

HISTORIC PRESERVATION PLAN



**CITY OF FREDERICKSBURG,
VIRGINIA**

JUNE 2010

HISTORIC PRESERVATION PLAN
for the City of Fredericksburg, Virginia

**Prepared in conjunction with the
City of Fredericksburg Comprehensive Plan**

Prepared by:

**Historic Preservation Task Force
Planning Commission
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P.O. Box 7447
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EXECUTIVE SUMMARY

The Mission

The City will continue to recognize, protect, and interpret significant architectural, historical, and archaeological resources that are part of the community's heritage. The purpose of the Fredericksburg Preservation Plan is to outline goals and initiatives to help fulfill this mission (see Appendix A for a complete glossary of terms used in this document).

The Scope

The plan—

- Recognizes that the perpetuation of our cultural resources is essential to maintaining a vibrant community that retains its character, sustains its quality of life, and provides for its long-term economic well being as it continues to evolve.
- Includes the entire city, not just the Old and Historic Fredericksburg District.
- Focuses on multiple types of historic and cultural properties: buildings, structures, objects, sites, and districts.
- Recognizes the resource limits of the City and identifies alternative resources to assist in the implementation of the plan's goals.
- Goes beyond preserving our history and includes education and interpretation components to encourage both tourism and a better quality of life for residents.
- Should be considered as a companion document to the City of Fredericksburg Comprehensive Plan.
- Most importantly, the basis of the plan is the idea that the City's history continues to evolve and the preservation requirements will need to change with it.

Key Issues

Issue 1: Historic Properties Inventory

The success of the Preservation Plan is predicated on the City's ability to inventory historic properties, including both above- and below-ground resources.

Issue 2: Battlefield and Civil War Site Preservation

The park should be preserved in settings that enhance the visitor experience, and park-identified viewsheds should be enhanced in order to promote understanding and appreciation of the stories the park has to tell.

Issue 3: Zoning

The preservation of historic buildings and streetscapes requires an eye towards the historic context of each property as an entity of its own time and place. As such, zoning laws should be amended to allow Fredericksburg zoning requirements to be more context-driven when dealing with historic properties and neighborhoods to avoid out-of-character development and retain neighborhood cohesion and theme.

Issue 4: Enforcement

Although the establishment of the Historic District in 1972 put in place the basic tools to advance preservation in the city, the use of these tools has been limited to specific boundaries. The consistent enforcement of the Maintenance Code and Historic District Ordinance is primary objective and the city should provide the necessary resources to implement this effort city wide.

Issue 5: Protection

Protection includes those policies, procedures, and actions that reduce or negate adverse effects on the Historic District and other historic properties throughout the city.

Issue 6: Incentives

In order to help promulgate preservation activities in Fredericksburg, it is imperative that the City and other local preservation groups establish a set of initiatives to promote the rehabilitation, restoration, repair, and investigation of historic properties.

Issue 7: Education and Community Outreach

In order for these resources to be respected and preserved, their story must be understood by city employees and be presented in a meaningful way to visitors and residents.

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ACKNOWLEDGEMENTS

The Fredericksburg Historic Preservation Plan was developed by the 2007–2010 Historic Preservation Task Force. The group was appointed by Mayor Thomas Tomzak and Fredericksburg City Council to develop a plan to help guide preservation activities in our community. As such, the Task Force representatives cover a wide range of city residents. The Historic Preservation Task Force team included:

City Council: Matt Kelly, Chair of the Task Force; Councilor, Ward III
Kerry Devine, Vice Mayor; Councilor, At Large
George Solley; Councilor, Ward II

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The Task Force wishes to particularly thank the City Planning Commission, City Planning Department, the City Building and Development Services Department, and the City Attorney for their assistance during this process. In particular, Ray Ocel, Erik Nelson, John Walsh, Kathleen Dooley, and Beverly Cameron were instrumental to the completion of this document.

All images and figures within this document, unless otherwise cited, are from the collection of Dovetail Cultural Resource Group in Fredericksburg, Virginia.

PREFACE:

**THE HISTORIC PRESERVATION TASK FORCE
MISSION STATEMENT**

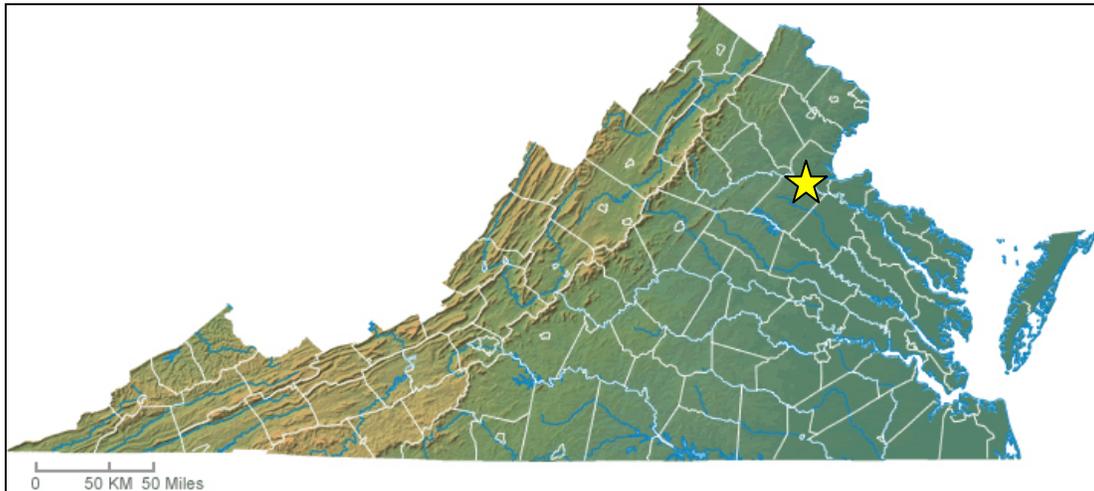
The City of Fredericksburg's (City) historic and cultural resources span our nation's history, ranging from prehistoric settlements to colonial dwellings and stores, Civil War battlegrounds to postbellum urban growth, and emerging suburbanization. Some resources have yet to be discovered, while others need to be reevaluated as new information comes to light. Fredericksburg's distinctive character, evident in its built environment and archaeological sites, is a result of these intermingled histories.

Our city has a life that has already spanned many generations, and it is understood that each generation is a steward of what has been left in its care. We accept the challenge to alter the city's fabric with respect and dignity, not only to the past, but to future generations as well. We recognize the richness and diversity of our cultural heritage. We desire to live in and bequeath a city that integrates our buildings, objects, structures, sites, and districts with those of the past. For these reasons and more, we have created a preservation plan for the City of Fredericksburg.

SECTION 1:

INTRODUCTION

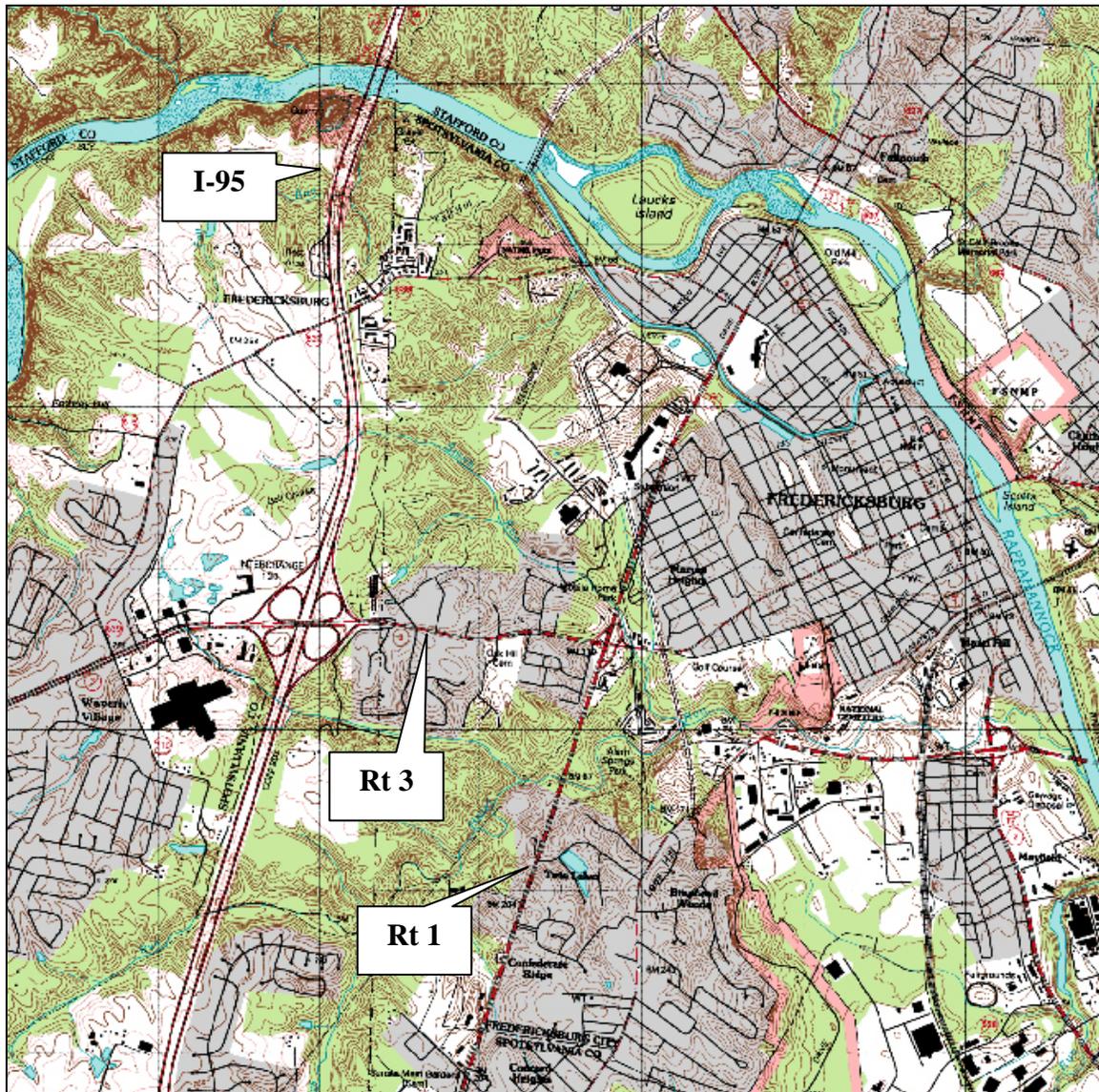
Fredericksburg is located in north-central Virginia, approximately half way between the state capital of Richmond and our nation’s capital, Washington D.C. The community lies at the fall line of the Rappahannock River—a natural resource that has provided centuries of nourishment, enrichment, work, and play. From Native American tribes to colonial settlers and servants and from Civil War soldiers to today’s D.C. commuters, each generation has left behind an indelible, tangible mark on the city. The resulting fabric is vibrant, rich, and multifaceted. The Fredericksburg Preservation Plan was thus created in recognition of the significance of our past and also the shifting ideologies and needs of our future.



Virginia and the City of Fredericksburg.

The Preservation Plan should be viewed as a component of the larger City of Fredericksburg Comprehensive Plan. The adopted Comprehensive Plan (September 25, 2007) noted that Fredericksburg contains an impressive array of historic architecture. There is no concentration of any one architectural style, however, but rather a diverse set of buildings that reflects the continuity of an enduring community. The Historic District, located adjacent to the Rappahannock River, is also the central business district, surrounded by residential neighborhoods. Both areas provide an inviting context for continued construction and activity. The Comprehensive Plan notes that an early appraisal of the City’s historic buildings recognized that not all of these resources should be considered as contributing to the Historic District. While it is critical to protect the City’s historic resources, the Comprehensive Plan also notes that many buildings would benefit from appropriate rehabilitation, including removal of incompatible improvements.

In addition, many infill opportunities exist where compatible new construction would contribute to the dynamics of an active and growing community. Moreover, historic resources exist in abundance outside of the Historic District—resources that help give Fredericksburg its unique identity and sense of place.



Fredericksburg, Virginia, U.S.G.S. 7.5-minute Quadrangle.

The Comprehensive Plan contains a thorough list of current and proposed preservation policies (see Comprehensive Plan, pp. 75–76). This Preservation Plan was developed as a guide to augment this list and help identify steps that can be taken to protect certain values that define the character of the City of Fredericksburg and that are rooted in its history and traditions. The plan, developed between 2007 and 2010, highlights the present state of preservation in our community and outlines a series of preservation-related issues to be addressed by city representatives, city staff, and city residents. The

issues, and related goals and initiatives to address each issue, are organized based on relative priority. However, the plan is designed as a guideline and a checklist for various future preservation initiatives. It does not provide specific details on all actions needed to complete (or the content thereof) the various ordinances, overlays, and other modifications needed to achieve our preservation goals, as it is believed that each of these goals are multi-faceted, nuanced topic that warrant individual scrutiny. This plan is only a basic foundation. More detailed ordinances, plans, and guidelines are required to build on the ideas presented in this document.

The plan also provides guidance on the oversight of the plan itself to assure that the initiatives set forth within this document are being adequately attended. Fredericksburg's distinctive character, portrayed in its built environment and archaeological sites, is an amalgam of our history. The concepts that are presented in the Preservation Plan are equally multifaceted and highlight the meaningful and varied texture of our community.

SECTION 2:

FREDERICKSBURG'S HISTORIC CHARACTER

The character of Fredericksburg is defined by both its natural setting and its historic context. This section presents an abbreviated description of its physiography and its prehistory and history to provide background data for the ensuing plan. See Appendix F (p. 64) for an extended narrative on the area's prehistoric and historic context.

Physiography

Fredericksburg is within the transition area between the Virginia Piedmont and the Coastal Plain. The terrain is bisected by the Rappahannock River and is characterized by moderately broad ridges, steep bluffs, and both narrow and moderately wide floodplains. Land elevations range between 25 and 250 feet above mean sea level. The city's watersheds are drained by a combination of natural streams and human-formed channels.

The Rappahannock River, running along Fredericksburg's northern and eastern boundary, flows east to west. The fall line marks the western boundary of the Coastal Plain sediments. In the Coastal Plain and Piedmont uplands area, crystalline igneous and metamorphic rocks of the pre-Cretaceous, are overlain by sand, sandstone, silt, clay, and gravels. Rocky outcrops occur and many have been quarried. Soils are typically deep and well drained and fall generally to the east.

Prehistoric and Historic Development

Although many people think of the English settlement at Jamestown in 1607 as the first successful settlement in what is today Virginia, Native American groups have been living throughout the region for thousands of years. The earliest Native inhabitants, known as Paleoindians, lived in small, nomadic bands focused on hunting caribou, elk, deer, and now extinct mega-fauna. They lived in the Fredericksburg region over 10,000 years ago. Subsequent Archaic-period tribes had a generally larger population and began to create seasonal camps, a first nod towards permanent settlement. They used ground-stone tools to hunt and began to exploit the area's waterways for fish. The later Woodland groups began to plant crops, use pottery, and establish long-term settlements. These Woodland period tribes were living along the Rappahannock and other tributaries when John Smith and other European explorers began to move westward from Jamestown.

During the seventeenth century, tobacco and slavery came to dominate life among the new European settlers in the colony. The Chesapeake Bay plantations had strong commercial ties to England and were served by the region's many navigable rivers. As the Virginia colony grew beyond the Tidewater, there developed a need for places to exchange materials and goods. Larger trade centers were established at the falls of major waterways, to serve the Colony's interior reaches. The fall line was as far upstream as

vessels could navigate, and the falls themselves provided a source of power for local industries. Fall line settlements included Petersburg on the Appomattox River, Richmond on the James, and Fredericksburg on the Rappahannock. Water-powered mills served agricultural needs and eventually drove manufacturing enterprises. Roads within this network, however, remained abysmal.

Following independence from Britain, the nation's attention turned increasingly westward. The Piedmont's agricultural base grew, but the roads that connected these emerging markets to the towns on the fall line remained poor. During the first half of the nineteenth century, various interests attempted to construct canals, turnpikes, and railroads, to provide critical transportation links, but without adequate state support most of these improvements continued to be marginal.

The Northern Coastal Region also played a prominent role during the Civil War. Railroads constructed just a few years earlier, on a north-south axis, effectively linked the two warring capitols of Washington D.C. and Richmond. The iron rails provided the logistical infrastructure to field enormous armies. Between 1862 and 1864, the Rappahannock River became the dividing line between the Union Army of the Potomac and the Confederate Army of Northern Virginia. During this period, these massive armies fought at Fredericksburg, Chancellorsville, the Wilderness, and Spotsylvania Court House.

Following the Civil War, there were few changes in the Northern Coastal Region. The eastward-flowing rivers kept places like the Northern Neck and Middle Peninsula oriented to the Chesapeake Bay. Tobacco farming continued to give way to wheat and produce, and a growing seafood industry thrived. A variety of investors also revived milling and manufacturing operations, where waterpower remained an economic constant.

This industrial pattern began to change in the early-twentieth century. Improved roadways, to accommodate motorcars and trucks, eventually removed an almost exclusive reliance on railways and river shipping. Electrical power, even if water-generated, reduced the need to locate actual industries along waterways, where they were constantly prone to flood damage. As north-south highways established links to other economic regions, only Richmond retained its east-west orientation between the interior reaches and Virginia's primary seaports to the east.

Changing political conditions also resulted in a permanent military presence in the region. Overseas conflicts drew the nation's attention to Europe, and the Marine Corps established a base at Quantico during World War I for training. The Army set up Camp A.P. Hill during World War II. Since that time, the region's demographics also changed as the Northern Virginia suburbs steadily extended south, supplanting the rural environment with houses and retail center.

SECTION 3:

PREVIOUS PRESERVATION EFFORTS AT THE FEDERAL, STATE AND LOCAL LEVEL

This plan is by no means the first effort to preserve Fredericksburg's historic and cultural resources. The city has a long history of planning for, and preserving, historic buildings, landscapes, objects, structures, burying grounds, and other resources. These efforts have been carried out at the private level by preservation-minded citizens and organizations, as well as at the public level by boards, commissions and departments of City government.

A good Preservation Plan uses existing legislation as a backdrop for proposed preservation goals, thus providing a foundation of existing guidelines and a framework for proposed modifications. This section presents a brief discussion on Federal, State, and Local-level preservation legislation. Specifically, Fredericksburg's past preservation efforts are discussed to assess their impact on preserving the city's historic and cultural resources. This assessment is critical in order to: (1) avoid duplication of past efforts; (2) determine what, if any, past efforts need revisiting; and (3) determine what goals, initiatives, and outcomes are needed for the future.

Preservation's Early Years: Primarily Private

The private sector initiated historic preservation in the United States, motivated by the desire to honor the nation's heroes. In 1853, an association of women, horrified at the neglect and deterioration of George Washington's Mount Vernon, assumed responsibility to preserve it. Private groups also incorporated to protect other places in the region such as Stratford Hall (birthplace of Robert E. Lee) and Ferry Farm (boyhood home of George Washington).

The federal government became involved in preservation nineteen years after the Mount Vernon Ladies Association formed, but with a focus on landscapes in the West. Yellowstone National Park came into being through Congressional action in 1872. The Antiquities Act of 1906 had as its focus protection of Native American sites. Although the National Park Service was created in 1916, private efforts remained critical to creating the Great Smoky Mountains and the Grand Tetons National Parks. Despite these efforts, preservation remained primarily private for the next several decades.

Private enterprise recreated Colonial Williamsburg, beginning in 1926. Williamsburg evolved through the vision of a wealthy philanthropist, but other communities were figuring out that preservation of an entire community was the way to retain their historic character. In 1931, Charleston, South Carolina, introduced the nation's first ordinance whose scope was preservation of an entire urban district. In 1936, Louisiana amended its

state constitution, to allow New Orleans to establish a historic district in that city's French Quarter.

The idea behind a district was that a collection of buildings was greater than the sum of its parts. The authority for this type of legislation is the exercise of a jurisdiction's police power. Supreme Court Justice William O. Douglas articulated this once quaint notion as follows:

The concept of the public welfare is broad and inclusive. The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled.

The Federal Government Expands Its Role

During the Great Depression, the federal government became involved in a great many preservation activities. The Civilian Conservation Corps constructed roads and trails in federal parks and performed a significant amount of maintenance. The Historic American Buildings Survey (1933) initiated the documentation of thousands of properties. The Historic Sites Act (1935) established an official list of historically significant properties, which were already being surveyed and documented. The Civil War battlefields being administered by the War Department were transferred to the National Park Service.

The post-World War II boom led to even more federal involvement in preservation. Public spending for roads and other infrastructure grew massive, but occasionally caused damage to places of historic significance. The U.S. Congress chartered the National Trust for Historic Preservation in 1949, but the federal government's central preservation law dates to 1966. The National Historic Preservation Act, (NHPA) of that year, promoted preservation within the context of the modern world. The intent of the legislation was to protect the nation's heritage as communities grew and developed.

The authority for federal involvement in historic preservation is found in Article 1, Section 8 of the United States Constitution. Under this provision, Congress is authorized to levy taxes as well as legislate for the general welfare. A host of federal regulations make historic preservation part of federal undertakings. The Natural Environmental Policy Act of 1969 expanded federal responsibilities to include not just historic concerns, but impact to the natural environment as well. Like the NHPA of 1966, these federal rules are applicable when federal funding is being used.

The 1966 National Historic Preservation Act made the states partners with the federal government. The intent was to direct federal funding to the State Historic Preservation Officer (SHPO), so states could do their own historic preservation surveying and listing. Federal funds were never adequate, though, and by the 1980s, states were not doing nominations any longer. Consultants filled that niche. A 1980 amendment to the 1966

NHPA created the Certified Local Government Program, continuing the trend of decentralizing the federal role in preservation. This time, the distribution of responsibility was beyond the state government to the local level. This step ostensibly brought local governments into the national preservation program, as the states had been, but local preservation comes under the auspices of the state governments, rather than any federal jurisdiction. This difference in jurisdictional authority has profound significance.

Historic districts became more prevalent within older localities. The Bicentennial of the American Revolution generated tremendous interest in historic preservation and was used by many jurisdictions as a way to revitalize downtown communities that had been bypassed and economically devastated by suburban competition (facilitated by the Federal highway system). Following up on this trend, the National Trust introduced its Main Street Program in the 1980s. The legality of historic district legislation had been challenged in court, but a 1978 case (*Penn Central v. NYC*) affirmed that local preservation regulation was valid.

The landmark *Penn Central* case is tremendously significant, but local preservation should not subsequently be viewed as an extension of federal and state programs. The public sector consists of three tiers of government—federal, state, and local. Each level of government has its own function as well as distinct limitations. It is critical that preservationists understand the inherent strengths and limits of each because most preservation projects involve all three in some manner.

State Programs

Amendments 9 and 10 of the United States Constitution leave the regulation of land use up to the states. In this context, the states retain the police power for such things as zoning, building codes, and historic preservation. To understand preservation at the local level, it is necessary to understand the legal relationship between a locality and its state government.

In Virginia, the state enabling legislation is the key to local historic preservation. The statute is quite brief and simply provides for establishment of a district, a review process, and an avenue for appeals. In describing the review process, the State Code also specifies—in very broad terms—that the local review of a project is to ensure that it will be “architecturally compatible” with the historic district’s historic landmarks, buildings, and structures. In the context of the state’s authority to exercise the police power for zoning, building codes, and historic preservation, the local review is a quasi-judicial process. The local ARB must evaluate applications against an adopted ordinance.

Virginia Department of Historic Resources

In early 1966, the Virginia General Assembly established the Virginia Landmarks Commission, one of the first preservation offices in the country and pre-dating the NHPA of 1966 by several months. Since 1989, the SHPO and a professional staff of historians, architectural historians, and archeologists have comprised the Virginia Department of

Historic Resources (DHR), the successor to the Virginia Landmarks Commission based in Richmond. Code of Virginia Section 10.1-2200 et seq. outlines the general purposes of the DHR. The SHPO is the director and appointed by the Governor.

Based on the success of the Roanoke regional office established in 1989, DHR added three additional regional offices in 1995–1996. These offices provide closer coordination with citizens and local officials and are located in Winchester, Portsmouth, and Petersburg. The Northern Regional Preservation Office in Stephens City serves the City of Fredericksburg and surrounding localities.

Two citizen boards assist the DHR in its historic preservation duties, the State Board of Historic Resources and the State Review Board. The Board of Historic Resources approves Completed nomination reports for listing on the Virginia Landmarks Register (and subsequent nomination to the National Register), Historic preservation easements, and the highway marker program participants. The Governor appoints its members. The Review Board approves proposed nomination reports for listing on the Virginia Landmarks Register, and the director of the DHR appoints its members.

Two state-wide private agencies also assist in historic preservation matters—the Preservation Alliance of Virginia, a consortium of historic preservation organizations throughout Virginia, and the Association for the Protection of Virginia Antiquities (APVA). The APVA operates four historic properties within Fredericksburg and is thus extremely active in Fredericksburg-area preservation: the Mary Washington House, the Rising Sun Tavern, the Hugh Mercer Apothecary Shop, and the St. James House. The first three are open year-round, while the latter is open on special occasions.

Virginia Landmarks Register

The Virginia Landmarks Register, established in 1966, is an official list of buildings, structures, districts, objects and sites that constitute the principal historical, architectural and archaeological resources of the Commonwealth. The intent of the State Register, like that of the National Register, is to recognize publicly the significance of the listed properties. Its additional function is to encourage, but not require, local governments and property owners to consider the registered property’s historic, architectural, archaeological and cultural significance in their planning and decision making.

A property owner, or with the owner’s consent, any interested individual or organization, may nominate individual properties or districts for listing on the Virginia Landmarks Register. The DHR will provide a nomination packet and evaluate the completed forms to determine eligibility for listing. As part of the nomination process, County officials, local preservation groups, and adjacent property owners are notified and afforded the opportunity to comment. All properties approved for listing on the Virginia Landmarks Register are, with the property owner’s consent, nominated to the National Register.

If determined to be eligible, the property will then be listed on the National Register. Benefits for owners of property on the State Register include eligibility for: (1) Technical

assistance with repair and rehabilitation projects from the professional staff of the Department of Historic Resources; and (2) State income tax credits for eligible rehabilitation of listed properties. Unlike the federal income tax credit, the property need not produce income. The owner of each newly listed property receives an authorization to purchase an official state plaque that may be affixed to the property.

Easements

Owners of properties that are listed on the Virginia Landmarks Register may also elect to protect their properties with a historic easement. Historic easements are administered by the DHR under the Open Space Land Act (Code of Virginia Sections 10.1-1700-1705). The Board solicits and accepts preservation easements, which prohibit in perpetuity the inappropriate use or development of scenic and historic land and buildings.

In addition to Historic Easements, Conservation Easements are also available for property owners. The Code of Virginia 10.1-1009 et seq. authorizes the creation of conservation easements for the purpose of protecting natural, scenic, or open space values. Easements may be donated by the landowner to the Virginia Outdoors Foundation or other public holding agencies, normally through individually negotiated agreements to limit development, but some ability to subdivide may be retained. The minimum term of the easement is five years, but in order to qualify for federal tax deductions, must be written for perpetuity. Local government is not directly involved in creating conservation easements.

Local-Level Preservation

Through federal legislation, there exists a strict environmental review of state and federal projects, based on very standardized criteria for determining the significance of historic resources. There are also state and federal tax credits for private property owners, again with strict standards for the treatment of historic properties.

State and federal bureaucracies oversee their respective preservation compliance programs. A cadre of consultants is available for hire, either by government agencies undertaking specific projects or by private citizens seeking tax credits. In this context, preservation is either a required part of state and federal projects, for which funding must be identified, or a potential subsidy that encourages property owners to preserve their properties as state and federal authorities will allow.

Preservation at the local level, on the other hand, has an entirely different legal basis. State and federal projects are required, by law, to have a preservation compliance component. State and federal tax credits provide a strong financial incentive. Local preservation, however, is imposed at the discretion of the local governing body and directly affects the activities of voters and constituents in the use of their property.

Local preservation is still undertaken in the manner initiated in 1931, when Charleston, South Carolina established the nation's first historic district ordinance. In effect, the

jurisdiction exercises its police power to require a special type of permit (a Certificate of Appropriateness) for defined work (exterior alterations visible from a public right of way) in a designated area (the historic district). The local review board is quasi-judicial and functions under zoning law. The established federal criteria are often adopted by localities for their local review process.

The Secretary of the Interior's Standards for the Treatment of Historic Properties contain guidance for four different ways of working with historic buildings. The National Park Service states that they are "neither technical nor prescriptive," but rather a means to promote "responsible preservation practices...." The four options are as follows:

1. **Preservation:** Preservation actively maintains the integrity of a resource, including stabilization and ongoing maintenance, with a premium placed on retention of as much historic fabric as possible.
2. **Restoration:** Restoration of a property entails returning a resource to the appearance it had in an earlier period. Restoration often includes the removal of materials from other periods, regardless of significance. The extent of restoration is usually a matter of contentious discussion.
3. **Reconstruction:** Reconstructing something of significance is the act of reestablishing a resource that no longer exists. The accuracy of a reconstruction depends on available documentation and the restorer's ability to remain true to the resource and its initial period of construction.
4. **Rehabilitation:** Rehabilitating a building returns it to a contemporary use, while protecting its significant features.

Rehabilitation is the activity most often undertaken within a local historic district. Unlike the other three treatment options, rehabilitation does not freeze time. It does not create a time capsule. Instead, it allows change, so buildings can be adapted and used. The Preservation option, however, exerts a powerful influence in how a locality reviews projects in its historic district.

Local Preservation is Political

Historic overlay zoning embodies a host of inherent conflicts. When property owners and an ARB meet, the dynamic is the exercise of a jurisdiction's police power within a context of property rights, freedom of expression, legal aesthetics, economic development, and the community's history and values. The local context is more comprehensive than the focus on a single resource.

While state and federal programs address preservation through precise standards, there are many opinions as to what constitutes historic preservation at the local level. For some, a historic district is akin to legal covenants that ensure no changes will occur in their neighborhood. This expectation considers the Preservation option over the

Rehabilitation one. This rigid interpretation is not what zoning can deliver, but the idea is persistent. For others, historic preservation dictates that every building must look historic (however that individual defines such a term). For yet others, a historic district is a means to exclude people who are not affluent enough to care for a historic home. The reality, however, is that most historic districts are a celebration of a community's past that are unique in their own right and should be considered on an individual basis.

Local Preservation: Managing Change

The ARB's charge is to ensure that the inevitable changes that come to a growing and active community remain a visible part of its development. An ARB is heavily involved with the adaptive reuse of privately owned buildings. Revitalization of once active downtown centers requires that obsolete buildings, such as mills or factories, be used for something else. The revitalization focus is very much a local goal. It is specified in virtually every Comprehensive Plan that includes a historic preservation component, which is then included in virtually every related historic preservation ordinance. Revitalization is an integral part of local preservation because its economic promise is cited as the public purpose in virtually every local historic preservation ordinance that seeks to regulate private property.

Change is what occurs in historic districts. Old building need to be adapted to contemporary uses or they end up abandoned as economically unfeasible. Historic preservation that seeks to encapsulate an image rather than realize the dynamic of human activity will eventually become stagnant and irrelevant.

Preservation in Fredericksburg: A Contextual Narrative

Preservation in the City of Fredericksburg began as primarily a private affair. The Fredericksburg Ladies Memorials Association took on the task of burying dead Confederates after the Civil War and, in time, erected memorials. As aforementioned, the APVA acquired and preserved several properties with Colonial connections. Other preservation organizations in the area include the Association for the Preservation of Virginia Antiquities, Friends of the James Monroe Museum, Friends of the Rappahannock, Fredericksburg Area Museum and Cultural Center, Friends of the Wilderness Battlefield, and George Washington's Fredericksburg Foundation. The latter is a large, privately-funded group who manages Kenmore Plantation in downtown Fredericksburg and George Washington's Ferry Farm, located in Stafford County, Virginia just across the Rappahannock River from Fredericksburg. The group has well-established archaeological and historical research programs that involve a high level of education and interpretation.

The Historic Fredericksburg Foundation, Inc. (HFFI) is an educational and advocacy group that holds preservation easements on a collection of downtown buildings and also occupies the Lewis Store, which it acquired and preserved. Comprising a group of dedicated local citizens alarmed by the destruction of several architectural and historical landmarks in Fredericksburg, the group's mission included protection of the rich cultural

heritage of the Fredericksburg area, promotion of interest in and awareness of local preservation issues, and education of future generations about the benefits of preservation for our quality of life. The Foundation identified, purchased and stabilized endangered buildings. However, the group quickly realized that preservation of place needed to go beyond individual resources to embody a holistic support system of our community. Today, HFFI continues to lobby for wise and creative public policy concerning the preservation and economic revitalization of significant properties. The group works with localities on neighborhood preservation, recording historic properties, and participation on preservation-related boards and task force groups.

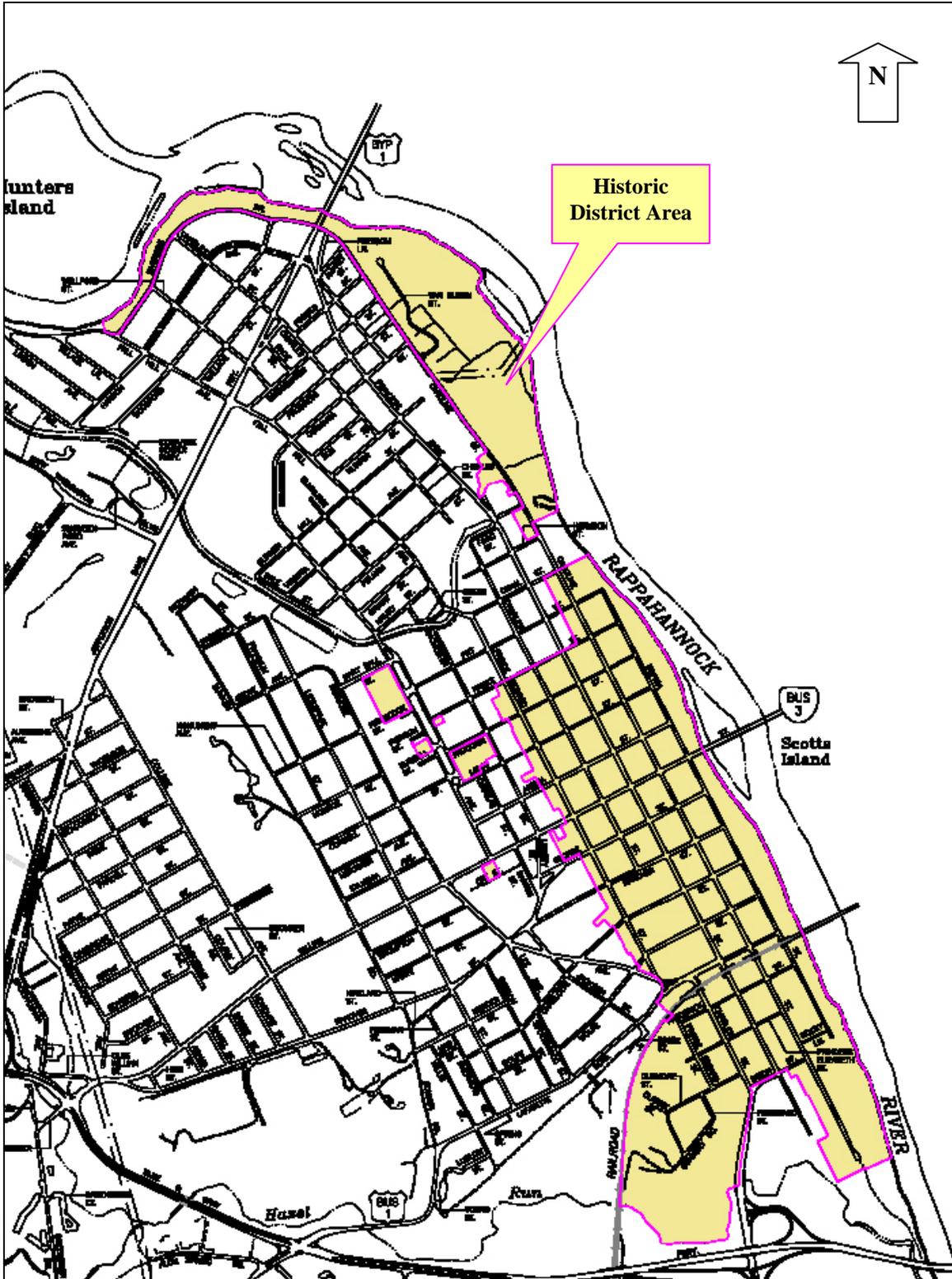
Hugh Mercer Apothecary Shop on Caroline Street, operated by the Association for the Preservation of Virginia Antiquities.



Fredericksburg also followed the national trend in preservation and established its own historic district. As allowed by State enabling legislation, a board of seven citizens, appointed by the City Council, regulates certain aspects of construction undertaken by private property owners within the established district. In addition, the City has developed incentives and other supports for preservation as well as engaged in identifying historic resources throughout the City. These various activities are described more fully below:

Historic District

The City adopted its first Historic District Ordinance in 1968. Administration was by an appointed body called the Board of Historic Buildings. Due to political concerns, though, the buildings under the administration of the City's oversight were those constructed in 1870 or earlier. New construction thus came under the purview of the Planning Commission.



Boundaries of the Old and Historic Fredericksburg District.

This expedient, but odd system prevailed for twenty years, until an ordinance revision in 1988 brought all properties within the Historic District under the purview of what had

come to be called the Architectural Review Board. Unfortunately, the revision also interjected the Planning Commission into the appeals process. The ARB, in effect, became a subcommittee of the Planning Commission. This expedient was abolished a few years later and appeals went directly to the elected City Council.

While the City's local historic district was being set up, a historic register nomination was completed and submitted to the Virginia Historic Landmarks Commission. In March of 1971, the State commission voted to place Fredericksburg's Historic District on the Virginia Landmarks Register and subsequently forwarded the nomination package to the National Trust for Historic Preservation.

In September 1971, the Keeper of the National Register listed Fredericksburg's Historic District on the National Register of Historic Places. It should be noted that listing on the two registers provides recognition rather than protection. The regulatory protection of the hundreds of properties within the Historic District only comes through the local zoning ordinance.

Over the years, the City has continued to refine its preservation ordinance. In 1998, the City expanded the boundaries of the Historic District, to include the old Walker-Grant school and neighborhood, the old mills district, and portions of Washington Avenue. In 2002, the City allowed Bed & Breakfast uses in historic dependencies. In 2007, it reexamined and revised its demolition procedures. Preservation, however, has not been limited to the Historic District, but includes many additional components, as outlined below.

Certified Local Government

The Certified Local Government (CLG) program was meant to include local governments within the larger federal and state preservation process, but was never adequately funded to achieve that end. Still, CLG status indicates that a jurisdiction has a preservation program that meets established professional standards. Fredericksburg meets all applicable criteria and has been designated a CLG.

Citizen Outreach and Preservation Education

The City recognizes that while it regulates the Historic District, it shares custody of the community's architectural and historic heritage with its citizens. To better support the considerable efforts of private property owners, the Planning staff and the ARB developed a Historic District Handbook. It was first published in 1998 and a second printing occurred in 2003. This Handbook contains an overview of the City's history, an explanation of how a historic zoning overlay functions, clear guidance for preservation of existing buildings as well as criteria for new construction with the Historic District, and appendices on architectural terms, architectural styles, and more. In addition to this major work, the City has also provided brochures as a ready reference to citizens on Historic District procedures as well as identification of city offices where help is to be found.

New Construction Procedures in a Historic Context

In 1995, the ARB reviewed plans for a new building and realized it did not have sufficient experience to appropriately review new construction. It followed up with an aggressive training program and procedural discussions, to be able to provide the level of expertise required to effectively serve the City as the central business district attracted significant investment. The Historic District Handbook had anticipated this need and provided an evaluation checklist for new construction and the ARB used this framework to articulate a consistent process. Other efforts to improve the review of new construction included an expanded public notice, in 2006, to ensure adjacent property owners received direct notice.

The ARB also knew that if it had struggled with the issue of new construction then surely other jurisdictions had the same problem. With a grant made available through the CLG program, the ARB planned and conducted an Advanced Preservation Workshop, in February 2008. Over 100 participants, from seventeen Virginia jurisdictions were in attendance, to hear from legal experts and design professionals on the many nuances of new construction. In 2009, this workshop received recognition from the Virginia Downtown Development Association through an Award of Excellence for Organizational Development. The ARB's development in this regard has helped it to properly review such large new projects as a municipal parking garage, a new hotel, and other large developments.

Historic Resources Inventory

A key component of historic preservation is the identification of resources so they can be protected. Over the years, individual property owners have elected to place their properties on the State and National Registers. Beginning in the 1980s, the City's planning staff began to identify historic resources outside of the Historic District. While resources were noted in files, for future reference, others were included in planning documents. Specific Civil War resources were listed in a Civil War Sites Trail Plan (1991). Numerous resources were also included in a revised Comprehensive Plan (2007).

More recently, the City has partnered with the DHR to develop a comprehensive survey of every property within the Historic District, as well as several hundreds of properties that are historic, but outside the Historic District.

Neighborhood Conservation

Since most historic properties in Fredericksburg area privately owned, the City has provided several programs to help with their maintenance. The Commissioner of Revenue, for instance, has a property tax abatement program that phases in the increased property taxes that result when a property is improved. This incentive has been very attractive to investors and home owners and has recently been amended to reflect current real estate conditions. The City has also hired a Property Maintenance Code Official to ensure properties are not allowed to deteriorate. A related Rental Property Maintenance

Program has also been very successful in helping to ensure properties are maintained. For those citizens who do not have the means to repair older homes, the City has developed housing rehabilitation and emergency repair programs, using federal funds (Community Development Block Grant) to ensure those houses remain safe and sanitary.

Enforcement/Staff Coordination

Preservation has been formally coordinated between the Planning Office and the Building Official since 1996. That year, the City Council also authorized the Planning staff to report contractors who willfully violated the Historic District ordinance to the State Board for Contractors. This simple provision has worked exceptionally well. Liaison between Planning and the Building Office has also become increasingly effective.

The City Council has also amended the Historic District ordinance to require full review of City projects within the Historic District. For City projects outside the District, the ARB conducts a public hearing and provides advisory review. In addition, public utilities and certain infrastructure within the Historic District is reviewed by a committee of City staff and the chairs of both the ARB and the Planning Commission.

Watershed Property Resources

Fredericksburg owns nearly 4,800 acres of riparian property within five upriver jurisdictions (Spotsylvania, Stafford, Culpeper, Orange, and Fauquier Counties). Approximately 4,200 acres have been placed in a conservation easement. Human activity in the Rappahannock valley has been long and diverse. There are still remnants of Native American settlements there, as well as sturdy canal locks, military entrenchments, gold mines, foundations of industrial mills, road traces, and more. The City identified this great variety of historic sites in a publication called *Historic Resources Along the Rappahannock and Rapidan Rivers*. The City has already printed this document three times, the first time in 1997 and the last time in 2002.

Battlefields

Fredericksburg is intimately associated with the Civil War and has developed a close relationship with the staff at the Fredericksburg and Spotsylvania National Military Park. As early as the 1981 Comprehensive Plan, the City identified Scenic and Historic Vistas from sites within the National Park—specifically the viewsheds visible from Lee’s Hill and Chatham. Since then, the National Park Service has acquired Willis Hill, adjacent to the National Cemetery and the City’s 2007 Comprehensive Plan identifies the three battlefield lines-of-sight (Lee’s Hill, Willis Hill, and Chatham).

In addition to noting historic vistas in its planning documents, the City also relinquished its right of access to a portion of Sunken Road, so the National Park could restore the scene around its visitor center, as much as possible, to its 1862–63 appearance. The City also has a downtown Civil War walking tour that links the urban battlefield with the National Park resources at Sunken Road.

Additional Local Preservation Groups

Another local preservation group is the Central Virginia Battlefield Trust. In late 1996, a group of concerned citizens in the Fredericksburg Virginia area decided it was time to stand up to the destruction of our heritage and to form a historic lands trust. The nonprofit Central Virginia Battlefields Trust was established with a two-fold mission: first, to purchase significant Civil War battlefields and landmarks, both in fee and in easement, and to preserve them in perpetuity; and second, serve as a facilitator and advocate for battlefield preservation on a local, state and federal level. At Fredericksburg, the Central Virginia Battlefield Trust helped purchase Willis Hill, a 9-acre tract in the center of Marye's Heights overlooking the Sunken Road, and the group continues to fight for the protection of Civil War resources throughout the area.

The Central Rappahannock Heritage Center, another non-profit organization in the city, works to preserve the tangible heritage of our community left to us in printed format. From books to legal legers and from photographs to historic maps, the group's mission is to provide a repository for historically valuable documents on the Central Rappahannock Region, and a center for the scholarly research thereof. Founded in 1997, the group recently moved to a large archival facility in the old Maury School where they house their vast collections and welcome researchers conducting studies on topics pertaining to the Rappahannock region.

SECTION 4:

**FREDERICKSBURG PRESERVATION PLAN:
BASIC TENANTS, KEY ISSUES &
RECOMMENDED INITIATIVES**

Basic Purpose and Principals

The purpose of the Fredericksburg Preservation Plan is to outline key issues, goals and initiatives for the identification, protection, and interpretation of historic buildings, districts, structures, objects, and sites in our community. The perpetuation of these resources is essential to maintaining a vibrant community that retains its character, sustains its quality of life, and provides for its long-term economic well being as it continues to evolve. The plan is meant to provide overarching goals and function as a checklist for possible initiatives. It does not contain specifics on the ordinances or policy changes required to complete each goal, as each of these goals and initiatives are extraordinarily nuanced and merit individual attention.



Kenmore, circa 1910 (Photo owned by George Washington's Fredericksburg Foundation)

Kenmore today

Specifically, the plan includes a set of preservation objectives and a list of initiatives that outline how some of the goals can be met. It also includes recommendations on plan review and the creation of a permanent historic preservation advisory committee to provide plan oversight.

Based on a review of preservation plans from across the country, it was agreed that the Fredericksburg Preservation Plan needed to go beyond the static, outdated methods of relying on the establishment of historic districts in aesthetically-pleasing areas and restoring monumental historic buildings. Also, because of the current state of preservation legislation in use in Fredericksburg, the plan goals and action section varies slightly from other localities to cater to the specific needs of our community.

The Fredericksburg plan encompasses the following basic principles:

- The plan includes the entire City, not just the Old and Historic Fredericksburg District.
- The plan focuses on multiple types of historic and cultural properties: buildings, structures, objects, sites, and districts.
- The plan recognizes the resource limits of the City and identifies alternative resources to assist in the implementation of the plan's goals.
- The plan goes beyond preserving our history and includes education and interpretation components to encourage both tourism and a better quality of life for city residents.
- The Plan should be considered as a companion document to the City of Fredericksburg Comprehensive Plan.
- Most importantly, the basis of the plan is the idea that the City's history continues to evolve and the preservation requirements will need to change with it.

Plan Oversight

Because such a plan is not static, an oversight system is recommended to identify and address issues as they arise, to ensure that efforts to acquire other resources are successful, and to aid in the communication between the development and preservation community. The City's current staff has a very heavy workload, and placing additional duties on existing staff is not a feasible or productive alternative.

The successful implementation of a city-wide preservation plan will require coordinated efforts between various city departments and outside groups, agencies, and individuals. Members would include Planning staff, Property Maintenance Official, head of the Building and Maintenance Department, staff liaison for the ARB, one member of City Council, Tourism staff member, and a representative from the Historic Fredericksburg Foundation, Inc. The goal of the group is to create a detailed analysis of preservation in Fredericksburg to use as a guideline for future preservation decisions. In addition, preservation becomes a key component in city staff decision making.

In addition, the success of such a plan requires a dedicated preservation professional on the City's staff to aid the current staff in preservation matters. The staff member must meet the Secretary of the Interior's (SOI) Standards for historic preservation professionals (see Appendix B for list of criteria). It is necessary that the city employee be a dedicated SOI-qualified individual for several reasons: one, any project utilizing federal funds must have a topic-specific, SOI-qualified individual as the project's Principal Investigator; two, any state or federal compliance review must be completed by someone who meets the SOI standards; and three, a qualified preservation professional would demonstrate the City's commitment to preservation initiatives in our community.

The staff member would also be an integral supporting link between the planning staff and local and state officials.

Issues, Goals, Initiatives and Intended Outcomes

The following plan includes goals and strategies that should be implemented to help preserve the City’s numerous cultural and historic resources. They have been developed in consideration of preservation programs and city ordinances already in existence and will allow our community to take on a holistic view of historic preservation and all of its objectives. To facilitate the completion of the goals, the issues are presented in a recommended priority order. The first set of issues and goals provide an important base analysis to understand preservation in our community, while proceeding concentrate on specialized tasks that can help strengthen our city preservation efforts.

Each of the seven Key Issues has three subcomponents—goals, initiatives, and outcomes. Each key issue was first defined based on current conditions in the City. A set of goals for each issue was then determined to help meet any deficiencies in the existing city system or in the preservation of our community, in general. These goals define what we ultimately hope to achieve. The initiatives listed under each goal are a list of recommendations that should take place to achieve the stated objective. The ensuing outcomes measure the level of success. It is anticipated that these eight areas will be modified over the years to remove the key issues that have been adequately met, address any goals that have not come to fruition, and add any initiatives that arise over time.



Early-nineteenth century worker tenant houses once located at 511–519 Sophia Street (HABS Collection, Library of Congress). These homes were demolished in the mid-twentieth century.

The key issues with the highest priority (Historic Property Inventory, Battlefields and Civil War Site Preservation, and Zoning) all involve gathering data needed to complete a full analysis of the state of preservation in our community. From involvement groups to inventories, these issues and their respective goals look to synthesize existing data that can help city staff, city representatives, and local preservationists make educated decisions on future preservation initiatives. The two work groups created under Plan Oversight will be instrumental in aiding city staff and elected representatives to complete the goals set forth under these three issues.

The final four issues (Enforcement, Protection, Incentives, and Education and Community Outreach) are also of great importance, but each goal would be strengthened by successful efforts undertaken on the preceding four key issues. Upon completion of the analysis, more in-depth preservation topics can be approached using a nuanced perspective obtained from the previous year's efforts. These second issues present the opportunity to create additional work groups as needed to analyze the current state of specific preservation issues in Fredericksburg.

Issue 1: Historic Properties Inventory

The extensive and exciting history of Fredericksburg is readily evident in its built environment and its below-ground resources. The tangible remains of our 300-year history are a great source of civic pride, economic inflow, and social identity. However, although we are surrounded by physical reminders of our past, the City does not have either a full catalogue of its historic properties or established procedures for the identification, study, and interpretation of these remains. Without these, decision-making capabilities are greatly compromised due to a lack of historic context, and the City cannot fully embrace stewardship of its historic remains.



Vice Mayor Billy Withers examines archaeological excavations conducted at the corner of Caroline and Charlotte Streets in 2006.

The success of the entire Preservation Plan is predicated on the City’s ability to catalogue historic properties. As such, the following goals are set in place to rectify the existing deficiencies in our current inventory process to aid in the daily operation of city management and to remind residents and visitors alike of the physical fabric of our rich historic identity.

Goal 1:

Put in place a process to identify and evaluate the city’s historic and cultural resources and stipulate the methodology to conduct a regular inventory.

Initiatives:

- Review the City’s ongoing efforts to document the buildings in the historic district.
- Use the data gathered the existing inventory efforts to create a list of contributing resources to the historic district.
- As an ongoing process, record historic properties outside of the historic district, including both individual buildings and possible new historic districts based on specific neighborhoods or area historic contexts.
- Ensure a policy is in place to document historic resources throughout the city that may be demolished and/or moved, including black & white 35 mm and color digital photographs and written notes. All documentation should be submitted to both the City and the DHR including the completion of a Data Sharing System form and appropriate mapping.

Outcome:

A composite list of buildings, structures, districts, objects, and sites in the City is created that can be updated on a regular basis; the list will include construction date, style, material, contributing/non-contributing status, and notes on integrity.

The City of Fredericksburg Cultural Resource Inventory should include all historic properties over 50 years in age. Many twentieth-century properties have achieved significance in their own right, including Carl’s Ice Cream (c. 1947) listed on the National Register of Historic Places in 2005.



Goal 2:

Establish controls to assure that archaeological sites and subsurface materials are properly identified, evaluated and mitigated prior to excavation projects throughout the city. This will likely include the creation of an Archaeological Ordinance.

Initiatives:

- Organize an Archaeological Task Force to commence a discussion on the merits of an archaeological ordinance versus an archaeological overlay for the city. The task force should include archaeological professionals in the community and others interested in subsurface discoveries, including at least one member of the Architectural Review Board and Planning Commission.
- Develop an overlay map showing areas within the city with a low, moderate and high potential to contain intact archaeological sites.
- Develop a policy to recommend Phase I and II archaeology on new/infill development in areas defined to possess a moderate or high level of archaeological potential, as defined on the overlay map.
- Encourage Phase III excavations at significant archaeological sites through staff support and the application for grant money for such endeavors.
- Establish a system where development plans that are reviewed by the ARB or Planning Commission are assessed for the potential for intact archaeological deposits.

Outcome:

Archaeological sites in the city are regularly identified, evaluated, excavated, and interpreted to uncover new information on Fredericksburg's history and prehistory in a manner that does not place the burden of excessive inconvenience or delay on the project sponsor. Information gleaned from these efforts should be disseminated to the general public through various public talks, articles, and exhibits to educate the general public on the findings.

Goal 3:

Highlight the City's commitment to historic preservation by documenting any archaeological remains that are uncovered by City workers during routine maintenance or repair and, if needed, studying above-ground historic resources that are examined during routine structural inspections.

Initiatives:

- Establish City policy for documenting historic assets when uncovered during routine work by the City.
- Encourage City Council to dedicate funds for a full-time staff archaeologist to oversee archaeological initiatives throughout the city in the future.



Willowware pattern pearlware plates (c. 1790–1830) excavated from the Indian Queen Tavern site at the corner of Charlotte and Caroline streets.

Outcome:

City-owned historic resources are identified and evaluated in a time-effective manner, thus preventing degradation and loss.

Goal 4:

Create a formal procedure to document any above-ground historic resources (buildings, objects or structures) prior to relocation or demolition.

Initiatives:

- Ensure a policy is in place to document historic buildings, structures and objects throughout the city that may be demolished and/or moved through written notes and photographs complying with current National Park Service guidelines.
- Encourage City Council to dedicate funds to achieve this work through staff or consultant efforts or establish a formal partnership with a local advocacy group for donated services to achieve said policy.
- Work with HFFI to determine the best methodology for recording properties slated for demolition and share data on recorded buildings after recordation. All documentation should also be submitted to the DHR including the completion of a Data Sharing System form and appropriate mapping.

Outcome:

Resources permanently lost from the city’s architectural record will be recorded for future researchers.

This historic townhouse at 519 Princess Anne Street was demolished in 2006 as a result of years of neglect.



Issue 2: Battlefields and Civil War Site Preservation

Fredericksburg is one of only a few American cities to have a national park situated within its boundaries. The park is not only an economic engine for the city and a national treasure, but it also represents a watershed era in the city’s history. The park should be preserved in dignified settings that enhance the visitor experience, and park viewsheds should be maintained in order to promote understanding and appreciation of the stories the park has to tell.

Goal 1:

Preserve and enhance the historic viewshed between the City of Fredericksburg and Chatham Manor by managing vegetation and minimizing modern intrusions.

Initiatives:

- Work with the National Park Service to identify mutual actions to improve the management of the viewshed.
- Consider the appearance of City’s historic skyline and river line in zoning and preservation ordinances.
- Amend the city’s Historic District ordinance to specifically include the river as a viewshed.
-

Outcome:

Residents and visitors alike are able to enjoy unobstructed scenic and historic views that enhance quality of life and tourism values.

Goal 2:

Preserve a dignified setting for Fredericksburg’s battlefields while considering the visitor’s “sense of arrival” and ease of access.

Initiatives:

- Develop a Lafayette Boulevard Gateway Corridor Overlay District with design guidelines which includes a Battlefield District extending from Lee Hill to Willis Street.

Outcome:

The treatment of the immediate surroundings of the parks conveys to visitors the importance of the parks and allows visitors easy access. The surroundings show that the community places a high values on its national parks.



The existing viewshed along the Route 3 corridor near I-95. This area is within the boundaries of the Salem Church battlefield, but the historic integrity has been compromised due to modern development.

Goal 3:

Preserve historic views from Fredericksburg's battlefields.

Initiatives:

- Work with the National Park Service to identify historic viewsheds from the park that are critical to understanding the Battle of Fredericksburg and other battles in the immediate Fredericksburg area.
- Develop a Battlefield Overlay District that, among other items, establishes a formal set back and height limit policy on areas adjacent to and within the area of potential effect of the parks.
- Preserve and enhance aspects of critical viewsheds, such as lines of site and vegetation.

Outcome:

Visitors and residents understand the historic events that made up the Battle of Fredericksburg and surrounding Civil War-related events.

Issue 3: Zoning

The unique beauty of historic Fredericksburg was established before zoning laws existed. The mixture of lot sizes, uses, setbacks, and access were all achieved with different zoning rules than those established in the 1970s. The preservation of historic buildings and streetscapes therefore requires an eye towards the historic context of each property as an entity of its own time and place. As such, zoning laws should be amended to allow Fredericksburg zoning requirements to be more context-driven when dealing with historic properties and neighborhoods to avoid out-of-character development and retain neighborhood cohesion and theme.

Goal 1:

Examine and modify existing zoning requirements as necessary throughout the city, and specifically within the Historic District, to assure their consistency with the goals of the preservation plan.

Initiatives:

- Initiate an ordinance requiring submittal of permits for the review of window, roof and siding replacements in the Historic District.
- Modify existing planning policies to include the identification of possible historic assets on site and document efforts within all applications to the Planning Department to protect, enhance, or secure those assets.
- Accept proffers for a revolving Preservation Fund.

- Examine existing zoning requirements to assure their consistency with the goals of historic preservation.

Outcome:

An administrative record of all designs effecting historic resources will be maintained and held in the Planning Department.

Goal 2:

Encourage adaptive reuse and rehabilitation of historic buildings in the community through the reexamination of existing zoning regulations.

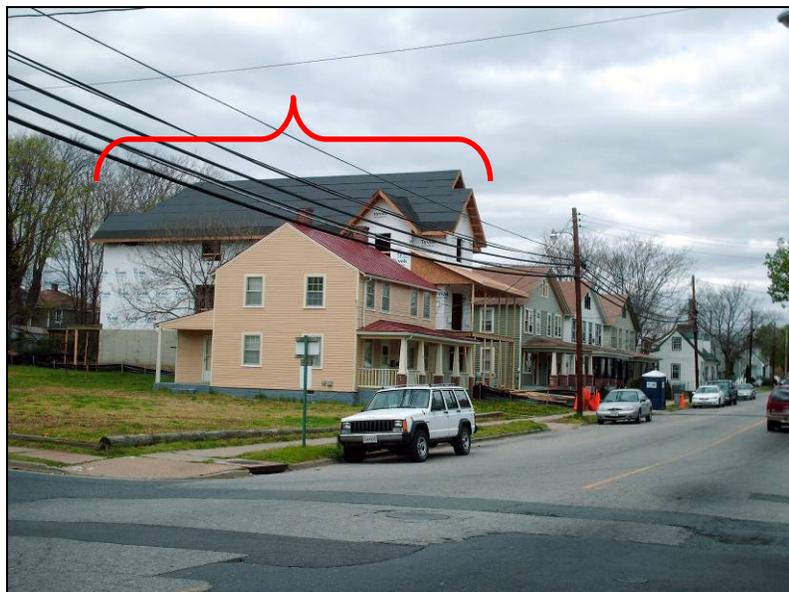
Initiatives:

- Amend the Zoning Ordinance to allow for more varied uses to encourage reuse of historic buildings.
- Allow for greater priority of historic preservation in the application of existing zoning requirements.
- Preservation is acknowledged and documented as part of the planning process.

Outcome:

The city's historic character is preserved through traditional and complimentary development patterns. Zoning becomes a tool that encourages the goals of the preservation plan.

A recently constructed home on Charles Street, built over twice as large as the surrounding dwellings.



Goal 3:

To aid in the preservation of Fredericksburg historic properties, zoning regulations and granting special use permits should be reviewed when a historic building or structure is to be restored, preserved, or reused.

Initiatives:

- Applicants who are working on rehabilitating, restoring, reusing, or preserving historic buildings or structures may apply for a special exception from zoning regulations to include issues related to set backs, use, density, height, and parking.
- Applicants may ask the ARB to speak to property-related issues regarding historic significance, integrity, or context of their property in relation to existing zoning regulations and have them make recommendations to the Planning Commission or the City Council regarding a special use application.

Outcome:

The historic use and appearance of historic buildings, structures, or streetscapes is preserved by allowing for conditions established prior to current zoning regulations, provided that the special use does not directly conflict with the needs of the city or its residents.

Issue 4: Enforcement

Although the establishment of the Historic District in 1972 put in place the basic tools to advance preservation in the city, the use of these tools has been limited to specific boundaries. The provisions of our historic district legislation, along with the Maintenance Code, have not been enforced. If the City is to achieve a general goal of relegating demolition to the option of last resort, it must make the consistent enforcement of its Maintenance Code and Historic District Ordinances a primary objective and provide the necessary resources to implement this effort city wide.

Goal 1:

To reduce violations and demolitions of historic properties by inspection programs and documentation.

Initiatives:

- Acquire software to improve capacity for monitoring the maintenance of historic properties that documents baseline condition, maintenance violations/actions, and communications with property owners.
- Establish clear notification policies with clear deadlines that provide flexibility in dealing with specific maintenance issues.

- Create a checklist for properties under consideration for demolition to ensure that all appropriate parties are contacted and the proper procedure is followed in each case.
- Establish policy guidelines to ensure proper follow-up on the implementation of actions to correct maintenance problems.
- Consider the establishment of financial penalties for violations. Ensure such penalties, and current actions taken by the City to enforce the Maintenance Code, cover all administrative fees and other costs directly related to enforcement of the Maintenance Code.

Outcome:

The number of maintenance citations and demolitions of historic properties is reduced.

Goal 2:

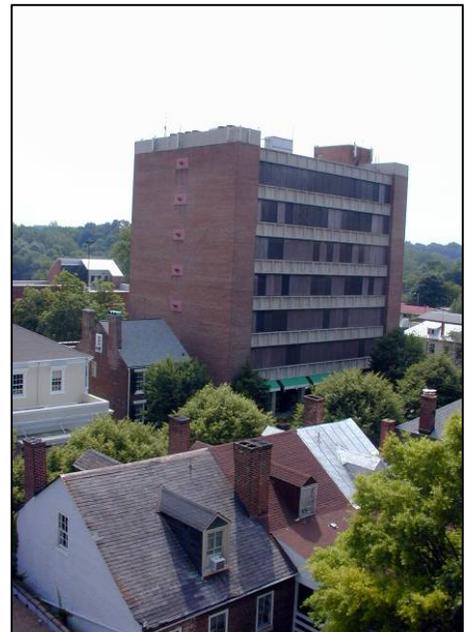
Examine the International Code Council provisions regarding the city’s Historic District Ordinance provisions to lay out a policy on order of compliance. Also the City should look to the Commonwealth for additional enforcement authority to meet our preservation goals.

Initiatives:

- The International Code Council has a regular review process. The City Building Code Official should meet prior to each review to discuss possible changes that should be considered by the Virginia Building and Code Officials Association [VBCOA] legislative committee to meet the city’s preservation goals.
- Prior to the opening of the General Assembly, appropriate staff should meet with elected officials to discuss legislation related to preservation efforts and advise our elected officials accordingly.

Outcome:

Stewardship of our historic properties is improved by acquiring additional authority and resources through changes by the International Code Council and state law.



Construction of the multi-story Executive Plaza on Caroline Street in the 1970s spawned extensive height restrictions in the city.

Issue 5: Protection

Protection includes those policies, procedures, and actions that reduce or negate adverse effects on the Historic District and other historic properties throughout the city.

Goal 1:

Minimize negative impacts of development—such as incompatible building characteristics, traffic and noise—on historic properties.

Initiatives:

- Create façade protection/improvement areas in local overlay districts.
- Acquire and/or partner on preservation/façade easements where practicable.
- Revise ARB review guidelines to include an assessment of any development project within the APE of the Historic District or a designated significant historic property.
- Establish policies for coordination between the City and Stafford County for evaluating projects whose APE includes historic properties in the other jurisdiction, including properties located along the Rappahannock River.
- Encourage UMW, the City, and state officials to adhere to state development guidelines and respect the City's character during development decisions.
- Improve the visual quality and continuity of the entry corridors leading into the Old and Historic Fredericksburg District.

Outcome:

Adverse effects from future development are minimized, and existing negative impacts have been mitigated where possible.

Goal 2:

Because state code prevents the Building Maintenance Inspector from entering and inspecting buildings except by invitation, continue to enable the City Fire Inspector to include maintenance as part of the fire inspection and to issue notices of violation.

Initiatives:

- Provide necessary training for the City Fire Inspector in building maintenance.
- Establish procedures that enable the City Fire Inspector to conduct building inspections in the course of normal fire inspections.
- Encourage the City Fire Inspector to continue to work with the City Building Department to issue citations when building maintenance violations are noted.

Outcome:

Increased citations for building maintenance violations result in a higher level of maintenance and fewer demolitions in the Historic District.



Idlewild, a circa 1859 Gothic Revival mansion, was gutted by fire in 2003
(Photos Taken By Brad Hedrick and Donna Chasen).

Issue 6: Incentives

In order to help promulgate preservation activities in Fredericksburg, it is imperative that the City and other local preservation groups establish a set of initiatives to promote the rehabilitation, restoration, repair, and investigation of historic properties.

Goal 1:

Encourage owners of historic and cultural properties to properly maintain their physical and historic integrity in regards to their historic and cultural context.

Initiatives:

- Advocate the use of the City’s Historic District tax abatement program.
- Create a database to identify other federal, state, and private funding sources for rehabilitation and construction.
- Develop and identify local, state, and federal funding conduits to be used for the maintenance and development of the City’s historic character including the DHRs webpage and others.

Outcome:

An increased level of investment each year in preserving historic properties.

Elmhurst at 2010 Fall Hill Avenue. The owners recently restored this circa 1871 home and successfully received state tax credits for their effort.



Issue 7: Education and Community Outreach

Historic resources serve as a primary basis for tourism in Fredericksburg and are a key reason why this city is such a desirable place to live. In order for these resources to be understood, respected, and preserved, their story must be understood by city employees and be presented in a meaningful way to visitors and residents.

Goal 1:

To educate residents and visitors on the history of Fredericksburg and the importance of preservation in providing a high-quality experience through the presentation of multiple voices from our past.

Initiatives:

- Enhance the City's wayside exhibit (interpretive sign) program through a system of planning, inventory, and replacement.
- Sponsor/co-sponsor speakers or forums on preservation and Fredericksburg history and historic properties.
- Work with Association for the Preservation of Virginia Antiquities (APVA), the National Park Service, HFFI, and others to establish more interactive programs in the city, such as living history or street entertainment.
- Work with the National Park Service, UMW and area schools to encourage history and preservation scholarship competitions.
- Utilize the technical resources provided by the National Trust for Historic Preservation, the National Park Service, HFFI and other organizations to help implement the Preservation Plan.
- Work with the historic preservation community to provide improved interpretive training for all those involved in interpreting city history.

Outcome:

Fredericksburg maintains its reputation as a model for historic preservation. Residents value and support their city's cultural heritage. Visitors have an enjoyable visit and recommend Fredericksburg to their friends.

Goal 2:

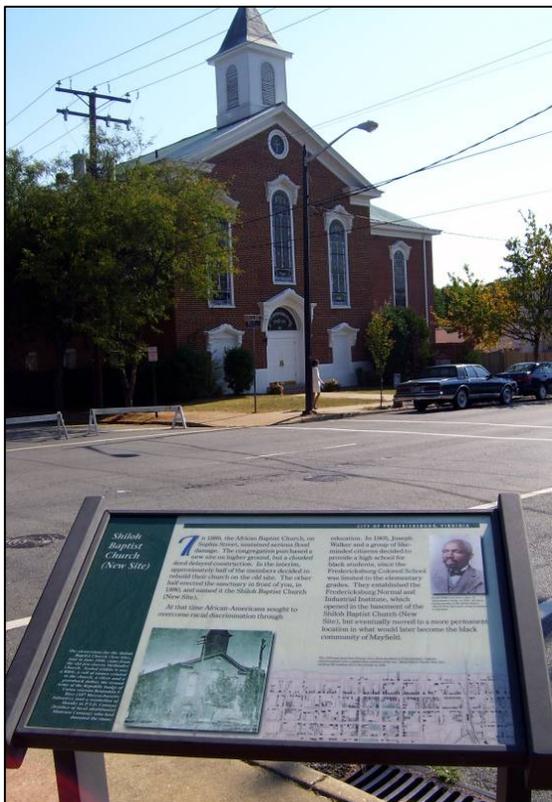
Ensure that city staff is cognizant of the city's historic resources and its established policies for the identification and treatment of those resources as they relate to various departmental tasks and responsibilities.

Initiatives:

- Establish tours and training sessions for public employees by public and private sector interpreters and preservation specialists.
- Make sure a historic resource database is easily accessible to all departments.
- Develop a brief manual for staff for use in dealing with historic resources in the city.

Outcome:

City staff makes alternative decisions regarding historic resources, and communication with residents and prospective residents about historic preservation policies and programs is improved.



Interpretive signage at the corner of Princess Anne and Wolfe streets noting the neighborhood's nineteenth and twentieth century African-American occupation.

Goal 3:

Create neighborhood and civic pride by helping neighborhood groups create and/or build neighborhood associations and local interest groups.

Initiatives:

- Continued communication with the University of Mary Washington on neighborhood issues.
- Provide links to new and established neighborhood groups on the City's webpage.

Outcome:

Neighborhood groups will be involved in city decisions on zoning, planning, and preservation issues thus improving communication and avoiding unnecessary conflict on preservation-related topics.



The new downtown parking garage, the result of a successful collaboration between city staff, city representatives, preservation experts, and local citizens.

Goal 4:

Establish a formal relationship with the NPS, HFFI and UMW/Department of Historic Preservation to partner on various historic preservation initiatives including the establishment of a Historic Interpretation Plan.

Initiatives:

- Create a Memorandum of Understanding (MOU) between the City and HFFI to establish formal positions in the preservation process. This includes determining individual versus shared responsibilities and organizing procedural steps in city-sponsored activities to include HFFI as a vested partner.
- Agree that HFFI will provide one representative to attend the monthly staff “nuts and bolts” committee meeting on historic preservation.
- Establish a records retention and sharing policy between NPS, HFFI, UMW, the city, the Central Rappahannock Regional Library, the Central Rappahannock Heritage Center and any other local historical group, thus assuring that information is shared between the groups and available to members of the community.
- Have staff work directly with the NPS, HFFI, and UMW to create a Historic Interpretation Plan to utilize information on file at all institutions to present Fredericksburg history, places, and people to the public in a unified, cohesive manner.

Outcome:

Current relationship between HFFI, UMW and the City is improved through better communication and the formalization of a preservation partnership. Moreover, historic records are available for research for members of the Fredericksburg area community.

SECTION 5:

IMPLEMENTATION

The Fredericksburg Preservation Plan outlines key issues, goals and initiatives for the identification, protection and interpretation of historic buildings, districts, structures, objects, and sites in our community. The plan goes beyond the normal method of relying on historic districts and restoring only the most obvious historic buildings; it includes the entire city, focuses on multiple types of historic and cultural properties, defines the city's role in historic preservation activities, recognizes resource limitations and identifies alternative resources, and includes education and interpretation components. Further, the plan calls for the establishment of an advisory council to support the city, ensure participation by preservation professionals, and encourage community involvement in preservation activities. The following section includes initial steps to implement the proposed plan issues.

Developing an Archaeological Plan

In March 2009, the Virginia Assembly amended Section 15.2-2306 of the Code of Virginia, which relates to the preservation of historical sites and architectural areas. The amendment allows a locality to establish an archaeological component in its historic preservation ordinance. This provision has great potential, but also requires careful planning to be successful. Subsequent discussion among Virginia archaeologists has indicated that localities like Alexandria, with strong public outreach and education programs, typically maintain the strongest and most useful archaeological programs. Localities like Loudoun County, without a public education component to accompany their archaeological program, have great difficulty in maintaining political support.

As a consequence of these various experiences, it is clearly important to consider a solid course of action before developing an archaeological ordinance. To this end, Initiatives 1 (Historic Properties Inventory) and 7 (Education and Outreach) from the task force plan can be completed concurrently. A working group of city staff, interested archaeologists, other preservationists, and the Fredericksburg Area Museum could develop an archaeological plan. This plan would identify areas of the City where the ordinance would be applicable, as required by the State Code, and work out a process to identify and protect sites, as well as recover information if they must be compromised. The Fredericksburg Area Museum, or some other educational entity, is an absolutely critical component. An archaeological program without an educational aspect would have no discernible purpose.

Coordinating Public Sector Responsibilities

The public sector is directly involved in a great many activities that impact historic resources. Several of the task force recommendations have been incorporated into the City's adopted Comprehensive Plan or have already been partially or wholly accomplished. A coordinating group of various city departments, local preservation interest groups, and private citizens could readily identify areas that have not been previously addressed and compose a strategy to move forward. The task force initiatives that fall under this category include 3 (Zoning), 4 (Enforcement), 5 (Protection), and 6 (Incentives).

Coordinating with the National Park Service

Fredericksburg has a long history of working with the National Park Service to enhance the integrity of the Fredericksburg and Spotsylvania National Military Park. The City has relinquished its right of access to a portion of Sunken Road, has allowed removal of houses on Willis Street to facilitate scene restoration, has identified three battlefield lines-of-sight in its Comprehensive Plan, and routinely seeks Park Service comments on various developments and construction projects. A continued liaison between the City and the National Park Service, as recommended by Initiative 2 in the task force plan, would help to keep a focus on areas of mutual interest.

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APPENDIX A:

DEFINITIONS/GLOSSARY

| <i>Term</i> | <i>Definition</i> |
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| <i>Advisory Council on Historic Preservation (ACHP)</i> | The lead Federal historic preservation agency. Oversees all state SHPOs and federal-level preservation legislation. Their mission is "to promote the preservation, enhancement, and productive use of our nation's historic resources, and advise the President and Congress on national historic preservation policy." |
| <i>Alteration</i> | Any change affecting the exterior appearance of a structure or its setting by additions, reconstruction, remodeling, or maintenance involving change in form, texture, signs, materials, or sometimes color, or any such changes in appearance of designated interiors. |
| <i>Archaeological Resource Protection Act (ARPA)</i> | ARPA prohibits the unauthorized excavation, removal or damage of archaeological resources on federal or tribal lands. This includes archaeological sites, artifacts, and building remains over 100 years in age. If an individual does not attain the proper permit to dig on federal land, large penalties will be incurred. |
| <i>Archaeology</i> | The recovery, analysis and interpretation of the material culture of past human lifeways. |
| <i>Architectural History</i> | The identification, documentation, analysis and interpretation of above-ground buildings, structures, objects, and districts that have been created or modified by humans. |
| <i>Architectural Review Board (ARB)</i> | The appointed group that is charged with reviewing Certificate of Appropriateness and design review guidelines, among other tasks, in the Old and Historic Fredericksburg District. |
| <i>Area of Potential Effect (APE)</i> | The area within which a proposed project has the potential to alter or diminish the characteristics that make a historic property eligible for the NRHP. |

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| <i>Artifact</i> | Any tangible, portable object used or manufactured by humans, including ceramics, glass, architectural materials, coins, pipes, etc. |
| <i>Blighted Property</i> | Any property that endangers the public health or safety in its conditions at the time of the filing of the petition for condemnation and is (i) a public nuisance or (ii) an individual commercial, industrial, or residential building or improvement that is beyond repair or unfit for human occupancy or use. |
| <i>Building</i> | A construction erected to provide shelter for any form of human activity, including houses, barns, stables, sheds, garages, courthouses, city halls, commercial buildings, libraries, factories, mills, train depots, hotels, schools, and churches. |
| <i>Certificate of Appropriateness (COA)</i> | An official form of the City stating that proposed work on a property in the Historic District is compatible with the historic character of the property, the neighborhood, or the district. It must be approved by the ARB. |
| <i>Certified Local Government (CLG)</i> | Established by the National Historic Preservation Act of 1966, a CLG is a local government, certified or approved by the State Historic Preservation Office, which has an appointed group to oversee the survey and inventory of historic resources, to review areas for historically significant properties, and to develop and maintain community planning and education programs. Fredericksburg is one of 31 jurisdictions in Virginia named a CLG, along with Spotsylvania and Stafford counties. |
| <i>Character</i> | Defined by form, proportion, structure, plan, style or material. General character refers to ideas of design and construction such as basic plan or form. Specific character refers to precise ways of combining particular kinds of materials. |
| <i>Consultation</i> | The formal process within which interested parties negotiate the treatment and/or mitigation of adverse effects on a historic property. |
| <i>Contributing Resource</i> | A structure or landscape feature which by location, design, setting, materials, workmanship, feeling, and association adds to the sense of time and place and historical development of a historic site or historic district. |

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| <i>Cultural Resource Management (CRM)</i> | A process by which the identification, evaluation, protection and management of the multitudinous but scarce elements of cultural heritage are given consideration in a modern world with an expanding population and changing needs. Most CRM projects are completed in compliance with federal, state, or local preservation legislation. Often equated with archaeology, CRM in fact should and does include a range of types of properties: cultural landscapes, archaeological sites, historical records, social institutions, expressive cultures, old buildings, religious beliefs and practices, industrial heritage, folklife, artifacts [and] spiritual places. |
| <i>Demolish</i> | Any act or process that requires a permit under the Construction Code of the City which destroys in part or in whole a building, structure, or object other than solely interior elements. |
| <i>Demolition by Neglect</i> | Process of allowing a building, structure, or object to deteriorate to the point where demolition is necessary to protect public health and safety. |
| <i>Dependency/Outbuilding</i> | A building located near a main dwelling, business, or industry that is not attached to the primary building but is integral to the operation of that enterprise, such as a kitchen, smokehouse, stable, carriage house, barn, shed, or caretaker's house. |
| <i>District</i> | A geographical area or theme which possesses a significant concentration, linkage or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. This includes college campuses, central business districts, residential areas, large forts, industrial complexes, canal systems, large farms or plantations, transportation networks or large landscaped parks. |
| <i>Easement</i> | 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. |
| <i>Ecofact</i> | Natural objects found on archaeological sites that have been culturally modified, such as seeds, bones, and plant pollen |
| <i>Eligible Property</i> | Property that meets the criteria (significance, integrity, context) for inclusion in the National Register of Historic Places. |

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| <i>Eminent Domain</i> | As defined in the Virginia State Code, this is the act of taking of private property for the common good and use of a community. Private property shall not be taken or damaged for public uses without just compensation. |
| <i>Feature</i> | The non-portable evidence of human technology, occupation or site use. This includes foundations, cellars, trash pits, hearths, and more. |
| <i>Feeling</i> | A property's expression of the aesthetic or historic sense of a particular period of time. |
| <i>Ground Disturbing Activity</i> | Any excavation, filling, digging, removal of trees, or any other activity that may alter or reveal an interred archeological site. |
| <i>Historic Context</i> | An organizing structure for interpreting history that groups information about historic properties that share a common theme, common geographical area, and a common time period. The development of historic contexts is a foundation for decisions about the planning, identification, evaluation, registration, and treatment of historic properties, based upon comparative historic significance. |
| <i>Historic Fabric</i> | Original or old building materials (masonry, wood, metals, marble) or construction. |
| <i>Historic Overlay District</i> | A designation for an area of cultural resources that is under the jurisdiction of the City's zoning ordinances. The property could be previously-determined to be an eligible NRHP historic district or it could have local importance due to the collective significance and integrity of the resources within the context of Fredericksburg history. |
| <i>Historic Preservation</i> | The act or process of applying measures to sustain the existing form, integrity, and material of a building or structure and the existing form and vegetative cover of a site. It may include stabilization work, where necessary, as well as ongoing maintenance of the historic building materials; A process, dynamic and deliberate, which has as its goal deciding what aspects of heritage to keep from the present for the future and then keeping it. |

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| <i>Historic Property</i> | Any building, structure, object, district, area or site that is significant in the history, architecture, archeology or culture of this state, its communities or the nation. |
| <i>Integrity</i> | The retention of sufficient aspects of location, design, setting, workmanship, materials, feeling or association for a property to convey its historic significance. |
| <i>Intensive Architectural Survey</i> | An in-depth architectural analysis of a building, structure, object or district. The goal of the work is to investigate the property's significance and integrity within its historic context to determine its eligibility for inclusion on the NRHP. |
| <i>Interpretation</i> | One of the final stages of archaeological, architectural, and historic investigations when the results of the research are synthesized and presented to a specific audience through a variety of mediums, including reports, public talks, and signage. |
| <i>Landscape</i> | As defined by the National Park Service, it is 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. There are four general types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes. |
| <i>Maintenance</i> | The work of keeping a building or structure in a state of good repair. |
| <i>Maintenance Code of Virginia</i> | The Virginia Maintenance Code is Part III of the Virginia Uniform Statewide Building Code (USBC). The USBC is a state regulation promulgated by the Virginia Board of Housing and Community Development for the purpose of establishing minimum regulations to govern the construction and maintenance of buildings and structures. The provisions of the USBC are based on nationally recognized model building and fire codes published by the International Code Council, Inc.. The model codes are made part of the USBC through a regulatory process known as incorporation by reference. The USBC also contains administrative provisions governing the use of the model codes and establishing requirements for the enforcement of the code by the local building departments and other code enforcement agencies. |

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| <i>Materials</i> | The physical elements of a building, structure, site, or area which creates an aesthetic and structural appearance of the resource, including characteristics such as texture, form, composition, and style. |
| <i>Massing</i> | The physical configuration of a building, structure, site or area, established by its form, surfaces, edges, height, width, and depth. |
| <i>Mitigation</i> | The act of establishing a treatment plan to assuage adverse effects to a historic property. This could include archaeological data recovery, nomination of a building to the NRHP, moving a structure, or public interpretation. |
| <i>National Environmental Policy Act (NEPA)</i> | Established in 1969, NEPA requires federal agencies to develop a detailed statement on the environmental impact of major federal actions significantly affecting the human environment, including effects on urban quality, historic and cultural resources, and the design of the built environment. |
| <i>National Historic Preservation Act of 1966 (NHPA)</i> | The NHPA established the framework that focused local, state, and national efforts on a common goal – preserving the historic fabric of our nation. The NHPA fostered the system by which federal agencies survey and identify districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture, and use this information to plan projects so that, where possible, historic places are preserved. It also created the ACHP, SHPOs and the National Register of Historic Places. |
| <i>National Register of Historic Places (NRHP)</i> | The official Federal list of historic or prehistoric buildings, sites, districts, objects, and structures that meet established criteria (significance, integrity, context) on a local, state, or national level. Each property must be formally nominated. |
| <i>Non-Contributing Resource</i> | Buildings, regardless of age, that have lost their integrity. These structures do retain value as residential or commercial properties, but do not possess the significance and/or physical integrity necessary to be listed as contributing. |

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| <i>Nuisance</i> | Anything unwholesome, dangerous, offensive or unhealthy, which constitutes a menace to the health and safety of the public, or any structure which, due to a structural defect or dilapidation, has become dangerous to life or property. "Nuisance" includes: Unsanitary disposal of trash, garbage, debris, construction wastes or compost; Unburied dead animals; Rodent or insect infestation; Hazards, such as open excavations, open wells, pits, trees or parts thereof in danger of falling, unsecured vacant structures or habitation for bats, wasps or other venomous pests; Maintaining a property in such a manner that is an annoyance or potential health hazard to neighbors, etc. |
| <i>Object</i> | A non-construction element that can sometimes be portable and/or artistic in nature, such as a fountain, statue, bell tower, monument, or boundary marker. |
| <i>Old and Fredericksburg (Historic District)</i> | <i>Historic District</i> The area in downtown Fredericksburg that is bounded by Canal Street on the north, Prince Edward Street on the west, the City Dock on the south, and the Rappahannock River on the east. The same area roughly correlates to the Fredericksburg Historic District, listed on the NRHP in the early 1970s and updated in 1984. All properties within the district must comply with specific zoning regulations, as stated in the Historic District Handbook. |
| <i>Overlay Zone</i> | A zoning district that encompasses one or more underlying zones and that imposes additional requirements beyond those required for the underlying zone. Some overlay zones in the City: Historic District, Chesapeake Bay, Floodplain, Princess Anne Street Corridor, Fall Hill Avenue and Cowan Blvd. Corridor Overlay, Tourism and Technology Zones, and Downtown Parking. |
| <i>Phase I Archaeological Survey</i> | The process of locating and identifying archaeological sites within a specific geographical area and documenting them to an established minimum standard. The survey involves gathering and organizing data from historical research, field investigations, and site planning. Phase I fieldwork consists of a number of methods including pedestrian survey, excavation of shovel test probes, remote sensing, and deep testing of appropriate landscapes. The use of specific field methods and techniques is dependent upon the type of ground cover present, the topographic setting, and the amount of observed disturbance. |

Phase II Archaeological Testing Phase II archaeological investigation is conducted to examine a site's significance and integrity in order to evaluate its eligibility for inclusion in the NRHP. Information attained during a Phase II investigation may include, but is not limited to: evaluating areas of moderate and high artifact densities, determining the vertical limits of the site, the presence of intact, subsurface, and/or stratified deposits, and site formation processes. One of the more traditional and standard means of recovering this information is through the excavation of test units.

Phase III Archaeological Data Recovery Data recovery efforts are undertaken to mitigate the adverse effect by recovering significant data or information prior to disturbance or destruction, or, in more controlled atmospheres, to learn more about an area's history or prehistory through large-scale excavations. The work involves completing large horizontal investigations while maintaining vertical control. Many times, the data recovery effort targets areas of specific interest including feature identification and artifact recovery.

Preservation The act or process of applying measures necessary to sustain the existing location, design, setting, workmanship, materials, feeling or association of an historic property or viewshed. Work, including preliminary measures to protect and stabilize a property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction.

Project Effect The act of determining if an undertaking could have an adverse impact to a historic property. The impact could be physical (destruction, alteration), visual (obstructing a viewshed), or auditory.

Reconnaissance Architectural Survey The process of locating and identifying above-ground historic properties (buildings, structures, objects and districts) within a specific geographical area and documenting them to an established minimum standard. The survey involves gathering and organizing data from historical research, field investigations, and site planning. Fieldwork comprises documenting each property through color and black & white photographs, written notes, and the creation of location maps.

Reconstruction The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

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| <i>Rehabilitation</i> | The process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values. |
| <i>Restoration</i> | The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values. |
| <i>Scale</i> | The size of the parts of a building, structure, site or area in relationship to one another and to the human figure. |
| <i>Section 106</i> | A component of the NHPA, Section 106 states that federal, state, and local agencies must take into account the potential effect of an undertaking on eligible historic properties. Section 106 is enacted when an undertaking is completed using federal funds, is on federal land, or is being overseen by a federal agency. |
| <i>Section 4(f)</i> | A provision of the Department of Transportation Act of 1966 that states that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites. The Secretary of Transportation will not approve of any project that will adversely effect a historic site unless there is no prudent and feasible alternative. |
| <i>Setting</i> | The surrounding buildings, structures, landscaping and familiar features which provide visual aesthetic or perceptual qualities to historic resources. |
| <i>Significance</i> | The importance of a historic property based on historical, architectural, archaeological, engineering, or cultural values. It is evaluated under four criteria: association with a notable event or series of events, association with an important person or group, possessing unique or representative architectural merit or being associated with an important architect, or having the ability to reveal new information on the history or prehistory of an area. |

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| <i>Site</i> | A distinctive concentration of culturally modified material remains; The location of a significant event, a prehistoric or historic occupation or activity, or a structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, archeological, or paleontological value regardless of the value of any existing structure. This includes habitation sites, funerary sites, rock shelters, ceremonial sites, petroglyphs, ruins, gardens, battlefields, campsites, trails, shipwrecks, cemeteries, and natural features. |
| <i>State Historic Preservation Office (SHPO)</i> | The federally-appointed agency in each state that is employed to administer preservation programs and assure compliance with the NHPA and all other cultural resource legislation. The SHPO is also responsible for adequate public participation in the state historic preservation program and other forms of public outreach. |
| <i>Streetscape</i> | Built elements and features along roadways and adjacent properties that contribute to the location, design, setting, and feeling of the road viewshed. |
| <i>Structure</i> | A construction erected by humans for any purpose other than providing shelter, including bridges, tunnels, fire towers, turbines, dams, corn cribs, windmills, grain elevators, fortifications, earthworks, kilns, and roadways. |
| <i>Stylized</i> | A historic property where the form and organization of a historic property is dictated by particular plans of formal architecture or is based on global or national preferences. |
| <i>Vernacular</i> | A historic property has no particular preconceived design or style and/or it incorporates mostly local influences |
| <i>Viewshed</i> | The visual area of potential effect of a historic property that contribute to its setting, feeling and association, including its landscape and streetscape. The viewshed of historic properties often extends well beyond their boundaries and is often an important contributing element to their historic significance. |
| <i>Virginia Department of Historic Resources (DHR)</i> | Located in Richmond, the DHR is Virginia's state SHPO, as defined by the NHPA. Their mission is to "...foster, encourage and support the stewardship of Virginia's significant architectural, archaeological and cultural resources." The agency reviews all federal and state compliance documents, as well as provides ample public support for preservation activities in the Commonwealth. |

Workmanship

The physical evidence of the crafts of a particular culture or people during any given period in history or prehistory; A level of quality exhibited in the construction, detailing, or design of a historic resource.

APPENDIX B:

SECRETARY OF THE INTERIOR'S STANDARDS FOR PRESERVATION PROFESSIONALS

The following requirements are those used by the National Park Service, and have been previously published in the Code of Federal Regulations, 36 CFR Part 61. The qualifications define minimum education and experience required to perform identification, evaluation, registration, and treatment activities. In some cases, additional areas or levels of expertise may be needed, depending on the complexity of the task and the nature of the historic properties involved. In the following definitions, a year of full-time professional experience need not consist of a continuous year of full-time work but may be made up of discontinuous periods of full-time or part-time work adding up to the equivalent of a year of full-time experience.

History

The minimum professional qualifications in history are a graduate degree in history or closely related field; or a bachelor's degree in history or closely related field plus one of the following:

1. At least two years of full-time experience in research, writing, teaching, interpretation, or other demonstrable professional activity with an academic institution, historic organization or agency, museum, or other professional institution; or
2. Substantial contribution through research and publication to the body of scholarly knowledge in the field of history.

Archaeology

The minimum professional qualifications in archeology are a graduate degree in archeology, anthropology, or closely related field plus:

1. At least one year of full-time professional experience or equivalent specialized training in archeological research, administration or management;
2. At least four months of supervised field and analytic experience in general North American archeology, and
3. Demonstrated ability to carry research to completion.

In addition to these minimum qualifications, a professional in prehistoric archeology shall have at least one year of full-time professional experience at a supervisory level in the study of archeological resources of the prehistoric period. A professional in historic archeology shall have at least one year of full-time professional experience at a supervisory level in the study of archeological resources of the historic period.

Architectural History

The minimum professional qualifications in architectural history are a graduate degree in architectural history, art history, historic preservation, or closely related field, with coursework in American architectural history, or a bachelor's degree in architectural history, art history, historic preservation or closely related field plus one of the following:

1. At least two years of full-time experience in research, writing, or teaching in American architectural history or restoration architecture with an academic institution, historical organization or agency, museum, or other professional institution; or
2. Substantial contribution through research and publication to the body of scholarly knowledge in the field of American architectural history.

Architecture

The minimum professional qualifications in architecture are a professional degree in architecture plus at least two years of full-time experience in architecture; or a State license to practice architecture.

Historic Architecture

The minimum professional qualifications in historic architecture are a professional degree in architecture or a State license to practice architecture, plus one of the following:

1. At least one year of graduate study in architectural preservation, American architectural history, preservation planning, or closely related field; or
2. At least one year of full-time professional experience on historic preservation projects.

Such graduate study or experience shall include detailed investigations of historic structures, preparation of historic structures research reports, and preparation of plans and specifications for preservation projects.

APPENDIX C:

**FREDERICKSBURG STANDARDS FOR APPROVAL OF
DEMOLITION, REMOVAL OR RELOCATION**

Updated July 2007

**AN ORDINANCE AMENDING CITY CODE CHAPTER 78, “ZONING,
PLANNING AND DEVELOPMENT; ARTICLE III, “ZONING;” DIVISION 23,
“OLD AND HISTORIC FREDERICKSBURG DISTRICT;” SECTION 78-761,
“STANDARDS FOR APPROVAL OF DEMOLITION, REMOVAL OR
RELOCATION.”**

IT IS HEREBY ORDAINED by the City Council of the City of Fredericksburg, Virginia, that City Code Section 78-761 shall be amended as follows:

SEC. I. Introduction.

The City seeks to improve and clarify the criteria the Architectural Review Board and the City Council will apply to applications for demolition, removal or relocation of buildings or structures within the Old and Historic Fredericksburg Zoning District. The purpose of this ordinance is to refine the City’s criteria for evaluating demolition applications and to communicate these criteria clearly to applicants and the public. In particular, the City wishes to refine the term, “inordinate hardship,” and to link it clearly to the reasonable economic use of real property, not to the individual financial circumstances of any particular land owner. In addition, City Council wishes to eliminate vague or unhelpful criteria. The ordinance also contains technical amendments intended to conform to the applicable Virginia Code provision, and a requirement that applicants for demolition permits shall provide the Architectural Review Board or City Council with the information needed to apply the criteria to the application.

SEC. II. City Code Amendment.

City Code Section 78-761 shall be amended as follows:

Sec. 78-761. Standards for approval of demolition, removal or relocation.

(a) In determining the appropriateness of any application for the demolition (including demolition which occurs through neglect), removal or relocation of a *building or* structure in the HFD, the architectural review board shall consider the following review criteria:

- (1) The architectural significance of the *building or* structure.
- (2) The historical significance of the *building or* structure.

(3) The significance of the structure to the streetscape. *Whether a building or structure is linked, historically or architecturally, to other buildings or structures, so that their concentration or continuity possesses greater significance than the particular building or structure individually.*

(4) The significance of the *building or structure or its proposed replacement* in furthering the comprehensive plan's goals for historic preservation and HFD development.

(5) The significance of the structure with regard to tourism. *The condition and structural integrity of the building or structure, as indicated by documentation prepared by a licensed qualified professional or contractor, or other information, provided to the board for examination. With the consent of the property owner, the city shall have the authority to obtain an assessment from a licensed qualified professional or contractor to assist the board or council in rendering a decision.*

(6) Effect on surrounding properties.

(7) Inordinate hardship. *This inquiry is concerned primarily with the relationship between the cost of repairing a building or structure and its reasonable value after repair. An inordinate hardship is an instance when preservation will deprive the Owner of reasonable economic use of the property. Any hardship created by action of the applicant – including any condition resulting from the applicant's own neglect of the building or structure -- shall not be considered in support of any application.*

To establish inordinate hardship under this section the applicant must submit evidence that rehabilitation of the *building or structure* is impractical, that the *building or structure* is inappropriate for the proposed use desired by the owner, and that the applicant cannot make reasonable economic use of the property. Such evidence may include proof of consideration of plans for adaptive reuse, *and* attempts to sell, rent or lease the property, and information regarding annual income and expenses. Any hardship created by action of the applicant shall not be considered in reviewing any application.

(b) In addition to the right of appeal set forth in section 78-767, the owner of a historic landmark, building, or structure, the razing of which is subject to the provisions of this division, shall, as a matter of right, be entitled to raze or demolish such landmark, building, or structure, provided that *the following three conditions are met:*

(1) The owner has *applied to the City Council for a demolition permit* complied with the provisions of this article;

(2) The owner has, for the period of time set forth in the time schedule contained in this section and at a price reasonably related to its fair market value *as determined by an independent appraisal*, made a bona fide offer to sell such landmark, building, or structure and the land pertaining thereto to the city or to any entity which gives reasonable assurance that it is willing to preserve and restore the landmark, building, or

structure and the land pertaining thereto. *Unless the board and the owner agree upon the fair market value, the board may retain one independent, qualified appraiser. If the independent appraisal does not resolve the disagreement, then the board and the owner shall retain a third qualified appraiser. A median value shall be established by the three appraisers, which shall be final and binding upon the owner and the city. And*

(3) No bona fide contract, binding upon all parties thereto, shall have been executed for the sale of any such landmark, building, or structure and the land pertaining thereto, prior to the expiration of the applicable time period set forth in the time schedule contained in this section. Any appeal which may be taken to court from the decision of the city council, whether instituted by the owner or by any other proper party, notwithstanding the provisions heretofore stated relating to a stay of the decision appealed from, shall not affect the right of the owner to make the bona fide offer to sell referred to in this subsection. No offer to sell shall be made more than one year after a final decision by the city council, but thereafter the owner may renew his request to the city council to approve the razing or demolition of the historic landmark, building, or structure. The time schedule for offers to sell shall be as follows:

- a. Three months when the offering price is less than \$25,000.00;
- b. Four months when the offering price is \$25,000.00 or more but less than \$40,000.00;
- c. Five months when the offering price is \$40,000.00 or more but less than \$55,000.00;
- d. Six months when the offering price is \$55,000.00 or more but less than \$75,000.00;
- e. Seven months when the offering price is \$75,000.00 or more but less than \$90,000.00; and
- f. Twelve months when the offering price is \$90,000.00 or more

(c) An applicant for a demolition permit shall submit to the board materials sufficient for it to render a decision on the criteria herein set forth. The staff is authorized to reject any application which does not include information, at a minimum, to permit the board to evaluate the application with respect to the foregoing factors. The board may require additional submissions from the applicant if necessary. On appeal, the City Council may consider additional submissions, or it may refer the additional information to the board for its consideration.

APPENDIX D:

**FREDERICKSBURG HISTORIC PRESERVATION
TAX ABATEMENT GUIDELINES**

Lois B. Jacob
Commissioner of the Revenue



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**TAX CREDIT
FOR
REHABILITATED PROPERTY**

The City of Fredericksburg gives partial exemption from real estate taxes for qualifying rehabilitated real estate. For those properties that qualify, the initial increase in real estate taxes caused by rehabilitation will be excused for one (1) year and will continue on a declining scale for five (5) more years. For full information, including the provisions for qualifying for this partial tax exemption, see Sections 70-98 and 70-99 of the City Code. A summary of the requirements and criteria to qualify for this exemption, and other information are set forth below.

Requirements for Classification as a Rehabilitated Structure

Residential (single or multi-family) Structures

1. Shall be no less than forty (40) years old.
2. Base value of the structure must be increased by at least forty percent (40%)
3. The total square footage of the structure shall not be increased by more than fifteen percent (15%). Porches, unfinished attics and basements, attached carports or garages, shall be included when computing the square footage of a structure.
4. No improvements made upon vacant land nor total replacement of residential structures shall be eligible.
5. No property shall be eligible unless appropriate building permits have been obtained, and application for such made simultaneously with filing application for exemption with the Commissioner of the Revenue.
6. Residential property shall be (a) located in the Old and Historic District or (b) eligible for listing or listed on the National Register of Historic Places.

Commercial or Industrial Structures

1. Shall be no less than forty (40) years old.
2. Base value of the structure must be increased by at least sixty percent (60%).
3. Total square footage of structure shall not be increased by more than fifteen percent (15%). An existing attached carport, canopy, or similar structure shall be included in the calculation of the original square footage of a commercial or industrial structure. [Basements and attics may be finished-off without invoking the 15% limitation.]
4. No improvements made upon vacant land shall be eligible.
5. No property shall be eligible unless appropriate building permits have been obtained and application for such made simultaneously with filing the application with the Commissioner of the Revenue.

APPENDIX E:

PLAN REVIEW GROUP DETAILS

The successful implementation of a city-wide preservation plan will require coordinated efforts between various city departments and outside groups, agencies, and individuals.

First, the city should organize a staff work group to analyze the current state of preservation in Fredericksburg. This “nuts and bolts” group is to gather the needed data on existing preservation activity and analyze the city. The group should be composed of key city staff members including Planning staff, Property Maintenance Official, head of the Building and Maintenance Department, staff liaison for the ARB, one member of City Council, Tourism staff member, and a representative from the Historic Fredericksburg Foundation, Inc.

It is suggested that one of the top priorities for the group is to create an outline on the current state of preservation in Fredericksburg including statistics on demolitions, ARB and planning decisions that could have a larger effect on city policy, and using data from other Virginia localities to determine an appropriate course of action for future preservation activities. From here, the group can establish a set of policies to institutionalize preservation into the mindset of city staff and representatives. If needed, they can also set up additional preservation-related educational opportunities for city employees and other interested groups. The outcome of the formation of this group is to create a detailed analysis of preservation in Fredericksburg to use as a guideline for future preservation decisions. In addition, preservation becomes a key component in city staff decision making.

APPENDIX F:

A BRIEF HISTORY OF FREDERICKSBURG

As Fredericksburg historian Robert Howison wrote: “I feel bound, as is the manner of all veracious historians, to begin at the beginning. But where the beginning is, or ought to be, may be a serious question.” Human occupation of what is today Fredericksburg has extended for over 10,000 years. All inhabitants have contributed to the historic and cultural fabric of our community. As such, a brief description of the prehistoric occupation of the area is given followed by an extended historic narrative.

The goal of presenting this history is to provide basic contextual information on our community. This history does not provide thorough background data on architectural heritage of our city as it relates to the historic periods set forth by the Virginia Department of Historic Resources to evaluate resource significance. This exercise is extremely warranted but deserving of a comprehensive, detailed study that is beyond the boundaries of this Preservation Plan (see Goal 1, p. 21).

Prehistoric Period

The prehistoric cultural sequence of the Fredericksburg area parallels that of the other areas of Virginia. It is generally broken into three periods, Paleoindian (13,000–10,000 Before Present [B.P.]), Archaic (10,000–3,200 B.P.) and Woodland (3,200–400 B.P.). The Paleoindian settlement-subsistence pattern revolved around hunting and foraging in small nomadic bands. These bands focused on hunting caribou, elk, deer, and now extinct mega-fauna. Evidence for this occupation is manifest in fluted projectile points used for hunting. The Paleo tool kit included scrapers, graters, unifacial tools, wedges, hammerstones, abraders, and other tools used for chopping and smashing.

The Archaic Period is generally divided into three phases, Early (10,000–8800 B.P.), Middle (8800–5500 B.P.), and Late (5500–3200 B.P.). Diagnostic artifacts of the Early Archaic Period include the Kirk Corner-Notched and Palmer Corner-Notched projectile points. Early Archaic also marks the first appearance of ground stone tools such as axes, celts, adzes and grinding stones. The Middle Archaic Period coincides with a relatively warm and dry period that may have resulted in widespread population movements. The primary cultural attributes of the Middle Archaic are small-group band organization, impermanent settlement systems, infrequent aggregation phases, and low levels of regional or areal integration and interaction. The Late Archaic Period is often seen as the culmination of trends that began during the Early and Middle Archaic. Groundstone tools including adzes, celts, gourges and axes are seen during this period, with the grooved axe making its first appearance during the Late Archaic.

Like the Archaic, the Woodland Period is divided into three phases, Early (3200 B.P.–2300 B.P.), Middle Woodland (2300–1100 B.P.), and Late (1100–400 B.P.). The introduction of pottery, agriculture, and a more sedentary lifestyle mark the emergence of the Woodland Period. The population surge that began in the Archaic continues in this period. The Middle Woodland is marked by the rise of certain sociocultural characteristics that include the spread of religious and ritual behaviors, localized stylistic developments, and evidence of ranked societies or incipient ranked societies. The Late Woodland Period is marked by an increased reliance on agriculture, attendant population growth, larger villages and increased sociocultural complexity. In the early portion of this period, settlements consist of small clusters of houses with little to no internal organization. However, by 300 B.P., larger villages are observed. Features associated with these villages include palisades, houses, hearths, storage pits, and burials.

The Contact and early Historic Period refer to the time when the native groups had their first contact with Europeans and European goods. Native adaptations to the changing social and political environment of the Fredericksburg area are poorly understood, but the introduction of European goods is a distinguishing characteristic of this period. Depopulation related to European-born disease and altered trade dynamics are the two primary factors often cited in cultural changes during this period.

Historic Period

European Settlement to Society, 1608–1750

While colloquial legend states that Europeans had explored the area around Fredericksburg as early as 1570, it was John Smith who left the first written record of his visit. In his *Generall Historie of Virginia*, originally published in 1624, Smith described his 1608 explorations along both the Rappahannock and Potomac rivers looking for trading opportunities and other resources. In July 1608, Smith and his colleagues followed the Rappahannock River to the falls, the location of present-day Fredericksburg, where his company was forced to turn back by dangerous travel conditions. In his diary, however, Smith called the area “beautiful and inviting”.

It wasn’t until 1655 that the first land patent in the area was given to Margaret Brent for 1,000 acres just west of Fredericksburg. In 1666, Lawrence Smith and Robert Taliaferro patented 6,300 acres just south of Fredericksburg. The Virginia House of Burgesses commissioned Smith to build a fort on this property in 1676 to encourage settlement in the area. Though Smith’s fort was originally conceived as a sort of ‘gateway’ to the west, only a few temporary structures were built in the area, and no settlers moved. The fort was disbanded by the House in 1682.

The future townsite of Fredericksburg was granted to John Buckner and Thomas Royston in 1671. Though they never lived on this 2,000-acre property, they immediately leased the land to William and Sukey Livingston, which is how the area became known as The Leaseland from the 1670s through the 1720s. The community remained a small river enclave through the first two decades of the eighteenth century.

The largest and most successful precursor of future settlement in the general region occurred in 1714. Lieutenant Governor Alexander Spotswood arrived in Virginia in 1710 and quickly realized that the success of the colony lay in westward expansion. To achieve this goal, he established Fort Germanna in 1714 on a peninsula of the Rapidan River, about 30 miles west of Fredericksburg. Realizing the potential for the area to act as a frontier community, Spotswood brought over two additional groups of German indentured servants in 1717 and 1719, and the population of the Germanna area grew to over 200 people.

Historical marker noting the southwest corner of the Leaseland property, Fredericksburg's first formal anglo occupation. The marker is located on Wolfe Street on the Post Office property.



In 1720, Spotswood pushed the House to create Spotsylvania County with Germanna as the county seat. This new county contained the Leaseland and Germanna. It also contained Massaponax Wharf, a large shipping area built and owned by Spotswood on Massaponax Creek, and his Tubal Iron Works. The county court at Germanna ran smoothly for the first few years, but several key officials and planters of Spotsylvania County repeatedly petitioned the House of Burgesses to move the county seat to a more convenient location. In 1728, the House finally addressed the issue and decided that a town should be formally created at the Leaseland. The town was to incorporate 50 acres on the Rappahannock River and was to be renamed Fredericksburgh Town in honor of Frederick, Prince of Wales, son of King George II and father of King George III. The same act incorporated the town of Falmouth, located across the Rappahannock River from Fredericksburg in Stafford County. Early patrons of the community of Falmouth included Robert “King” Carter and Mann Page.

Fredericksburg and Falmouth both grew slowly at first and both competed for shipping and associated warehouse business. A large boon to the development of Fredericksburg occurred on October 1, 1732, when the county seat of Spotsylvania officially moved to Fredericksburg for the convenience of all inhabitants and county officials. A courthouse was begun in town, as well as a church, prison, and other governmental and commercial buildings. The town wharfs expanded to become the first public river docks in the area.

Numerous warehouses developed around the Fredericksburg waterfront in the mid-eighteenth century to accommodate the new business, most of which were concentrated around what are today the intersection of Sophia and Wolfe streets.



Beginning in the 1730s, the town wharf and ferry were located just below Thornton's Tavern at 523 Sophia Street, seen above.

Throughout the 1730s and 1740s, Fredericksburg grew slowly as new businesses developed to cater to the courthouse and commerce crowds. As a testament to the developing tone of town use, it is estimated that there were almost an equal number of taverns/ordinaries and warehouses in the 1740s. The growth trend continued in the 1750s, as the first land addition was made to the original 50-acre town to accommodate the influx of new inhabitants and businesses. Occupation slowly moved from the center of town near the wharves northward along Caroline Street.

The Fielding Lewis Store, built in 1749, anchored the northern segment of town and offered goods on the main road out of town and on the way to William Thornton's mills on the north side of the community. The store, still standing, is considered to be one of the oldest retail buildings in the United States.

From Colony to Nation, 1750–1789

Fredericksburg prospered as a shipping point between the area's tobacco growers and the larger vessels that carried this valuable cargo to England. Fredericksburg rapidly grew in population and size. A boundary expansion in 1759 nearly tripled the area of the original town. Tobacco production fed this growth, but entrepreneurs had also begun to harness the tremendous energy of the Rappahannock River, where it falls more than 25 feet over a distance of approximately one mile. Francis Thornton, Sr. is believed to have built the first mill in this area by 1740 and perhaps as early as 1726. This endeavor was on the south shore of the river, just below Hunter's Island. His son, Francis Thornton, Jr., built his home, The Falls, at a site just downstream from his mill. The third generation Francis

Thornton would build a house upstream from the early mill. This dwelling, called Fall Hill, was constructed in 1779 and remains extant today .



The Lewis Store on Caroline Street. Currently the offices of the Historic Fredericksburg Foundation, Inc.

Another entrepreneur from this period was a man named James Hunter, whose iron forge would become important during the American war for independence. Hunter established himself as a merchant in Falmouth, across the Rappahannock River from Fredericksburg, around 1746. He shipped large amounts of iron from the Rappahannock area to England. By 1772, though, there is reference to a well-established iron foundry on the Stafford shore.

Iron and tobacco drove the local economy, and each exemplified Virginia’s mercantile relationship with England. The planters provided their crops to agents in England and obtained certain manufactured items and other goods in return. As long as the tobacco market thrived it sustained the aristocratic planter class. Evolving banking practices and fluctuations in the tobacco market, however, suggested to many colonial planters that their wealth and social status could be tenuous. Britain’s success in the French and Indian War had secured its North American empire. Colonial governments in America, however, began to take issue with imperial taxation policies, and the growing tensions eventually led to war.

In 1774, Britain closed the port of Boston in response to the Boston Tea Party. A group of Fredericksburg citizens joined a growing network of outraged communities by establishing a Committee of Correspondence. The crisis intensified in 1775 when Virginia Governor Dunmore removed the gunpowder from the magazine at Williamsburg and stored it on a British man-of-war. Local Virginia leaders drafted the Fredericksburg Resolutions to publicly indicate their intent to resist, by force of arms if necessary, any attempts to usurp the “just rights and liberty of America.”

In addition to issuing strongly-worded statements, local residents armed themselves and assembled in Fredericksburg. Captain Hugh Mercer and his friend General George Weedon drilled these men in preparation for a march on Williamsburg. Their friend George Washington, an officer in the Virginia Militia, was also on hand. When war came, recruits from the Fredericksburg area constituted the bulk of the 2nd and 3rd Regiments of the Virginia Line. These units became solid components of the Continental Army, the mainstay of the American Revolution. The Continental Congress appointed George Washington as their commander. Washington's friend, Hugh Mercer, commanded the 3rd Regiment of the Virginia Line until 1777, when he was mortally wounded at Princeton.

After the war, General George Weedon returned to Fredericksburg and constructed the Sentry Box on Caroline Street. Weedon ran one of the town's most popular taverns and was later elected mayor of Fredericksburg.



While Fredericksburg's citizen soldiers were away fighting the British, James Hunter provided a wealth of iron materials to the American forces. His forge produced not only weapons, but numerous other articles that an army required for active field operations. In a letter of May 31, 1777, George Wythe explained to Thomas Jefferson how James Hunter had expanded his operation with "a Variety of Works, such as Forges, Steel Furnaces &c & begun others such as slitting, plating & wire mills, & established Factories for fabricating small Arms, entrenching Tools, Anchors & other things necessary in the Army & Navy." In 1776, two of Fredericksburg's local gentry, Fielding Lewis and Roger Dixon, had established another foundry in the area, but this operation appears to have been limited to arms manufacturing and repair.

The significance of Fredericksburg and its two iron industries is shown in a 1781 letter from James Mercer to Thomas Jefferson, wartime governor of Virginia:

There is not in this State a place more deserving of public attention than this Town and its appendage Mr. Hunter's Iron Works – I am sure I need not tell you that it is from Mr. Hunter's Works that every Camp Kettle has been supplied for the continental and all other Troops employed in this

State & to the Southward this year past – that all the anchors for this State & Maryland & some for continent have been procured from the same works; and that without these works we have no other resource for these articles, and that without the assistance of the Bar Iron made there, even the planters hereabouts & to the Southward of this place would not be able to make Bread to eat...

In the war's aftermath, the Rappahannock iron industry came to an end. Charles Dick closed the Fredericksburg Gun Factory in 1783. Dick's partner in that enterprise, Fielding Lewis, had died in 1782. Although James Hunter died in 1784, his operation remained an ongoing concern because it could manufacture more than arms. The available forests had been exhausted, however, and iron production slowed for lack of charcoal. Although a traveler described Hunter's, in 1783–1784, as the "most considerable iron-works in North America" Richmond eventually became Virginia's leading industrial center.

In addition to war-time activities, citizens of Fredericksburg were struggling with another monumental event in the town's history. In 1778, due to repeated complaints from county citizens, the county seat of Spotsylvania was moved from Fredericksburg to a site on the Po River near the center of the county. Regardless, the activity surrounding the wharves and the growing town population sustained Fredericksburg through the loss of the courthouse traffic. The town was incorporated in 1781, and the diversity of the population was reflected in the new businesses and organizations developed in the post-Revolutionary Period.

The Early National Period, 1789–1830

The period from the 1780s through the 1820s was marked by a dramatic increase in the shipping and milling industry in Fredericksburg and the nearby town of Falmouth. Whereas early shipping primarily concentrated on tobacco, by the end of the eighteenth century, soils in the area were depleted. Farmers turned to new crops to sustain the family plantations, primarily wheat. Wheat had numerous economic advantages over tobacco, especially for urban areas. Not only was it a successful crop for farmers and plantation owners, but processing of wheat required several more enterprises prior to shipment, including roads and wagons for transportation, warehouses for storage, mills for processing, and merchants for sales.

In Fredericksburg, two transportation improvement projects were initiated to provide connections to the rich agricultural regions to the west. In 1810, the Swift Run Gap Turnpike Company incorporated to provide an improved overland route. By 1822, 36 miles of road had been completed from Fredericksburg to the town of Orange, known locally as the Orange Turnpike. Canal-related activities began in the Fredericksburg area in 1811. At that time, the Virginia Assembly responded to a local petition and authorized a stock subscription to capitalize the Rappahannock Navigation Company.

A better road and a canal could provide the means to bring timber and bulk farm goods from the upper reaches of the watershed to the Fredericksburg wharves. A driving force for developing this type of infrastructure was a booming demand for wheat and flour. Investors were drawn to agricultural transshipment centers like Fredericksburg and Falmouth, where water power and maritime links provided additional opportunities for energetic and ambitious persons. Some facilities were already in place. Hunter's Iron Works, for instance, had an excellent power canal. As the Rappahannock iron industry waned, the manufacturing mills on that site were replaced by two agricultural mills. Thornton's Mill, on the south side of the river was also in operation.

This period was an energetic time for Fredericksburg. The 1790 United States counted 1,500 Fredericksburg residents, which amounted to 13 percent of the total population of Spotsylvania County. By the 1820 census, there were 3,308 people in Fredericksburg, which then comprised 29 percent of Spotsylvania County's total population. Fredericksburg and Falmouth's exports in flour, which had reached their highest point in 1816 at 160,000 barrels, had been reported at 126,000 barrels in 1831. The export quantity ranked third in the state of Virginia, only behind Richmond and Alexandria. While this was a period of immense growth, it was also a time of great destruction.

In 1807, a devastating fire swept through downtown Fredericksburg destroying over 200 buildings; about one-half of the town was destroyed. In actuality, there were at least five large-scale fires in Fredericksburg over a 25 year period (1799, 1807, 1816, 1822, 1823). Despite these catastrophes, the town was rebuilt albeit with better building materials. By the mid 1820s, repeated fire, combined with subdivision of downtown lots and a concern for fire, created a dense core of occupation in Fredericksburg with virtually no extant eighteenth century fabric, except on the outskirts of town.

The Antebellum Years, 1830–1861

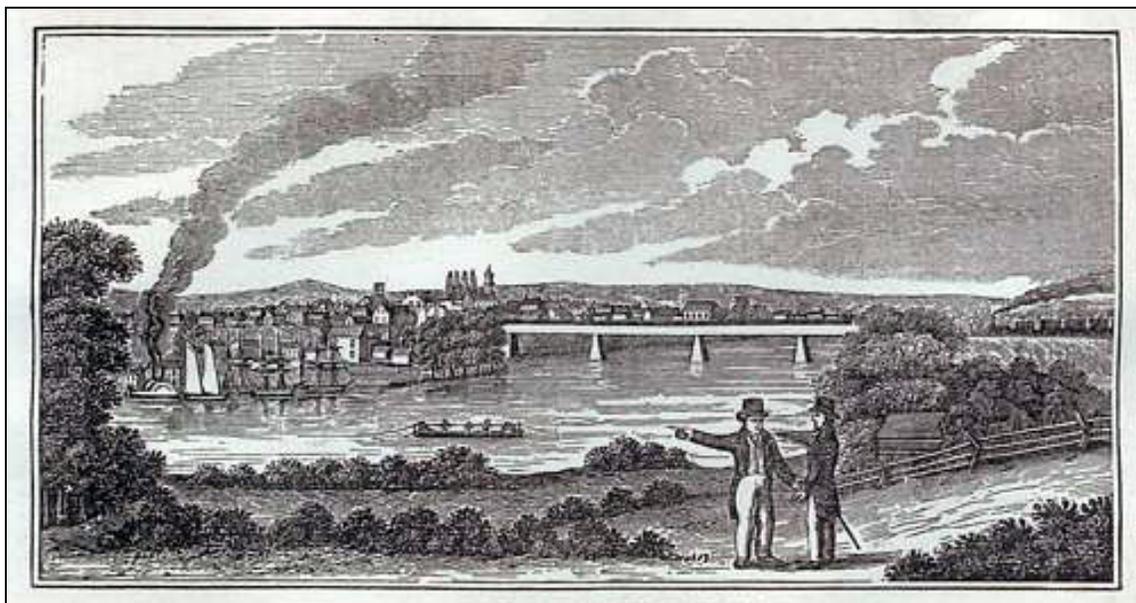
Although flour export decreased after 1820, Fredericksburg continued to prosper as a port town. In 1822, it was made a postal center for distribution of all United States mail to five states, and goods from surrounding counties continued to be shipped from the busy wharves. By 1835, the town included five churches, over a dozen schools, two taverns, and numerous other businesses including warehouses and merchants.

While Alexandria, Richmond, and Petersburg grew as major commercial and industrial centers, Fredericksburg prospered on a smaller scale. Business continued to succeed over the next few decades. By 1840, the town exported over \$4 million worth of goods annually. While tobacco had depleted the soil's productivity, the European demand for food had encouraged farmers to shift their emphasis to wheat and corn. Later, farmers benefited from railroad access to bigger markets as well as from the railroad's ability to deliver newly-available mechanized farm equipment. Large plantations around Fredericksburg did not regularly embrace the new machinery, such as reapers and threshers, because they were well supplied with slave labor. Instead, census records show that many small- and medium-sized farms in the area invested in some of this new

equipment to become less subsistence oriented. Wheat and corn remained strong market crops. With better access to markets, tobacco also regained some prominence.



Pre-Civil War warehouses once located at 301 Sophia Street along the river, circa 1926 (Frances Johnson Collection, Library of Congress).



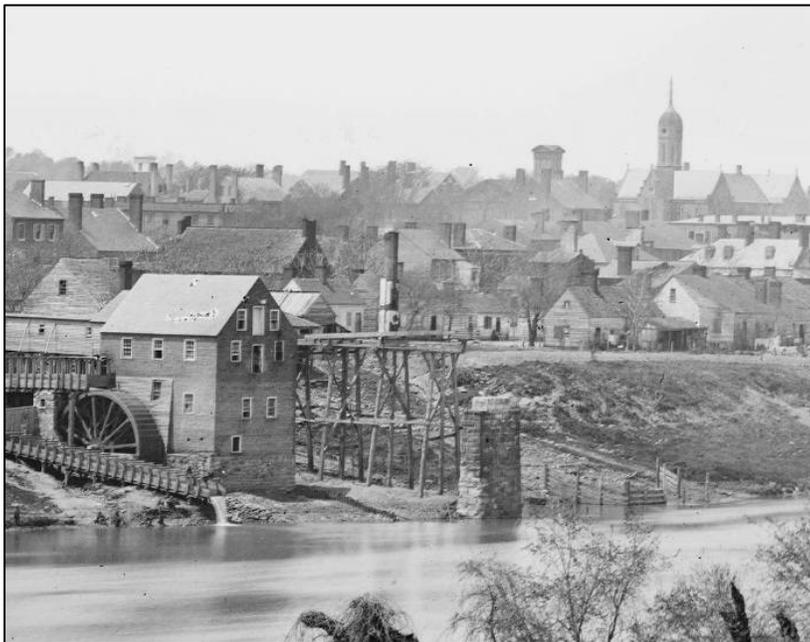
Circa 1854 view of Fredericksburg from Ferry Farm.

Architecturally, Fredericksburg's distinct skyline was defined during this period. Following disestablishment of the Anglican Church in America after the American

Revolution, many other religious denominations gained adherents. Prominent church spires rose into the sky as growing congregations built new houses of worship including the Fredericksburg Presbyterian Church (1833), St. George's Church (1849), and the Fredericksburg Baptist Church (1854–1855). The other prominent antebellum building on the skyline is the circa 1852 Circuit Court House, designed by architect James Renwick.

Growth in Fredericksburg still lagged behind the more prosperous centers of Richmond and Alexandria, but local citizens were actively working to overcome their relative isolation. In 1853, the Fredericksburg and Gordonsville Railroad Company incorporated to provide an east-west railway, which would hopefully serve distant agricultural regions.

Labor within the urban area comprised native whites, European immigrants, free blacks, and slaves, with enslaved African-Americans making up the largest percentage of the area workforce. In 1850, for example, slaves made up one-half of the population. The town included 730 households in 1860, all of which would soon become directly embroiled within one of the most monumental events in Fredericksburg history, the Civil War.



View of lower Sophia Street from Ferry Farm showing riverfront industry, circa 1863 (Photo owned by the National Park Service).

The Civil War in Fredericksburg

Numerous major Civil War battles occurred within and around Fredericksburg. The Battle of Fredericksburg was a disappointing and fruitless campaign that resulted in a major defeat for the new Union commander, Ambrose E. Burnside. The success of the campaign relied on the element of surprise, in hopes to avoid a confrontation with Lee at

Fredericksburg. Burnside proposed a plan to expediently march into Falmouth by way of the Rappahannock River and then cross into Fredericksburg.

When Virginia seceded from the Union, the railway between Washington D.C. and Richmond remained unfinished. Its construction, however, had reoriented Fredericksburg from the eastwest flow of the Rappahannock River to the north-south axis of the Richmond, Fredericksburg, and Potomac Railroad. In a period of mass armies with overwhelming logistic needs, this railroad drew the contending armies to Fredericksburg with a deadly inevitability.

In December of 1862, the City was bombarded by Union artillery, as a prelude to the Battle of Fredericksburg. Union infantry soon followed, forcing a river crossing at the foot of Hawke Street as well as in the City Dock area. The sounds of close combat crashed through Caroline and Princess Anne Streets as the Confederate defenders fought a rearguard action. Once pontoon bridges were in place, more Federal troops arrived, sacking and looting the buildings from which their occupants had so recently fled.

The main Federal assault occurred against the Confederate position in Sunken Road, at the base of Marye's Heights. Several houses stood in the path of these attacks including Federal Hill (504 Hanover Street), the Rowe House (801 Hanover Street) and the Stratton House (700 Littlepage Street). These dwellings still exhibit chipped bricks from this time when a violent storm of metal swirled around them. The residents of these neighborhoods also continue to harvest the remnants of battle—bullets, belt buckles, and bayonets—when they dig in their gardens.

During the battles, both in 1862 and during the Overland Campaign of 1864, many of the town's larger buildings were used as hospitals, and the open areas around them were converted into burying grounds. Not until the armies moved south, to fight around Richmond and Petersburg, did the war's hard impact begin to subside. This period saw more destruction than construction. Many of the buildings that were extant at this time, and which did not succumb to fire, still bear its scars, although they are not always visible. Bullet holes and broken structural components, for example, were quickly repaired on roofs and exterior walls, to make houses weathertight once more. Interior damage was less urgent and could often be covered with wallpaper or otherwise hidden from view.

Reconstruction and Growth, 1865–1914

The Civil War decimated the physical and cultural fabric of the Fredericksburg area. Despite the destruction, area inhabitants remained in town and were determined to rebuild their lives and their homes. In addition to those who lived there before the war, the population of Fredericksburg grew immensely in the years just after the war. Emancipated slaves moved into town looking for employment, and white farmers looked to the area factories and commercial businesses for jobs since their farms were destroyed by Federal and Confederate troops. The town grew so rapidly and so large that Fredericksburg was incorporated in 1879. The latter stages of the nineteenth century also

saw increasing visits to the Fredericksburg area by Civil War veterans. The old soldiers were intent on examining scenes of their past struggles, but many also sought to preserve portions of the battlefields for posterity.

The Confederate Cemetery was established along what are today William Street and Washington Avenue in 1870 for the interments of the numerous Confederate dead who lost their lives in Fredericksburg.



Along with these changes, the daily operation of Fredericksburg changed during these decades from one reliant on the waterways to a more rail-focused community. New roads were built to and from Fredericksburg for area farmers and merchants to deliver and receive goods on the railroad. Development sprawled from the commercial center to encompass new neighborhoods to the north and south of town, including what is today known as Darbytown located south of the railroad tracks. Industrial jobs brought people to Fredericksburg, and new building construction was very much influenced by the supplies that factories could provide. Complex building components such as doors, windows, roofing, and siding could be mass produced and shipped by rail at low cost. Simplified board framing and wire nails allowed houses to be built with wall extensions, overhangs, irregular floor plans and elaborate detailing. The handsome decorative elements of the dwellings on Washington Avenue and its surrounding neighborhood symbolize the wealth and success of the late-nineteenth century industrial arena.

In 1912, Fredericksburg government underwent its first large-scale change in over a century, as it switched from a selectman-based system to a city manager plan. The new city manager was an integral participant in helping Fredericksburg incorporate the automobile into city planning, an invention that changed entire pattern of town occupation. The automobile allowed for area residents to live farther out of town and drive to work within the city. Along with the automobile came auto-related business such as gas stations, motels, and service stations.

World War I to World War II, 1914–1945

Manufacturing remained the mainstay of the Fredericksburg economy into the twentieth century. Local agriculture simply had not recovered after the Civil War. During the 1920s, the rural county of Spotsylvania could not even provide sufficient food for the local populace. The County, including Fredericksburg, had to import food and animal feed. The market was certainly present, but the soil could not meet the demand. In 1934, an economic survey of Spotsylvania County observed many fields still left uncultivated.



Looking south down the 600 Block of Caroline Street, circa 1920s.

During this period, the provision of electricity in Virginia became increasingly centralized. Previously, hydroelectric facilities served local regions, but larger corporations began to buy out these smaller entities. These larger firms had the technical expertise and the investment capital to incorporate advances in the industry. In 1926, the Virginia Electric Power Company (VEPCO) bought the smaller Spotsylvania Power Company, which had acquired the Fredericksburg Power Company and built the Embrey Dam. VEPCO maintained the Embrey Dam and operated the power station into the early 1960's.

By the Great Depression, Fredericksburg's regional population included many thousands, many of whom were employed by large factories located south of town. This included the Sylvania Company and the G&H Clothing Plant. Although times were tough, many of these factories were able to keep their doors open during the tumultuous 1930s. However, government programs to relieve the economic effects of the Great Depression had a significant impact on area historic resources. During the 1930's, for instance, the Civilian Conservation Corps (CCC) helped to make the Fredericksburg and Spotsylvania National Military Park accessible to visitors. The CCC built roads and bridges and stabilized earthworks.

The future Walker-Grant School (constructed in 1934) would comply with the 1898 U.S. Supreme Court decision that institutionalized the notion of separate but equal. This type of Jim Crow policy was challenged but not overturned until the 1950s and 60s.

The New Dominion, 1945–present

Throughout the remainder of the twentieth century, Fredericksburg grew exponentially. Construction crews completed the State Route 1 Bypass in early 1946. The bridge across the Rappahannock occurred at Falmouth, where bridges had been constructed since the early nineteenth century. While highways and bypasses were meant to enhance inter-city travel, the dynamics of their presence changed post World War II development patterns.

Automobile production grew enormously after World War II. The Federal Aid Highway Act of 1944 had anticipated this post-war need for more and better roads, but the Interstate Highway Act of 1956 provided the unprecedented funding that made automobile highways ubiquitous. In the 1960s, Interstate-95, which runs north-south, crossed the Rappahannock River upstream of Fredericksburg. Most recently, the Virginia Railway Express made Fredericksburg a convenient place of residence for Washington D.C. commuters. Although Old Town retains much of its turn-of-the-century characteristics, many areas outside of the downtown area have been altered.