COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION
87 Deacon Road
Fredericksburg, Virginia 22405

Charles A. Kilpatrick, P.E.
Commissioner

October 23, 2014

Ms. Julie V. Langan, Director
Attn: Mr. Marc Holma
Office of Review and Compliance
Virginia Department of Historic Resources
2801 Kensington Avenue
Richmond, Virginia 23221

Subject: Identification of Historic Properties for Rappahannock River Crossing. VDOT Project Nos. : 0095-111-259, P101 (UPC 101595) (Southbound I-95), 0095-111-270, P101 (UPC 105510) (Northbound I-95). VDHR File No.: 2014-0252. Stafford and Spotsylvania Counties and City of Fredericksburg. Federal funding.

Dear Ms. Langan:

The Virginia Department of Transportation (VDOT) wishes to take this opportunity to keep your agency and other stakeholders informed about the department's study of proposed improvements along a portion of the I-95 corridor in the Fredericksburg region in Virginia. On behalf of the Federal Highway Administration (FHWA), the VDOT is consulting with your agency and others on the federally-funded Rappahannock River Crossing project in accordance with Section 106 of the National Historic Preservation Act of 1966, as amended, and its implementing regulations, 36 CFR part 800. The project is likely to require a permit from the U.S. Army, Corps of Engineers (Corps), but VDOT anticipates that the Corps will designate FHWA lead federal agency to act on its behalf to fulfill their collective responsibilities under Section 106.

The Project

As previously described in our March 19, 2014 letter the proposed Rappahannock River Crossing (RRC) project would involve construction of collector/distributor lanes in each direction, two new bridges over the Rappahannock River, and interchange and ramp modifications at the US Route 17 interchange (Exit 133) and the VA Route 3 interchange (Exit 130). There may also be a slip ramp and braided ramps to permit the

collector/distributor lanes to tie into the mainline and existing interchanges. The proposed undertaking begins at Exit 130 and extends north approximately 3.8 miles to 0.66 miles north of Exit 133. As of this writing it is anticipated that southbound construction improvements would be advanced ahead of the northbound improvements; thus, separate project numbers recently have been assigned to proposed southbound vs. northbound improvements.

Consulting Parties

On March 19, 2014, the VDOT, on behalf of FHWA, sent invitations to the local governments and organizations listed in the table below to determine their interest in being recognized as consulting parties to the Section 106 process for the RRC project. Also on March 19, 2014, the FHWA wrote to the Delaware Nation, in Oklahoma, to determine its interest in participating in consultation.[1] The response of each party is listed in the second column of the table below. Although no response was received from the National Park Service's two units, the Fredericksburg-Spotsylvania National Military Park and the American Battlefield Protection Program, the VDOT will continue to copy these two parties on Section 106 coordination with your agency because of the proximity of the project to several Civil War battlefields.

Party	***Response***
Spotsylvania County Planning Department	Wish to participate
Stafford County Department of Planning and Zoning	Wish to participate
City of Fredericksburg Department of Community Planning	Wish to participate
Delaware Nation	No response
Fredericksburg-Spotsylvania National Military Park	No response
American Battlefield Protection Program	No response
Stafford County Historical Commission	No response
Spotsylvania County Museum	No response
Historic Fredericksburg Foundation, Inc.	Wish to participate
Stafford County Historical Society	Wish to participate
Fredericksburg Area Museum and Cultural Center	No response
Civil War Round Table of Fredericksburg	No response
Friends of the Rappahannock	Wish to participate
Rappahannock Tribe	No response
Patawomeck Indians of Virginia	Wish to participate
Upper Mattaponi Tribe	No response
Mattaponi Tribe	No response

[1] In 2008 and again in 2012, the FHWA reached out to 18 federally recognized Indian tribes with a potential interest in Virginia to determine the interest of each in consulting on federal-aid transportation projects. The Delaware Nation is the only one of the three federally-recognized Tribes who responded to FHWA's inquiry that could be considered to have a potential interest in the Rappahannock River Crossing study area.

Area of Potential Effects
An effect is defined in 36 CFR 800.16(i) as an "alteration to the characteristics of a historic property qualifying it for inclusion in or eligibility for the National Register of Historic Places." Likewise, the Area of Potential Effects (APE) is defined as the "geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist" (36 CFR 800.16(d)). For the RRC project, the APE for archaeology and for direct effects to "architectural" resources (e.g. buildings, structures, objects, architectural districts, battlefields, other historic landscapes) has been defined to be the corridor that would be physically impacted by proposed land-disturbing activities and encompasses the entire projected construction footprint.

The APE for indirect effects to architectural resources was defined in this case to be a larger area capturing any resources whose setting or feeling might be affected by changes to their viewshed resulting from the project. In locations where the project goes through wooded areas, the indirect APE is in close proximity to the project footprint. Where the project area is located in an open area, as a general rule, the indirect APE extends one-and-one-half parcels away from the project footprint, except in areas where the view was obstructed by large buildings or structures. In the latter areas, the indirect APE extended only to the rear of the obstruction. The boundaries of both APEs are depicted in Figures 1 and 2 of the enclosed report.

Identification of Historic Properties
Archaeological Resources
In a separate letter, anticipated for year end, VDOT archaeologist Ray Ezell will coordinate with your agency and other consulting parties VDOT's findings regarding the presence of archaeological historic properties in the APE.

Architectural Resources
VDOT engaged the services of a cultural resource consultant, Dovetail CRG, to conduct a Phase I level survey during the summer of 2014 for the purpose of identifying architectural resources on or eligible for listing on the National Register of Historic Places (NRHP) within the APE for the RRC project. The results of this survey are summarized in the report titled, *Architectural Survey of the Proposed Rappahannock River Crossing Project, Stafford and Spotsylvania Counties and the City of Fredericksburg, Virginia* (September 2014). Copies of the report are enclosed for your agency's review (two hard copies and one copy on CD in PDF format) and review by other consulting parties (one copy on CD in PDF format).

The counties of Stafford and Spotsylvania as well as the City of Fredericksburg have been the subjects of several recent survey efforts. In addition to four Civil War-era battlefields (which will be addressed in a separate section below), prior to the present survey the project's APE for direct and indirect effects contained 23 previously documented architectural resources. Five of the previously recorded properties could not be found and are presumed to be destroyed. These are: DHR Inventory #s 089-0363, 089-0365, 089-5094, 111-5277, and 111-5279. Among the remaining properties only the Rappahannock Navigation System (DHR Inventory #111-0134) had been previously determined eligible for listing on the NRHP. This property received a federal determination of eligibility at the request of FHWA from the Keeper of the National Register pursuant to 36 CFR part 63 in March 2000. Also within the APE is a lock (Lock #1, DHR Inventory # 111-0134-0001/44SP0074), which is part of the Rappahannock Navigation System but which has been recorded individually. VDOT anticipates that the upcoming report on the archaeological investigations we are currently conducting related to the RRC project will provide detailed documentation on the present condition of the navigation system, and particularly Lock #1, within the project's APE.

As a result of the present survey, eighteen additional architectural resources 50 or more years of age were identified in the APE for indirect effects. Of these, ten are bridges or culverts associated with, or constructed as part of, the Interstate Highway System. These ten structures were not formally surveyed because they meet the criteria for an exemption from consideration under Section 106 [*Section 106 Exemption Regarding Effects to the Interstate Highway System,* 70 Federal Register 11931(March 10, 2005)] that was adopted by the Advisory Council on Historic Preservation in March 2005, as well as the criteria for an exemption from consideration under Section 4(f) of the Department of Transportation Act provided in Section 6007 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU). Inventory forms for the remaining eight resources have been created in V-CRIS. Hard copies of those forms and associated photographic documentation in both printed and digital format are enclosed for your review and inclusion in your agency's Archives.

The findings of VDOT's survey are briefly summarized below.

Properties previously determined individually eligible for NRHP:
Rappahannock Navigation 111-0134 (plus Lock #1, which is associated with the resource and has been recorded as DHR Inventory # 111-0134-001/44SP0074)

Properties previously determined not individually eligible for NRHP:

089-0363	089-5345
089-0364	089-5371
089-0365	089-5373
089-5094	111-5001
089-5331	111-5277
089-5332	111-5278
089-5333	111-5279
089-5334	111-5283
089-5335	111-5284
089-5336	111-5285
089-5339	111-5322

Newly recorded properties recommended as not individually eligible for NRHP listing:

088-5443	089-5471
089-5425	089-5472
089-5426	089-5473
089-5470	111-5285 (secondary bldg. assoc. w/ main resource)

The VDOT finds that none of the previously or newly recorded architectural resources, other than the Rappahannock Navigation System, meet the established evaluation criteria for individual eligibility for the NRHP under Criteria A, B, C, or D. Our consultant also reviewed the project APE for the presence of an architectural historic district. As part of the current evaluation, the VDOT finds that while there are many buildings that meet the minimum age criterion, there does not appear to be a cohesive grouping of buildings that merits further consideration under Criteria A, B, C, or D.

Civil War Battlefields

When initially delineated by the Civil War Sites Advisory Commission (CWSAC) in 1993, the limits of battlefields were demarcated by two boundary lines. One, the larger of the two, defines the Study Area, while the other, found within the Study Area, defines the Core Area. In the words of the American Battlefield Protection Program (ABPP), the Study Area encompasses "the historic extent of the battle as it unfolded across the landscape" and the Core Area represents "the areas of fighting on the battlefield." Neither boundary takes into account the current integrity of the battlefield landscape.

In the mid-2000s, the ABPP revisited Virginia's battlefields. The results of this study are reported in *Update to the Civil War Sites Advisory Commission Report on the Nation's Civil War Battlefields,* (2009; identified as draft on the ABPP's website). In the 2009 study the ABPP added another boundary line for each battlefield: the Potential National Register (PotNR) boundary. The ABPP developed this boundary to reflect its assessment of integrity found within battlefield study and/or core areas. In April 2014, the ABPP

provided the VDOT and DHR with updated mapping for Study Areas, Core Areas, and PotNR boundaries it has delineated for all of Virginia's Civil War battlefields; and VDOT has used the ABPP's 2014 delineations for battlefield assessments and evaluations in relation to the RRC project.

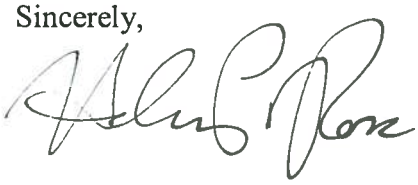
The ABPP's Study Areas for four Civil War battlefields reach into parts of the APE for the RRC project: Chancellorsville (VA-032)(088-5180), Salem Church (VA-033)(088-5181), Fredericksburg I (VA-028) (111-5295) and Fredericksburg II (VA-034)(111-5296). The Core Areas of two of these battlefields – Fredericksburg I and Fredericksburg II - extend into the APE. Changing land uses from agricultural to residential and commercial in the project area have introduced numerous modern elements into the landscape that are out of keeping with its once rural character during the Civil War. This trend is most evident in the construction of large scale commercial development, associated drainage features, and asphalt parking lots found along I-95, US 17 and VA Route 3. All these activities have dramatically altered the original topography and disturbed subsurface archaeological deposits. As a result, the ABPP's PotNR boundary for only one of the ABPP's recognized Civil War battlefields – Fredericksburg I – extends into the project APE. While the Core Area of the Fredericksburg I battlefield extends west from downtown Fredericksburg along both sides of the Rappahannock River only to about a quarter-mile east of the northbound I-95 bridge over the Rappahannock River, the ABPP's PotNR boundary defined for the battlefield extends all the way to the bridge itself (see Figures 4 and 5 in the enclosed report).

In their review of the history of the Fredericksburg I battle in the enclosed report, VDOT's consultant noted that Confederate troops from Wilcox's Brigade may have marched over the hills and slopes of the Rappahannock River within the project APE on December 12, 1862, to reach their position near the canal and Fall Hill in Fredericksburg, but this portion of the ABPP's PotNR for Fredericksburg I is far removed from where known fighting occurred during the battle December 11-15. VDOT's consultant also completed a pedestrian survey of the PotNR boundaries for Fredericksburg I that extend into the project's APE. As reported on page 12 of the enclosed report, our consultant found that the area contains "no surviving, intact landscape features visible above ground associated with the Civil War" and that lands on the south bank of the river have been disturbed through the development of a quarry, gravel pit, associated dirt and gravel access roads, and I-95 itself. In total, these factors have bearing on the Fredericksburg I battlefield's integrity of association, defined by the NRHP in Bulletin 15, *How to Apply the National Register Criteria for Evaluation*, as "the direct link between an important historic event [...] A property retains association if it *is* the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer." VDOT presently has no interest in formally redefining the potential NRHP boundaries of the Fredericksburg I battlefield by excluding the area of the ABPP's PotNR boundary that extends into the APE for the RRC project. For the purposes of applying Section 106

to the RRC project, VDOT will assume that the ABPP's PotNR boundary is the appropriate historic property boundary for this battlefield. We anticipate, however, our findings regarding the significance and integrity of the portion of the ABPP's PotNR boundary that extends into the APE for the RRC project will factor heavily into VDOT's eventual assessment of the effect of the proposed undertaking on the battlefield.

The VDOT invites your agency to concur with the findings conveyed in this letter and the enclosed report by completing the signature block below and returning it to my attention within thirty (30) days of receipt. By copy of this letter the consulting parties are being provided the opportunity to comment on these findings as well. Please feel free to contact me at 540 899- 4033 or e-mail Helen.Ross@Vdot.Virginia.Gov. We look forward to working with you on this undertaking.

Sincerely,



Helen P. Ross
District Preservation Manager

Enclosures

Cc: Ms. Kathleen Harrigan, Executive Director, Friends of the Rappahannock
Mr. Sean Maroney, Executive Director, Historic Fredericksburg Foundation, Inc.
Mr. John Lightner, Chief, Patawomeck Indians
Mr. Rick MacGregor, President, Stafford County Historical Society
Mr. Erik F. Nelson, Senior Planner, City of Fredericksburg
Ms. Wanda Parrish, Planning Director, Spotsylvania County
Mr. Anthony J. Romanello, County Administrator, Stafford County
Mr. John Simkins, Federal Highway Administration

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The Virginia Department of Historic Resources concurs with the Virginia Department of Transportation's (VDOT) findings in regard to the Rappahannock River Crossing (RRC) project. VDOT Project Nos.: 0095-111-259, P101 (UPC 101595) (Southbound I-95), 0095-111-270, P101 (UPC 105510) (Northbound I-95). VDHR File No. 2014-0252)

1) The Area of Potential Effects (APE), as depicted in Figures 1 and 2 in the report, *Architectural Survey of the Proposed Rappahannock River Crossing Project, Stafford and Spotsylvania Counties and the City of Fredericksburg, Virginia* (Dovetail CRG, September 2014), has been defined appropriately.

2) The following properties are not individually eligible for the National Register of Historic Places (NRHP) nor do they contribute to a NRHP-eligible historic district: Culvert, Route 3 (088-5443), House (089-5425), House (089-5426), House (089-5470), House (089-5471), House (089-5472), House (089-5473), Secondary building assoc. w/ Graves House (111-5285); and

3) There are two architectural resources eligible for the NRHP within the APE. (Further information regarding any archaeological deposits associated with these two properties will be provided by VDOT once ongoing archaeological investigations have been completed.):
   - Rappahannock Navigation 111-0134 (including Lock #1, associated with the resource and recorded as DHR Inventory #s 111-0134-0001/44SP0074). This property was determined eligible for the NRHP in 2000 by the Keeper of the National Register.
   - Fredericksburg I Battlefield (VA -028)(111-5295). For the purposes of applying Section 106 to the RRC project, VDOT will assume that the ABPP's PotNR boundary is the appropriate historic property boundary for this battlefield.

Julie V. Langan, Director, VDHR
Virginia State Historic Preservation Officer

27 OCT 14
Date

DHR# 2014-0252

ARCHITECTURAL SURVEY OF THE PROPOSED RAPPAHANNOCK RIVER CROSSING PROJECT, STAFFORD AND SPOTSYLVANIA COUNTIES AND THE CITY OF FREDERICKSBURG, VIRGINIA

VDOT Project No. 0095-111-259, P101 (UPC 101595)
DHR REVIEW #2014-0252

MANAGEMENT SUMMARY

Prepared by Heather Dollins and Michael Carmody

Dovetail Cultural Resource Group

October 2014

On behalf of the Virginia Department of T ransportation (VDOT) and VDOT's consultant, McCormick Taylor, Inc. (McCormick Taylor), Dovetail Cultural Resource Group (Dovetail), conducted an architectural survey as part of the proposed Rappahannock River Crossing project. VDOT, in cooperation with the Federal Highway Administration (FHWA), is studying the environmental impacts of proposed improvements to Interstate 95 (I-95) in Stafford and Spotsylvania Counties and the City of Fredericksburg that would involve construction of collector/distributor lanes in each direction, two new bridges crossing the Rappahannock River and interchange modifications at the Route 3 (Exit 130) and Route 17 (Exit 133) Interchanges (Figure 1 and Figure 2). Because of FHWA funding, VDOT is completing an Environmental Assessment (EA) on the project, in compliance with the National Environmental Policy Act (NEPA). The project is also an undertaking subject to Section 106 of the National Historic Preservation Act of 1966, as amended (36 CFR 800).

The purpose of the architectural survey was to identify, within the Area of Potential Effects (APE) for the Rappahannock River Crossing project, all buildings, structures, and non-archaeological districts (including battlefields and historic landscapes), sites, and objects listed on or eligible for listing in the National Register of Historic Places (NRHP). In July 2012, Dovetail completed a Phase I Architectural Survey of the former I-95 Access Study corridor, which comprised areas in Stafford and Spotsylvania Counties and the City of Fredericksburg and included a proposed tolled connector road from I-95 to Route 3. The I-95 Access Study project subsequently lost local support; however, the 2012 architectural survey resulted in the documentation of 34 resources, nine of which were previously recorded while the remaining 25 were newly recorded. Although Dovetail completed the fieldwork and preparation of inventory forms, the results of this study were never coordinated with the Virginia Department of Historic Resources (DHR) for review and

comment. Because the corridors for the I-95 Access Study and the Rappahannock River Crossing overlap, particularly around I-95 and the Route 3 (Exit 130) and Route 17 (Exit 133) Interchanges, those resources that continue to be in the Rappahannock River Crossing APE were revisited during the current survey. In order to complete the current effort to identify architectural resources potentially affected by the Rappahannock River Crossing project, Dovetail worked with VDOT and McCormick Taylor to update the existing inventory completed as part of the 2012 architectural survey and ensure that any unsurveyed areas of the APE for the current project were documented. As such, this management summary discusses all resources over 50 years in age within the Rappahannock River Crossing APE.

Project Methodology

The following methodology was used for both the 2012 I-95 Access Study project and the 2014 Rappahannock River Crossing project. The APE for direct effects for architectural resources was defined as the potential construction footprint, called the Area of Potential Impact, evaluated in the EA for the Rappahannock River Crossing project. All land-disturbing activities associated with the project would be confined to this area. The APE for indirect effects was a larger area defined in this case specifically to capture any historic properties whose setting or feeling might be affected by changes to their viewshed associated with the project. In areas where the project area goes through wooded areas, the indirect APE is in close proximity to the project footprint. When the project area is located in an open area, as a general rule, the indirect APE extends one-and-one-half parcels away from the project footprint except in areas where the view was obstructed by large buildings or structures. In these areas, the indirect APE extended only to the rear of the obstruction. The boundaries of both APEs are depicted in Figure 1 and Figure 2.

The survey included a background literature review and a field investigation of the entire APE. The background review was completed at the DHR to gather data on previous surveys in the APE and identify previously recorded resources within that corridor. In addition, the Fredericksburg City, Stafford County, and Spotsylvania County GIS data was consulted to understand the general parameters of all parcels in the APE and note properties that are over 50 years in age. Once a list of these properties was crafted, the fieldwork included an inspection of all resources that have not been previously evaluated as individual properties and that met the minimum age criteria (50 years old) for consideration for inclusion in the NRHP as of 2014. Any battlefields located within the project APE were assessed based on the Potential National Register (PotNR) boundaries as defined and created by the American Battlefield Protection Program (ABPP) in 2009 (ABPP 2009) and revised in 2014 (unpublished, but provided by the ABPP to VDOT). Only those battlefields that have PotNR boundaries that fall within or partially fall within the project APE were revisited during the current survey.

The APE was visually inspected through a vehicular and pedestrian reconnaissance survey to identify buildings, objects, structures, non-archaeological sites, districts, and objects on the property list developed during the background review. Once identified, each resource was evaluated for architectural significance, and historic and physical integrity. The resources were documented through written notes and digital photographs. The information obtained

during the survey was then used to create a Virginia Cultural Resource Information System (V-CRIS) form and make recommendations on the property's NRHP potential.

Initial fieldwork for the I-95 Access Study corridor was conducted in June 2012. Work was completed by Heather Dollins, Aubrey Von Lindern, Caitlin Oshida, and Kerri S. Barile (Principal Investigator). The fieldwork for the current Rappahannock River Crossing project was conducted in April, May, and August 2014 by Heather Dollins, Danae Pecker, Elizabeth Caufield, and Kerri S. Barile (Principal Investigator). Dr. Barile, Heather Dollins, and Danae Peckler meet or exceed the Secretary of the Interior's Professional Qualifications Standards for Architectural History [48 Federal Register 44739 (September 29, 1983)].

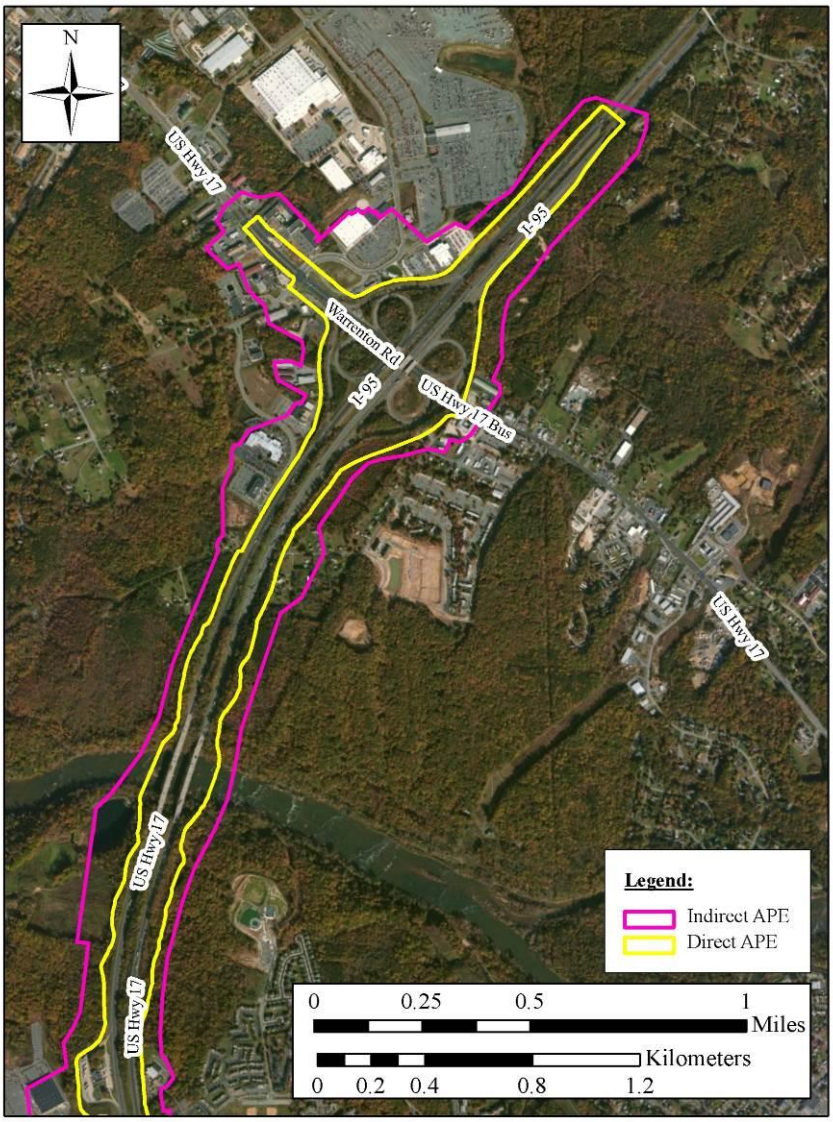

Figure 1: Northern Segment of the Rappahannock River Crossing Project APE as Shown on the National Agricultural Imagery Program City of Fredericksburg and Spotsylvania and Stafford Counties Aerial Imagery (United States Department of Agriculture [USDA] 2011).

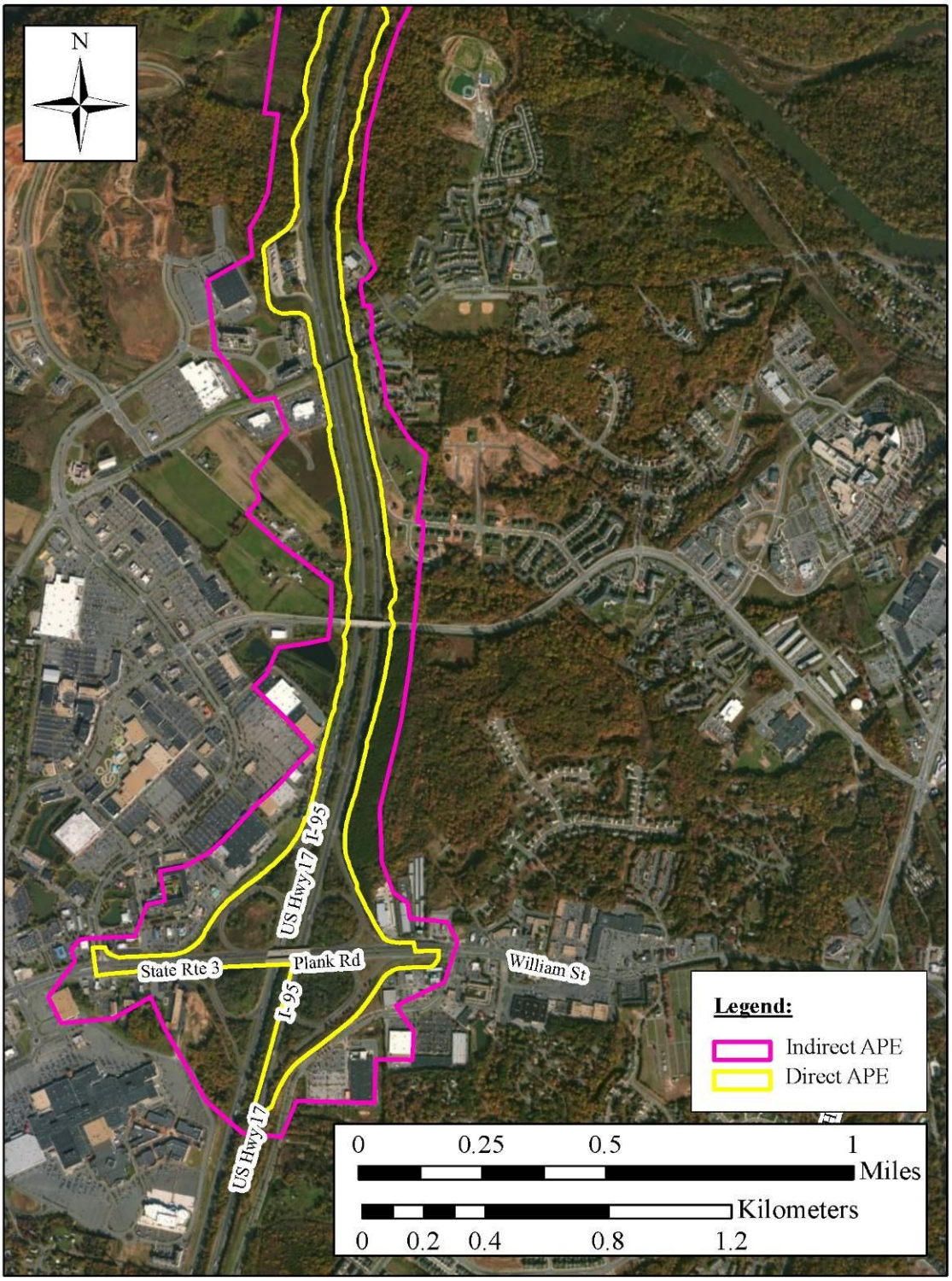

Figure 2: Southern Segment of the Rappahannock River Crossing Project APE as Shown on the National Agricultural Imagery Program City of Fredericksburg and Spotsylvania and Stafford Counties Aerial Imagery (USDA 2011).

Background Review

Prior to conducting fieldwork, the potential of the entire project APE to contain significant NRHP-eligible architectural properties was assessed by searching the DHR site file maps and records, as well as examining the Civil War Sites Advisory Commission (CWSAC) maps for the area (ABPP 2009).

Previously Recorded Battlefields

Battlefields mapped by ABPP (2009) for the CWSAC contain a Study Area, Core Area, and PotNR. The ABPP designated PotNR boundary is considered the maximum potential National Register boundary for a battlefield per established practice for Section 106 coordination between VDOT and DHR. In 2014, ABPP provided VDOT and DHR with updated mapping for these types of boundaries, which were used during the current battlefield assessment. Although only battlefields where the PotNR boundaries extend into the APE were evaluated during this project, all previously recorded battlefields in the project vicinity are listed here to provide contextual data.

The Study Area of a battlefield includes the furthest extent of the battle and is often defined and delineated in conjunction with an abundance of historic materials and always encompasses the entire battlefield area. This includes troop movement (i.e., withdrawals from the battle, attack locations, troop positions, headquarters, commander's observation points, and their viewsheds), battle hospital sites, burial sites, and aspects of the historic landscape including stone walls, railroad bridges, sources of water, and such. Four battlefields have Study Area boundaries that are identified within the Rappahannock River Crossing project APE: Chancellorsville Battlefield (088-5180), Banks Ford/Salem Church Battlefield (088-5181), Battle of Fredericksburg I (111-5295), and Battle of Fredericksburg II (111-5296) (Table 1; Figure 3).

Table 1: Battlefields Located Within the APE.

DHR Number/ ABPP Number	Property Name	ABPP Boundaries within APE
088-5180/ VA-032	Chancellorsville Battlefield	Study Area
088-5181/ VA-033	Banks Ford/Salem Church Battlefield	Study Area, Core
111-5295/ VA-028	Battle of Fredericksburg I	Study Area, PotNR
111-5296/ VA-034	Battle of Fredericksburg II	Study Area, Core

The Core Area of a battlefield is where the fighting occurred, shots were fired or received, and the space between each line of battle. The Core is always within the Study Area. Of the four battlefields, the Battle of Fredericksburg II and the Banks Ford/Salem Church Battlefield have Core Area boundaries that fall within the project APE (Figure 4).

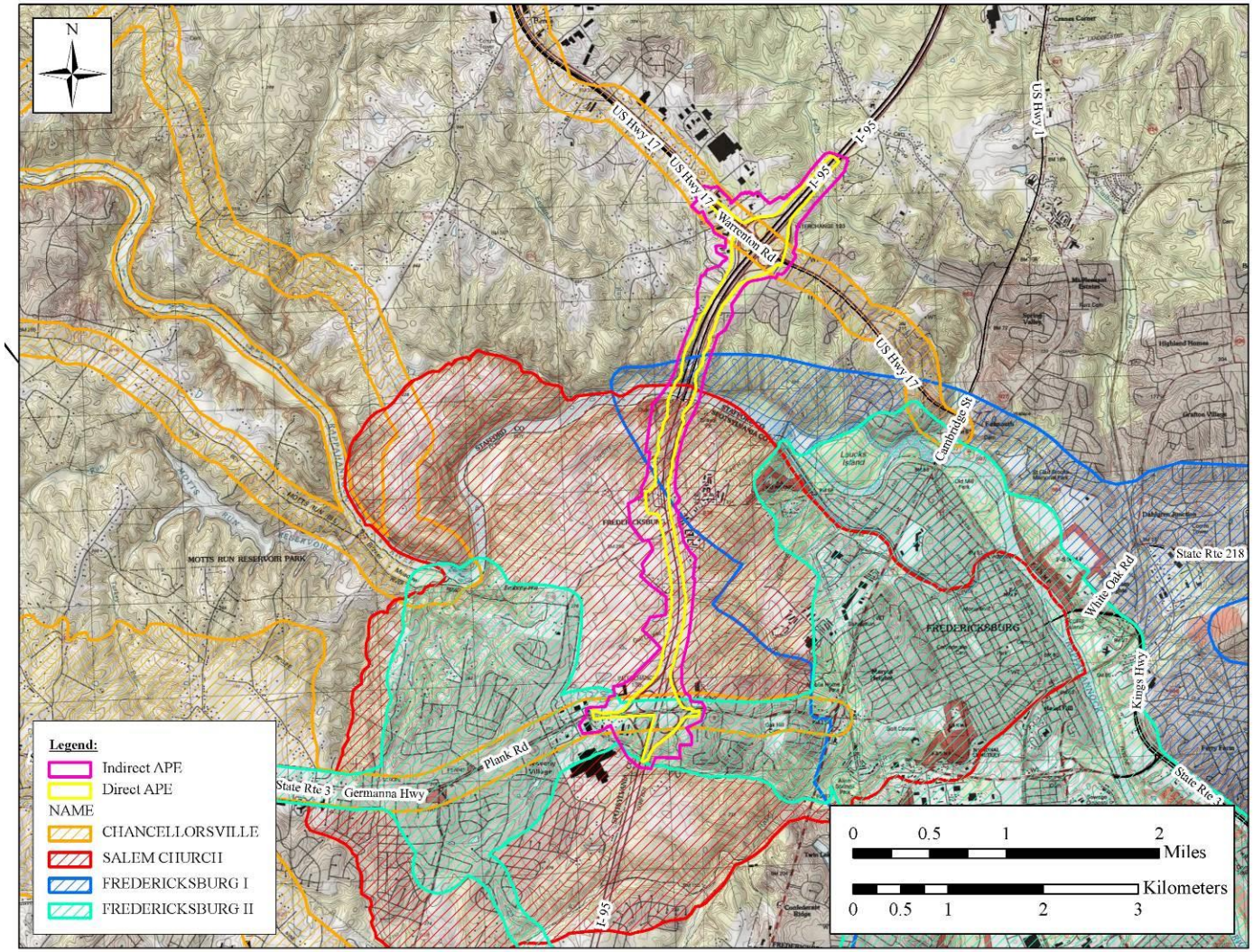

Figure 3: Map Showing the Battlefields Whose Study Area Boundaries Intersect with the Rappahannock River Crossing Indirect and Direct APEs as Shown on the United States Geological Survey (USGS) City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

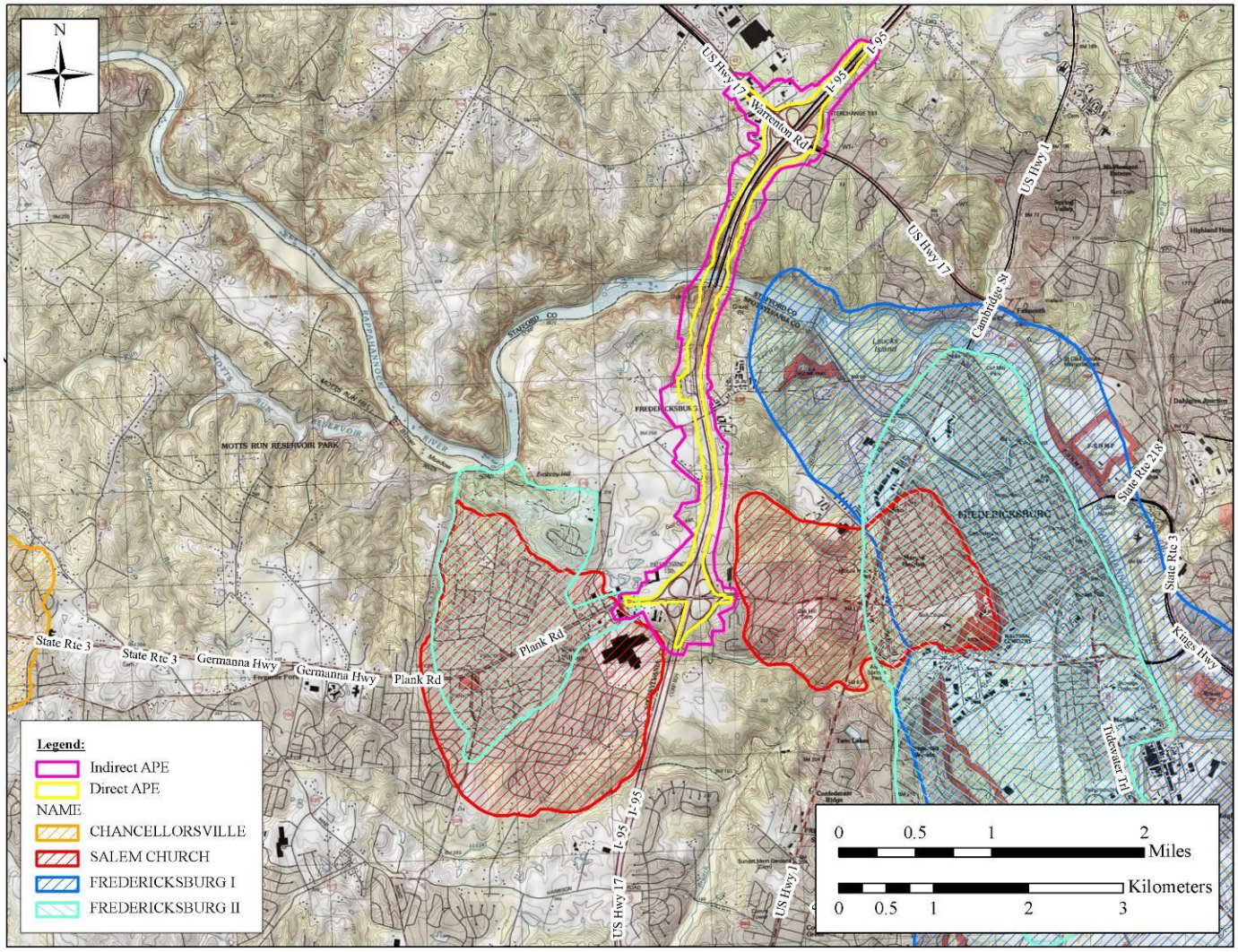

Figure 4: Map Showing the Battlefields Whose Core Area Boundaries Intersect with the Rappahannock River Crossing Indirect and Direct APEs as Shown on the USGS)Salem Church and Fredericksburg, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

The PotNR boundary of a battlefield is that portion of the Study Area that the ABPP believes retains sufficient integrity and cohesion to convey the significance of the engagement. This boundary takes into account the guidelines established in the National Park Service (NPS) National Register Bulletin 40, entitled *Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields* (Andrus 1999).

Neither the Chancellorsville Battlefield nor Battle of Fredericksburg II has PotNR boundaries within the APE for the Rappahannock River Crossing project, and the ABPP believes that none of the Banks Ford/Salem Church Battlefield retains sufficient integrity to be eligible for the NRHP. Only the Battle of Fredericksburg I has PotNR boundaries that fall within the project APE (Figure 5). As a result, this resource was revisited during the current survey, and a brief description of the battle and associated events is included below.

The Battle of Fredericksburg I took place along the north and south sides of the Rappahannock River in December of 1862. 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, with the hopes of avoiding a confrontation with General Robert E. Lee at Fredericksburg. Burnside proposed a plan to expediently march into Falmouth by way of the Rappahannock River and then cross into Fredericksburg. Once there, travel to the Pamunkey River (where a new base of supply awaited) via the Richmond, Fredericksburg & Potomac Railroad would be relatively trouble free (Marvel 1993:3).

However, the Rappahannock bridges had been burned at Fredericksburg, thus requiring the use of pontoon bridges. Unfortunately, the army's pontoons remained on the Upper Potomac where they were last used. In spite of this, Union generals assured Burnside that it would take approximately three days for the pontoons to arrive and they would be waiting for him. Disappointingly, the arrival of the pontoons was not punctual. The majority of the pontoons finally arrived November 27, 1862—about 10 days after Burnside had expected them. By this time, Lee had long suspected an attack on Fredericksburg. Burnside and his soldiers could no longer expect a lightly defended town and thereby a straightforward take over. The pontoons extended from the Stafford County to the City of Fredericksburg in three places: the first approximately four city blocks northeast of where the present-day William Street Bridge crosses the Rappahannock River, the second approximately eight city blocks south of the bridge, and the third 1 mile south of the City of Fredericksburg (Figure 6) (Comstock 1862; Wells 1862). The Federals first crossed the Rappahannock on December 11. The majority would follow the next day (Marvel 1993:3–4).

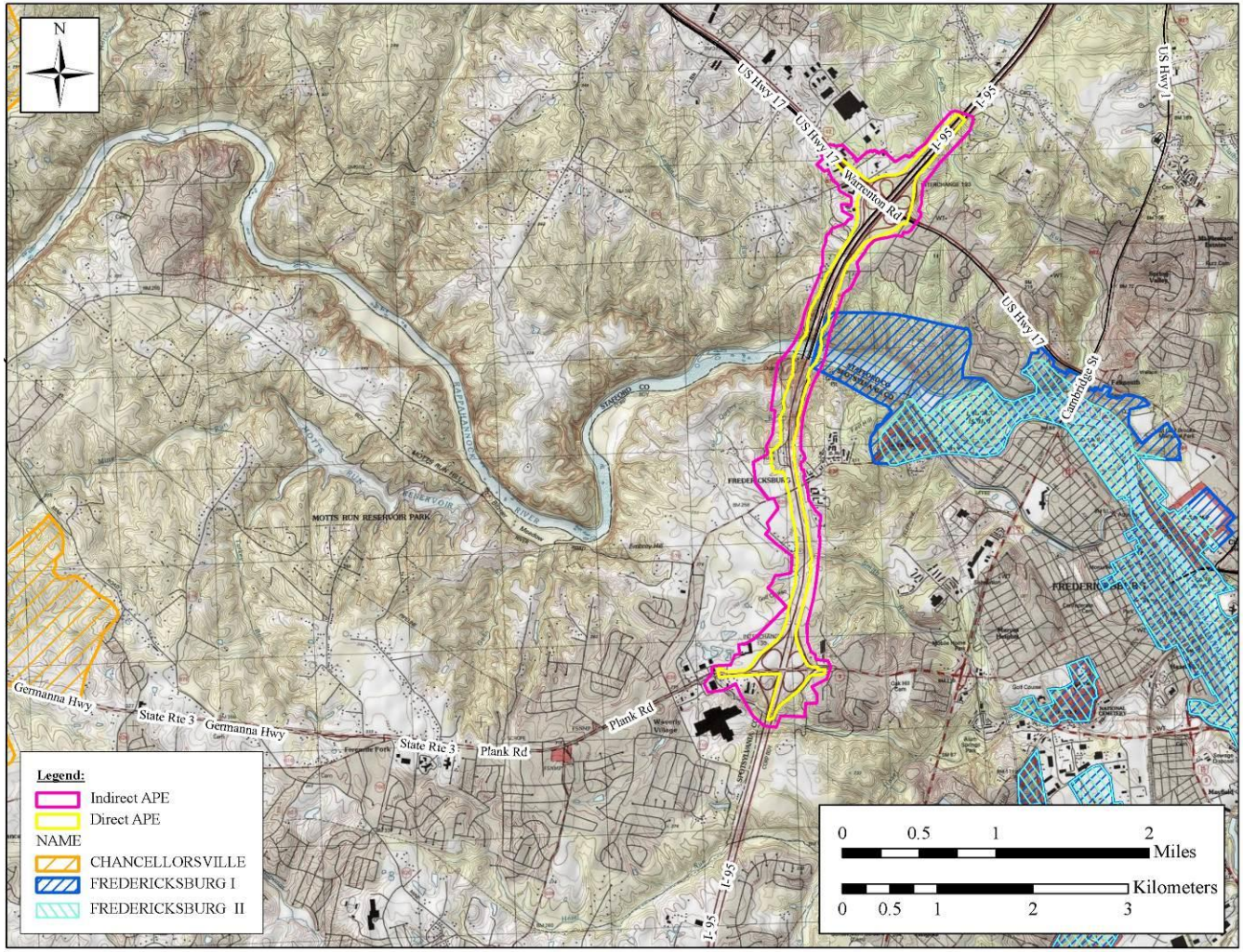

Figure 5: Map Showing the Battlefields with PotNR Boundaries and the Relationship to the Rappahannock River Crossing Indirect and Direct APEs as Shown on the USGS City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001). *Note:* There are no PotNR Boundaries for Banks Ford/Salem Church Battlefield.

On December 12, after deploying artillery along the Rappahannock River opposite Fredericksburg, Union soldiers poured over five pontoon bridges (built that day) while Lee strengthened his battle line along the ridge overlooking Rappahannock valley. On December 13, Confederate troop movement occurred from the southwest, including Brigadier General Cadmus M. Wilcox's Brigade, just west of the canal and approximately 2,600 feet west of the current project APE (Figure 6–Figure 8) (Callahan 1863; Comstock 1862; Davis et al. 2003; Wells 1862). It is possible that Confederate troops from Wilcox's Brigade marched over the hills and slopes of the Rappahannock River, including the area within the APE, to reach their position near the canal and Fall Hill.

On December 13, Burnside attacked the 7-mile Confederate line at two points: below Fredericksburg, where "Stonewall" Jackson occupied the Confederate right; and Marye's Heights behind the town where James Longstreet's corps held the position. Burnside ordered too small an attack and, despite a Union division's accomplishment to break Jackson's line, the Federal effort failed. Confederate troops held an advantageous position on the heights and had an infantry literally behind a stone wall. During the night on December 15, Burnside returned his troops back across the river ending the campaign (Willis and Felder 1993:52).

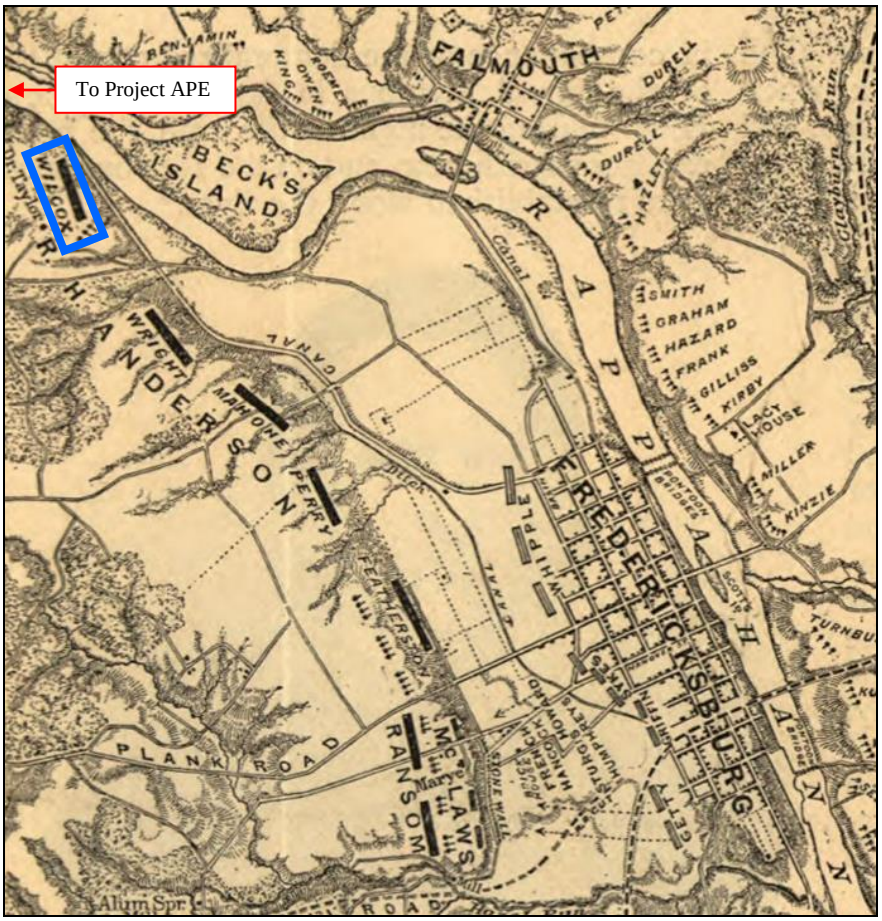

Figure 6: 1862 Map of the Battle of Fredericksburg (Wells 1862). *Note:* Wilcox's army just west of the canal is marked in blue. The project area is immediately outside of the pane just west of Wilcox's Brigade.

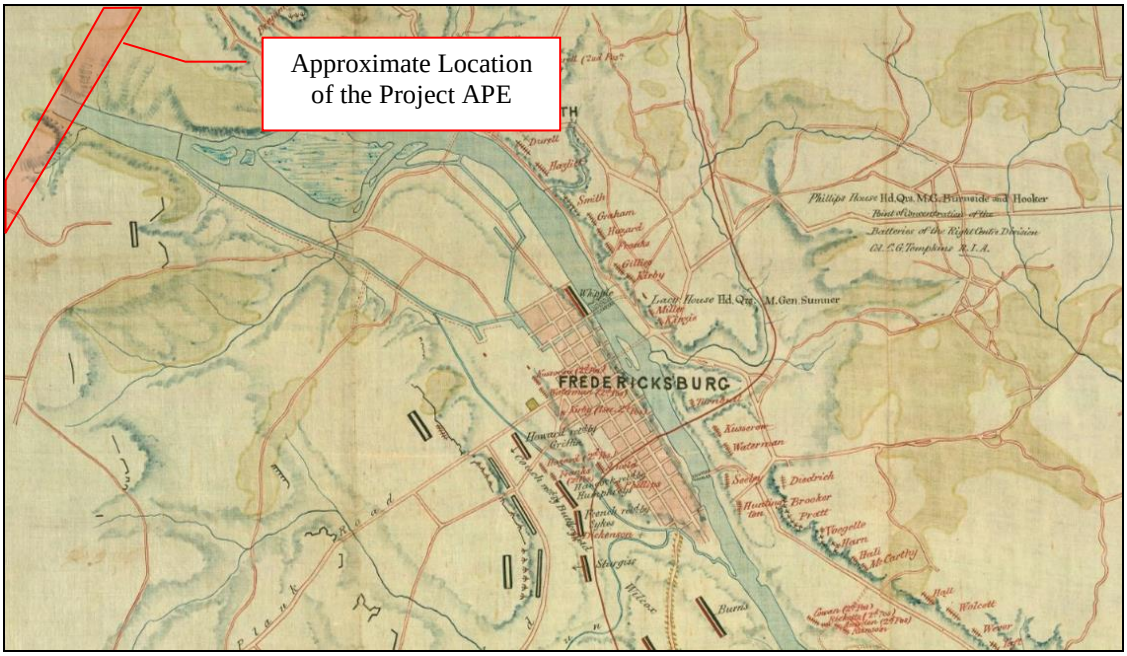

Figure 7: Overview of the Troop Positions During the Battle of Fredericksburg I in Relation to the Current Project Area (Noted in Red) as Shown on the 1863 Map Entitled "Passages of the Rappahannock and Battle of Fredericksburg, December 10th to 16th, 1862 : copied from the original belonging to Gen'l. Burnside" (Callahan 1863).

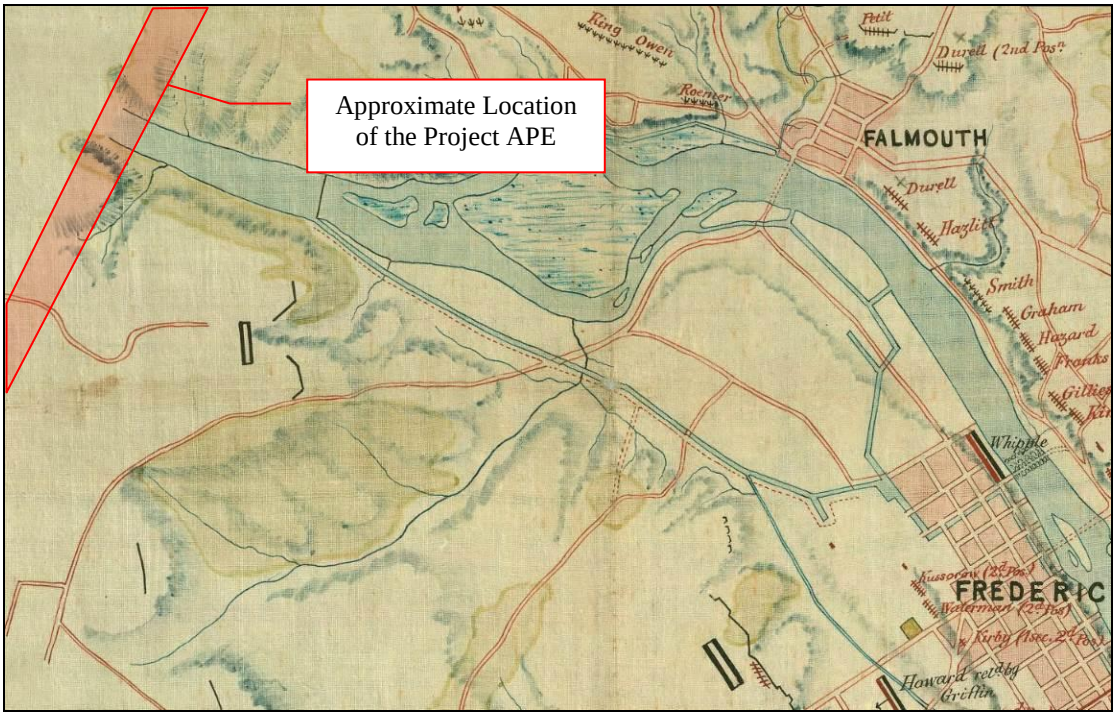

Figure 8: Detail of Troop Positions During the Battle of Fredericksburg I in Relation to the Current Project Area (Noted in Red) as Shown on the 1863 Map Entitled "Passages of the Rappahannock and Battle of Fredericksburg, December 10th to 16th, 1862 : copied from the original belonging to Gen'l. Burnside" (Callahan 1863).

The western portion of the Fredericksburg I battlefield's PotNR boundaries continues to be mostly undeveloped, with the exception of I-95, which was built high above the tree line and extends in a north-to-south direction over the Rappahannock River. The southern bank of the river, although densely lined with mature trees and vegetation, has been disturbed through the development of the quarry, gravel pit, and associated dirt and gravel access roads. The banks of the river are densely lined with mature trees and vegetation (Photo 1). The northern bank remains relatively undisturbed except for I-95 (Photo 2).

The areas where the PotNR boundaries overlap with the direct APE were surveyed by McCormick Taylor archaeologists to note intact Civil-War era landscape features. Their results will be submitted in the archaeological report prepared by McCormick Taylor for the Rappahannock River Crossing project. Dovetail completed a pedestrian survey of the PotNR boundaries that extend within the indirect APE and determined that there are no surviving, intact landscape features visible above ground associated with the Civil War.

The portions of the Battle of Fredericksburg I within the indirect APE retain a high level of integrity of location. The development of I-95 had an impact on the sound levels and some visual aspects of this portion of the battlefield. According to the NPS National Register Bulletin 34, *How to Apply the National Register Criteria for Evaluation*, setting "refers to the *character* of the place in which the property played its historical role. It involves *how*, not just where, the property is situated and its relationship to surrounding features and open space" (NPS 1990). On feeling, the NPS states that "feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character" (NPS 1990). As such, the Battle of Fredericksburg I retains a moderate level of integrity, notably its feeling and setting.

However, the NPS further states that: "Association is the direct link between an important historic event […] A property retains association if it *is* the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer" (NPS 1990). It is recommended that the part of the battlefield located within the indirect APE does not convey the significance of the Battle of Fredericksburg I, nor is this area the location of any known activity that directly affected the outcome of the battle. As such, it has a loss of integrity of association.

The disturbance in this area from the gravel pit, quarry, and construction of I-95 has resulted in the loss of Civil-War era landscape features that troops may have built while stationed in this area during the Battle of Fredericksburg I. As a result, the integrity of the design, workmanship, and materials of the portion of the PotNR boundaries for the Battle of Fredericksburg I within the indirect APE have been compromised. This portion of the PotNR-defined battlefield that is within the indirect APE is far removed from areas where known fighting occurred during the Battle of Fredericksburg I in 1862. Furthermore, the closest known troop movement was that of Wilcox's Brigade. The earthworks that survive from his brigade are located approximately 2,600 feet east of the indirect APE near the canal. If any man-made fortification features were built during the Battle of Fredericksburg I within the current project APE, they do not survive. For these reasons, it is believed that this area

does not contribute to the portion of the Battle of Fredericksburg I that may be eligible for the NRHP.

Photo 1: View of Trails and Push Piles Along the South Side of the Rappahannock River Within the Battle of Fredericksburg I (111-5295), Looking North.

Photo 2: View of the Topography on the North Side of the Rappahannock River Within the PotNR Boundaries of the Battle of Fredericksburg I (111-5295).

Other Previously Recorded Resources

In addition to the battlefields, there are 23 other previously recorded resources within the APE (Table 2; Figure 9 and Figure 10). A majority (n=16) of the previously recorded properties have been previously determined not eligible by the DHR. Because these findings were made within the last five years, DHR survey guidelines did not require that these resources be resurveyed; however, Dovetail has reviewed the V-CRIS documentation for each resource and agrees that none meet NRHP eligibility criteria. Existing V-CRIS documentation indicated that five resources (089-0363, 089-0365, 089-5094, 111-5277, 111-5279) were no longer extant. Because they are documented by DHR as no longer standing, they were not revisited during the current survey. One resource, the Rappahannock Navigation System (111-0134), was determined eligible for the NRHP by DHR staff in 2000. Because the resource has received an official eligibility evaluation, it was not revisited during the current survey. There is also a known lock, associated with the Rappahannock Navigation System, situated along the south bank of the Rappahannock River (111-0134-0001/44SP0074). This resource and any other resource associated with the Rappahannock River Navigation System will be documented by McCormick Taylor in another report prepared for the Rappahannock River Crossing project. In the event that below-ground resources are identified during McCormick Taylor's fieldwork, they will be recorded as archaeological resources. Similarly, if above-ground components associated with the Rappahannock River Navigation System are noted, McCormick Taylor will record them as architectural resources.

Table 2: Previously Recorded Non-Battlefield Resources Located Within the APE.

DHR Number	Property Name	Previous Eligibility Determination	Date of Determination of Eligibility	Year of Most Recent Survey After Eligibility Determination
089-0363	House, off State Route 670	No Longer Extant since at least 2009		
089-0364	House, off State Route 670	Not Eligible	June 15, 2009	
089-0365	House, off Route 17	No Longer Extant since at least 2006		
089-5094	House, 27 Jones Lane	No Longer Extant since at least 2012		
089-5331	House, Krieger Lane	Not Eligible	March 12, 2009	
089-5332	House, 100 Musselman Road	Not Eligible	March 12, 2009	
089-5333	House, 106 Musselman Road	Not Eligible	April 3, 2009	
089-5334	House, 110 Musselman Road	Not Eligible	April 3, 2009	
089-5335	House, 117 Musselman Road	Not Eligible	April 3, 2009	
089-5336	House, Musselman Road	Not Eligible	April 3, 2009	
089-5339	House, Musselman Road	Not Eligible	April 3, 2009	
089-5345	House, Musselman Road	Not Eligible	April 3, 2009	
089-5371	House, Riverside Parkway	Not Eligible	April 3, 2009	
089-5373	House, Simpson Lane	Not Eligible	April 3, 2009	
111-0134	Rappahannock Navigation System (Canal)	Eligible	March 22, 2000	August 25, 2010
111-0134-0001	Lock #1, Rappahannock Navigation System	Not Evaluated		

DHR Number	Property Name	Previous Eligibility Determination	Date of Determination of Eligibility	Year of Most Recent Survey After Eligibility Determination
111-5001	Rappahannock River Rural Historic District	Not Eligible	March 22, 2000	January 1, 2009
111-5277	House, State Route 639	No Longer Extant since at least 2009		
111-5278	House, Briscoe Lane	Not Eligible	June 15, 2009	
111-5279	House, off State Road 3	No Longer Extant since at least 2009		
111-5283	House, Curtis Lane	Not Eligible	April 3, 2009	
111-5284	House, off Curtis Lane	Not Eligible	April 13, 2009	
111-5322	Fall Hill Avenue Bridge spanning I-95	Not Eligible	February 15, 2012	

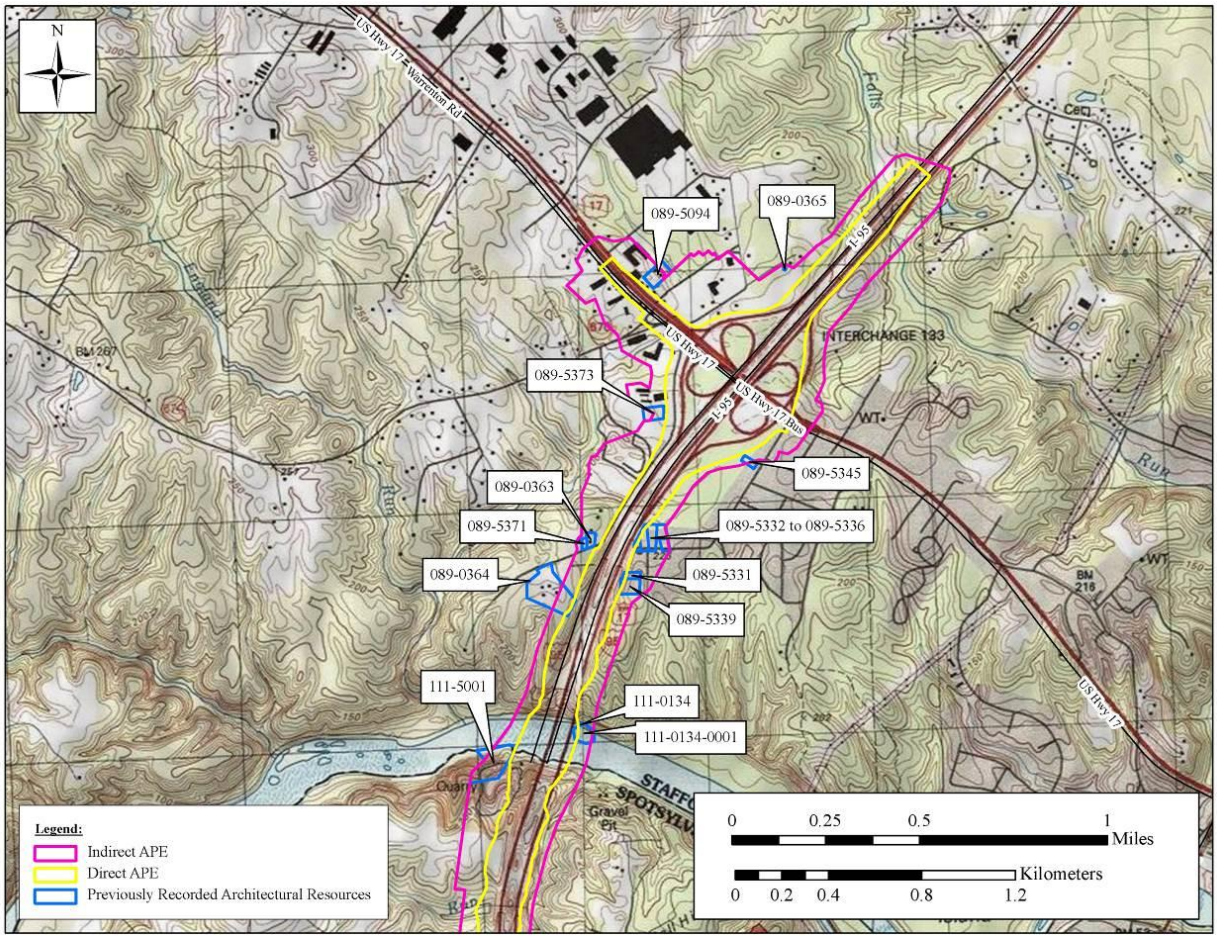

Figure 9: Previously Recorded Architectural Resources Over 50 Years in Age Located Within the Rappahannock River Crossing Indirect and Direct APEs (Northern Segment) as Shown on the USGS City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

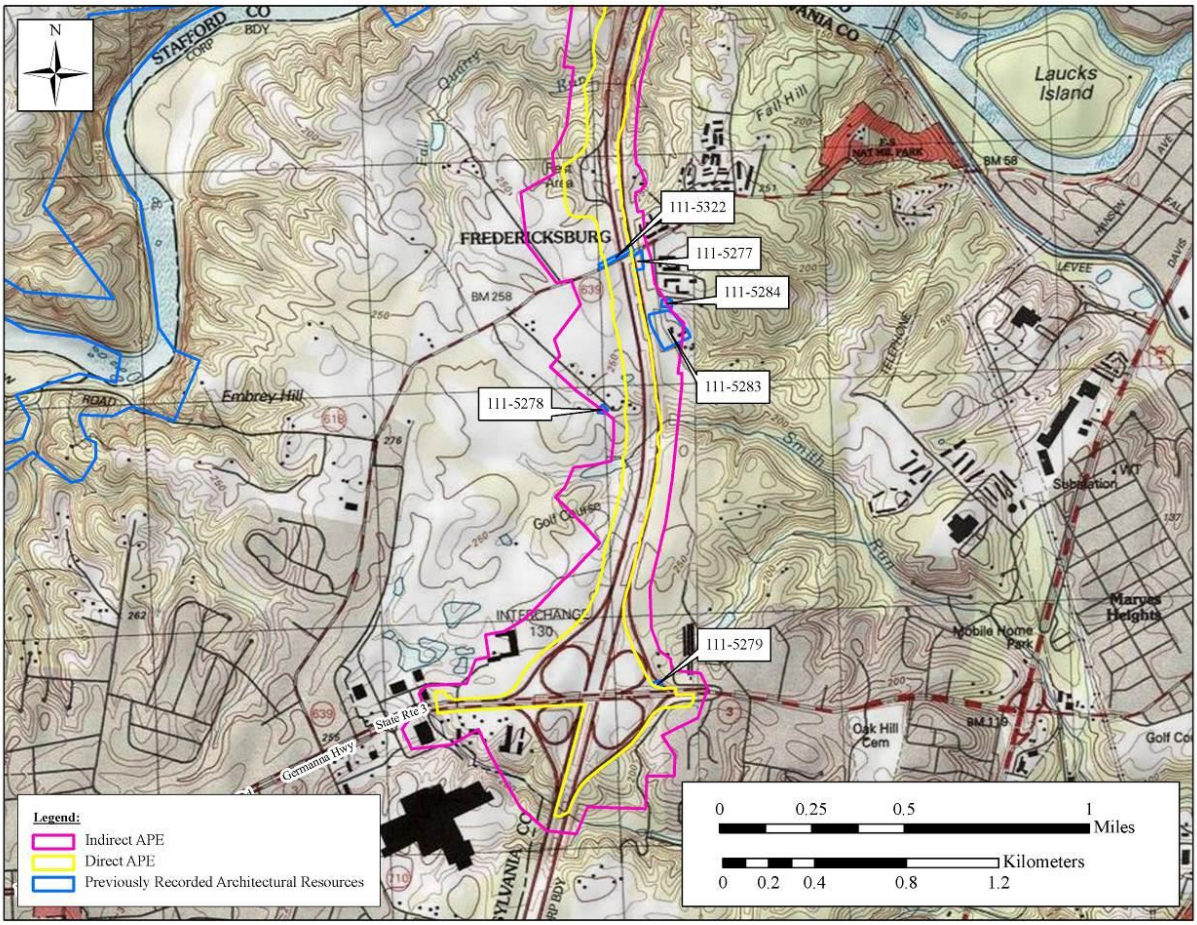

Figure 10: Previously Recorded Architectural Resources Over 50 Years in Age Located Within the Rappahannock River Crossing Indirect and Direct APEs (Southern Segment) as Shown on the USGS City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

Survey Results

As a result of the surveys conducted in 2012 and 2014, Dovetail identified an additional 18 resources that meet the NRHP age criteria within the entire project APE (Table 3 and Table 4). Based on the results of the current reconnaissance survey, no areas were identified that appear to have the integrity or significance that would constitute a historic district. As such, Dovetail feels that there are no additional non-battlefield historic districts located within the indirect or direct APE.

One of the newly identified resources, a building off of Fall Hill Avenue is situated on the same tax parcel as 3430 Fall Hill Avenue (111-5285), which previously was recorded and determined not eligible for the NRHP by DHR in 2009. Although the newly recorded building was not previously surveyed and included within the original V-CRIS boundaries defined for 111-5285, landscape elements, such as connected driveways, surviving, tree-lined parcel boundaries, and historic aerials suggest that the resource was historically associated with the property known as 111-5285. Thus, Dovetail expanded the existing V-CRIS

boundaries of 111-5285 to include the newly recorded building. As a result of years of vacancy and neglect, this building is in poor condition and appears unstable. Many of the windows and doors are no longer intact. The siding and the roof are dotted with several holes, which suggests that the interior has also suffered from deterioration. Evidence of a historic porch is visible; however, it is no longer standing. As a whole, this building has lost much of its historic integrity. For these reasons, it is recommended not eligible for the NRHP under Criterion C. It has no known association with a significant event or person and as such is recommended not eligible for the NRHP under Criteria A or B. It is recommended not eligible under Criterion D as an architectural resource, but it was not evaluated under this criterion as an archaeological resource. In addition, Dovetail believes that the previous NRHP-eligibility determination (not eligible) for the Graves House property (111-5285) as a whole should not change with the addition of this newly recorded building.

Of the 17 remaining newly identified resources, a majority (n=11; 61 percent) are bridges or culverts. Ten of the bridges/culverts are associated with, or were constructed as part of, the Interstate Highway System and meet the criteria for exemption from consideration under Section 106 (*Section 106 Exemption Regarding Effects to the Interstate Highway System*, 70 Federal Register 11931(March 10, 2005]) that was adopted in March 2005, as well as the exemption for consideration under Section 4(f) of the Department of Transportation Act provided in Section 6007 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU). Because of this, these resources were not documented as part of the current survey. A listing of all of the structures covered by this exemption is included in Table 3 (See also Figure 11 and Figure 12). One additional culvert structure was surveyed as part of the current project since it is not part of the Interstate Highway System: Culvert, Federal ID # 17920, Route 3 (088-5443). This concrete culvert was constructed around 1957 and does not appear to possess any design or transportation-planning event significance that would make it eligible for the NRHP. As such, Dovetail recommends it is not eligible for the NRHP under Criteria A–C. This culvert is also recommended not eligible under Criterion D as an architectural resource, but it was not evaluated under this criterion as an archaeological resource.

The six remaining resources are single-family dwellings that date to the early- to mid-twentieth century (Figure 13 and Figure 14). They are representative of architectural trends and styles, such as Minimal Traditional, that were common in Stafford County and the Commonwealth of Virginia during that period. Many of these buildings have undergone common modifications in the time since their original construction, including new windows and doors, new siding, and additions. Also, these buildings do not exhibit high artistic value as the work of a master. As such, it is recommended that these six newly recorded resources are not eligible for the NRHP as individual properties under Criterion C. Further, the buildings have no known association with an important event or individual, and as such, they are also recommended not eligible under Criteria A or B. As architectural resources, the properties are not eligible under Criterion D, but they were not evaluated under that criterion as archaeological resources.

Table 3: Bridges or Structures Over 50 Years in Age Surveyed During the Current Project

DHR Number	Virginia Structure #/ Federal ID #	Name/Location	City/County	Year Built	Exempt from Section 106 review?	Eligibility Recommendation
088-5443	1013/17920	Culvert, Route 3	Spotsylvania County	Ca. 1957	No	Not Eligible
N/A	2000/18083	Bridge, SBL I-95	Stafford County	1963	Exempt	N/A
N/A	2001/18085	Bridge, NBL I-95	Stafford County	1964	Exempt	N/A
N/A	2008/18095	Culvert, NBL & SBL I-95	Stafford County	1964	Exempt	N/A
N/A	2033/17964	Culvert, NBL & SBL I-95	City of Fredericksburg	1964	Exempt	N/A
N/A	2034/17965	Culvert, NBL & SBL I-95	City of Fredericksburg	1964	Exempt	N/A
N/A	2035/17966	Culvert, NBL I-95	City of Fredericksburg	1964	Exempt	N/A
N/A	2036/17967	Culvert, SBL I-95	City of Fredericksburg	1964	Exempt	N/A
N/A	2037/17968	Culvert, NBL & SBL I-95	City of Fredericksburg	1964	Exempt	N/A
N/A	2900/18113	Bridge, SBL I-95	City of Fredericksburg	1963	Exempt	N/A
N/A	2901/18114	Bridge, NBL I-95	City of Fredericksburg	1963	Exempt	N/A

Table 4: Seven Recorded Domestic Resources Within the APE.

DHR Number	Name/Property Address	Year Built	Description	Eligibility Recommendation
089-5425	House, 184 Riverside Parkway	1950	One-story, three-bay, vernacular house clad in a brick veneer and covered by a side-gable roof	Not Eligible
089-5426	House, off South Gateway Drive	1955	One-story, three-bay cinderblock building	Not Eligible
089-5470	House, 8 Krieger Lane	1961	One-and-one-half-story, three-bay house, clad in wood siding	Not Eligible
089-5471	House, 112 Musselman Road	1940	One-story, three-bay dwelling, stone veneer, side-gable roof	Not Eligible
089-5472	House, 115 Musselman Road	1962	One-story dwelling, aluminum siding, side-gable roof	Not Eligible
089-5473	House, 500 Musselman Road	1940	One-story dwelling, vinyl siding, side-gable roof	Not Eligible
111-5285	Graves House, 3430 Fall Hill Road	Ca. 1941	Secondary building associated with the one-and-a-half-story, Colonial Revival dwelling	Secondary Building Not Eligible; Full Property Remains Not Eligible

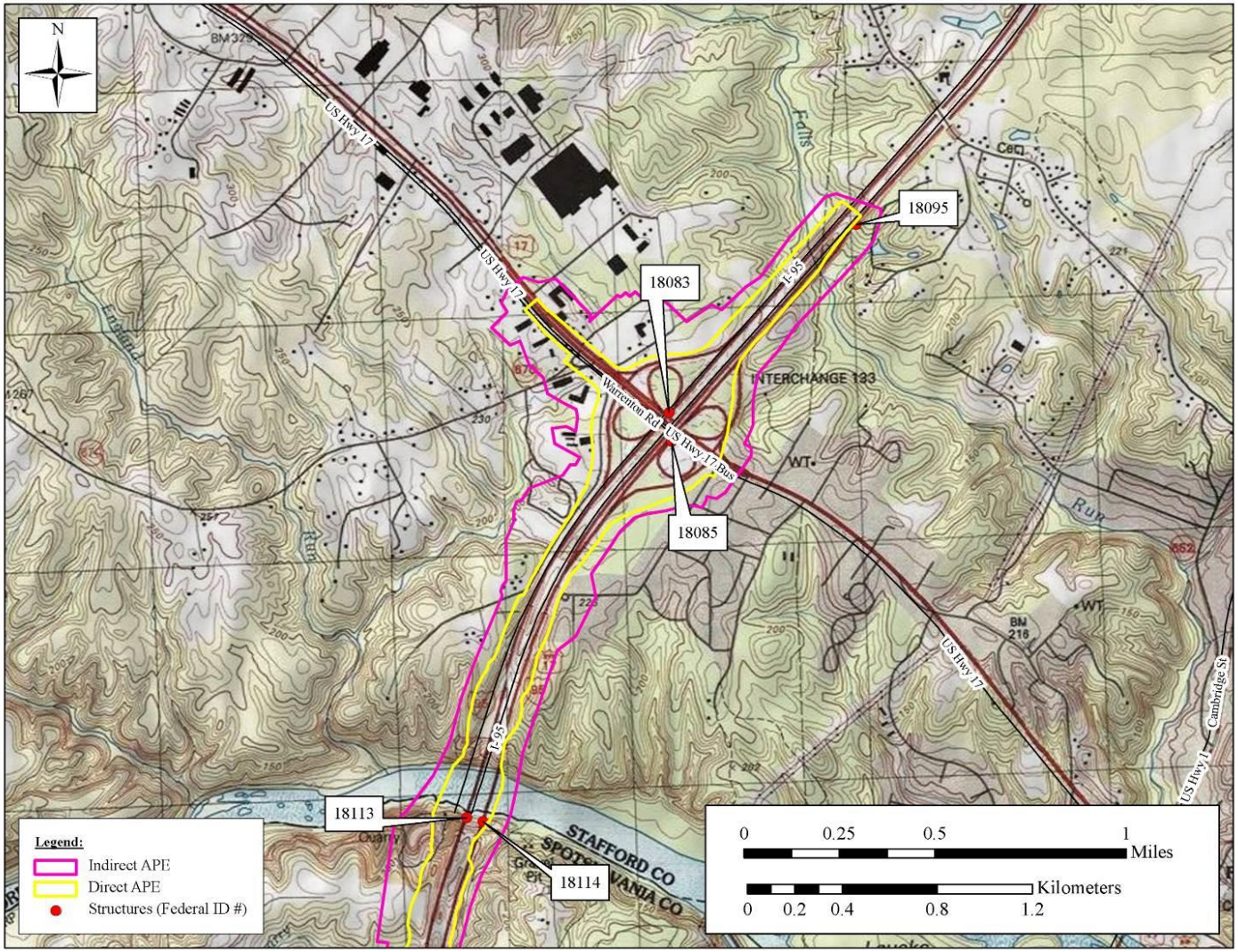

Figure 11: Bridges and Culverts Over 50 Years in Age Located Within the Rappahannock River Crossing Indirect and Direct APEs (Northern Segment) as Shown on the USGS City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

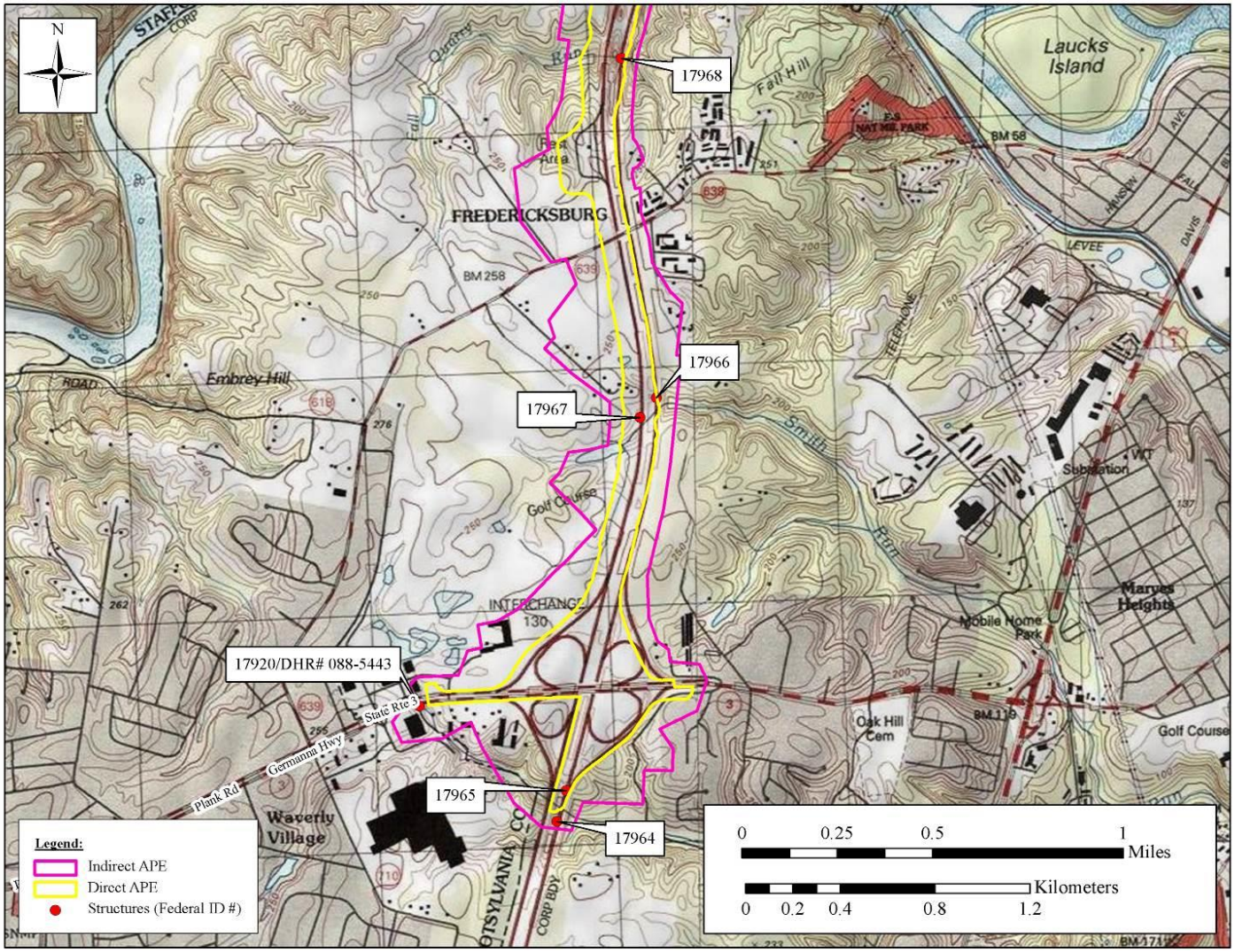

Figure 12: Bridges and Culverts Over 50 Years in Age Located Within the Rappahannock River Crossing Indirect and Direct APEs (Southern Segment) as Shown on the USGS City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

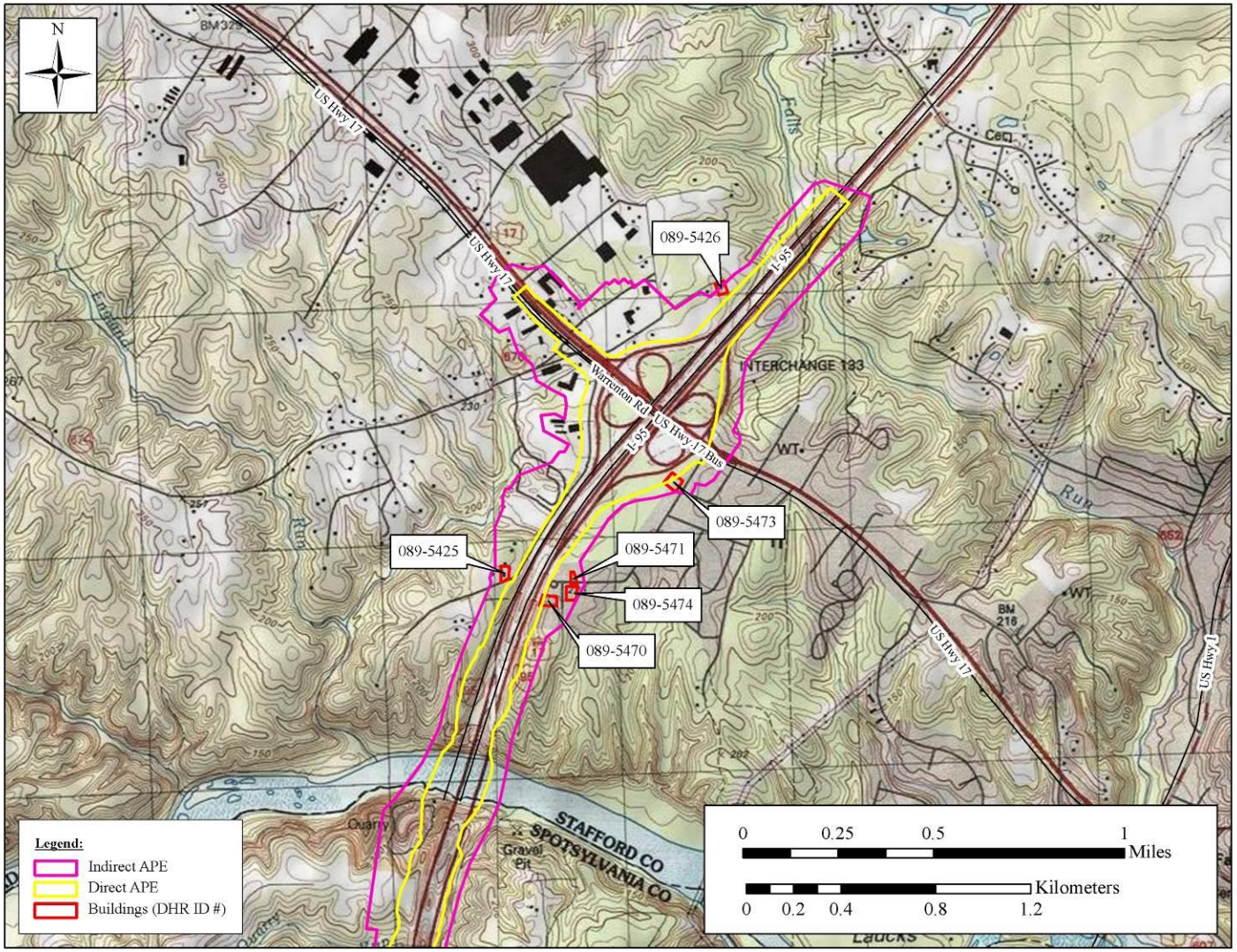

Figure 13: Domestic Resources Surveyed as Part of the Rappahannock River Crossing Indirect and Direct APEs (Northern Segment) as Shown on the USGS City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

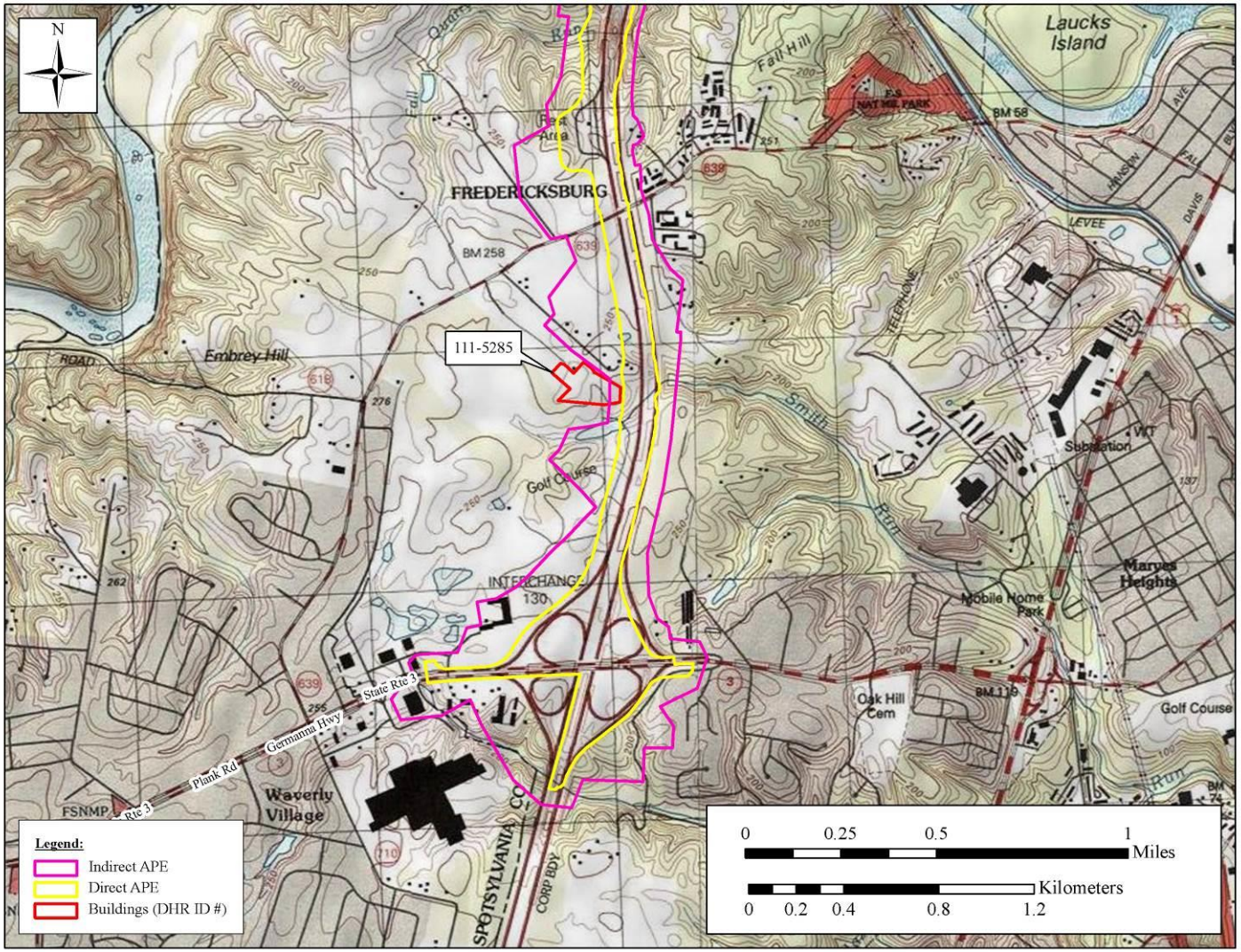

Figure 14: Domestic Resources Surveyed as Part of the Rappahannock River Crossing Indirect and Direct APEs (Southern Segment) as Shown on the USGS City of Fredericksburg and Spotsylvania and Stafford Counties, Virginia 7.5-Minute Digital Raster Graphic Mosaics (USDA 2001).

Summary

In sum, the APE for the Rappahannock River Crossing project contains a total of 36 extant architectural resources 50 or more years of age. Prior to the present survey, fourteen resources previously had been surveyed and determined by DHR not to be eligible for the NRHP. DHR had also determined that one previously recorded resource, the Rappahannock Navigation System (111-0134), meets the eligibility criteria for listing on the NRHP. The ABPP's PotNR boundary for one previously recorded battlefield, the Battle of Fredericksburg I (111-5295), also overlaps with the proposed Rappahannock River Crossing APE and area located within the indirect APE was revisited by Dovetail during the current survey (Table 5). Dovetail recommends that the portion of this battlefield that overlaps the project APE is characterized by compromised historic integrity and did not play a significant role in the outcome of the battle. As such, the area of the PotNR-defined boundaries within the indirect APE for the current project should not be considered a contributing element to the Battle of Fredericksburg I.

Although the present survey identified 11 bridge or culvert structures within the project area that meet the NRHP age requirements, 10 were determined to be associated with I-95 and as such, are exempt from Section 106 review under the Section 106 Exemption Regarding Effects to the Interstate Highway System [70 Federal Register 11931(March 10, 2005)]. For this reason, only one of those 11 structures was fully documented in V-CRIS in the survey. Dovetail recommends that Culvert, Federal ID # 17920, Route 3 (088-5443) is not eligible for the NRHP under Criteria A–D.

There are seven additional resources newly surveyed as part of the proposed Rappahannock River Crossing project. One is a building that should be considered a secondary resource to the Graves House at 3430 Fall Hill Avenue (111-5285), which previously has been determined by DHR to be not eligible for the NRHP. The boundaries of that resource were expanded to include this newly recorded building. The newly recorded building is recommended not eligible for individual listing on the NRHP under Criterion A–D. Furthermore, this addition to the Graves House (111-5285) property does not affect the previous NRHP eligibility determination (not eligible) for that resource as a whole. The remaining six resources are dwellings that do not have a high level of historic significance or integrity. Therefore, they are recommended not individually eligible for the NRHP under Criteria A–D.

Table 5: Summary of Properties Newly Recorded or Resurveyed During the Rappahannock River Crossing Project Architectural Study.

DHR ID Number	Name/ Property Address or Location	Eligibility Recommendation
088-5443	Culvert, Federal ID#17920, Route 3	Not Eligible
089-5425	House, 184 Riverside Parkway	Not Eligible
089-5426	House, off South Gateway Drive	Not Eligible
089-5470	House, 8 Krieger Lane	Not Eligible
089-5471	House, 112 Musselman Road	Not Eligible
089-5472	House, 115 Musselman Road	Not Eligible
089-5473	House, 500 Musselman Road	Not Eligible
111-5285	Graves House, 3430 Fall Hill Avenue	Remains Not Eligible
111-5295	Battle of Fredericksburg I	Area Within the Indirect APE Does Not Contribute to the Eligibility of the Resource

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