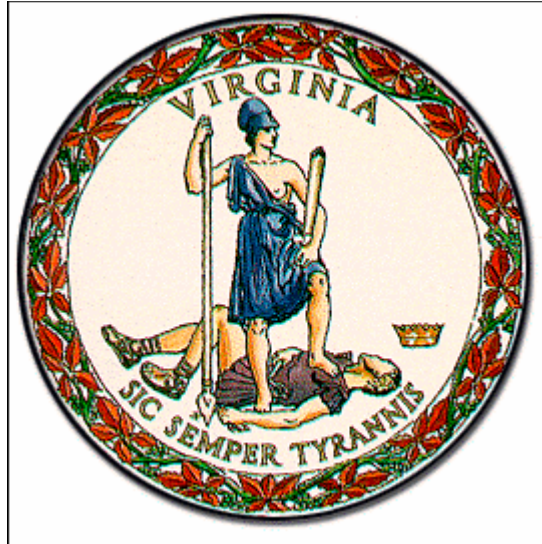


Biennial Report on Stewardship of State-Owned Historic Properties

2007



to the

2008 Session of the General Assembly

Department of Historic Resources

***COMMONWEALTH of VIRGINIA***

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# COMMONWEALTH of VIRGINIA

## Department of Historic Resources

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May 1, 2007

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Dear Governor Kaine and Members of the General Assembly of Virginia:

I am pleased to present to you the first biennial report on **Stewardship of State-Owned Historic Properties**, required by *Code of Virginia* §10.1-2202.3.

I would like to introduce this report by recognizing that some agencies are doing a phenomenal job as stewards of the Commonwealth's historic treasures. The newly reopened Capitol in particular stands out as a stellar example of public stewardship at its best. This project successfully balanced a wide array of public policy issues to address 21<sup>st</sup> century security, tourism, functionality, and information technology while at the same time respecting the historic, architectural, and artistic qualities of the building and its setting.

We recognize that managing historic resources can be a challenge. The example set by the Department of General Services with the Capitol, by the Department of Conservation and Recreation in its stewardship of the first Virginia state parks designed and built by the Civilian Conservation Corps, by the University of Virginia in its new preservation plan and other agencies highlighted in this report demonstrate that a growing number of agencies are rising to meet that challenge. Agencies like the Department of Conservation and Recreation clearly know the value of what they have, know what to do, and are willing to do it—even in the face of very tight finances. We hope that these exemplary public agencies—and the resources for which they are responsible—can benefit from being highlighted in this and subsequent reports on the stewardship of Virginia's state-owned historic assets.

It is the mission of the Department of Historic Resources to work with both public and private partners to identify, evaluate, and encourage both preservation and active use of Virginia's significant and irreplaceable historic assets. Toward this end, this first biennial report sets the stage for ongoing cooperation with Virginia's many agencies that own historic resources large and small.

I hope you and the agencies in whose hands the fate of our shared historic assets lie will find this report informative and useful.

Sincerely,

Kathleen S. Kilpatrick  
Director

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**Biennial Report (2006) on the Stewardship of State-Owned Historic Resources  
from the  
Department of Historic Resources  
to the  
2008 Session of the General Assembly**

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## Executive Summary

In 2006, the General Assembly passed Senate Bill 462 adding § 10.1-2202.3 calling for the Department of Historic Resources to develop two biennial reports (which may be combined) on the stewardship of state-owned properties to include the following:

- A priority list of the Commonwealth's most significant state-owned properties that are eligible for but not designated on the Virginia Landmarks Register pursuant to § 10.1-2206.1,
- A priority list of significant state-owned properties, designated on or eligible for the Virginia Landmarks Register, which are threatened with the loss of historic integrity or functionality, and
- A biennial status report summarizing actions, decisions taken, and the condition of properties previously identified as priorities.

In developing the report, the Department must, in addition to significance and threat, take into account other public interest considerations associated with landmark designation and the provision of proper care and maintenance of property including:

- Potential financial consequences to the Commonwealth associated with failure to care for and maintain property,
- Significant public educational potential,
- Significant tourism opportunities, and
- Community values and comments.

This report is to be completed and distributed to all affected state agencies, including institutions of higher learning, the Governor, the Secretary of Administration, the Secretary of Natural Resources, the Secretary of Finance, and the General Assembly by May 1 of each odd-numbered year so that information contained in the report is available to the agencies, the Secretary of Finance, the Secretary of Administration, and the Governor, as well as the General Assembly, during budget preparation.

All agencies of the Commonwealth are required to assist and support the development of the report by providing information and access to property as may be requested. Further, each agency that owns property included in the report shall initiate consultation with the Department within 60 days of receipt of the report and make a good faith effort to reach a consensus decision on designation of an unlisted property and on the feasibility, advisability, and general manner of addressing property needs in the case of a threatened historic property.

In this first report, with only half of the mandated cycle in which to compile data, the Department is able to set the stage for a full report cycle by outlining the base-line from which future progress will be determined: providing an overview of the range of historic properties owned by the Commonwealth, an outline of the benefits of rehabilitating and reusing historic resources in general, and a summary of the legal tools already in place to encourage stewardship of historic resources by state agencies. This report also highlights positive steps some agencies are already taking as well as several outstanding and long-term issues standing in the way of improved stewardship, and finally provides a short list of both register priorities and threatened

historic resources owned by state agencies. In this year, selection for the lists is based primarily on significance and nature of threat with general reference to other public interests and values. Future reports will be able to conduct more thorough analyses of economic, educational, tourism, and community values specific to the properties listed.

Findings in this first report include:

- Eleven historic properties owned by state agencies or institutions of higher education that are given a high priority for listing on the Virginia Landmarks Register based on historic significance; diversity of geographic distribution, resource type, and historic associations; as well as potential for educational and tourism opportunities.
- One specific resource and one category of resources that are in need of special attention
- Recognition of the great discrepancy in the number of historic resources owned by the Commonwealth (over 1,100 or roughly 10% of the state's building inventory cited in 1991) and the number actually listed on the Virginia Landmarks Register (54 as of June 2006)
- Recognition that the 1988 (revised in 1991) survey of state-owned buildings is out-dated and in need of revision as a basis for consistent, comprehensive, and statewide evaluation, recommendations, and decision-making
- Recognition that archaeological sites which are not included in the 1988/1991 survey are at particular risk

The report concludes with recommendations for state landholding agencies and institutions of higher education as well as the Department of Historic Resources to take action in the next two years before the 2009 Report on Stewardship of State-owned Historic Properties is due as well as suggestions for gubernatorial and legislative action.

## **Leadership by Example: A Shared Legacy and a Public Asset**

As the citizens of Virginia and the nation reflect upon the 400<sup>th</sup> anniversary of the founding of the first permanent English settlement in the New World at Jamestown, it is both natural and fitting that we take the opportunity to examine and take stock of the tangible reminders that recount our shared heritage. Virginians can be justly proud of the unparalleled historic, architectural, and archaeological resources located in the Commonwealth. These significant buildings, landscapes, and sites tell the compelling story of our state and nation from its enterprising birth, colonial infancy, through the growing pains of civil war, and finally to young adulthood of the civil rights era and the Space Age. However, Virginia's history did not begin with Jamestown and John Smith. It began thousands of years before with the first native peoples who farmed its fields, hunted game in its forests, and established vibrant communities along its riverbanks. The contribution of Native Americans to Virginia's history is told through the artifacts and archaeological evidence they left behind.

### **Benefits of Preservation to the Commonwealth**

Historic properties are more than just memorials to the past frozen in time. They are often dynamic drivers of economic development in depressed rural towns and urban centers. Rehabilitation of historic properties has been shown to create more local jobs and infuse more capital into local communities than new construction. In Virginia, heritage tourism is a cornerstone of our annual \$16 billion tourism industry. Studies show that visitors to historic sites are better educated, more affluent, and spend more time and money on vacation than the average tourist. House museums, battlefields, and archaeological sites are also unparalleled teaching tools for instructors that bring history alive to students and help make the past relevant to the lives of today's youth. Historic properties contribute to fostering a sense of community pride that strengthens civic, regional, and state identity.

The economic benefits of historic preservation generally are spelled out in *The Economic of Historic Preservation* a report by Donovan D. Rypkema on behalf of the National Trust for Historic Preservation. Related Virginia data in reports by the Preservation Alliance of Virginia (*Virginia Economy and Historic Preservation: The Impact of Preservation on Jobs, Business and Community*), Virginia Tourism Corporation, the Department of Conservation and Recreation (*The Virginia Outdoors Recreation Plan*), and rehabilitation project records of the Department of Historic Resources show how powerfully recognition and preservation of Virginia's historic resources benefit the tourism and economic development in communities statewide.

When given a choice between rehabilitating an existing building to meet the changing needs of an agency, a business or a family, studies show that rehabilitation projects provide greater overall economic benefits.

- Rehab projects boost state revenue from taxes on wages generated by new jobs and on sales of goods and services; boost local revenues by taxes on increased real estate values.
- Every \$1 million spent on rehab translates to \$779,800 in local household income—over 5.5% more than the same amount invested in new construction.
- Rehabilitation increases heritage tourism; these tourists spend an average of 2.5 times more money and stay longer in the state than other travelers.



Typically, 60%-to-70% of the total cost for a rehab project goes toward labor, as compared to the 50% rule-of-thumb for new construction.

- Rehab projects create 3.4 *more* jobs for every \$1 million spent than for every \$1 million spent on new construction; because of labor-intensive demands, rehab requires more skilled carpenters, electricians, plumbers, sheet-metal workers, etc.
- Rehab projects put more money back into a local economy than new construction because rehab contractors seek regional materials, suppliers, and skilled workers.
- Studies show that for every \$1 million spent on rehab, 15.6 construction jobs are created as well as 14.2 jobs in other sectors.

Reusing existing buildings and infrastructure is more energy efficient and reduces traffic congestion.

- Studies conducted by the national Advisory Council on Historic Preservation, a federal agency that advises the President and Congress on historic preservation issues, demonstrated that energy invested in an existing building far outweighs any energy efficiency or environmental benefit of new construction.
  - Individual existing buildings represent large energy investments in materials and construction processes that were used when the building was first constructed.
  - Rehabilitation of existing buildings requires much less initial investment of energy than constructing comparable new facilities.
  - Rehabilitated buildings will annually consume about the same amount of energy as equivalent new structures.
  - Rehabilitating of existing buildings, rather than demolition and new construction, results in a net energy investment “savings” over the expected life of the structures.
- The lifetime costs of maintaining the service infrastructure of compact developments typically found in urban historic districts is 40% to 400% *less* than the same costs for low-density suburban development.
- Recycling historic structures reduces the high cost for construction and demolition disposal (of often hazardous material) in landfills; reducing the waste to landfills extends the life of landfills.
- Rehabbed housing is less expensive than new housing construction and comparable to the most cost-effective of federal housing programs according to a HUD study—a valuable lesson for Virginia’s colleges and universities.

### **Historic Resources and Preservation in Virginia**

Virginia has always been in the national forefront of preserving and promoting our historic legacy. In the 19<sup>th</sup> century it was the Mount Vernon Ladies Association under the leadership of Ann Pamela Cunningham that saved the Fairfax County home of George Washington. In 1889, the Association for the Preservation of Virginia Antiquities (APVA) was founded as the first state-wide historic preservation organization. Its mission at the time was to save the site of historic Jamestown, but it also served as a model for other non-profit preservation organizations nationally. The Virginia Landmarks Register, an honorary list maintained by DHR of the most important cultural resources in the Commonwealth, was established in 1966, six months before its National Park Service equivalent, the National Register of Historic Places was created. In

that same year, Virginia authorized the use of historic preservation easements, providing the first use of this tool on a statewide basis, and today as a model of how public/private partnerships can work to preserve historic treasures while keeping those properties in private hands as active farms, businesses, and family homes. Today, Virginia continues to set the example for the rest of the nation in the number of easements and collaborative approach taken to preserve important historic properties and archaeological sites.

In this context—where Virginia’s rich historic resources provide immeasurable cultural, educational, social, and economic benefits—the Commonwealth of Virginia has a responsibility to manage historic assets owned by state agencies and educational institutions in a manner that provides the greatest public benefit possible. In some instances, the overriding public benefit may rest in the protection and rehabilitation of an historic property. In other circumstances the greater good may mean the loss of an historic property in favor of new construction. In either case, however, the decision-making process should be informed by an understanding of significance, and make a due diligent effort to explore alternatives and a cost analysis in order to determine an appropriate outcome for an irreplaceable public asset.

## **Current Status of State Stewardship of Historic Properties**

### ***The Diversity of State-Owned Historic Properties***

It should hardly be surprising that the Commonwealth owns a large number of historic properties. It is in the very nature of government to engage in history-making activities and to erect buildings that exemplify architectural excellence. However, one may be amazed at the variety of cultural resources managed by the state. Agencies of the Commonwealth own large numbers of historic buildings, and even more archaeological sites. Thomas Jefferson’s tribute to classic architecture as seen in the state Capitol building was one of the first buildings to be recognized as a National Historic Landmark in 1960. Virginia’s award-winning state park system is founded around a core of parks designed and built by the Civilian Conservation Corps.

The range of state-owned historic properties reaches from high-style architectural marvels to modest vernacular cabins and picnic shelters. The Commonwealth maintains in its inventory important elegant antebellum homes, architect-designed college campuses, battlefields, vernacular park amenities, cultural landscapes, pre-historic archaeological sites, cemeteries, and statuary, bridges and other transportation features—all of which contribute to the diverse tapestry that is Virginia and her people. Although, as expected, the Department of General Services (DGS) in its capacity as the state government’s property manager oversees the operation and care of numerous historically and architecturally significant buildings, many other state agencies also have under their jurisdiction important cultural properties. Among those executive branch departments with administrative responsibility over identified historic resources are, for example, the Department of Conservation and Recreation; Department of Forestry; Department of Game and Inland Fisheries; Department of Corrections; Department of Mental Health, Mental Retardation, and Substance Abuse; Department of Transportation; and Department of Education.

The historic holdings of Virginia’s institutions of higher education are particularly rich. From the Wren Building at William and Mary to the Barracks at Virginia Military Institute to the original campus buildings and landscapes of the University of Mary Washington, James Madison University, Longwood University, and Virginia State University, the historic significance of many of these resources is obvious—but not necessarily formally recognized. Less obvious may be buildings and landscapes that tell of the evolution of the institution or that tell the stories of the surrounding community. Many of these come into public ownership through donations of land to state colleges and universities or campus expansion.

Some state-owned historic properties are listed on the Virginia Landmarks Register (VLR). Most are not. The DHR maintains the VLR, which is an honorary registry that recognizes, as described in the enabling legislation that created DHR’s predecessor, the Virginia Historic Landmarks Commission, “those structures and areas which have a close and immediate relationship with the values upon which the State and the nation were formed.”

When DHR began an initiative to recognize state-owned historic properties through VLR listing in SFY 2003, DHR could only identify fourteen state-owned properties that were individually listed as Virginia Landmarks. Over the last five years DHR has work closely with its sister agencies to identify and nominate additional state-controlled properties to the VLR. This effort, which supports Governor Kaine’s “best managed state in the nation” and responsible stewardship of natural and historic resources initiatives, has resulted in listing an additional forty state-owned historic properties either individually or as contributing properties in historic districts by the end of SFY 2006. Even so, these numbers merely begin to scratch the surface as shown in the following section on the status of the state-owned historic properties survey which, as early as 1991, identified 1,162 state-owned resources as eligible for VLR listing—not including archaeological sites.

Examples of state-owned properties currently included on the VLR are listed below.

#### The Virginia State Capitol Building

*Location:* City of Richmond

*Agency:* DGS

*Description:* Designed by Thomas Jefferson and completed in 1788 with the addition of wings in 1906, the Neoclassical Virginia State Capitol Building is the second oldest active state capitol building in the country. Chief Justice John Marshall presided over the treason trial of Aaron Burr at the Capitol and it served from 1861 to 1865 as the meeting place for the Confederate Congress. The National Park Service designated the building as a National Historic Landmark (NHL), its highest recognition, and currently it is being considered by the United Nations as a World Heritage Site.

#### Sayler’s Creek Battlefield

*Location:* Amelia County

*Agency:* DCR

*Description:* Known as the “Waterloo of the Confederacy”, the April, 6, 1865 battle marked the effective end of General Robert E. Lee’s Army of Northern Virginia. After Lee’s abandonment of the Petersburg line and the evacuation of the Confederate capital at Richmond,

*the Army of Northern Virginia was overtaken by pursuing Northern forces at Saylor's Creek. A quarter of Lee's army surrendered including several generals. Only three days later Lee capitulated to Union General Ulysses S. Grant at Appomattox Courthouse. The National Park Service designated the battlefield an NHL. The Department of Conservation and Recreation manage 221 acres of the battlefield as the Saylor's Creek Battlefield Historical State Park.*

#### Kentland Farm Historic and Archaeological District

*Location: Montgomery County*

*Agency: Virginia Tech*

*Description: Operated by Virginia Tech as an agricultural experimental station, the approximately 350-acre Kentland Farm Historic and Archaeological District consists of a mid-1830s masonry two-story dwelling, a well preserved collection of mid-19<sup>th</sup> and early 20<sup>th</sup>-century agricultural outbuildings, a 19<sup>th</sup>-century saw mill, and numerous archaeological sites including several Late Woodland prehistoric deposits and a slave cemetery.*

#### Upper Ridge Site (44NH0440)

*Location: Northampton County*

*Agency: DGIF*

*Description: The Upper Ridge Site located on Mockhorn Island documents over 10,000 years of human occupation from Paleo-Indian through Middle Woodland periods (9500 B.C. to A.D. 900). Research on the site revealed critical information about the processes of site inundation along Virginia's Atlantic seashore, general site formation processes specific to the Mockhorn Island area, information about human subsistence patterns and resource exploitation, and data about potential long-distant trade by Native American inhabitants. The site is part of a wildlife preservation area managed by the Department of Game and Inland Fisheries.*

#### Henderson Hall/Southwestern State Hospital

*Location: Marion, Smyth County*

*Agency: DMHM RSA*

*Description: Henderson Hall at the Southwestern State Hospital was constructed in 1887 as part of Virginia's program to provide mental health care and services for its citizens. The building was visually altered by the addition in 1930-31 of beautifully crafted Italian Renaissance-style galleries across its façade. In addition to its architectural eloquence, Henderson Hall remains today the most significant regional example of a late 19<sup>th</sup>-century structure relating to the history of mental health treatment in Virginia. The Department of Mental Health, Mental Retardation, and Substance Abuse Services continues to operate it as the administrative center of the Southwestern State Hospital.*

The above examples illustrate the diversity of historic properties owned and operated by the Commonwealth. They also provide some indication of the regional dispersion of properties and the variety of state agencies that maintain historic resources within their inventory. Showing the range of historic, architectural, and regional diversity among the 54 properties currently registered highlights the fact that there remain many more public assets that are eligible for listing but are not yet recorded in the state register. State agencies are encouraged to work with DHR in order to identify and nominate to the VLR significant buildings, landscapes, and

archaeological sites under their respective jurisdiction. Such efforts demonstrate success toward the Governor’s natural and historic properties stewardship scorecard initiative.

**Status of State-Owned Historic Property Survey**

Most of the information on state-owned architectural properties in DHR’s files comes from a survey conducted in 1988 and revised in 1991. The Commonwealth owns over 10,500 buildings inventoried in DGS’s Facility Inventory and Condition Assessment. DHR’s survey of state-owned buildings examined only 1,642 individual publicly owned buildings, structures, and landscape elements managed by 24 separate governmental entities, and targeted only those buildings over 40 years of age and focusing on those agencies that owned or managed the largest number of buildings considered likely to be historically significant. Survey results were covered in nine cultural resource reports that explained the methods used, established historic contexts for the various agencies, and made suggestions both for listing on the Virginia Landmarks Register and National Register of Historic Places, and subjects for further study. Of the 1,642 individual properties chosen for the study, 1,164 were recommended as potentially eligible, either individually or as contributing resources in a larger historic district, for both historic registers. Since the survey targeted agencies (such as institutions of higher education) with a rich history and a track record of building architecturally significant buildings, the high percentage of significant properties among these agencies is to be expected.

The following table lists agencies and institutions covered in the survey, the DHR report number, number of agency properties individually recorded, and the number of surveyed properties recommended as eligible for, but not yet listed as, Virginia Landmarks.

Agency/Institution(s)	Survey Report #	# Properties Surveyed	# Recommended Eligible for VLR
Virginia Department of Forestry	VA-1	28	0
Institutions of Higher Education	VA-2	650	485
Department of Corrections	VA-3	253	168
Department of Game and Inland Fisheries	VA-4	23	2
Virginia Port Authority	VA-5	45	0
Department of General Services	VA-6	31	20
Division of Parks and Recreation (now Department of Conservation and Recreation)	VA-7	287	280
Virginia Department of Mental Health, Mental Retardation, and Substance Abuse	VA-17	130	73
<u>Summary Historic Overviews</u> (includes the Museum of American Frontier Culture, Science Museum of Virginia, Virginia Board of Regents, Dept of Agriculture and Consumer Services, Dept of Alcohol Beverage Control, Dept of Emergency Services, Dept of Labor and Industry, Dept of Military Affairs, Dept of State Police,	VA-18	185	136

Dept of Visually Handicapped, Virginia Marine Resources Commission, Virginia Museum of Fine Arts, Virginia Ornaments Research Station, Virginia School for the Deaf and Blind at Staunton and Hampton, Woodrow Wilson Rehabilitation Center)			
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While this survey provides valuable information on state-owned historic properties, considerable gaps remain in our knowledge. Some of these gaps are a result of the inherent deficiencies in the methodology employed for the survey. Other problems are due to the age of the original material collected. Some of the limitations in survey data include the following:

- The survey itself is badly out of date. The field work was done between 1987 and 1990 and only focused on buildings that were 40 years old or older at that time. As a result, there is no systematic information on buildings and structures built after 1950 that may (or may not) be historically or architecturally significant.
- The reports do not reflect state-owned properties listed on the VLR or determined eligible for listing pursuant to state or federal review processes since 1990.
- The reports do not reflect state-owned properties demolished, deteriorated, or substantially altered since 1990.
- The reports do not reflect properties acquired or surplus by the state since 1990.
- The reports do not cover archaeological sites on state property.

The initial report recommendations should be verified and re-examined to determine if they are still valid 20 years after the survey work was conducted. As a general rule, architectural surveys are only valuable for a ten year period since changing circumstances may affect the historic integrity, or even existence, of a property. Further, surveys generally only include properties that are 40 to 50 years old, based on the rule-of-thumb that not enough time has passed to evaluate historic or architectural importance for properties or events more recent than that. Therefore, properties that represent historic events or major architectural achievements after 1950 have not been studied at all.

An updated survey could also pursue recommendations for further work made in the original reports. For example, although an evaluation of Department of Forestry properties failed to identify any that are potentially eligible for the VLR, the Department of Forestry report suggested an avenue for future study could be to compare Civilian Conservation Corps (CCC) era properties owned by the Department of Forestry with those owned by other agencies. DHR has recently listed as Virginia Landmarks several CCC constructed state parks managed by the Department of Conservation and Recreation. The increase in our understanding of these resource types makes such a comparison now possible.

For comprehensive planning and balanced decision making a comprehensive archaeological survey of state lands is necessary. The scope of such an exercise would demand an independent survey program beyond the revisions to the 1988/1990 reports suggested above.

### *Management of Successful Case Studies*

A 2006 Deferred Maintenance Study by the Auditor of Public Accounts recognized the high cost to the Commonwealth of deferred maintenance and that the Capital Outlay system favors new construction over maintenance and/or rehabilitation. That study made a number of recommendations to ensure that each agency seeks and has stable funding for consistent maintenance to extend the useful life of buildings and other facilities owned by the Commonwealth. However the same study was based on an assumption of a limited “useful life” of a building—a useful life that can be extended through consistent maintenance but which does not recognize historic, cultural, or community values that should encourage agencies to explore ways to extend the usefulness of a building in order to preserve those values, and does not recognize the special value or needs of historic properties or the importance of consistent maintenance to meet public responsibility or reap public benefits from these resources.

On the contrary, while acknowledging that “decisions to demolish or sell involve considering more than just cost factors,” the APA study recommends considering only “location, the economic impact of moving or operating more efficiently and employing less staff, availability of space, and the ability to fund repairs versus new construction.” Instead of placing a value on the historic and cultural importance, the only reference the report makes to historic significance is to discount it by saying “Decisions cannot be mired in sentimentality and supposed historical significance. Age alone does not make a building historical.” This last statement underscores a widespread failure to understand how decisions on historic and architectural significance are made, and the balancing act that is necessary to make sound public policy decisions. Good public interest decision making is the name of the game. Historic resources comprise just one consideration among many that need to be weighed in the larger context.

The stewardship of historic properties by state agencies is often a mixed bag. All too often important cultural resources are lost or damaged due to action or inaction. Such outcomes do not result from malicious design; rather, they are the consequence of the realities under which state government functions and the frequently conflicting demands faced by agencies when juggling mission requirements and public sentiment. Numerous factors such as limited budgets, lack of trained staff in preservation-related fields, and core agency responsibilities conspire against state officials who frequently are forced to relegate stewardship of state-owned historic properties and archaeological sites to a lower priority level. Similarly, last minute review processes encourage “take it or leave it” attitudes, setting the stage for conflict. Once millions of dollars have already been spent and when plans are largely already committed to, it is difficult for agencies to step back and give thoughtful consideration to other, and possibly more productive, alternatives.

Although these circumstances are understandable, they do not excuse the neglect of important Commonwealth assets. The Governor has made stewardship of state-owned historic properties a priority for all state agencies. The new Governor’s Management Scorecard reporting category requires all state agencies to document their progress toward conservation and protection of natural and historic resources within their purview. This has prompted agencies that have previously been indifferent or ambivalent about the historic properties under their custodianship to reconsider their approach, or lack thereof, with regard to these assets.

The media and public often times focus on the negative when it comes to state government and its stewardship of historic properties. The Commonwealth does, on occasion, deserve the scrutiny or criticism directed at it from these quarters. However, state agencies often distinguish themselves when dealing with historic properties within their respective jurisdictions. Unfortunately such success stories receive far less publicity. Therefore, we want to highlight some of the more recent and noteworthy examples of historic preservation projects or activities undertaken by state agencies. These examples demonstrate a preservation ethic and commitment to protecting our collective past that all state agencies and institutions should emulate.

#### Hunton Hall Student Center

*Location: City of Richmond*

*Agency: MCV/VCU*

*Background: Originally the Old First Baptist Church (completed in 1841 in the Greek Revival style) Hunton Hall was purchased by the Medical College of Virginia in 1928. Although it was considered for demolition in the 1970s, MCV/VCU continued to use the building as a student center, and in 2004, committed \$5 million for its upgrade and rehabilitation for ongoing use as a student center, working closely with DHR to ensure sensitive treatment of historic finishes and features and incorporating character-defining elements such as the corner pews in the choir loft and altar. The building was rededicated in January 2007 to rave reviews.*

#### University of Virginia Preservation Plan

*Location: City of Charlottesville*

*Agency: UVA*

*Background: In looking at long-term preservation treatments for the Jeffersonian Academical Village, UVA realized that it needed a more open and systematic approach to the properties along The Lawn and the Ranges. To this end, UVA created a peer review committee of architects, architectural historians, and conservators with expertise in colonial and Jeffersonian-era building techniques. UVA completely redesigned its preservation and treatment decision process for issues associated with the architecture in the University of Virginia Historic District, an NHL and World Heritage Site, vetting all such proposals through a review committee which includes DHR representation. The university also looked beyond the original Jeffersonian core of the campus and began to focus more closely on important buildings from other development periods. To assist in this endeavor, UVA applied for and received a \$170,000 grant from the Getty Foundation, and with an additional \$80,000 of gift money, the university developed a campus-wide preservation plan. Currently, UVA is in the process of integrating the plan's findings and priority rankings into the Facilities Management database to ensure that they will become a permanent part of the decision-making process for building repairs and renovations. The Office of the University Architect is also working with Facilities to develop a protocol to help define what level of work can proceed without review by the Facilities/University Architect preservation team and what will need review. In addition, UVA has broadened its educational programming to include preservation treatments and archaeology as elements of facilities management.*

#### Virginia Military Institute Preservation Plan

*Location: City of Lexington*

*Agency: VMI*



*Background: After a trying but valuable learning experience with the demolition of the Post Surgeon's House, VMI recognized that it needed a more comprehensive and transparent planning and decision-making process for this National Historic Landmark District. Since then, VMI appointed its own Preservation Officer to ensure that historic and architectural significance is routinely considered in the Institute's ongoing efforts to accommodate a growing cadet population and to improve the existing infrastructure on base. All projects are reviewed first by this internal Preservation Officer who also carries out an expanded coordination and public outreach to include the two local preservation groups, the state AARB and the public at large. Like UVA, VMI is now committed to taking advantage of DHR guidance earlier in the state review process—often at the earliest scoping stages. In addition to improved consultations policy, VMI is developing a new campus-wide historic preservation plan and integrating consideration of its rich historic resources as a part of master planning with several large projects in the works.*

#### State Capitol Building Restoration and Rehabilitation

*Location: City of Richmond*

*Agency: DGS*

*Background: Faced with a functionally and mechanically obsolete structure in the State Capitol Building—arguably the most architecturally and historically significant single property owned by the Commonwealth—the General Assembly, DGS, and the past two administrations have gone above and beyond and done a phenomenal job bringing the Capitol back to its full architectural glory as well as bringing it functionally into the 21<sup>st</sup> century. This \$100 million rehabilitation and revitalization of the 212-years old Jeffersonian State Capitol Building utilized a world-renowned architectural firm specializing in historic restoration to develop a plan that not only addressed the Capitol's physical ailments and aesthetic blemishes but also repaired its structural and mechanical systems failings, thereby prolonging its useful life well into this century. An innovative solution to security concerns and visitor circulation was found in the construction of a new underground entrance. This approach saved the Capitol from having to endure a new addition to its original Jeffersonian portion; it also provided space for educational displays, conference rooms for the General Assembly, and on-site food-preparation services. DGS ensured that DHR was involved with the project throughout, including having the department review and comment on proposed design plans developed by the project architect and requesting technical assistance with historic architectural treatment issues and archaeology. The completed project is a case study for the proper renovation of public buildings and should be a source of pride for the citizens of the Commonwealth on its 400<sup>th</sup> anniversary.*

#### Civilian Conservation Corps (CCC) designed buildings, structures, and landscapes in state parks

*Location: Statewide*

*Agency: DCR*

*Issues: In June of 1936, Virginia became the first state to open an entire state park system on a single day—starting with six state parks all designed and built through the CCC. These parks continue to provide the core attractions for a 70-strong park system that is praised as the best in the nation and attracting roughly 7 million visitors annually—providing recreational and educational opportunities for Virginians and bringing tourist dollars into local economies. In recent years, DCR has worked with DHR to register the CCC-built parks as Virginia Landmarks, and to determine the work needed to maintain and improve these important*

*resources. Each park is an entire complex of resources—buildings, structures, designed landscapes, and landscape features. The CCC parks serve as a clear example of an agency knowing what it has and what it needs to retain historic character while meeting evolving public demands. DCR would benefit from, and know how to put to good use, additional support to carry out its maintenance and rehabilitation goals for an outstanding collection of resources.*

### Chippokes State Park

*Location: Surry County*

*Agency: Department of Conservation and Recreation/Chippokes Foundation*

*Background: Chippokes Plantation is among the oldest working farms in the nation. Captain William Powell received a land grant for 550 acres along Chippokes Creek in 1619. The center piece for the state park is the brick Italianate plantation house built in 1854 and open to the public. The plantation was placed on the National Register in 1969 and the park was created in 1977 when the General Assembly voted to create a foundation to establish, administer, and maintain the model farm. Since then DCR and the Chippokes Foundation have been exemplary stewards. Chippokes Plantation retains an extensive array of original plantation outbuildings, slave quarters, and farm buildings. Extensive interpretation is a component of park management, including house tours, a Farm and Forestry Museum, and a visitor center. DCR has commissioned surveys that documented 28 recorded archaeological sites and a management plan that addresses avoiding sites during improvement projects, protection from natural erosion, and policing for illegal metal detecting and/or artifact collection.*

## **Laws and Regulations Protecting Historic Resources Owned by the Commonwealth**

Several state laws and regulations direct state agencies to consider the potential impact to historic properties owned by the Commonwealth resulting from proposed state-sponsored undertakings and to consult with the Department of Historic Resources as a part of their planning and decision-making processes. It is important to remember, however, that the final decisions rest either with the state agency controlling the property, with the Governor or his appointed designee (usually the Secretary of Administration), or with the General Assembly, with the Department of Historic Resources playing, in most instances, a role of reviewer and provider of technical assistance and guidance. The Department of Historic Resources is a non-regulatory entity and does not approve or deny projects. The sole exception is the Virginia Antiquities Act, which requires a permit from the Department of Historic Resources for any person or entity to conduct an archaeological survey on state land or for the removal of a human burial regardless of the ownership of the land.

The authorities, as well as the different circumstances and protocols that mandate an agency to solicit Department of Historic Resources' comments, are summarized below.

### **The Appropriations Act**

*Law applies to:* Projects or undertakings that will affect state-owned landmarks listed on the Virginia Landmarks Register

*Reviewing agencies:* Department of Historic Resources and Department of General Services  
*Party responsible for compliance:* The state agency initiating the project

The specific provisions for review of rehabilitation and restoration projects are defined in the Appropriations Act Section 4-4.01(s): State-owned Registered Historic Landmarks: To guarantee that the historical and/or architectural integrity of any state-owned properties listed on the Virginia Landmarks Register and the knowledge to be gained from archaeological sites will not be adversely affected because of inappropriate changes, the heads of those agencies in charge of such properties are directed to submit all plans for significant alterations, remodeling, redecoration, restoration or repairs that may basically alter the appearance of the structure, landscaping, or demolition to the Department of Historic Resources. Such plans shall be reviewed within thirty days and the comments of that department shall be submitted to the Governor through the Department of General Services for use in making a final determination

**Section V.2 of Division of Engineering and Buildings Directive #1, Revised 1984 (§ 2.2-2402 Code of Virginia)**

*Law applies to:* Proposed demolitions of state-owned buildings  
*Reviewing agencies:* Department of Historic Resources, Art and Architecture Review Board, Division of Engineering and Buildings  
*Party responsible for compliance:* The state agency initiating the demolition

The regulation provides that no building or appurtenant structure shall be removed from state-owned property unless approved by the Governor upon the advice of the Art and Architecture Review Board. The Governor further conditions approval upon the recommendation of the Department of Historic Resources and the Department of General Services.

**Virginia Environmental Impacts Report Act (§ 10.1-1188 Code of Virginia)**

*Law applies to:* Major construction initiated by a state agency  
*Coordinating agency:* Department of Environmental Quality  
*Party responsible for compliance:* The state agency initiating the construction project

The Department of Environmental Quality provides comments on the environmental impacts of all major state projects (state facility construction, or acquisition of land interests for purposes of construction costing more than \$100,000 with exceptions specified by law). These comments go to the Governor through department secretaries as well as to the project proponent agency and reviewing agencies. The comments represent the findings of all state agencies with applicable responsibilities or interests. Comments are provided to the sponsoring agency in time to permit modifications necessary because of environmental impact. The Department of Historic Resources is invited to submit comments to the Department of Environmental Quality when an environmental impact report describes a project that might affect historic properties or archaeological sites. The Secretary of Administration has approval authority as delegated by the Governor through Executive Order.

### **Sale or Lease of Surplus State Property (§ 2.2-1156 Code of Virginia)**

*Law applies to:* Sale or lease of surplus property by a state agency

*Coordinating agency:* Secretary of Natural Resources

*Party responsible for compliance:* Department of General Services

The Department of General Services shall request the written opinion of the Secretary of Natural Resources regarding whether the sale of a state-owned property is a significant component of the Commonwealth's natural or historic resources, and if so how to protect the resource in the event of its sale. The Department of Historic Resources, through the Secretary of Natural Resources, shall provide comments regarding the affect that the transfer of state-owned property will have on historic and archaeological resources significant to the Commonwealth. The Department of General Services shall make the comments of the Secretary of Natural Resources known to the Governor who shall provide prior written approval before the Department may proceed to sell the property.

### **Virginia Antiquities Act (§ 10.1-2300 Code of Virginia)**

*Law applies to:* Objects of antiquity located on archaeological sites on state-controlled land (§ 10.1-2302) and human burials located in the Commonwealth (§ 10.1-2305)

*Permitting agency:* Department of Historic Resources

*Who is responsible for compliance:* The state agency or individual initiating the archaeological field investigation or removal of human remains from archaeological sites.

The Virginia Antiquities Act (Code of Virginia, Section 10.1-2300 et seq.) prohibits damage to or removal of objects of antiquity from archaeological sites on all state-controlled land. This act does not restrict a state agency from construction or other land disturbing activities on its own land, but does prohibit all "relic hunting" or any archaeological field investigations without a permit from the Department of Historic Resources. The Department of Historic Resources is charged with coordinating all archaeological field investigations and survey conducted on state-controlled lands (10.1-2301; 1, 2). The department is given exclusive right and privilege to conduct field investigations on state lands, but may grant those privileges to others through a permit process (10.1-2302 and 2303). The department also has final authority to identify and evaluate the significance of sites and objects of antiquity found on state lands (10.1-2301; 3). Permits are issued through the department's Office of Review and Compliance.

General cemetery protection laws make it a felony to remove human remains from a grave without a court order or appropriate permit. Section 2305 of the Virginia Antiquities Act provides a permit process for archaeological field investigations involving the removal of human remains and artifacts from graves. These permits are issued through the Department of Historic Resources' Office of Review and Compliance.

Although the above laws and regulations do not prescribe an expected outcome, there is an expectation of a due diligent consideration of the comments received from the Department of

Historic Resources. Unfortunately, agency officials unfamiliar or misinformed about their legal requirements under the Code of Virginia often relegate compliance with applicable historic preservation laws as a “paperwork exercise.” They may wait until the end of the process before requesting DHR involvement or may be less than diligent conforming to the spirit, as well as the letter of the law. Both scenarios present potential pitfalls for the agency official.

Because the nature of consultation with DHR is often a collaborative and detailed process necessitating back-and-forth exchanges of information, negotiation, and design refinement, it is not always possible to complete that review in a single correspondence. This is particularly true for larger, more complex undertakings or projects that have the likelihood to impact historic properties or archaeological sites. Therefore, early initiation with the Department of Historic Resources helps the initiating agency to avoid lost time and added costs that may arise from unanticipated, and usually preventable, problems associated with cultural resource issues. In addition, involving the Department of Historic Resources early, and in a meaningful way, will help avoid unnecessary damage or destruction to historic properties. Finally, when carried out, due diligence in complying with existing state historic preservation laws provides a “safe haven” that will help to inoculate the initiating agency from unwarranted criticism.

The most effective means to preclude any project delays, budgetary shortfalls or other difficulties resulting from cultural resource issues is for the initiating agency to effectively integrate historic properties into its best management practices. Doing so encourages consideration of cultural properties at the project scoping phase and brings into play DHR’s expertise at a time when it will be most valuable.

## **DHR Services and Strategies to Support Improved State Stewardship**

The Department of Historic Resources can assist its sister state agencies in various ways to identify, evaluate, assess the condition of, and develop proper treatments for their historic properties. Among the services that DHR offers is a skilled professional staff of architects, architectural historians, archaeologists, and curators that is available to provide technical assistance on a variety of historic preservation topics. The DHR staff is also available to train facility managers, building supervisors, park superintendents, and other appropriate individuals responsible for the management and care of historic properties. Our archive has an extensive collection of publications, technical manuals, and reference materials on a host of historic preservation issues that are freely available to state agencies. The DHR has also created easy-to-complete inspection checklists to evaluate the condition of buildings and archaeological sites. These checklists can be used by a state agency to conduct periodic inspections of its historic properties and to document progress toward success on the Governor’s Scorecard for stewardship of natural and historic resources. Copies of these checklists are included in the appendix.

In support of the Governor’s stewardship initiative, DHR has taken concrete actions to assist its sister state agencies to responsibly manage historic properties and archaeological sites under their control, and to meaningfully incorporate these properties into their planning processes. To

assist other agencies with managing their historic properties, DHR has taken the following initial steps:

- Developed a “State-Owned Historic Property Condition Inspection Checklist”; the checklist allows agency facilities managers to assess the condition of their historic building, identify existing or future issues of concern, prioritize repair work, quantify budget requests, and demonstrate responsible historic property management. The checklist is available from DHR upon request.
- Developed a “State-Owned Historic Property Inspection Form for Archaeological Resources”; as with the historic building checklist, the archaeological site inspection form is intended for land-managing agencies to document the existing condition of known archaeological sites within their inventories. This will identify any issues of concern that are endangering the site and assist in the prioritization of work. It also helps to quantify budget requests and demonstrates responsible historic property management. The inspection form is available from DHR upon request.
- Worked with state agencies to list significant properties owned by the Commonwealth to the Virginia Landmarks Register (VLR). Over the last 4 years, DHR has collaborated with various state agencies to list to the VLR over 40 historically important buildings, structures, districts, objects, and sites owned by the Commonwealth. This ongoing effort has benefited state agencies by providing public recognition to their programs and stewardship ethic. It has also demonstrated responsible historic property management.
- Created guidance on how state agencies can successfully comply with the Governor’s Management Scorecard on Environmental and Historic Resources Stewardship. The DHR, working with the Department of Environmental Quality (DEQ), developed guidance to assist state agencies in successfully complying with the governor’s new scorecard initiative on environmental and historic resources stewardship. The guidance is online at: [www.deq.virginia.gov/scorecard/hrresources.html](http://www.deq.virginia.gov/scorecard/hrresources.html).
- Provided training to agency heads on the new scorecard measures for historic properties.

## **The Virginia Landmarks Register and the Implications of Listing**

The Virginia Landmark Register is the official list of properties—buildings, sites, structures, objects and districts—important to Virginia’s history. It was created by the General Assembly in 1966, the same year as the National Register of Historic Places (NRHP), and in response to the same concern that urban renewal and public works projects such as the national interstate system of the 1960’s were taking an enormous toll on the historic and human character of our cities and towns. Using the same basic criteria as the National Register, the VLR recognizes properties that:

- are associated with events that have made a significant contribution to the broad patterns of our history; or
- are associated with the lives of persons significant in our past; or
- embody distinctive architectural characteristics (of a type, period, or method of construction or design; representing the work of a master or possessing high artistic

values; or when taken as a district embodies one or more of the preceding characteristics, even though its components may lack individual distinction); or

- have yielded or are likely to yield, normally through archaeological investigation, information important in understanding the broad patterns or major events of prehistory or history.

A Virginia Landmarks Register resource can be of national historic significance, of statewide historic significance, or of local historic significance. It must maintain a sufficient level of integrity that the qualities for which it is important can still be seen and interpreted.

As a general rule, for a property under 50 years of age both the VLR and the National Register programs consider that time span insufficient to assess its historic importance. For this reason, properties under 50 years are generally not evaluated. Sometimes this 50-year minimum is interpreted incorrectly by the public to mean that anything over 50-years is historic, which is not the case. In order to be eligible for listing on either the Virginia Landmarks Register or the National Register of Historic Places, a property must be at least 50 years old, must meet at least one or more of the criteria for historic significance cited above, and must also have sufficient physical integrity to reflect adequately those qualities for which it is being considered.

In order for a property to be listed on the Virginia Landmarks Register, the applicant (usually the property owner) must prepare a well-researched nomination report that describes the property in detail and that spells out clearly in what ways the property meets one or more of the criteria of significance, providing an analysis and argument for each criterion claimed. DHR provides an informal review (preliminary information form) to help guide an applicant and reduce the chances that an applicant will spend thousands of dollars for a consultant to prepare a full-blown nomination for a property that clearly does not meet the minimum criteria. DHR staff will also provide an eligibility assessment for public agencies based on review by a multidisciplinary team of experts. Actual listing requires review by the multidisciplinary evaluation team, review by the Virginia State Review Board (an advisory panel of scholarly and citizen experts), and approval by the Governor-appointed citizen board, the Virginia Board of Historic Resources.

Like its national counterpart, the VLR places no restrictions on the actions of a private property owner. When a listed property is owned by a state agency, several sections of the Code of Virginia or state regulations require that major construction projects to alter the property must undergo a review process. Those laws and regulations are summarized in the section on Virginia laws above. In no case do either Landmark listing or the various related state and federal review processes require that the resource be preserved completely unchanged, nor do they require that a registered property be restored to a past appearance or use. Rather registration recognizes what is (and in some cases what is not) historic about a property and provides a guide for constructive decision making. Related review processes require that the properties historic character be considered. They do not prescribe an outcome but require a good-faith effort to avoid damage or demolition to the extent feasible. The best outcome is always one in which a resource's historic character is retained and the building or site continues in active use.

## **Priority List of Eligible Significant State-owned Properties That Should Be Added to the Virginia Landmarks Register**

As previously discussed, roughly 54 state-owned properties are already listed in the Virginia Landmarks Register (VLR)—out of an inventory of over 1,100 previously identified as eligible for listing, not including archaeological sites which have not been systematically surveyed. The following list represents a first installment in an ongoing effort to target eligible properties for formal recognition as Virginia Landmarks based on historic significance, public benefit of registration, planning assistance to the property-owning agency, and in some cases interest and willingness on the part of the holding agency.

It is not strictly a list of the most significant properties but a targeted selection given priority through a combination of historic significance, geographic representation, diversity, resource-type representation, along with the additional considerations cited in §10.1-2202.3, specifically: (1) Potential financial consequences to the Commonwealth associated with failure to care for and maintain the property; (2) significant public educational potential; (3) significant tourism opportunities, and (4) community values and comments. Based on these general criteria the first-priority list for registration includes a broad range of resources:

### Virginia Capitol Square Historic District

*Location:* City of Richmond

*Agency:* DGS

*Rationale:* Although many buildings on Capitol Square such as the State Capitol Building, the Executive Mansion, the Old Finance Building, and the Bell Tower have already been individually listed in the VLR, these nominations do not tell in a unified and compelling manner the complete history of the Square as a designed public landscape. There are also important features of Capitol Square such as the General Assembly Building and the many commemorative statues and markers on the grounds that are not included in any other VLR listing. Registration of the entire district would enhance the appreciation and decision making for this area as a collection of related parts that enhances the setting of the Capitol itself—affecting educational interpretation, and visitor experience. Protecting the setting and fully utilizing existing buildings within this area also enhances the Commonwealth’s recent investment in renovations to the Capitol, the Executive Mansion, and the Finance building.

### Lexington Plantation Archaeological Site

*Location:* Fairfax County

*Agency:* DCR

*Rationale:* Located at Mason Neck State Park, Lexington Plantation was the home of George Mason’s eldest son, George Mason V. The elder Mason provided his son the land for the dwelling out of his 5,500-acre Gunston Hall tract in 1774. The stately mansion itself is gone, however, there remains the archaeological sites of the house and its various outbuildings. In addition, there is the remnant of a series of very steep earth terraces or “falls” with earthen ramps that were part of the Lexington garden. The terraces are among the most impressive early examples of this type of garden-landscape feature remaining in the state. With its setting in Mason’s Neck State Park and its proximity to Gunston Hall, the ruins of Lexington Plantation



*provide an underutilized opportunity for both education and tourism. Important archaeological sites owned by the Commonwealth are underrepresented on the Virginia Landmarks Register.*

#### College of William & Mary Colonial Revival Historic District

*Location: City of Williamsburg*

*Agency: College of William & Mary*

*Rationale: Currently, the only listing to the VLR at the College of William & Mary is for the Wren Building, which was begun in 1695 and completed in 1699. The 1969 nomination only discusses the earliest historic development at the college and ignores important subsequent construction periods. The Wren Building nomination should be updated to include two other buildings, Brafferton (1723), and the President's House (1732-1733), which, along with the Wren Building, define three sides of a forecourt. Also omitted from the story are the Colonial Revival–era buildings and landscapes, most notably the Sunken Garden, that were inspired by the incorporation of the college into the state system of higher education and by restoration work that was occurring nearby at Colonial Williamsburg. The College of William & Mary is currently preparing a preservation plan that looks beyond its pre-Revolutionary properties to include its rich collection of early 20<sup>th</sup>-century architecture—a plan that should include registration of the Colonial Revival features as well.*

#### Twin Lakes State Park

*Location: Prince Edward County*

*Agency: DCR*

*Rationale: Over the last two years DHR and DCR have partnered to list six Civilian Conservation Corps (CCC)–constructed state parks to the VLR. Twin Lakes State Park is another CCC-era park; however, its development history is unique within the state system because it was designed with segregated accommodations for black and white visitors. The park's name provides a clue to this history, as one of the twin lakes was designated for black guests while the other lake was reserved for white visitors. Although the CCC built cabins have undergone modifications and many of the other associated landscape features and structures have been altered over the years, enough remains to interpret the park's story of its Great Depression–construction period and segregated past.*

#### Bear Creek Lake, Holiday Lake, and Pocahontas State Parks

*Location: Cumberland, Appomattox, Chesterfield County*

*Agency: DCR*

*Rationale: As part of the DHR and DCR initiative both agencies are interested in complete listing of all Civilian Conservation Corp–designed parks. Bear Creek Lake, Holiday Lake, and Pocahontas State Parks are all CCC-era parks. All three areas (along with Twin Lakes) were developed initially as Recreation Areas. The development and concepts associated with these parks flowed forth from the same designers of the first six state parks that opened in 1936. Some of the recreation areas opened later in the 1930s. Pocahontas State Park is presently the site of the Virginia Civilian Conservation Corps museum. Many of the associated landscape features and structures have been altered slightly over the years, but there are substantial resources that convey the era of the Great Depression–construction period. The rustic architecture of these three parks is similar or identical to those found in the state's first six parks.*

### James Madison University (Original Campus)

*Location: City of Harrisonburg*

*Agency: James Madison University*

*Rationale: Founded in 1908 as the State Normal and Industrial School for Women at Harrisonburg, the original quadrangle and associated buildings are still the highly intact core of the University and date to the early 20th century. The Colonial Revival architecture and landscaped complex, executed in locally quarried grey stone as the predominant material, was designed by Virginia's most significant architect of educational facilities, Charles Robinson. The institution, which has been coeducational since 1946, is one of the State's most significant universities and is recommended as a priority for its representation of women's history and significant campus design.*

### Robinson House (on the grounds of Virginia Museum of Fine Arts)

*Location: City of Richmond*

*Agency: Virginia Museum of Fine Arts*

*Rationale: Built sometime between 1880 and 1885 as a farm house for Channing Robinson, the house eventually became the Administration or Headquarters Building for Camp Lee, which was developed as a facility for Confederate veterans in 1883. Originally consisting of a large complex of late Victorian-period buildings, the Camp area evolved into a combination of public and private museums including the Virginia Fine Arts Museum (built in 1936). Today, there are four buildings that are associated with Confederate veterans use of the large block: the Robinson House, the Confederate Memorial Chapel, Battle Abbey (Virginia Historical Society) and Home for Needy Confederate Women (VMFA Education Outreach Building). Significant for its associations with Camp Lee, especially as the camp's central office, the Robinson House is also an unusual example of Italianate-style architecture, and one of very few residences from this period in Richmond that has a surviving belvedere on its roof. The VMFA rehabilitated the building within the last ten years and it is in excellent condition with a high level of historic fabric.*

### High Bridge

*Location: Cumberland County*

*Agency: DCR*

*Rationale: High Bridge was built in 1854 to carry the trains of the Norfolk and Western Railroad across the Appomattox River. Rising 100 feet above the river and running 3,400 feet in length, High Bridge is thought to be the highest and longest bridge in the world when it was constructed. During the Civil War, General Robert E. Lee retreated across the High Bridge and ordered it burned to deter the Union troops. The order was apparently delayed, and the Union troops, therefore able to cross the Appomattox River, eventually gained the upper hand resulting in Lee's final surrender. In 1871, the railroad went from narrow gauge to regular gauge and heavier trains began to cross the bridge. As a result, steel reinforcements were added, and in 1914 a new steel bridge was built parallel to the 1854 bridge. The remaining ruins of High Bridge are one of the few extant examples of a pre-Civil War bridge in the state of Virginia. Original mason's marks can be seen on the immense rock bases of the brick piers. The bridge also includes fortifications and potential archaeological features, of which some are on state land, some not.*

### Hibbs Bridge

*Location:* Loudoun County

*Agency:* VDOT

*Rationale:* The 133-foot long, circa 1829 Hibbs Bridge, which carries modern Route 734, formerly Snickers Gap Turnpike, in Loudoun County is one of the few remaining masonry turnpike bridges in Virginia. Recently Loudoun County and VDOT concluded a joint effort to repair and rehabilitate the structure for continued use.

## **Priority List of Significant State-owned Properties Threatened with the Loss of Historic Integrity or Functionality**

In accordance with § 10.1-2202.3 *Code of Virginia* this report must also include a priority list of “significant state-owned properties, designated on or eligible for the Virginia Landmarks Register, which are threatened with the loss of historic integrity or functionality.” The intent of this provision is not to embarrass or chastise state agencies or their leadership regarding the stewardship of assets under their supervision and control. Rather, this should be viewed as an opportunity for agencies to draw attention to the important properties which they manage, and to demonstrate a proactive approach toward addressing any deficiencies in the conditions of historic properties under their purview by first identifying and quantifying maintenance needs. In this manner, the report can function as an effective resource for agencies to justify increased funding from the General Assembly for the protection, preservation or rehabilitation of specific buildings or archaeological sites that they manage.

Given the short timeframe for this first report, the improvements needed in the statewide survey, and the importance of systematic consultation with the land-owning agencies, DHR has limited the list of threatened properties to priorities for this cycle: Morson’s Row in Richmond, and archaeological sites as a category statewide. Morson’s Row is included because of its close association with the Capitol Square. Giving attention to this last remnant of the area’s residential landscape is an appropriate next step in the wonderful revitalization of the entire Capitol Square area. Archaeological sites on state-owned lands, on the other hand, represent an entire category of resources that are often overlooked. Largely unsurveyed, they represent a major gap in the state’s inventory of historic resources. These fragile and largely undocumented resources are easily damaged or destroyed inadvertently, and are vulnerable to damage through illegal relic hunting on state lands. For these reasons, DHR has given these two resources priority as state-owned historic assets in need of greater attention and financial commitment.

### Morson’s Row

*Location:* City of Richmond

*Agency:* DGS

*Issues:* Because of the current focus on Virginia’s seat of government, this last remnant of the mid-19<sup>th</sup>-century streetscape along the east side of Capitol Square is singled out for special attention. Constructed in 1853 and listed on the VLR in 1968, these three bow-fronted Italianate townhouses should be addressed as part of the comprehensive planning for Capitol Square. Today these buildings serve as state office space. Although architecturally attractive, their original design as housing makes their current utilization as office space challenging. The

*existing circulation pattern is inefficient and they lack the modern infrastructure to adequately support a modern government office. The buildings' condition is poor due to deferred maintenance, age, and heavy usage. The longer routine maintenance is deferred, the greater the operational costs and repairs; long-deferred maintenance requires major renovation /rehabilitation rather than simply repairs and upgrades. At the same time, these buildings represent a solid "energy investment" that would be lost if the buildings were to be demolished or lost to "benign neglect." Both educational potential and tourism opportunities relate primarily to Morson's Row's place in the setting of Virginia's seat of government. As the last remnant of the 19<sup>th</sup> century residential streetscape that once surrounded much of Capitol Square, the setting and interpretation of the Capitol and the Executive Mansion would be compromised by their loss.*

#### Archaeological sites on state lands

*Location: Statewide*

*Agency: Various*

*Issues: Many land-holding agencies such as DGIF, DCR, and the Department of Forestry have historic and prehistoric archaeological sites on their properties. Unfortunately, do to a lack of archaeological survey most of these sites are unrecorded. As a result, an untold number of important archaeological sites are inadvertently destroyed or damaged due to new construction, tree removal or routine operations. To address this, a comprehensive Phase I archaeological investigation is necessary on state property to identify sites. Once recorded, this information will assist agencies in their planning processes and help to avoid the unnecessary destruction of archaeological sites. Often archaeological data—properly collected and analyzed—is the best information available to interpret human use of the land. It is the only direct data to tell the stories of Native Americans in the roughly 16,000 years they lived in Virginia before the coming of English settlers. Its educational potential is unparalleled. The economic value of archaeological sites is directly tied to how well they are preserved, studied, and interpreted. Once lost, there is no way of reconstructing what has been destroyed. While survey to identify or interpret archaeological sites can be expensive, the loss when these sites are destroyed is immeasurable—and the costs of mitigation for accidental finds is far greater than taking known sites into account in project planning and avoiding them altogether.*

## **Recommendations for the Next Two Years**

Based on the requirements of § 10.1-2202.3 and the preceding discussion in this report, the Department of Historic Resources suggests the following recommendations for the next two years:

Agencies and institutions of higher education whose properties are referenced in the above report should:

- Conduct the necessary research and analysis to prepare nomination reports and work with DHR to list eligible properties on the Virginia Landmarks Register.
- Consider consistent maintenance needs for high priority resources in the 2008-2009 budget cycle.

All agencies and institutions of higher education that own or control property should:

- Systematically update existing historic resource survey data and identify both archaeological resources and properties that may have become eligible—or that may have been lost—in the years since the 1988/1991 survey was completed.
- Give consideration to proper maintenance, rehabilitation, and active use of properties listed on or eligible for listing on the Virginia Landmarks Register, particularly those properties or categories of properties cited in this report.

The Department of Historic Resources should:

- Work with land-holding agencies to update the 1988/1991 state properties surveys, pending availability of funding.
- Review existing survey material on state-owned properties to determine which buildings have been demolished since the 1991 survey.
- Arrange through the Department of General Services (DGS) to meet with facilities managers in order to brief them on the purpose and goals of the reports, and to request input into our next biannual installment. Special emphasis should be given to properties that agencies wish to highlight due to their historic significance or a perceived threat.
- Conduct training for targeted agencies on historic preservation issues such as *The Secretary of the Interior's Standards for Rehabilitation*; on how to complete the state-owned properties inspection checklists; on DHR program areas that state agencies may use for technical assistance, and other topics agencies may determine to be valuable in order to support their mission and scorecard reporting requirements.
- Refine criteria and consult with land-holding agencies to determine more fully the financial data needed to develop a second round of priority lists.
- Develop criteria and strategies for seeking and incorporating public/community input and comments on both threats and priorities.

The Governor and the General Assembly may wish to:

- Fund consistent ongoing survey to identify and evaluate historic properties owned by agencies of the Commonwealth and institutions of higher education.
- Fund archaeological survey of high-potential areas on state-owned lands.
- Examine review processes for ways to encourage consideration of historic properties early in the planning process rather than as last-minute reviews.
- Fund agency requests for maintenance and/or rehabilitation of priority historic resources outlined in this report.

## Sources

Some of the sources consulted for this report include:

Advisory Council on Historic Preservation

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*Virginia Outdoors Plan*, Commonwealth of Virginia, 2007

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## **Appendix A**

### **Text of § 10.1-2202.3. Stewardship of state-owned historic properties.**

*§ 10.1-2202.3. Stewardship of state-owned historic properties.*

*A. In order to consider the broad public interest and protect the financial investment in state-owned historic assets, the Department shall develop, on a biennial basis, a report on the stewardship of state-owned properties. The report shall include, but not be limited to, a priority list of the Commonwealth's most significant state-owned properties that are eligible for but not designated on the Virginia Landmarks Register pursuant to § 10.1-2206.1. The report shall also provide a priority list of significant state-owned properties, designated on or eligible for the Virginia Landmarks Register, which are threatened with the loss of historic integrity or functionality. In developing the report, the Department shall, in addition to significance and threat, take into account other public interest considerations associated with landmark designation and the provision of proper care and maintenance of property. These considerations shall include: (i) potential financial consequences to the Commonwealth associated with failure to care for and maintain property, (ii) significant public educational potential, (iii) significant tourism opportunities, and (iv) community values and comments. The report shall be forwarded to all affected state agencies, including institutions of higher learning, the Governor, the Secretary of Administration, the Secretary of Natural Resources, the Secretary of Finance, and the General Assembly. All agencies of the Commonwealth shall assist and support the development of the report by providing information and access to property as may be requested.*

*B. Each agency that owns property included in the report required by subsection A shall initiate consultation with the Department within 60 days of receipt of the report and make a good faith effort to reach a consensus decision on designation of an unlisted property and on the feasibility, advisability, and general manner of addressing property needs in the case of a threatened historic property.*

*C. The Department shall prepare a biennial status report summarizing actions, decisions taken, and the condition of properties previously identified as priorities. The status report, which may be combined with the report required pursuant to subsection A, shall be forwarded to all affected state agencies, including institutions of higher learning, as well as to the Governor, the Secretary of Administration, the Secretary of Natural Resources, the Secretary of Finance, and the General Assembly.*

*D. The reports required in subsections A and C shall be completed and distributed as required no later than May 1 of each odd-numbered year, so that information contained therein is available to the agencies, the Secretary of Finance, the Secretary of Administration, and the Governor, as well as the General Assembly, during budget preparation.*



**Appendix B**

**State-Owned Historic Property  
Condition Inspection Checklist**

**Please print**

Name of Inspector: \_\_\_\_\_ Date of Inspection: \_\_\_\_\_  
Title: \_\_\_\_\_  
Name of Property: \_\_\_\_\_  
Address: \_\_\_\_\_  
City/County: \_\_\_\_\_  
State Agency that Manages the Property: \_\_\_\_\_

DHR Survey Number: \_\_\_\_\_  
DHR Project Number (If applicable): \_\_\_\_\_  
Date Constructed (If known): \_\_\_\_\_  
Date of Additions (If known/applicable): \_\_\_\_\_  
Property Type (Please circle one): Building Structure Object Other: \_\_\_\_\_  
Is Property Currently Listed on the Virginia Landmarks Register? Yes No Unknown  
If yes, date listed: \_\_\_\_\_  
Is Property Eligible for the Virginia Landmarks Register? Yes No Unknown

***I. Site***

1. Describe setting: Urban Rural Suburban Other: \_\_\_\_\_

2. Is the site landscaped: Yes No Unknown/N.A.

3. Are vines, creepers or shrubs touching the building: Yes No Unknown/N.A.

4. Are there large tree limbs hanging over the building: Yes No Unknown/N.A.

5. Are there outbuildings associated with the property: Yes No Unknown/N.A.

If yes, how many: \_\_\_\_\_ Dates of their construction: \_\_\_\_\_

Describe condition of outbuildings: Good Fair Poor Unknown/N.A.

Are there plans to demolish any or all of the outbuildings: Yes No Unknown/N.A.

Are there plans to repair the outbuilding(s) in the future: Yes No Unknown/N.A.

If yes, describe the repairs (use continuation sheet if necessary):

6. Are there any known or potential problems associated with the site (e.g. poor drainage, development pressure, etc.): Yes No Unknown/N.A.

If yes, please describe (use continuation sheet if necessary):

7. Are there any plans to conduct any ground disturbing activity (e.g. trenching, facility construction, tree harvesting, etc.)? Yes No Unknown/N.A.

If yes, please describe (use continuation sheet if necessary):

## ***II. Principal Building, Structure or Object***

1. What is the overall condition of the roof? Good Fair Poor Unknown/N.A.

2. Is the roof damaged or deteriorated (e.g. missing shingles, leaks)? Yes No Unknown/N.A.

If yes, please describe the nature and extent of the damage/deterioration (use continuation sheet if necessary):

3. Are there plans to repair or replace the roof? Yes No Unknown/N.A.

If yes, please describe plans for roof repair/replacement (use continuation sheet if necessary):

4. Are the gutters and downspouts in good working order? Yes No Unknown/N.A.

If no, please describe the problem (use continuation sheet if necessary):

5. What is the overall condition of the building? Good Fair Poor Unknown/N.A.

6. Are there any structural or maintenance problems associated with the building?  
(e.g. foundation settling, water damage, deteriorated mortar joints, etc):

Yes No Unknown/N.A.

If yes, please describe the nature and extent of these problems (use continuation sheet if necessary):

7. Are there plans for any major repairs or improvements to the building? (e.g. replacement of windows, new additions, redesigning the interior spaces, etc.) Yes No Unknown/N.A.

If yes, please describe these plans (use continuation sheet if necessary):

8. Are there plans to demolish the building or parts thereof? Yes No Unknown/N.A.

9. Are there plans for a change in ownership, use or occupation of the building?  
Yes No Unknown/N.A.

If yes, please describe (use continuation sheet if necessary):

**Appendix C**

**State-Owned Historic Property  
Inspection Form For  
Archaeological Resources**

Property Inspected By (Name/Title/Address):

Date of Inspection:

Name of Property:

Address:

City/County:

State Agency that Manages the Property:

Contact Person (Name/Title/Address/Telephone No.):

DHR Archaeological Site Inventory Number(s):

DHR Project Number (If Applicable):

Is Property Currently Listed on the Virginia Landmarks Register? Yes No Unknown

If Yes, Date Listed:

Is Property Eligible for the Virginia Landmarks Register? Yes No Unknown

Comments:

Purpose of Field Inspection:

Summary of Fieldwork Conducted:

Condition of Archaeological Site(s) Examined:

Recommendations (Including Any Necessary Follow-Up):

Additional Comments: