battlefield, the National Parks Conservation Association, the National Parks Mid-Atlantic Council, the National Trust for Historic Preservation, the Piedmont Environmental Council, the Rappahannock Group of the Sierra Club, the Spotsylvania Preservation Foundation, Inc., and the Spotsylvania Battlefield Education Association. The group formed as a response to a development proposal on Chancellorsville Battlefield land. Since then, the group has expanded its focus to protection of the four battlefields in Spotsylvania as well as other county historic resources.

While seeing historic "Salem Church" lost in a sea of traffic and commercial development on Rt. 3 west is considered a failure by preservationists, local groups have had several outstanding accomplishments in their fight against the destruction of Spotsylvania's history. Possibly the most important success in the past several years has been that of preserving 140 acres near Lick Run and the "First Day" fighting of the Battle of Chancellorsville.

With the help of the Civil War Preservation Trust, in cooperation with Tricord Homes and Spotsylvania County, the land was eventually saved from residential development. Through negotiations and compromise, groups will continue to work to preserve important battlefield acreage.

Most of Spotsylvania County's private preservation groups or historical societies have been formed in the past ten to twenty years, as development has started to move at a rapid pace. These organizations focus on grassroots preservation advocacy that include citizen education, donations of easements and protection of cultural resources for citizens and tourists.

The Spotsylvania Preservation Foundation, Inc. (SPFI) for example, founded in 1988 by a group of historic home owners, was created in order "to preserve and protect historic resources through education, advocacy and community involvement."²⁹ The group believed that the establishment of a Historic Ordinance and Architectural Review Board was critical to preservation efforts. Members also wanted to become advocates for

sensitive land use decisions to prevent the degradation of historic resources. Currently, the group is restoring the “Spotsylvania Jail” (1855) located in the Spotsylvania Court House Historic District.

In the 1960s the Spotsylvania Historical Association, Inc. (SHA), which operates the Spotsylvania County Museum and Research Library, spearheaded a drive to get information from property owners about their historic properties. It was an informal attempt but the collection of files became the basis for the “Handbook of Historic Sites in Spotsylvania County,” finished in 1987 by an Ad Hoc committee. It was first called “The Red Book” due to the color of the large binder that held the pages. Both phases of the County architectural survey, completed in 1996 and 2000, included many properties listed in the 1987 Red Book.³⁰

Local and State Government Actions

In October 1987, the Board of Supervisors of Spotsylvania County approved a historic district ordinance as enabled by the Code of Virginia. In order to carry out the provisions of this section, an architectural review board known as the Historic Preservation Commission was created. The Commission’s role is to encourage the sensitive rehabilitation of the historic structures within this district through a design review process. Reviews are mandated for proposed development or alterations to properties within historic districts. Certificates of Appropriateness are issued when such activities preserve historic character.³¹ The Preservation Commission has since designated nine historic sites and districts for protection: Fredericksburg and Spotsylvania National Military Park, Rapidan Dam Canal of the Rappahannock Navigation, Tubal Furnace Archaeological Site, Spotsylvania Court House Historic District, St. Julien, Andrew’s Tavern (since removed at owner request), Prospect Hill, Massaponax Church and La Vista.

In 1989, the Historic Preservation Commission adopted the “Spotsylvania County Historic District Design Guidelines”. The commission, in the evaluation, proposed alterations to all nine districts and sites using these guidelines. The design guidelines, “*Spotsylvania Courthouse Area: Architectural and Landscape Architectural Design Guidelines*,” have been written specifically for application to the Spotsylvania Courthouse Planning Area.³² They address the three sub-areas of the planning area: Historic, Village, and Transitional. They are intended for use by 1) the Historic Preservation Commission in reviewing applications for Certificates of Appropriateness for proposed alterations to the Spotsylvania Court House Historic District and the Fredericksburg and Spotsylvania National Military Park; 2) the County Planning Department in planning for and directing growth and new development in the court house area; 3) the County Planning Department in implementing their Court House Area Plan and making improvements to the area; and 4) local property owners throughout the county who may be considering making improvements, both landscape and architectural, to their properties.

The Architectural and Landscape Architectural Guidelines for the Spotsylvania Court House Area are a complement to a number of current and past planning efforts. The *Spotsylvania Court House Area Plan*, an element of the Spotsylvania County Comprehensive Plan, proposes to expand the existing historic district. The expanded district, which will be known as the Historic Planning Area, would include the addition of both land and historic structures, such as the high school and several residences, and the inclusion of The Fredericksburg Spotsylvania National Military Park. The Area Plan organizes the court house area into three distinct planning zones, arranged in a tiered fashion, radiating from the crossroads. These planning zones include (1) the Historic Planning Area, described above and intended for intensive, mixed use developments, (2) the Village Planning Area, planned primarily for residential development with a local commercial node; and (3) the Transitional Planning Area, designated for less intensive residential development and serving as a buffer between the court house area and the rest of the county.

The National Register of Historic Places designates one Historic District within Spotsylvania County. On September 8, 1983 the Spotsylvania Courthouse District was accepted in the National Register after much discussion by the Board of Supervisors. This area encompasses 101 acres, and 25 buildings. Architecture, engineering and event themes are cited as being historically significant to the district. Federal and Greek Revival designs are the predominant architecture styles within this area which historically functioned for a variety of uses including: commerce/trade, domestic, government, and religion.

If Spotsylvania Court House is to retain its historic character, it must, first and foremost, work to preserve and maintain these properties. As this area develops, these properties will be increasingly outnumbered, but with protection and planning they can serve as important reminders of the past and models for the future.

Surveys, either previously developed, new or updated, are the standard tool for demonstrating that buildings and structures to be protected have “important historical, architectural, archaeological or cultural interest.” These words are the criteria specified in the Code of Virginia, which enables Spotsylvania to protect its historic resources. Many of these completed surveys were combined state and local efforts to identify and survey all resources that met the fifty-year-age requirement within the Spotsylvania USGS Map.

In December 1995, the Virginia Department of Historic Resources (VDHR), in conjunction with Spotsylvania County contracted with EHT Tracerics, Inc., an architectural history and historic preservation firm, to conduct a Historical Architectural Survey of Spotsylvania County, Virginia. The Project was funded jointly by Virginia and the County under the terms of the Historic Preservation Fund Matching Grant Program.

The area in the County’s ‘primary settlement district’, which area slated for dense growth, was surveyed first. The final compilation of data documented 124 properties to the Reconnaissance Level and 12 properties to an Intensive Level.³³

The survey was continued, as recommended, in a second phase conducted between October 1999 and December 2000 by the architectural and historic preservation firm of EHT Traceries, Inc. under the direction of the VDHR and the Spotsylvania County Planning Department. The project was fully completed in February 2001, encompassing the survey and/or documentation of 152 historic properties. Both phases of the survey could be updated at this time, but the county is now moving into archaeological surveys. To help defray the costs of these surveys the county was awarded in March of 2005 a Cost Share Survey from the Department of Historic Resources for Archaeological Resources. These surveys allow Spotsylvania County to identify the areas and structures they wish to preserve.

On August 18, 2003 Spotsylvania County was certified as one of 29 Virginia jurisdictions to be distinguished as a Certified Local Government (CLG). The CLG program was created by the National Historic Preservation Act of 1966, as amended in 1980, and establishes a partnership between local governments, the federal historic preservation program, and the Virginia Department of Historic Resources (DHR). The program allows DHR, as the State Historic Preservation Office, to recommend for certification local governments that have put key elements of a sound local preservation program in place in their communities. Designation as a CLG gives a local government a way to participate more formally in the state and national historic preservation programs. General requirements for certification are identified in the federal program; specific requirements for the Virginia program have been established by DHR.

Goals of the Virginia CLG program are threefold:

- Promote viable communities through preservation
- Recognize and reward communities with sound local preservation programs
- Establish credentials of quality for local preservation programs

Becoming a CLG is another mechanism that county planners and preservationists can utilize in the continuing desire to protect cultural resources that tell the complete story of our County over the centuries.

Spotsylvania County was named a “Preserve America Community” in 2005 joining 12 other Virginia communities that support efforts to preserve their cultural resources and history. Preserve America [preserveamerica.org] is a “...White House initiative in cooperation with the Advisory Council on Historic Preservation; the U.S. Departments of Defense, Interior, Agriculture, Commerce, Housing and Urban Development, Transportation, and Education; the National Endowment for the Humanities; the President's Committee on the Arts and Humanities; and the President's Council.”

The Civil War Preservation Trust started the application process to draw attention to the County's major Civil War assets. The Planning Department Staff finalized the application. The Historic Preservation Commission and local preservation organizations added endorsements since the program boosts heritage tourism and fosters an appreciation for local resources while aiding community revitalization. Grants are

available, road signs are erected and the Preserve America logo is used for publicity. . Mrs. Laura Bush, First Lady of the United States, is the Honorary Chair of Preserve America.

Federal Government Actions

On the federal level, past and current preservation efforts are largely limited to Civil War resources and monitored through the National Park Service. The Fredericksburg and Spotsylvania areas were home to some of the bloodiest battles that occurred, and this hallowed land possesses a great deal of significant Civil War history. There are two main efforts overseen by the National Park Service in Spotsylvania County.

The first of these efforts, the Fredericksburg and Spotsylvania National Military Park (FSNMP), encompasses the battlefields of Fredericksburg, Spotsylvania, Chancellorsville, and Wilderness. The FSNMP's headquarters are located at the historic Chatham estate, which served as the Union headquarters and a hospital during the battle of Fredericksburg.³⁴ Efforts to organize a national park on the site of these historic battles first ensued in the late nineteenth century by a dedicated group of local residents who were backed by Civil War veterans. The residents felt that a national park showcasing the area's Civil War history would be a sound economic investment as it would draw tourists to the area. Congress repeatedly denied the citizens' request until legislation authorized the park in 1927. The acquisition of land began in the early 1930s. Under the approved legislation, the FSNMP is allowed to acquire a maximum of approximately 8,300 acres for park use. As of January 2004, the Park encompasses 7,851.12 acres either in fee or easements in Spotsylvania, Stafford, and Caroline Counties, and the City of Fredericksburg, which is currently still acquiring the land.³⁵

Each of the battlefields offers a variety of information accessible to the public. Tools for self-guided tours are available, educational programs are held throughout the year, and special lectures are also given. The preservation efforts of the FSNMP focus directly on the landscape preservation of the protected land within the Fredericksburg, Spotsylvania, and Chancellorsville battlefields, and the several contributing buildings also acquired by the National Park Service. These are the Old Salem Church, which served as an infirmary for both the North and South; the Stonewall Jackson Shrine, which is the plantation office where Jackson died, and the previously recognized Chatham Manor.

The second federal preservation effort that the FSNMP participated in is through a grant issued in 1994 by the American Battlefield Protection Program, a subsidiary of the National Park Service. This grant allowed for the creation of the Related Lands Database, the first of its kind in the United States.³⁶ The grant generated funds for a survey in areas of the county that lie outside of the existing National Military Park Boundaries, but may have significance to the Civil War. The database was developed by the FSNMP Cultural Resource Manager, Noel G. Harrison.

The database was an exciting new tool initially intended for use in rezoning and development procedures in the county. However, the Army Corps of Engineers in

conjunction with the Virginia Department of Historic Resources has been able to utilize the database, and over 800 acres have been conserved using it as a tool in wetlands conservation. As administrators of the Clean Water Act, the Army Corps of Engineers is responsible for wetlands conservation, which is subject to the National Historic Preservation Act of 1966. This act has allowed for the formulation of the land mitigation process, which requires developers or landowners to mitigate damage to historic resources by “setting aside core historic resources and ensuring their perpetual protection.”³⁷ Thus the Related Lands Database has been successful for a variety of reasons: it has been a useful tool in formulating mitigation, developers have preserved lands that would have been otherwise not identified as historic resources, viewsheds along park boundaries are more protected, and some lands at risk outside the park boundaries are now secure.³⁸

Section 5

Goals, Objectives and Implementation Strategies for Spotsylvania County

Spotsylvania County is one of the fastest growing counties in Virginia.³⁹ Between 1990 and 1995, the average growth rate per year was 4.52%. The average annual growth rate between 1995 and 2000 increased to 4.8%. Between 2000 and 2005, the average annual growth rate increased again to 5.22%. The average growth rate per year over the past fifteen years was 4.85%.⁴⁰ Therefore, the trend over the last fifteen years has been one of increasing population growth.

Building permit data reveals a similar trend in the countywide residential construction industry. The average number of building permits issued per year from 1991 through 2005 was 1,489. For 1991 through 1995, the average annual building permits issued numbered 1,216. The average number of building permits issued per year from 1996 through 2000 was 1,524. From 2001 through 2005, the average number of building permits issued per year increased again to 1,727.⁴¹ The trend in building permit issuance confirms the trend of increasing population growth over the past fifteen years. With lower housing prices and the ideal proximity to Washington, D.C. and Richmond, more and more people are relocating to the county from Northern Virginia. It is important to prepare for this continued growth in our long range planning to ensure that our historic and cultural resources are preserved; for what is taken away cannot be replaced.

GOAL 1: Protect, preserve and promote historic, cultural, architectural and archaeological resources.

Objective 1: Address development pressures and provide incentives to encourage historic preservation.

Implementation Strategies:

- 1.** Establish a voluntary local historic registry that includes standing structures, archaeological resources, heritage corridors, significant and natural resources.
- 2.** Encourage voluntary historic and conservation easements to provide public open space for the access and enjoyment by the public.
- 3.** Consider establishing local tax incentives/programs to provide opportunities not available in the State and Federal programs.
- 4.** Establish and implement Transfer of Development Rights (TDR) and expand Purchase of Development Rights (PDR) programs for the protection of historic sites.
- 5.** Increase voluntary designation of National, State, and local register sites and clearly document their attributes.

6. Consider additional historic overlay districts and expansion of existing historic districts. It is important to note that this implementation strategy would require specific approval from the Board of Supervisors through a public hearing process for each historic overlay district.
7. Promote and encourage listed properties to take advantage of tax credit programs.
8. Promote the Spotsylvania County Cemetery Project.

Objective 2: Explore alternative protection strategies

Implementation Strategies:

1. Establish architectural and design standard recommendations to aid in the protection of historic and cultural resources.
2. Promote the development of detailed plans identifying historic corridors and viewsheds.
3. At the time of a rezoning or special use permit proposal, the applicant should address the conservation of corridors, viewsheds and areas of cultural significance.
4. Identify roads eligible for scenic byway listing.
5. Consider a Tree Preservation Ordinance.
6. Establish Cemetery Protection Ordinance and standards.

Objective 3: Develop procedures involving maintenance and care for county owned cultural and historic resources.

Objective 4: Promote the identification, protection and interpretation of archaeological resources.

Implementation Strategies:

1. Seek funding and grants to pursue archaeological studies.
2. Develop an inventory, plans and interpretation priority schedule for archaeological resources.

While Spotsylvania County has a rich and varied history, it is most well-known nationally and even internationally as the place where “One Hundred Thousand Fell” during the American Civil War. No other landscape in the nation was more fought over than Spotsylvania County. Portions of the County’s four battlefields have been preserved as part of Fredericksburg and Spotsylvania National Military Park. Much more battlefield land lay outside the park boundaries. Preserving all these historic resources is both a challenge and an opportunity for County residents. While development pressures abound, the battlefields provide opportunities for natural recreation, education, and a healthy tourism industry.

GOAL 2: Recognize and treat Civil War battlefield lands (both inside and outside of park boundaries) as the nationally significant, character defining features of Spotsylvania County that distinguish this place from any other place in the world.

Objective 1: Encourage voluntary National Register status for battlefield lands outside the park boundaries to interpret further the story of the Civil War in the County.

Objective 2: Encourage sensitivity in design in areas surrounding Fredericksburg and Spotsylvania National Military Park and on related battlefield lands by establishing voluntary design standards that reduce impacts on historic rural viewsheds.

Objective 3: Work with the National Park Service to develop a curriculum based education program so that each Spotsylvania County school child has at least one battlefield based education experience in the fourth, fifth or sixth grade.

Objective 4: Work with the National Park Service to develop a comprehensive Civil War visitor experience concept for the County including but not limited to: signage, exhibits, interpretive displays, living history events, lectures and walking/driving tours where appropriate.

Objective 5: Work with the National Park Service to solve critical road issues facing the battlefields to insure that transportation alternatives do not impinge upon their integrity.

It is important to make information easily available and accessible to the residents of the County. Surveys and inventories are useless if not shared. Encouraging the public's awareness and appreciation of historic preservation in their hometown, which is so rich in history, fosters pride in the community.

GOAL 3: Enhance public understanding and appreciation of the unique nature of Spotsylvania County's history and character.

Objective 1: Create and promote a Master Inventory of historic sites in Spotsylvania, combining current lists and supporting on-going efforts to identify and preserve sites deserving recognition and whose owners desire it. Standards for qualification should be set.

Objective 2: Put historic surveys and information on the web, while expanding these surveys and using web interaction to increase public involvement in preservation goals.

Objective 3: Establish, publish and distribute historic information guides on topics such as churches, cemeteries, mills, furnaces, historic districts, and registered sites. These may be used as tourism brochures.

Objective 4: Update and evaluate historical surveys on a continuing basis.

Ongoing education is the basis for understanding and the key to acceptance. To maximize exposure, programs should ideally be developed for ages ranging from school age children through adulthood in all types of settings from the classroom to museums to historic properties.

GOAL 4: Encourage individual citizen action to preserve and protect historic resources through educational programs and activities related to historic preservation.

Objective 1: Pursue cultural and heritage tourism to protect our natural and cultural resources while improving the quality of life for residents and visitors alike.

Implementation Strategies:

1. Incorporate opportunities to educate the public during the process of a certificate of appropriateness, rezoning and special use permit application about heritage tourism opportunities of a proposed project using the following Five Principles and Four Steps developed by the National Trust for Historic Preservation “.. to save our heritage and culture, yet share it with visitors and realize the economic benefits of tourism”.⁴²

Five Principles: 1) *collaborate* 2) *find the fit* 3) *make sites and programs come alive* 4) *focus on quality and authenticity* 5) *preserve and protect.*

Four Steps: 1) *assess the potential* 2) *plan and organize* 3) *prepare for visitors and protect and manage your cultural, historic and natural resources* 4) *market for success.*

Objective 2: Communicate the benefits of preservation by partnering with local non-profit preservation organizations to preserve our resources.

Objective 3: Create awards program for restoration, adaptive re-use, new construction, etc. for commercial and residential properties.

Implementation Strategies:

1. Present awards to projects within the historic district that are sensitive to the historic character of the building and site to

educate local citizens about what types of projects meet the Secretary of the Interior's Standards for Rehabilitation.⁴³

Objective 4: Develop a continuing collaborative preservation program with the University of Mary Washington that will enable students to put their knowledge to use while acquiring hands-on experience, and at the same time defraying the County's costs that are associated with out-sourcing such work.

Objective 5: Support Spotsylvania's historic buildings and museums, interactive programs and participation in Preservation Month activities.

Objective 6: Incorporate school programs with curriculums that enhance lesson plans and assist with the Standards of Learning (SOL) exams.

Objective 7: Hold historic preservation workshops and promote sponsorship of other historic awareness activities.

It is a requirement of all departments of the Federal government to have a preservation officer in order to address issues that may affect areas of preservation.⁴⁴ The coordination of actions and information among governmental departments benefits all levels of government and prevents duplication of efforts.

GOAL 5: Integrate historic preservation values into county planning, land use and other policies and practices.

Objective 1: Create a county historic resource inventory to include but not limited to: the red book, surveys, cemeteries, Civil War related lands, National Register Listings, etc.; and identify important features for the preservation of the resources.

Implementation Strategies:

1. Integrate the aforementioned inventory into planning studies, conservation plans, open space, zoning permits and amendments and site plan review.
2. Create a web page specific to Preservation.
3. Integrate with GIS Mapping to show sources and ranking of features to serve both the public and county staff in the review of land development applications.

Objective 2: Work with other county departments on matters to include historic resources with respect to tourism, economic development, community development, etc.

Implementation Strategies:

1. Encourage the designation of a person in each County department that will assume the responsibility of matters addressing historic and cultural resources.

Objective 3: Develop a program that will enable cross-training amongst the staff in the planning department and other County Department staff.

Implementation Strategies:

1. Incorporate the Preservation Element (PE) into departmental employee training.

Objective 4: Review, amend, and develop County ordinances, incentives and design guidelines to facilitate resource protection and compatibility and to promote heritage tourism.

Implementation Strategies:

1. Explore development related ordinances to serve as preservation tools.
2. Utilize the transfer of development rights, which is a voluntary exchange of development rights between two private parties, by identifying historic structures and archaeological sites as potential sending zones.
3. Promote the development of detailed plans identifying historic corridors and viewsheds.
4. Consider a tree preservation ordinance.
5. Explore opportunities to partner with the Virginia Outdoors Foundation on their Open-Space Land Preservation Trust Fund.

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GLOSSARY

Archaeology: The scientific study of the physical evidence of past human societies recovered through excavation.

Archaeological Site: A location that contains material evidence of past human activities for which a boundary can be established.

Architectural Review Board: In Spotsylvania, the appointed group known as the Historic Preservation Commission that is charged with reviewing design guidelines in the County's Historic Districts or Local Overlay Districts as prescribed in the Historic District Ordinance.

Certified Local Government (CLG): Refers to a local government, certified or approved by the State Historic Preservation Office (SHPO), which has an appointed commission to oversee the survey and inventory of historic resources, to review areas for historically significant structures, and to develop and maintain community planning and education programs. Spotsylvania is one of 29 jurisdictions named as a CLG. The program was established by The National Historic Preservation Act of 1966, as amended in 1980, and is a partnership between local governments, the federal preservation program and VDHR. {see VDHR}

Context Analysis Reports: A report that follows standard procedures for documenting, mapping, and analyzing historic landscapes and their associated viewsheds based on techniques used by National Park Service. It may also provide guidance for the stewardship, preservation, and mitigation of effects on significant landscapes.

Contributing Structure: A building or structure in a historic district that generally has historic, architectural, cultural, or archeological significance.

Corridor Overlay District: A planning area that is established to protect scenic, cultural resources or highways and entrance roads. Developmental guidelines are used for setbacks, building scale and designs.

Cultural Landscape: The United Nations Educational, Scientific and Cultural Organizations (UNESCO) defines cultural landscapes as “the combined works of nature and of man and are illustrative of the evolution of human society and settlement over time, under the influence of the physical constraints and/or opportunities presented by their natural environment and of successive social, economic and cultural forces, both external and internal” (UNESCO/ICOMOS Expert Group, World Heritage Convention Operation Guidelines, February 1995). The National Park Service (NPS) defines a cultural landscape as “a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.”

Cultural Resources: A broad group which includes buildings, sites, structures, and objects that possess significance at the local, state, national or international levels. Historic assets are included in this category.

Cultural Resource Surveys: A report that documents the condition and appearance of resources in an attempt to protect from development or encroachment. It can include prioritized resources that are to be mitigated.

Civil War Preservation Trust: The CWPT is America's largest non-profit organization (501-C3) devoted to the preservation of our nation's endangered Civil War battlefields. www.civilwar.org

Demolition by neglect: Process of allowing a building to deteriorate to the point where demolition is necessary to protect public health and safety.

Dependencies: A 19th century word used to describe plantation and farm outbuildings that include, the kitchen, smokehouse, icehouse, spring/milk house, weaver's cottage, stables, blacksmith shed, and carriage houses. The people living on the land 'depended' upon these structures and their activities to sustain life.

Easement (historic preservation or conservation): A partial interest in a property that can be transferred to a non-profit organization or government entity by gift or sale to ensure the protection of the historic or natural resource or open space in perpetuity.

Eligible property: Property that meets the criteria for inclusion in the National Register of Historic Places but is not formally listed.

Enabling law: Law enacted by a state establishing the legal parameters by which local governments may operate. The source of authority for enacting local preservation ordinances.

“Ellwood”: Constructed in 1790, the house came under the ownership of the Fredericksburg-Spotylvania National Military Park in 1977. In 1824, Revolutionary War hero Marquis de Lafayette dined at Ellwood during his triumphant tour of America. It was a field hospital and Union Gen. Warren's V Corps Headquarters during the Battle of the Wilderness in 1864.

FSNMP: The Fredericksburg and Spotsylvania National Military Park was established by an Act of Congress on February 14, 1927 "to commemorate the Civil War battles of Fredericksburg, Spotsylvania Courthouse, Wilderness, and Chancellorsville, including Salem Church." Originally administered by the War Department, the park was transferred to the care of the National Park Service in 1933. The National Park Service was established as an agency within the Department of the Interior on August 25, 1916.

It is charged with providing for the preservation and enjoyment of such areas that are entrusted to it by Congress.

Historic District: An area that includes within its boundaries a major concentration of properties linked by architectural style, historical development or past events. The area has been designated by local, state or national officials as an important resource.

Historic Context (as it relates to the National Register of Historic Places): Information about historic trends and properties grouped by an important theme in the prehistory or history of a community, state, or the nation during a particular period of time. Historic contexts are organized by theme, place, and time, and link properties to important historic trends.

Historic Integrity (per National Register criteria): The authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's period of significance. These characteristics include integrity of location, design, setting, materials, workmanship, feeling, and association.

Historic Overlay District: A designation for an area of cultural resources that is under the jurisdiction of the County's Historic District Ordinance. The properties usually are already listed as Virginia Historic Landmarks or in the National Register of Historic Places.

Historic Structure Reports (HSR): A comprehensive reference of documents providing long term preservation guidance for a historic property. Survey work involves both documentary research and in depth on-site inspection. Reports typically include narratives on the property's history and construction; descriptions and photographs showing its original appearance and current conditions; original paint colors; materials conservation analysis; masonry cleaning and mortar specifications for restoration work. The purpose of an HSR is usually to provide a record of a building's condition before beginning restoration or renovation of the building.

Land Use: A term used to describe how land is currently categorized or may be developed for industrial, residential, commercial or open space purposes.

Massing: The term used to explain the total size of a building.

National Register of Historic Places: The official Federal list of buildings, sites, structures, and districts important in American History, Architecture, Archaeology, Engineering, and Culture.

National Trust for Historic Preservation (NTHP): A national organization that champions preservation by providing leadership, education, and advocacy to people working to preserve places that matter to them.

Preservation: Working to protect the architectural characteristics of a structure, the natural setting of a resource, the viewshed of a special historic or cultural resource.

Primary Settlement District: The planning area designated in the County's Comprehensive Plan that is expected to have the greatest density in population and intensity of uses.

Purchase of Development Rights: The ability of an owner to sell the development potential of property to another entity in exchange for not developing the parcel.

Reconnaissance Level Survey: An initial investigation of an archaeological site to determine if there are resources present and if further investigation is warranted.
Intensive Level Survey: An in-depth investigation of an archaeological site which examines and interprets findings.

Related Lands Database: A first of its kind survey of Civil War lands in Spotsylvania County located outside the Fredericksburg-Spotsylvania National Military Park through a 1994 grant from the American Battlefield Protective Program.

Rehabilitation or Adaptive Reuse: To return a building to a state of current use by alteration or repair that preserves its individual features that are important.

Restoration: To return a building to a particular time period that has been identified through research. Architectural features may have to be replicated or repaired.

“Salem Church”: Built in 1844, the church was used as a refugee gathering point as well as a field hospital during the battle of Chancellorsville in 1863.

Scale: The word used to describe the proportions of a structure in relation to its setting.

Section 106: Provision in the National Historic Preservation Act that requires federal agencies to consider the effects of proposed undertakings on properties listed or eligible for listing in the National Register of Historic Places (16 U.S.C. § 470f, with regulations at 36 C.F.R. Part 800).

Section 4(f): Provision in Department of Transportation Act that prohibits federal approval or funding of transportation projects that require “use” of any historic site unless (1) there is “no feasible and prudent alternative to the project,” and (2) the project includes “all possible planning to minimize harm.” (49 U.S.C § 303)

Themes: Specific periods of history specified by dates given to identify various stages of human activity.

Transferable Development Rights: Technique allowing landowners to move or sell rights to develop a specific parcel of land to another parcel frequently in a more dense area of land use.

Virginia Department of Historic Resources (DHR): Located in Richmond, known as the State Historic Preservation Office. Its mission is “...to foster, encourage and support the stewardship of Virginia’s significant architectural, archaeological and cultural resources.” It is a major source of preservation information for citizens of the Commonwealth.

Additional References for Further Preservation Information

American Forests: National Register of Big Trees

<http://www.americanforests.org/resources/bigtrees/>

American Planning Association: <http://www.planning.org>

Alliance for Historic Landscape Preservation: <http://www.ahlp.org>

Association for the Preservation of Virginia Antiquities: <http://www.apva.org/>

The Cultural Landscape Foundation: <http://www.tclf.org>

Franklin, Tennessee “Historic District Guidelines:”

<http://www.franklin-gov.com/pdf/historicdistrictdesignguidelines.pdf>

Historic American Building Survey (HABS): <http://www.cr.nps.gov/habshaer/habs/>

Historic American Landscape Survey: <http://www.cr.nps.gov/habshaer/hals/>

The Land Trust Alliance: <http://www.lta.org/consERVE/options.htm>

Library of Virginia: <http://www.lva.lib.va.us/>

National Alliance of Preservation Commissions:

<http://www.uga.edu/sed/pso/programs/napc/napc.htm>

National Preservation Institute: <http://www.npi.org/sem-ls.html>

Piedmont Environmental Council: <http://www.pecva.org/>

Virginia Big Tree Program: <http://www.cnr.vt.edu/4h/bigtree/>

Virginia Outdoors Foundation: <http://www.virginiaoutdoorsfoundation.org/>

***Spotsylvania County Landmarks Listed in the Virginia
Landmarks Register and the National Register of Historic Places***

Rapidan Dam Canal of the Rappahannock Navigation

Saint Julien

Andrew's Tavern

Fredericksburg and Spotsylvania County Memorial National Military Park

Prospect Hill

Tubal Furnace Archaeological Site

Spotsylvania Court House Historic District

Stirling

Massaponax Baptist Church

Kenmore Woods

Fairview

La Vue

La Vista

Bloomsbury Farm

Oakley

Walnut Grove