

BOARD OF SUPERVISORS
Agenda Item



Meeting Date:	May 6, 2014
Title:	Consider Endorsing the Falmouth Master Interpretive Plan
Department:	Planning and Zoning
Staff Contact:	Jeffrey A. Harvey, Director
Board Committee/ Other BACC:	N/A
Staff Recommendation:	Approval
Budget Impact:	See background report
Time Sensitivity:	See background report

ATTACHMENTS:

1.	Background Report	3.	Programmatic Agreement dtd 6/11/11
2.	Falmouth Master Interpretive Plan dtd 2/5/14	4.	Proposed Resolution R14-59

<input type="checkbox"/>	Consent Agenda	<input type="checkbox"/>	Other Business	<input checked="" type="checkbox"/>	Unfinished Business
<input type="checkbox"/>	Discussion	<input type="checkbox"/>	Presentation	<input type="checkbox"/>	Work Session
<input type="checkbox"/>	New Business	<input type="checkbox"/>	Public Hearing	<input type="checkbox"/>	Add-On

REVIEW:

X	County Administrator	
X	County Attorney	

DISTRICT:	Falmouth and George Washington
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BACKGROUND REPORT

The Board is asked to consider endorsing the Falmouth Master Interpretive Plan (MIP), prepared by Management Analysis Incorporated (MAI), dated February 5, 2014 (Attachment 2).

The MIP was prepared in accordance with a Programmatic Agreement (PA) dated June, 2011 (Attachment 3) between the Federal Highway Administration (FHWA), the Virginia State Historic Preservation Officer (SHPO), the Virginia Department of Transportation (VDOT), and Stafford County.

The PA was prepared pursuant to Section 106 of the National Historic Preservation Act to assess any adverse impacts to the Falmouth Historic District resulting from the proposed roadway improvement to the Falmouth intersection. One of the PA stipulations was preparation of the MIP to assist the County in disseminating information about the Falmouth Historic District to the public. VDOT was required to contribute funding (not to exceed \$20,000) towards the development of the MIP, by the County, as an integral component of the Redevelopment Plan of Historic Falmouth Village.

The MIP is intended to be a management document that outlines and guides decisions about interpretive programming (signs, placards, kiosks, and similar devices) for the Falmouth Historic District. The MIP consists of two parts. The first component is a conceptual framework, which includes a significance statement, identified themes, identified target audience, and mutually-agreed upon objectives. The second component of the MIP is an Action Plan, which describes how the MIP is to be implemented. Throughout the MIP development process, MAI worked with County staff, the Historical Commission, the Architectural Review Board, and numerous stakeholders.

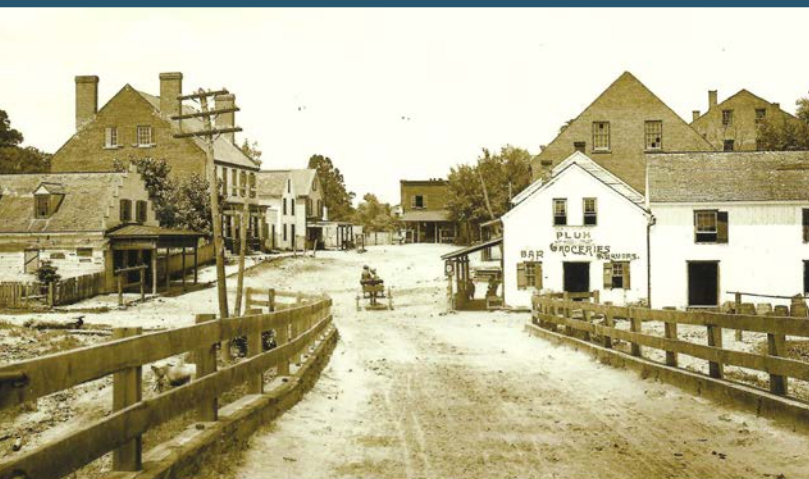
At its March 4, 2014 meeting, MAI presented a summary of the MIP to the Board. The Board took no action at that time.

The PA stipulated that the County complete the MIP and provide a copy to the SHPO and VDOT within three years of the execution of the PA. The funds for the development of the MIP shall be provided by VDOT to the County on a cost-reimbursement basis, following VDOT's receipt (from the County) of its final MIP. The deadline for submission of the MIP to VDOT is June 11, 2014.

Staff recommends approval of proposed Resolution R14-59, which endorses the MIP.

Master Interpretive Plan for the Historic Falmouth District

2014



Master Interpretive Plan For the Historic Falmouth District Stafford County, Virginia 2013

*Striving for Liberty:
a 280-year-old time capsule on the banks of the Rappahannock River.
Preserving the stories of a once prosperous industrial town
and a historically important community.*

Prepared for the County of Stafford, Virginia
through a grant by the Virginia Department of Transportation

February 5, 2014



Management Analysis, Incorporated



Table of Contents

I. INTRODUCTION 3

II. A ONCE PROSPEROUS PORT & INDUSTRIAL TOWN 9

III. DRAFT INTERPRETIVE OBJECTIVE & THEME 14

IV. INTERPRETIVE RESOURCE/SITE INDEX 17

V. INTERPRETIVE INVENTORY AND STORY DEVELOPMENT FORM SETS 19

VI. PARTNERS, PROGRAMS & DEFINITIONS 68

VII. IMPLEMENTATION PLANNING MATRIX 72

BIBLIOGRAPHY 74

I. INTRODUCTION

The original port town of Falmouth is considered most significant for its role in eighteenth and early nineteenth century commerce, when it was a shipping and manufacturing location. Located in Stafford County approximately 40 miles south of Washington D.C. and 60 miles north of Richmond, the historic Falmouth district sits directly across from the City of Fredericksburg.

Over the years, Falmouth has been the subject of a variety of surveys, building-specific analyses, historic studies, plans and documentation efforts. Local citizens have also written several books and articles about the history and people that lived in the area.

Falmouth is a historic district in Stafford County that is currently listed on the National and State registers of historic places. The Falmouth Historic District, consisting of the portion of the old riverside port town of Falmouth, as well as sections of Falmouth that developed during the late nineteenth century and into the mid-twentieth century. The total building count described in the 2012 nomination for the *National Register of Historic Places* notes 156 contributing resource, including 134 buildings, three structures, 19 sites and 14 non-contributing buildings within the Falmouth Historic District. The locations include buildings on the following streets:

Cambridge, Carter, Forbes, Gordon, King, Washington and West Cambridge Streets; Colonial Avenue; Butler, River and Rowser Roads; Edison Lane; and Melchers Drive.

The district has integrity with regard to its historic appearance and a relative lack of modern buildings and structures. It possesses a variety of building types in a riverfront setting. Many of the buildings are deteriorating due to insufficient maintenance, while several have been rehabilitated.

As the navigability of the Rappahannock below the river's falls greatly diminished in the late eighteenth century due to the gradual silting of the river, transportation routes shifted to land-based transportation. Falmouth lost its regional commercial importance to Fredericksburg, which is slightly down river and on the south banks of the river. The town's diminished role was to serve as a local commercial center through the early twentieth century.

As most people know it today, Falmouth is a quiet, largely residential area at the side of the river. It includes Amy's Restaurant and the former estate of artist Gari Melchers. The stately building called "Belmont" on the hill overlooking Falmouth is now a history museum with a walking tour and special event facilities that receives approximately 15,000 visitors per year. It is also the location of the Stafford County Visitors Center.

Throughout the study period for this plan and also in several prior planning efforts of the County,¹ members of the community expressed an interest in re-establishing Falmouth as a vibrant historic town. Some envisioned an atmosphere where visitors could "turn back the clock

¹At least three revitalization and historic preservation plans for Falmouth were developed in the years 1978, 2000 and 2011. These plans are cited in the Bibliography.

and experience history as they walked through the streets of Falmouth.”² On the other end of the spectrum, some property owners would prefer to have this historic area left alone and even prevent through traffic from traversing the area.

With this vision in mind, however, this plan acknowledges the fact that Falmouth faces several significant challenges:

- Location near one of the busiest intersections in the County. Falmouth exists because it was a transportation hub. The current intersection of US-1/17/RT-218 has existed, in one location and form or another, since the town was established. Up until the time the Falmouth Bridge was relocated and rebuilt in the 1940s, the center of town was located at the current intersection of West Cambridge Street and Washington Street. This is central to the story of Falmouth. This Interpretive Plan seeks to help develop a context within which this intersection, the visitors traversing the area, and the village are reunited.
- Falmouth is located within the flood plain. The lower portion of Falmouth is prone to flooding after heavy rains and a number of buildings are located within the 100-year flood plain. While flooding only happens on rare occasions, this has discouraged the County and private owners over the years from developing new streetscape improvements, parking and other rehabilitation of buildings.
- Lack of Parking. One of the most significant problems for present day Falmouth is that the buildings were constructed before there the invention of automobiles. In the “prime” of this town, people traveled by horses and wagons or on foot. As a result, there is very little parking available to accommodate potential tourism and other commercial uses of the town. According to a zoning assessment of the County, Falmouth needs at least 80 or more parking spaces based on the current buildings and tenants. There is an existing gravel parking lot at the public park (also called “Historic Port of Falmouth Park”), but no public parking in the heart of the historic district where the majority of the historic buildings discussed in this plan are located. If Falmouth is to be revitalized as a historic visitor attraction, the County’s *Comprehensive Plan* for 2010-2030 states that even more parking will be needed.
- Proximity to a busy public park. Another current challenge some stakeholders are concerned about is the proximity to a public park. The park is a natural asset of the County which is popular on summertime weekends with families who come to picnic, swim in the river and engage in sports. Some residents of the historic district have expressed concern about the high level of traffic, lack of public restroom facilities, and occasional encroachment onto private properties. Some also believe that the public safety and maintenance issues for the area detract from the historical ambiance and potential of the area. On the other hand, the park attracts many visitors to Falmouth, who are potential participants in heritage tourism activities. In any event, it is evident that planning for the park’s management should also take into consideration the need to

² Harper’s Ferry in West Virginia and Ellicott City in Maryland are examples of other historic towns which have been revived as commercial areas for visitors.

balance uses and management issues with residents, historic properties and their care, and tourist visitation to Historic Falmouth.

- Vacant buildings. Many of the former commercial buildings in Falmouth are now vacant and awaiting their next uses. In some cases, the private landowners that are interested in commercial uses of their properties are awaiting the development of additional parking, streetscape improvements and other actions to revitalize the area by the local government.

- Lack of apparent connection between significant stories and historic buildings. Other than Belmont, the Gari Melchers estate, and the Moncure David Conway house, many of the most fascinating stories of Falmouth have no particular place to attach themselves to. Many of the historic buildings that remain were at one time owned or occupied by “everyday” people or merchants whose names were never well known outside of Falmouth. Several historic buildings are marked simply with historic plaques that barely scratch the surface of the interesting stories of the people who lived and worked here over the years. This could be improved upon. For example, the home of the nation’s first millionaire Basil Gordon and the location of the Hunter Iron Works developed by James Hunter could be identified. Other stories of significant events -- such as the Trail to Freedom, the Underground Railroad and the Falmouth Ferry, which predated the railroad and was owned by a freed slave -- have no identification with a particular location at this time.

A few dedicated historians have captured the stories of Falmouth and its people in their books and writings. Additionally, the Falmouth submission for the *National Registry of Historic Places* contains a detailed account of the area and its buildings. However, to the casual visitor who might wander into Falmouth and for residents of the area that have no direct tie to history, there is very little to capture their interest and appreciation. The town itself has no existing focal point other than one restaurant.

In its current state, Historic Falmouth is at risk for sustainability of its identity due its mixed uses and lack of interpretation.

Purpose of this Master Interpretive Plan

This document is part of ongoing efforts by Stafford County, Virginia to preserve its important history while also considering the opportunities for tourism and economic development. The plan offers a way forward to help focus decisions in communicating the stories of the Historic Falmouth District, a once prosperous town that is now a quiet residential community.

This *Proposed Master Interpretive Plan for the Historic Falmouth District* was sponsored by Stafford County with a grant from the Virginia Department of Transportation (VDOT). Project management was spearheaded by the County’s Department of Planning, with support from the Department of Economic Development and Tourism.

In 2012, the County hired Management Analysis, Incorporated (MAI) based in Vienna, Virginia to conduct an independent assessment of the Historic Falmouth District and to develop this Interpretive Plan. MAI has served as an advisor to local, state, federal and international government clients since 1976. The Project Team included a Certified Interpretive Planner and a Certified Economic Developer with international training in tourism product development.

How the Work Was Performed

This plan incorporated existing information from the *National Register of Historic Places Registration Form* (DHR File No. 089-0067) which describes the approximately 156 buildings, sites and structures located within the Falmouth District of Stafford County. This is primarily a portion of the old riverside port town of Falmouth, which has a similar historic appearance which was constructed during the town's period of historic significance, 1728 to 1956. The town has been the scene of renovation, rehabilitation and restoration activity since it was originally listed on the *National Register* in 1970. According to the *Register*, "The Historic District extends primarily northwestward along Washington Street from the intersection with West Cambridge Street on the intersection with Route 17."

This plan also incorporates available literature provided by Stafford County, local authors, property owners, County personnel and online research. This literature is listed in the bibliography which is appended to this plan. Several of the stakeholders interviewed are published authors, who generously provided materials for this publication. This study also makes use of opinions and advice gathered through interviews with knowledgeable local citizens and the owners of the historic buildings. During the study period, the research team made site visits to Falmouth during several seasons and toured numerous buildings.

Key Points & Recommendations for Falmouth's Interpretive Plan

The authors of this plan believe that the stories of Falmouth have an important opportunity to be remembered and appreciated through County leadership and dedicated citizen involvement. The effort will require investments in parking, interpretive media and a sustained plan involving public-private partnership.

Although the historic buildings of Falmouth are authentic, it is the human element to the Falmouth District that is currently missing. The buildings and their stories may be especially interesting to people who know and appreciate historic architecture. However, because most buildings are privately-owned, there is actually very little opportunity for people to be engaged in the historic stories of each property. To the untrained eye, the buildings may simply be considered old and dismissed as uninteresting if they are vacant.

Throughout this study, it was apparent that the people who lived in this community and the fabric of life in Falmouth through different eras offered the most compelling stories. When we look at the original purpose of the buildings, one can begin to understand the needs of the community and how they were met in this once prosperous town. The uses of Falmouth, its economy, culture and society have completely changed; however, through the stories of

Falmouth's people present day visitors can come to appreciate how ordinary people worked, played and survived through such turbulent times as the flooding of the Rappahannock River and the Civil War.

The importance of the buildings at the various periods provides us with insight into the local economy and business practices of the different eras. It shows us that life in this community was consistently changing and people had to be innovative to keep up with the changes and not abandon the town to look for other opportunities.

In order to provide the necessary infrastructure to revive Falmouth as an economically viable and interesting historic center, it is recommended that the County set aside land and develop adequate parking devoted to the historic district.

Additionally, it is recommended that the County construct a Falmouth Historic Monument at the base of Cambridge Street or within the park across from the County-owned "Counting House" that can provide a central focal point where the human stories of Falmouth can be connected to the buildings of the historic district. The proposed monument as described as V-1 in the interpretive form sets section of this plan (Section V) will provide a community gathering point for residents and visitors to appreciate the stories of the people who struggled in their various pursuits of liberty in Falmouth through the ages.

PROPOSED VISION, GOALS AND OBJECTIVES FOR THE INTERPRETATION OF THE HISTORIC FALMOUTH DISTRICT

Overall Vision for Falmouth

Establish Falmouth as a historic town center that will become a vibrant visitor destination for tourists and local residents alike.

Goals for this Plan

- Provide information so that the significant stories of Falmouth's history can be remembered and appreciated.
- Create visitor attractions that will help improve the economic vitality of the Falmouth District for the benefit of local businesses.
- Grow County revenues through longer stays and more spending by visitors in the Historic Falmouth District.

Objectives

Immediate (within 1 year)

- Document stories of the Falmouth District's historic buildings.
- Prioritize certain buildings for more interpretation.
- Do necessary government planning and preparation for the installation of a monument and new signage. This will involve selection of the right location and securing the land as well as designing the monument.
- Arrange with the Virginia Department of Transportation for a transfer of land for the proposed monument to the County of Stafford.

Mid-term (1 to 5 years)

- Develop new ways of communicating the stories of historic buildings and people of Falmouth so they can be better appreciated by residents and visitors.
- Develop a plan and content for a historic monument through public-private partnerships. Such a plan might include selling sponsorships of historic plaques, foundation bricks and other features.
- Develop landscaping and lighting along Cambridge Street.
- Develop a welcome sign for Falmouth. The sign should feature a design that immediately lets visitors know they are entering an area of historic significance.
- Develop a website and a mobile application that tells the stories of Falmouth.

Long-term

- Open a Visitor Center and Museum in one of the buildings located in Falmouth.
- Open more businesses that will enhance the historic ambiance of the Historic District.

II. A ONCE PROSPEROUS PORT & INDUSTRIAL TOWN

“Many people have touched Stafford County with their influence, whether they were native-born Staffordians or newcomers from continents afar... Here we recognize just a few of the people who helped shape or are still influencing the heritage of Stafford and places outside our county’s boundaries.” *Historical and Archaeological Committee, Citizens to Serve Stafford*

During the early 17th century, well-known explorer Captain John Smith came to Virginia, during which time he explored several rivers in and around present-day Stafford. He led an expedition which eventually came to the fall line of the Rappahannock River in the summer of 1608. Here Smith visited a settlement of the Patowomeck Indians, where he inquired about a glistening metal that he heard was mined by the tribe. He was later disappointed by the small mining operation along Aquia Creek.

The town of Falmouth was established in 1728 on the falls of the Rappahannock River in deliberately laid out town lots. The town supported the movement of tobacco and then wheat.

In the 18th century moving goods overland was extremely difficult due to the lack of roads and the extremely poor condition of those that existed; it was far easier to move goods and people by water. Consequently, early 18th century towns were often established as far upstream as a boat could navigate, thus enabling inland farmers to more easily carry their products to ships and markets.

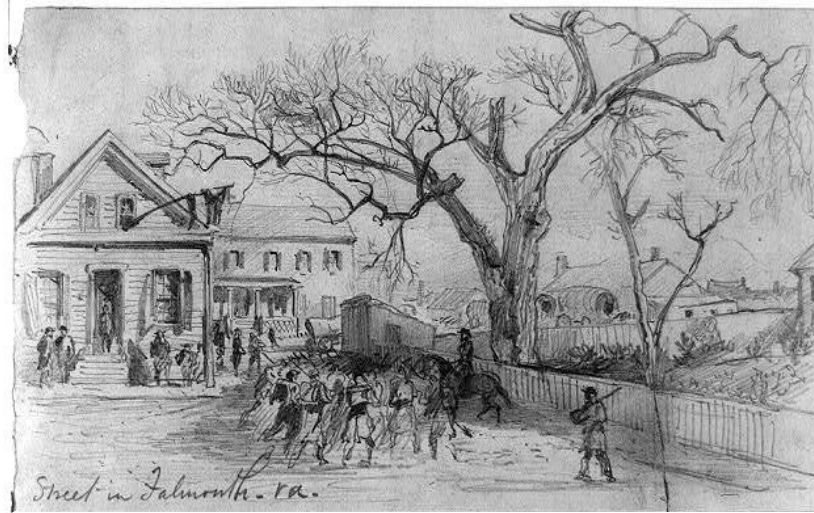


Captain John Smith

The centerpiece of Falmouth was its wharf. Although not visible today, its massive stone bulk remains beneath the sand just downstream from the Moncure Conway house on what is now known as River Road. The wharf was constructed perpendicular to the shoreline and was intentionally made low enough to allow water from the frequent floods to pass over it.

While the initial purpose of Falmouth was as a shipping point, men quickly recognized the economic potential from the ceaseless supply of water power there. While Francis Thornton had built a grist (flour) mill on the opposite side in the early 1700s, Scottish immigrant James Hunter was the first to harness the river’s power and begin an iron industry on the Stafford side. From about 1775 to 1781, the Hunter’s Iron Works manufacturing facility operated the largest furnace/forging in the colonies, making an enormous range of guns, horseshoes, stoves, plows and all other types of household and military necessities. In fact, during the Revolutionary War, the guns and other goods produced were deemed to be so important that 1,500 soldiers were sent by the government to protect the factory. His operation failed in 1782 due to a lack of funds. Only remnants of the location still stand today and are unmarked. Hunter is buried in the Falmouth Cemetery.

Most of Falmouth's mills were built after the Revolution and utilized water from Falls Run rather than from the flood-prone Rappahannock. After the Revolution, Virginia suffered from a serious economic depression. At the same time, Europe's Napoleonic Wars (1793-1815) had destroyed the area's ability to feed itself and European countries looked to America for a source of flour.



Rendering of a Falmouth street scene created in approximately 1860 by Alfred Rudolf (1828-1891)

Recognizing this promising market, industrialists began building very large mills that ground wheat into flour. Called "merchant mills," these facilities purchased wheat by the ton and ground it for export and international sale. Within a very short time, American flour was recognized as the finest in the world. Mill owners couldn't build mills fast enough to meet the ever-growing demand for their product.

A canal was built in Falmouth for the purpose of powering the massive flour mills. At one point in time, there were five merchant mills in Falmouth. Falmouth was not alone in this building surge; merchant mills were being constructed anywhere there was enough water power to run them. Some of the industrialists involved with this venture included John Richards (1734-1785), William Richards (1765-after 1815) who was John Richards' son, Robert Dunbar (c.1745-1831), Joseph B. Ficklen (1800-1874), Montgomery Slaughter (1818-1897), James Vass (c.1769-1837), William Brooke, Jr., and William C. Beale (1791-1850). These men assumed enormous debts to finance the construction of their mills.

In the midst of this building frenzy, American-English relations deteriorated. English warships began firing on and boarding American ships. Angered by these actions, President Thomas Jefferson convinced Congress to implement an embargo halting all shipping of goods from America to Europe. For the industrialists who hadn't yet had time to pay off their mortgaged mills, this was an economic disaster. An embargo was enacted in 1807. Almost immediately, it resulted in bankruptcies -- not only for the mill owners, but for ship owners, as well. Finally recognizing the magnitude of the disaster, Congress repealed the embargo in 1809.

Unfortunately, it was too late for many of the mill owners who, by then, had lost their properties. The flour industry never recovered its pre-embargo vitality, but the buildings remained and another group of industrialists arrived in Falmouth to take advantage of new technology and a new industry: textiles.



Basil Gordon (1770-1853)

In the early to mid-1800's a large number of hogs ran freely about in the streets of the port town of Falmouth until they were captured for shipment. The hogs would eat the mash that was thrown out from a couple of distilleries in Falmouth and would sometimes become drunk. As a result, the town was often referred to as "Hogtown" until well into the 20th Century.³ Another common nickname for Falmouth over the years was "The Bottom," which referred to its humble location near the bottom of the bridge with Fredericksburg.

Basil Gordon (pictured to the left), a well-known local resident, emigrated from Scotland to America, settling in Falmouth in the year 1786. He opened a store and eventually grew his business, exporting cotton and tobacco from plantations located along the Rappahannock River to England. It is said that Gordon was America's first millionaire. His historic home still exists at 303 King Street in Falmouth; however, it is not open to the public at this time.

The Industrial Revolution had originated in the northern states but, once again, Falmouth's water power enabled men to utilize that technology here. The old flour mills were eventually converted to textile production, primarily the manufacturing of various types of cotton cloth. The primary men involved with this venture were Duff Green (1792-1854), Walker P. Conway (1805-1884), and Joseph B. Ficklen (1800-1874).

The peak years for textile production in Falmouth were 1821 through 1853. By far, Duff Green (shown seated to the right right) was the greatest local player in this industry. Green was involved in a number of industrial ventures including canals and railroads in western Virginia, and steamships on the Potomac River and Chesapeake Bay. He established the Falmouth Manufacturing Company, Stafford's first company controlled by stockholders. Green purchased cotton from all states in which it was grown and sold his products up and down the eastern seaboard and as far west as California. As the railroads spread across the land, so did Green's textiles.

Because of the unpredictable nature of water power, Green embraced steam technology and built the Elm Factory. Located near the base of the present Falmouth Bridge, Elm provided employment for many local men and women. Duff also owned a store and hotel in Falmouth. After his death in 1854, his son, Duff Green, Jr. (c.1833-c.1885), continued to operate the factory.



Duff Green (1792-1854)

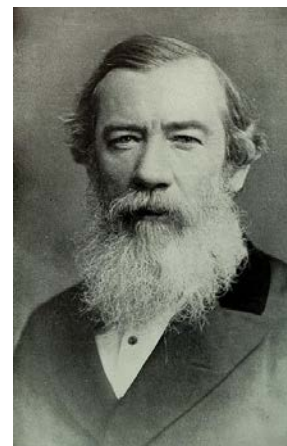
When the Civil War erupted, Green began making fabric for the Confederate service. Not until Union forces moved into Falmouth in 1862 did his manufacturing cease. After the war, Elm

³ Schools, Norman. *Virginia Shade: An African American History of Falmouth, Virginia*. 2010

Factory was leased to a northern industrialist who promised to restore and reopen it. It operated sporadically for a couple of years but was then closed and abandoned.

Silting in the river, which had always been a problem for a town built so far upstream, became insurmountable. Boats could no longer pick up or deliver goods to the Falmouth wharf and the little town quietly faded into little more than a residential community.

In addition to the industrial version of the history of Falmouth, this area is also well known for its Civil War history. Falmouth was the home of a former abolitionist who contributed his words and beliefs to the debate that eventually contributed to the start of the Civil War.



*Moncure Daniel
Conway (1832-1907)*

Moncure Daniel Conway (1832 - 1907) pictured to the right, was the son of a wealthy local farmer and judge, who eventually became disillusioned with slavery. A Methodist minister, Conway also became a writer and editor, and was outspoken in his views. His rebellious preaching against the sin of slavery antagonized many people in the South, including his own father. This resulted in bitter disputes with his neighbors in Falmouth, caused a temporary but lengthy separation from his family, and eventually put his life in danger. Conway later left the church and moved to England, where he pursued peace, wrote books and articles, and frequently spoke against slavery and on behalf of women's rights.

Today the Conway home still stands at 305 King Street in Falmouth next to the Rappahannock River. It is preserved and interpreted by a private foundation, the Moncure Conway Foundation. It is only open to the public on special occasions.



*General Joseph Hooker and his staff at Falmouth,
June 1863 – Library of Congress*

When the Civil War came to Stafford County and Falmouth in 1862, some 130,000 Union soldiers camped in the area along the banks of the Rappahannock River. It is almost unbelievable to conceive of the impact this had on the local community, as all local resources went to feed and care for men in active duty.

Cut off from Fredericksburg by the destruction of the Rappahannock River bridges, citizens experienced food shortages and extreme hard times. Fights ensued over "fishing rights" in the Rappahannock. One fisherman even went so far as to kill two Union soldiers who had taken fish from local traps. Angered

by the deaths, General Joseph Hooker sent out word that if the guilty man was not turned in by

6PM, the town of Falmouth would be put to torch. Angered by this, 14 local women marched on Clearview, where General Hooker was camping. Impressed by the women's petition on behalf of the town, the general recalled his burning order and Falmouth escaped the Union wrath.

The African American history of the slaves and freedom in Falmouth also has many interesting and meaningful stories that deserve interpretation. While no particular year is given, Falmouth was reportedly the location where many slaves attempted to escape bondage. The "Underground Railroad" was a famous illegal activity that may have begun in Falmouth, a location where slaves were helped by the kindness of individuals to escape from South to North.



*John Washington, born
a slave in 1838*

One of the most famous slaves of the region was John Washington, who later wrote his autobiographical memoir on being a slave and then finding his way to freedom. On April 18, 1862, Washington was the first known of approximately 10,000 slaves who crossed the Rappahannock River to gain freedom among the Union soldiers during the Spring and Summer of that year.

This brief overview of Falmouth's history must of course also include mention of the other, more famous Washington – namely the first American President, George Washington, who went to school as a boy in Falmouth. In 1738, Washington's father Augustine purchased Ferry Farm's 260 acres, expanding it to include another 320 acres and then moved his family to the Rappahannock site. At the time, George was six years old. George resided at the farm until the age of 20. Improvements to the Ferry Farm continue today in an effort to open the site to full-time public visitation. A certified Virginia and national historic site, the farm is located just a few miles south of Falmouth.



This artist's rendering of a freed slave who crossed the Rappahannock River could inspire a dramatic statue for a monument. Source: www.trailtofreedom.com

While not the actual schoolhouse that George Washington attended, a small school building called the Hobby School that was much like his school now sits next to the Union Church where it is available for present day visitors to see.

III. DRAFT INTERPRETIVE OBJECTIVE & THEME

Interpretive objectives for the Interpretive Plan are a collection of the “outcomes” that the planning team and community members had noted as to what they wanted the interpretive plan, when fully engaged, to accomplish. Many of the objectives were taken from notes from meetings with different Falmouth community members and property owners. They reflect “big picture” objectives for the interpretation to accomplish for the total historic district interpretive experience.

Following is a list of specific objectives which can be added to, modified/edited or eliminated during the review process for this Plan.

Proposed Menu of Interpretive Objectives

During or upon completion of their visit to the Falmouth Historic District and supporting nearby historic sites and businesses, the majority of visitors will:

Educational Objectives

Human themes

1. Understand the significance of Falmouth as a historical treasure that allows us to explore the life of ordinary people (just like us) seeking liberty over 200 years of changing times.
 - Early settlers
 - Encamped soldiers
 - Everyday merchants
 - Families and how they struggled after the ravages of Civil War
 - Thousands of slaves that crossed the river to freedom
 - Understand that the changes in the Falmouth community over time can still be seen in modern communities when a factory closes or other events affect community businesses.
 - Proposed pedestrian Rappahannock overlook will clearly show visitors why Falmouth is called Falmouth and why it was located here.
2. Learn about prominent people who made their fame and/or fortune in Falmouth:
 - Captain John Smith
 - James Hunter, Owner of Hunter’s Mill
 - Bazil Gordon
 - George Washington
 - John Washington, former slave
 - Moncure David Conway
 - Gari Melchers, painter

River influence themes

3. Appreciate the role of the Rappahannock River in influencing human land use and community/industrial development.
 - Gain a general understanding of the transportation history of area/region, and the role the river played in creating Falmouth's industries.
 - Learn why Falmouth is called Falmouth and why it is located where it is located.
 - Learn about the special challenges Falmouth has faced over the years such as silting and flooding of the Rappahannock River.
 - Appreciate the connection between the river and the natural history of the area to the development of human life throughout time.
 - Wildlife: gain a general overview of the Rappahannock River's environmental and riparian habitats.

Industrial development themes

4. Appreciate the historic process of creating and shipping food and related products in the 1700-1800's.
5. Learn the time line of the different factories and mills that operated here and what eventually happened to them.
 - The Hunter Iron Works and its significance
 - Gain an understanding of milling finances – what it cost to have a farmers grain “milled”, how the miller was paid, etc.
 - Understand what the Mill's workers life/family life was like.
 - Learn the transition of milling operations that occurred here and why the changes occurred.
6. Learn how Falmouth's early economic system operated – for example the charging and accounting for port fees and tariffs – and compare the value to what it is today.

General theme

7. Learn of other nearby and regional historical sites located along the river where one can experience the significance of the region in U.S. history.

Behavioral Objectives

1. Be curious and want to learn/discover more about the natural and human history of Falmouth.
2. Be motivated to see all of Falmouth's sites historic buildings.
3. Be encouraged to walk the proposed self-guiding community tour, or attend future live conducted community tours.
4. While visiting Falmouth consider patronizing local businesses
5. Use proposed timeline and outdoor exhibits and related interpretive media to correctly articulate and tie Falmouth key historical events together.
6. Understand that most of the Falmouth historical buildings are private homes and businesses and respect the home owners' privacy.

7. Be sensitive to the necessity of historic preservation; feel that preserving historic structures has value and should be done.
8. Will be able to easily find the main Falmouth Historic District parking area(s).
9. Tell others about their positive Falmouth historical experiences.
10. Learn of the diversity of Falmouth future interpretive programs and want to return to Falmouth and the region often.

Emotional Objectives

1. Appreciate the value and lessons of the past.
2. Be surprised that so much of Falmouth's history has been preserved.
3. Local residents will feel that the heritage area adds to their personal quality of life.

Interpretive Theme

An interpretive theme is the one main idea or concept that all of the interpretive programs, services and media strive to illustrate. For the Falmouth Historic District the suggested draft interpretive theme is:

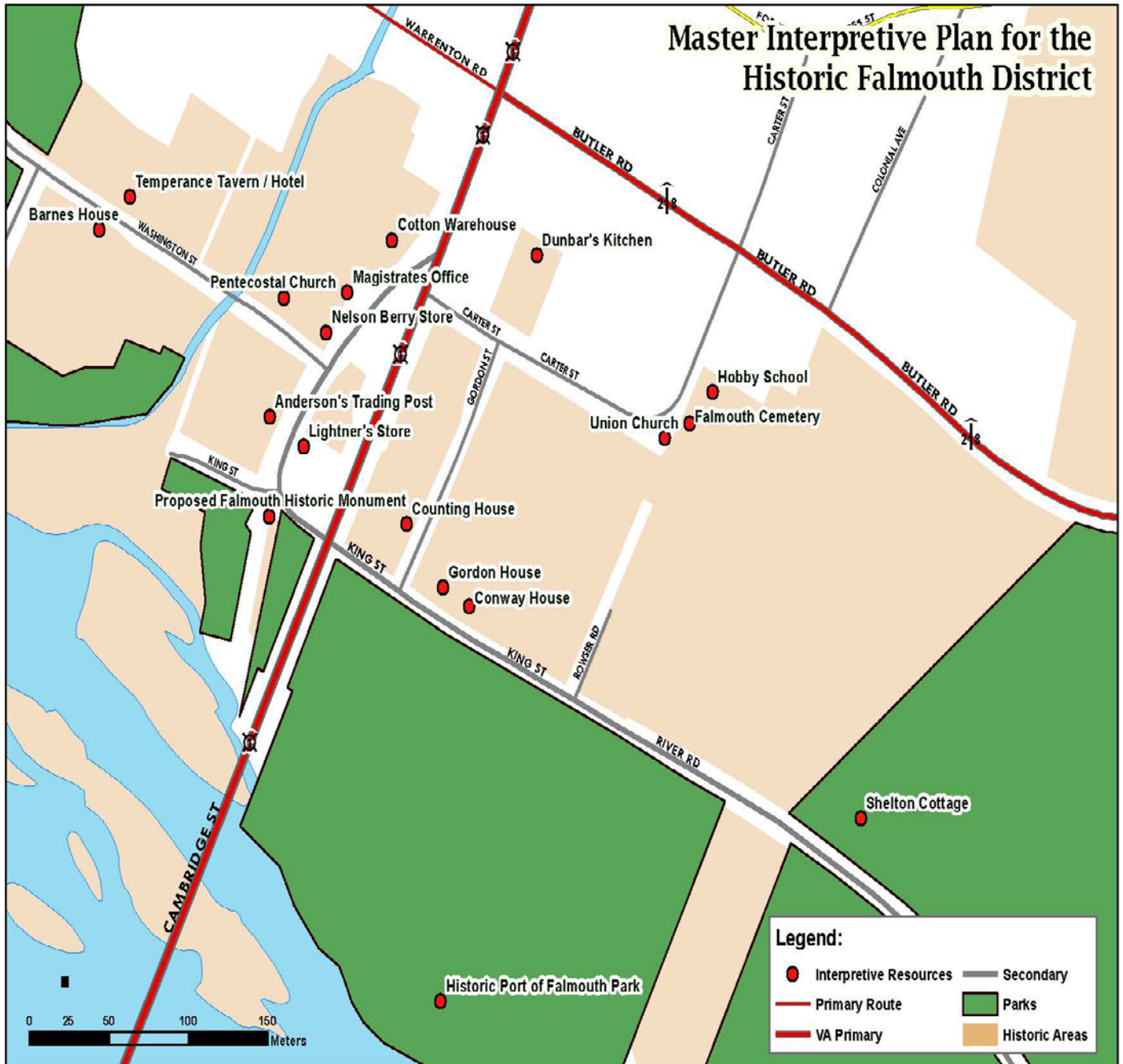
The Falmouth Historic District represents a 280-year-old time capsule on the banks of the Rappahannock River that is preserving the stories of the rise and fall of a once prosperous industrial town -- a historically important community.

IV. INTERPRETIVE RESOURCE/SITE INDEX

The interpretive sites list represents the main interpretive features or experiences that are recommended for interpretive services, media or related experiences. For Falmouth, the planners considered that many of the historic structures are privately owned or may have different future uses planned for them. This initial inventory represents structures and sites that are of major potential use. Other buildings or structures, currently under renovation could be added to this plan at any time.

Sites

Proposed Falmouth Historic Monument	Temperance Tavern/Hotel
Orientation sites/orientation kiosks or information points.	Barnes House
Interpretive (or potential interpretive) trails or walkways	Lightner's Store
Rappahannock River Access/Interpretation	Anderson's Trading Post (Amy's Restaurant)
Historical Port of Falmouth Park	Nelson Berry's Store
Potential Interpretive Trail from Falmouth Park to Vista Viewpoint and Falmouth Tour Route	Master Hobby School
Union Church	Shelton Cottage
Conway House	Magistrates Office
Gordon House	Pentecostal Church
Cotton Warehouse	Dunbar's Kitchen
	Counting House
	Falmouth Cemetery



V. INTERPRETIVE INVENTORY AND STORY DEVELOPMENT FORM SETS



Falmouth, 1901 (Barry Fitzgerald; John Hailstock)

Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: V-1

Site Name: Proposed Falmouth Historic Monument, an outdoor interpretive center and vista point overlooking the Rappahannock River.

Site Location: Refer to the site location map

Main interpretive topic

This interpretive vista/station to be developed would focus on the human stories of the “famous” and the “ordinary” people of Falmouth. The center could feature a statue or sculpture – or a garden -- surrounded by interpretive panels, each featuring a story of a famous citizen or group of people.

Interpretive Significance

As envisioned, this area would become the most significant interpretive attraction within Falmouth, a “must see” monument for visitors to the area. It would be a picture-taking location that would provide a river overlook for pedestrians. A monument in this location would allow visitors to see the fall line of the Rappahannock River which was so important in the location of the town.

The monument would connect to the riverside bike path and proposed Falmouth Historic District Interpretive Walking Tour and driving tour of historic buildings. It would be the primary area for interpreting stories of the people of Falmouth until such time as a Falmouth Heritage Center/Exhibit area could be located and developed. A map showing locations of historic buildings featuring a QR code should be available in this location, where visitors can download a mobile application for their own self-guided tour. This would also be a location where visitors could pick up a brochure.

Interpretive Objectives for this site

Visitors will be introduced to the main Falmouth interpretive theme, and an educational display discussing the river’s fall lines and their importance to 18th Century town planning. This would also be a location to tell the stories of both famous and ordinary people who did extraordinary things in their “pursuit of liberty.” The stories would each have their own interpretive panel and might include:

- John Smith and the native Indians
- George Washington as a boy going to school in Falmouth
- James Hunter and the significance of the Hunter Ironworks in the Revolutionary War
- The working people of the mills and seaport of Falmouth
- Bazil Gordon, America’s first millionaire and how he made his fortune here

- Moncure Daniel Conway, the abolitionist who risked his life and family to speak against slavery
 - The 135,000 Union soldiers who were encamped in the area during the Civil War
 - The women of Falmouth who marched to speak with General Hooker in order to avoid a conflict between the local community and the Union Army
 - The “Underground Railroad” that began in Falmouth and the 10,000+ slaves who eventually crossed the river to freedom.
 - John Washington, a slave who had a vision of freedom and was the first documented slave to cross the Rappahannock River to freedom
 - George “Slick Pot” Payne, a well-known local resident who caught the last sturgeon off of Falmouth beach
 - Gari Melchers, a famous painter who made Falmouth his home
- Visitors will gain a historical time line perspective of Falmouth’s history.
 - Visitors will learn about some of the historic buildings that can still be seen in Falmouth.
 - Visitors will learn of other heritage sites nearby that they can visit to continue their heritage touring (Chatham, Belmont, Ferry Farm).
 - Visitors can access a pedestrian overlook to see the Rappahannock River.

Recommended Location, Monument Design Components and Options

The proposed location at the base of Cambridge Street along the river is an elevated site above the bike path on what was at one time the foundation of the old bridge crossing the Rappahannock. The site is currently owned by the Virginia Department of Transportation. For this site to be used and maintained with proper landscaping for a monument, it would conceivably need to be transferred to County ownership.

A formal site survey, engineering, preparation, design and construction would need to be done by licensed professionals. The site is within the floodway of the Rappahannock River, but is located on one of the highest points. Some consideration to design of the monument should keep this in mind.

It is envisioned that there would be numerous interpretive panels embedded in a solid pedestal in a semi-circle facing the river to interpret the stories of Falmouth. The site would also feature a river overlook structure.

The authors of this plan highly recommend that the stories for the panels be composed by local historians to add a significant element of community engagement and opportunity to the monument. Depending upon the final size determined by survey, six to 10, 2’ x 3’ interpretive panels and a map are recommended to be located at the monument site.

It is envisioned that the interpretive panels on the monument could be offered for private sponsorship by donors in a non-profit program to defray costs of constructing the monument. For example, this could be organized by the Historical Society and/or Stafford County. Additionally, the bricks that surround the base of the monument could be sold for sponsorship and would feature the names of donors.

The center of the monument could feature either a sculpture or a statute depicting a story of Falmouth – for example, the slaves crossing the river. Alternatively, the center could feature a flagpole or a garden. A landscaped center could feature seasonally blooming flowers in the warm months, and a giant lighted Christmas tree during the holiday season, adding a further draw to this historic community center location. An annual ceremony could mark the occasion of the tree lighting, for example.

Existing site photos and simple conceptual drawings of a proposed historical monument follow this page.

It is worth noting here that a County-funded *Falmouth Safety and Parking Improvements Project* has been underway for several years. The engineering design for phase I public parking at the Counting House and the Historic Port of Falmouth was completed and as of this publication, was awaiting funding for construction. A proposal for phase II which was to incorporate design and construction of the pedestrian overlook, additional sidewalks and streetscape along West Cambridge St. and additional public parking adjacent to Washington St. was submitted to the County and also awaits funding.

Due to the terrain, this pedestrian overlook could also incorporate a pier or wharf design overlooking the river for historical significance, which would tie into the historic bridge approach and abutment. The design developed in the Falmouth Safety and Parking Improvements Project envisioned a gazebo-like structure in a location where people could view the nature of the river above the fall line, to the west, and the nature of the river below the fall line, to the east.

Site Photos of the Proposed Monument Site



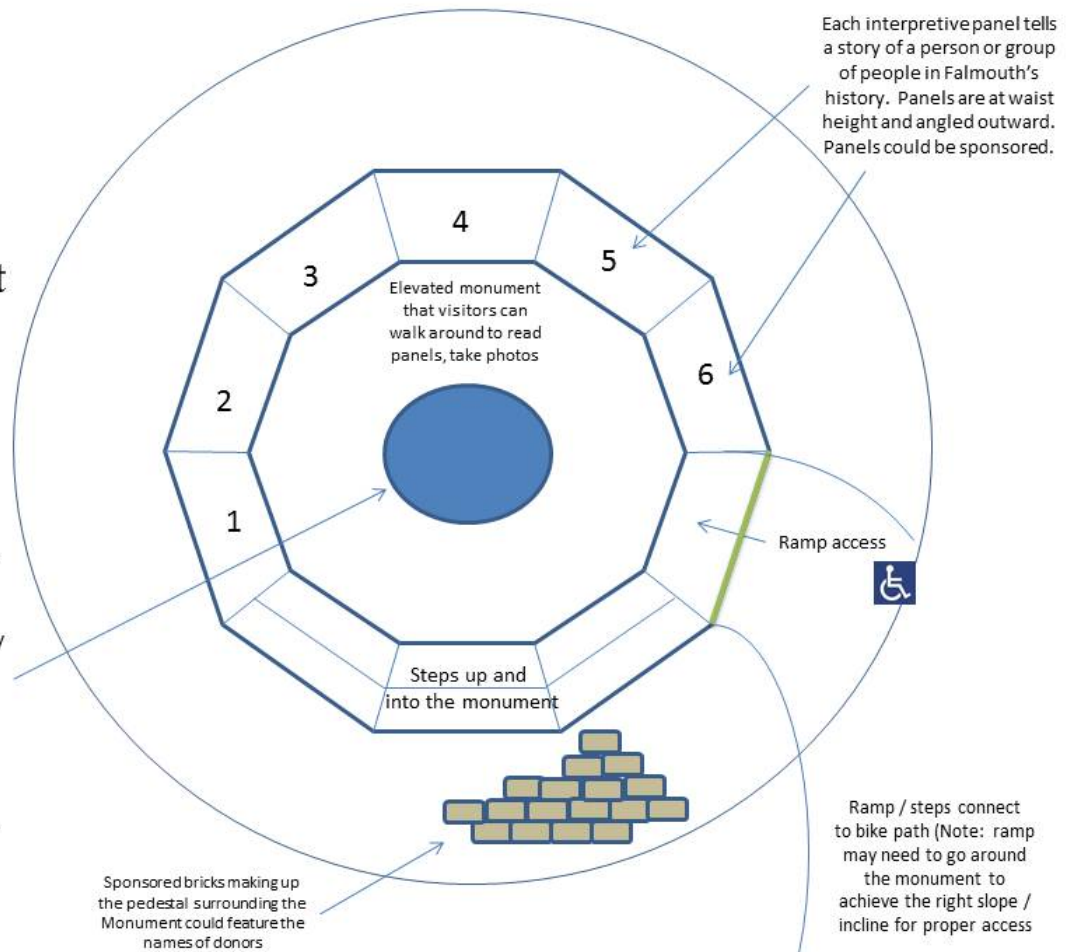
Location proposed for the Monument and pedestrian viewpoint of the river. This location is at the base of Cambridge Street. Remnants of the foundation of the original bridge form part of the rise, which overlooks the river. An alternative location would be in the County's public park which is located on the other side of the base of the bridge. The Belmont-Ferry Farm Trail which links Belmont, Falmouth and Chatham, with a future extension to Ferry Farm, passes this location. This provides potential for both bicycle and pedestrian activity.

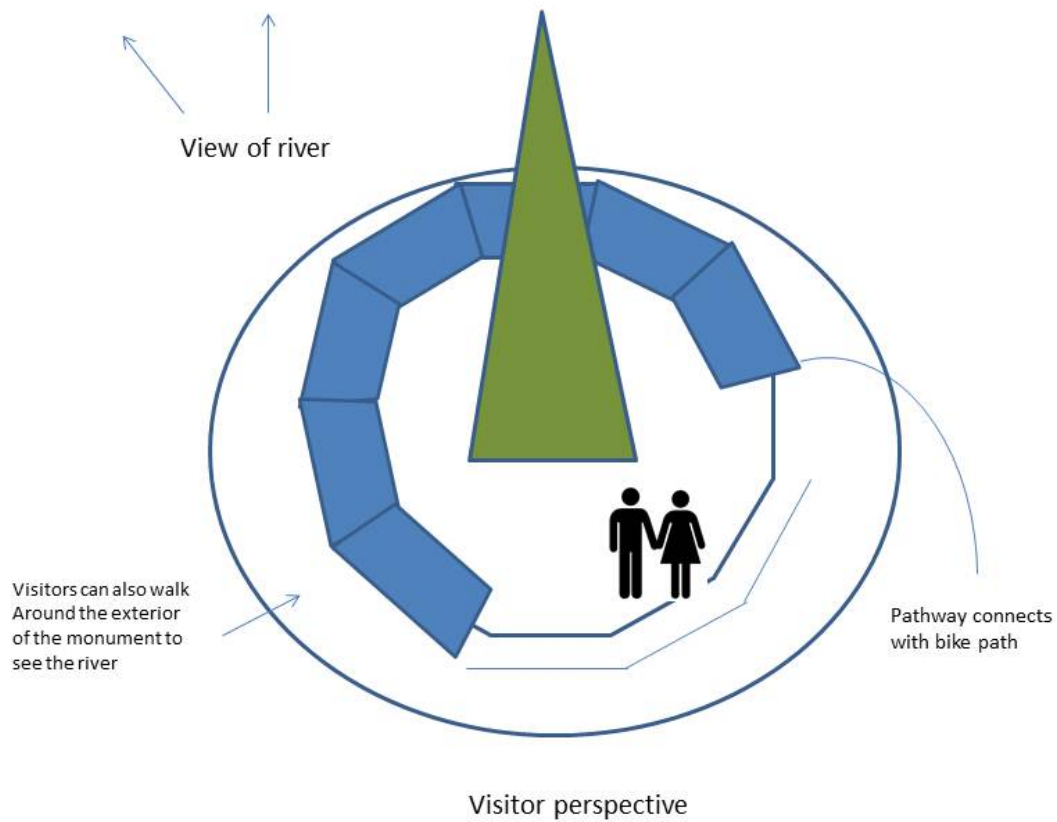
Views to the business district from this vantage point. This site has advantages in that it would be visible from the road as one drives down Cambridge Street, providing a focal point for the historic district and an additional draw that would help draw visitors to support local businesses in the area.

Concept for a Falmouth Historical Monument

Options for the center:

- 1) Carved stone or bronze figurine depicting a key story of the freed slaves
- 2) A flagpole
- 3) A landscaped area that could feature flowers in the summertime and a giant Christmas tree during the holiday season.





*Example of a sponsored brick base and walkway from another historic location.
Names of donors are carved into the bricks.*

Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: O-1

Another potential location would be in the southeast quadrant of the intersection of US-1 and US-17/Rt-218 where the Virginia Department of Transportation has agreed to turn over to the County any land not used for intersection improvements. Preliminary discussions have involved placing parking on the former Noble car lot next to Dunbar's Kitchen.

Site Name: Historical Port of Falmouth Entrance Sign & Visitor Kiosk

Site Location: See map

Main interpretive topics

- Orientation and welcome to the Falmouth Historic District
- Overview of Falmouth historic buildings and tour
- Overview of the historical port of Falmouth
- Safety issues, rules, etc.
- Local and nearby attractions

Interpretive significance

Falmouth currently lacks an entrance sign to announce to visitors that they are entering a historic area. As noted on the map, the location O-1 offers the best location to direct future Falmouth Historic District visitors to park and begin a planned walking tour route. As the potential main parking area, an interpretive kiosk located near the entrance sign would be the visitors' first formal contact point.

Interpretive objectives for this site

- Visitors would gain a clear understanding of the historic district area and sites.
- Be motivated to walk a self-guiding route to see the historic buildings and viewpoints.
- Be mindful that many of the buildings are in private ownership.
- Gain a general timeline history of Falmouth.

Recommended interpretive media options

- One 3 or 4 sided kiosk (see example below)
- Provide a cell phone interpretation number
- Potential brochure distribution box for SGT



Example of a kiosk and a welcome sign for a historic district in Southern Utah



Example of a marker used to designate a historic building. The name and story of the building can be seen just outside the property. Therefore, visitors do not need to disturb occupants in the case of privately-owned buildings that are not open to the public.

Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: T-1

Site Name: Proposed Interpretive Trail from Falmouth Park to Vista Viewpoint and Falmouth Tour Route

Site Location: See draft route plan on the index map

Main interpretive topics

The main topics for interpretation would be a historical overview of “what was here” from the 1700’s and 1800’s, and what remains visible of that history today. The trail would take visitors to a proposed Falmouth Historic Monument (V-1) for more in-depth interpretation of the stories of the famous and ordinary people of this historic town.

Interpretive significance

This would be the main self-guiding experience for visitors, taking about one hour to walk at a leisurely pace – and give them an overview of the significance of the remaining historic buildings and sites and their place in the timeline of history.

Interpretive objectives for this site

- All visitors to this gateway location can learn about the self-guiding materials for a walking tour using this existing trail and then continuing through Falmouth and back to the parking area.
- All visitors will learn of the trail route and highlighted locations to see along the way.
- Visitors will learn how long the walking tour would take.
- Visitors will learn that many of the buildings are in private ownership and they should not trespass on private property.
- Visitors will want to learn more about each of the buildings or historic locations through additional means such as a proposed Falmouth Historic District website.
- Visitors will be made aware of safety issues (crossing streets and watching for traffic).

Recommended interpretive media

Interpretive media options for the walking tour route could include:

- Printed self-guiding leaflet (to be available at the parking area kiosk or other locations)
- Printed self-guiding leaflet available to download from the proposed Falmouth web site as a PDF.
- Potential for a Smart Phone mobile application walking tour – associated with a printed tour guide.
- Interpretive panels at select locations (such as V-1) or by select historic buildings.
- Existing interpretive panels would be incorporated into the tour plan/presentation.

Site photos

Walking trail (recommended as a section of the self-guiding interpretive walk) from the main parking area to V-1 (vista viewpoint) with views of the river (historic mill locations) and Falmouth street view.



View of West Cambridge Street

Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-1

Site Name: Union Church

Site Location: Carter Street. See site location map

Main interpretive topics

Interpretive topics could include its role in Falmouth community life, serving four major denominations who shared the facility, its role as a military hospital during the Civil War, as well as the story of how only the façade of the Church is now left standing.

Interpretive significance

- Built by the Falmouth community around 1819, the Union Church replaced an earlier Anglican Church that had burned.
- Because the membership numbers for each of the denominations were too small to operate their own church, Union Church was shared by Methodists, Baptists, Presbyterians, and Episcopalians on a rotating basis.
- The church served as a Union military hospital during the Civil War. The soldiers removed and destroyed most of the interior woodwork.
- The Church served as a place of worship until 1935. After 15 years of disuse, a violent storm brought down the roof and damaged three exterior walls in 1950. Most of the church collapsed. Local citizens bricked up the narthex to preserve the surviving façade of the old building. This remains standing as Falmouth's most unique landmark.
- The Church earned listing on the *National Register of Historic Places* in 2009.
- It was listed as one of Preservation Virginia's "most endangered sites" in 2006.

Interpretive objectives for this site

- Visitors will learn of the main historical use of the church, and why there is only this faced left standing today.
- View/read the current interpretive panel at the church about its history.

Recommended interpretive media options

Existing interpretive panels at the church are of good quality and can be kept as is.

Additional interpretation of the site can include:

- Being a stop on the Falmouth Historic District Interpretive walking tour brochure.
- Additional interpretation via cell phone interpretation.
- Additional interpretation via a proposed Falmouth



Historic District web site.

- A stop during formal (live) walking tours.

Site Photos of Union Church



*Photo taken between 1927 and 1929 by Frances Benjamin Johnson
Library of Congress*



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-2

Site Name: Moncure Daniel Conway House

Site Location: 305 King Street. See the site location map

Main interpretive topics

- Listed on the *Virginia Landmarks Register* in 2003 and the *National Register of Historic Places* in 2004, this is a 2-story brick home built in 1807.
- An outspoken abolitionist and author, Mr. Conway raised awareness of the cause of abolishing slavery. His writings and sermons contributed significantly to the early discussion that eventually caused the Civil War.
- Role of the house during the Civil War.

Interpretive significance

The Moncure Conway House is located within the Falmouth Historic District, overlooking the banks of the Rappahannock River. This two-story, brick house was constructed in the Federal style in 1807 by Scottish merchant James Vass (1770-1837). It was later owned by Walker Peyton Conway (1805-1884) who was involved in the Falmouth mills and served as presiding justice for Stafford County. Walker's son, Moncure Daniel Conway (1832-1907) grew up in the house and became an internationally-recognized abolitionist and author.

The Federal architectural style was popular in the United States from 1780 to 1830 and was named for its association with the early American republic. Like other buildings of this style, the Moncure Conway House has a symmetrical appearance with five bays on the façade; six-over-six and nine-over-nine double hung sash windows, and classical detailing. A large, semi-circular fanlight is located above the main entrance. The brickwork was completed in decorative Flemish bond. The roof is covered in slate and features parapet gable ends.

The Moncure Conway House also includes an unusual feature called a "flounder" end. More often seen in Alexandria, Virginia and St. Louis, Missouri, the flounder house form, which is sometimes referred to as a "half house," appears to be an accidental element but is actually quite deliberate. The term flounder refers to the distinctive outline of an end wall and roofline. If viewing the Moncure Conway House from the front, the building appears to be a symmetrical, central hall plan dwelling. However, if viewed from the east, the flounder end gives the appearance that the house has half of a gable roof.

Although the property survived the Civil War, changes of ownership, periods of abandonment and flooding, the house remains in excellent condition with much of the historic, architectural features intact. (*Source: Moncure Conway Foundation website*)

Interpretive objectives for this site

During their visit to Falmouth the majority of visitors will:

- Gain a general overview of the history of the Conway House.
- Learn of the Conway family's role during the Civil War.
- Learn of Conway's role in helping lead escaped slaves to freedom.
- Learn how the home was used as a winter quarters for segments of the Union Army.
- Be able to see some of the key architectural element of the home design and construction from the outside.
- Respect the fact that this is private property.

Recommended interpretive media

There is existing interpretation across the street from the Conway House in the form of the sign below. However, a more descriptive interpretive panel with a portrait of Mr. Conway should be considered for the proposed monument site.

Additional interpretive options

- stop on the Falmouth self-guiding interpretive walking tour brochure
- stop for future mobile application interpretative tour
- stop on a live guided walk
- inclusion in the proposed Falmouth website



Site Photo of the Moncure Daniel Conway Residence



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-3

Site Name: Bazil Gordon's House

Site Location: 303 King Street. See site location map.

Main interpretive topic

The life story of Bazil Gordon, millionaire merchant of Falmouth.

Interpretive significance

Built in 1800, this two-story brick house with asphalt shingled roof was built by Bazil Gordon.

Interpretive objectives for this site

During their visit to Falmouth the majority of visitors will:

- Learn of Bazil Gordon and his role in the economy of Falmouth.
- Be able to see some of the key architectural element of the home design and construction from the outside.
- Respect the fact that this is private property.

Recommended interpretive media

- Interpretive plaque with a 150-word story and photo of Bazil Gordon. The plaque should also mention other buildings owned by Gordon that can be seen in Falmouth.

Additional interpretive options

- stop on the Falmouth self-guiding interpretive walking tour brochure
- stop for future mobile application interpretative tour
- stop on a live guided walk
- inclusion in the proposed Falmouth website

Site Photo of Basil Gordon's Residence



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-4

Site Name: Bazil Gordon's Cotton Warehouse / Brooks House

Site Location: 201 Cambridge Street. Refer to the site location map.

Main interpretive topics

- The main interpretive topic would be to connect this building to the textile mills that were developed in Falmouth from the 1820's through 1862. Cotton was at one time an essential agricultural crop grown in plantations throughout Virginia. At the time cotton was grown in abundance, its plantations were highly dependent upon slave labor. The cotton was brought to Falmouth, where it was milled and then exported.
- This building built in 1780 is an example of Flemish and English-bond brick.
- The building was also used as a residence.

Interpretive significance

- This warehouse was used by Bazil Gordon, one of America's first millionaires. It stored cotton from Virginia and South Carolina awaiting shipment from Falmouth's dock.
- In the 1860s, it became a private residence and remained one until 1987. The family of Duff Green lived in the warehouse before moving to Fredericksburg in 1864. The family of Edwin Brooks also resided in the building at one time.
- It was also used as a Masonic lodge before becoming a commercial real estate office building.

Interpretive objectives for this site

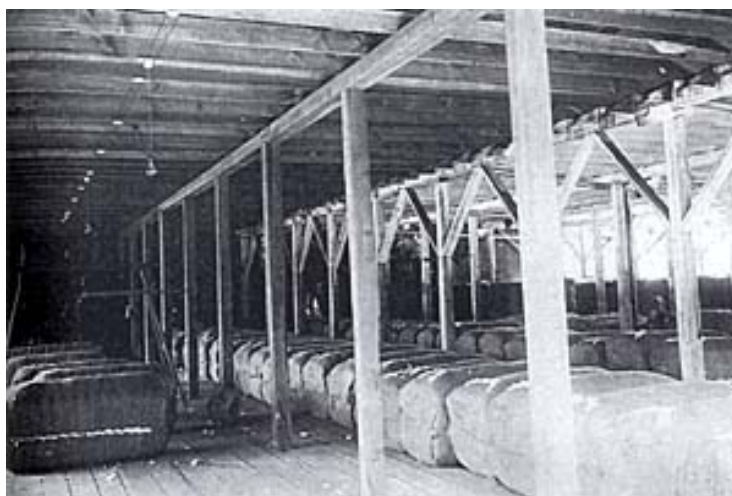
- Visitors will gain an understanding of the transition from the cotton and tobacco industries to merchant mills and textile mills as part of Falmouth's changing commercial operations.
- Will learn that this building was used to store cotton ready for shipping via the Falmouth Port to the east coast and beyond.
- Generate an understanding of the importance of preserving historic structures such as the warehouse.

Recommended interpretive media

Interpretive media could include:

- An interpretive panel for the Cotton Warehouse.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth web site.

Site Photos of the Bazil Gordon Cotton Warehouse



The cotton warehouse as it appears today and a photo of a general interior of an 1800's cotton warehouse with bales of cotton being stored before shipping.

Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-5

Site Name: Temperance Tavern & Hotel

Site Location: 121 Washington Street. Refer to site index map

Main interpretive topics

- One of Falmouth's historic businesses, a local tavern and hotel served visiting merchants who came to the town for trading.
- Built in 1829, this building is an example of Flemish-bond brick federal architecture.

Interpretive significance

This building was originally designed as a combination store and residence for William Brooke, Jr., a merchant and mill owner. Its 18-inch thick load-bearing brick walls support a slate roof. By 1886 the main building was being used as a dwelling and has continued as such to today. Also built on the lot was a warehouse which was later used as a cooper's shop. An inventory list in Stafford Courthouse gives some insight into what was in the warehouse; the inventory included horse collars, bridles, tacks and nails, sets of knives and forks, sets of cooking instruments, rat traps, hatchets, corn axes, molasses, cakes of shaving soap, white domestic cotton, flax seed, salt peter, and more.

As the Falmouth area became less of a seaport and more of an avenue to the West, the main building changed to become a hotel for travelers. About 1835, or shortly thereafter, three fireplaces were added to the building's north end. The large exterior chimney opened to two corner fireplaces downstairs, one to a kitchen, and the other to a formal dining/sitting room. The third one upstairs opened into a large master bedroom. Large 6-over-9 windows with sandstone sills, brick sidewalks with sandstone curbs, and sandstone thresholds also appeared.

In 1839, an ad was placed in the *Political Arena*. It mentioned that the place was now called the "Falls' Temperance House." The advertisement mentioned that it would be for temperance travelers and alcohol would not be permitted.

The Proprietress has, at considerable pains and expense, fitted up, in the best manner, for the accommodation of the Public, the above establishment, in the Town of Falmouth, on strictly temperance principles, where every attention to the comfort of visitors, travelers, and their families, will be

dispensed, and no exertion spared to make their stay pleasant and agreeable. Attached to the premises are good Stables and Carriage Houses. Boarders will be received by the week, month, or year, and rooms, fire and lights, furnished, if required. Patronage is respectfully solicited. Refer to B. Gordon and M. Forbes, Esqrs. and Capt. D. Green, Falmouth."

Legend has it that the tavern on West Cambridge Street, now known as Amy's Café, served alcohol. So this establishment provided lodging for men and their families who did not wish to partake of alcoholic beverages.

In 1886, the Brown family purchased the tavern and turned it into a domestic dwelling. From that time forward it has remained a private residence.

(Most of the above information from Jack Edmund's article on Temperance Tavern found in *Foundation Stones I.*)

Interpretive objectives for this site

- Visitors will enjoy learning how "temperance tavern" got its name.
- Will understand how the river traffic and gateways for people traveling west led to the development of new businesses in Falmouth.
- Learn the many functions of the tavern
- Learn it is privately owned today.

Recommended interpretive media

- An interpretive panel for the tavern/building.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth website.

Site Photo of Temperance Tavern



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-6

Site Name: Barnes House

Site Location: 118 Washington Street. See site location map.

Main interpretive topics

- History of the owners.
- Historic preservation techniques being used to restore the house which was built in 1780 of a wood frame clad in weatherboard, Dutch Colonial style architecture.

Interpretive significance

The Barnes House, its oldest part dating to 1780-1790, has served as a caretaker's home and guesthouse for the historic Belmont Estate, a school for black children (according to oral histories), and a field laboratory for UMW Historic Preservation classes. The Barnes House is one of the oldest structures in Falmouth and is the only gambrel roof structure in the area, making it potentially eligible for listing on the National Register of Historic Places for its distinctive characteristics and workmanship. This building is privately owned.

The builder and original owner of the Barnes House are unknown. The earliest known owner was businessman Joseph B. Ficklen, who owned both Belmont and the Barnes House. Ficklen, who sold Belmont to Gari and Corinne Melchers, sold the Barnes House to Harrison B. Barnes in 1850. Barnes and his sisters lived there for many years, ultimately leaving the structure to Annie Duncan Lucas and her husband until their deaths. There is speculation that Annie Lucas was one of several black children taken in by the Barnes sisters and taught in the basement when it served as a school. Barnes heirs sold the structure to Gari and Corinne Melchers in 1920, once again reuniting the Barnes House with the Belmont Estate.

Interpretive objectives for this site

- Visitors will gain an insight into the value of historic preservation.
- Will understand some of the challenges and techniques used to preserve/restore historic buildings.
- Will learn some key point about the history and past use of the house.
- Understand the role of the home in the history of Falmouth.

Recommended interpretive media

- A stop on the proposed Falmouth Historic District self-guiding walking tour (once the home is stabilized and safe for visitors).
- Mobile application cell phone tour, possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth website.

*Site photos of the Barnes House
and its location on Washington Street*



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-7

Site Name: Duff Green Bazil Gordon Warehouse / Lightner's Store

Site Location: 104 W. Cambridge Street. See site location map.

Main interpretive topics

- Duff Green's & Bazil Gordon's warehouse was built in the federal architectural style in 1835 of Flemish and English-bond brick.
- Transition of the building to other uses (Lightner's General Store).

Interpretive significance

Duff Green's & Bazil Gordon's Warehouse (1700's), became the Lightner's Store in the 1833. As of 1917, Falmouth remained a local center for retail business. Ten general stores and three grocery stores were listed in the directory, including Lightner's.

Interpretive objectives for this site

- Visitors will understand the importance of preservation of historic buildings.
- Visitors will learn of the many uses this building has gone through.
- Visitors will be amazed at how well this building – built in the 1700's – has survived.

Recommended interpretive media options

- An interpretive panel for the building.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Mobile application interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth web site.

Note: this building has the most promising potential for development due to its soundness of structure and prime location. It could offer good potential as a future Falmouth Heritage Center (Visitor Center). Privately-owned, it is currently under consideration for restoration and remains empty.

Site Photos of Lightner's Store



*Photo 1925 – 1929 by Frances Benjamin Johnson (1864-1952)
Library of Congress*



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-8

Site Name: Anderson's Trading Post (Amy's Cafe)

Site Location: 103 West Cambridge Street. Refer to the site index map.

Main interpretive topics

- Historic American-bond brick federal architecture, this structure was built in 1820.
- History of the building's original use and subsequent re-uses
- Tie-in with historic personalities (Bazil Gordon, mill owners, etc.)

Interpretive significance

Anderson's building served as an early trading post, tavern, an apartment building (Ellis Apartments) and later as Bazil Gordon's general store. Bazil Gordon emigrated from Scotland to America, settling in Falmouth, Virginia in 1786 where he opened a small store. Gordon grew his business, exporting large amounts of tobacco from plantations along the Rappahannock River to England. He is believed to be America's first millionaire. Boarding was available on the second floor with fireplaces available in each room.

Having gone through many changes in use over the years, this privately-owned building is now the location of Amy's Café and a private residence on the upper floor. For a video about the history of Falmouth with discussions of this building, visit:

http://www.storefrontstories.com/VA_Stafford_Amys-Cafe.htm

Interpretive objectives for this site

- Visitors will learn the role of the original trading post – managing goods being shipped into Falmouth, and sold/shipped out of Falmouth.
- Learn a little about the historic uses of the building over time.
- View the short video (when they get home or through cell phone interpretation) about Falmouth and the trading post/tavern.
- Stop in and have a meal or drink at Amy's and view historical photos of the area mounted on the wall.

Recommended interpretive media

- An interpretive panel for the tavern/building.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth website.

Site photos of Anderson's Trading Post / Amy's Cafe



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-9

Site Name: Nelson Berry's Store

Site Location: 101 Washington Street on the corner of West Cambridge Street. See site location map.

Main interpretive topic(s)

- Early commerce in Falmouth.
- Preservation architecture built in 1900, a wood frame building clad in weatherboard.
- Historic building adaptive re-use.

Interpretive Significance

As with Lightner's store, there were 10 grocery/general stores in Falmouth in the late 1800s early 1900s, including Nelson Berry's. This structure has historical importance in interpreting small town/community life, and interpreting the architecture of the building and its historic preservation adaptive re-use.

Interpretive Objectives for this site

- Visitors will be surprised that at one time in Falmouth there were 10 grocery stores like this one.
- Visitors will learn how this building was preserved for re-use (it is now a private office of a marketing firm).
- Visitors will feel that preserving our historic buildings has value.

Recommended Interpretive Media Options

- An interpretive panel for the building.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Mobil application interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth website.

Site Photos of Berry's Store



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-10

Site Name: Master Hobby School

Site Location: Carter Street next to Union Church (moved from its original location). See site index map.

Main interpretive topic

- Schooling for children (boys) during the plantation/colonial era.
- Built approximately in 1840, a log cabin with half dovetail notching and brick chinking.

Interpretive Significance

- This one-room schoolhouse was similar to the type of house where Master John Hobby conducted school for young plantation boys, including America's first President George Washington, who grew up at Ferry Farm near Falmouth. While the building's association with Washington cannot be confirmed, the Washington family did attend the Brunswick Parish Church, where Hobby was the sexton. The Church was believed to have been situated on the rise behind the Union Church.
- In 1930, this small log cabin was moved to its present location from the corner of Butler Road and Carter Street. The Stafford County Historical Society saved it with the help of noted architect Edward Donn.

Interpretive Objectives for this site

- Visitors will gain a general overview of what school was like during colonial times.
- Visitors will learn what grade levels most schools during that period taught.
- Visitor can have a closer look at the Hobby School, and learn where it came from before being moved here.

Recommended Interpretive Media Options

- An interpretive panel for the building is currently in place (see photo).
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth website.

Site Photo of Master Hobby School



Interpretive Site Inventory and Story Development Form

Site Index Number: F-11

Site Name: Shelton Cottage

Site Location: King Street. Refer to the site location map. Moved from its original location.

Main interpretive topic

Interpretation of a Colonial period working man's cottage (worker lifestyles).

Interpretive significance

This restored example of a historic workman's cottage dates back to the early 19th Century (some County documents refer to a construction date of 1770). It is unique and somewhat upscale in that it contains a chimney with fireplaces in the center of the structure, rather than on the ends. It was used as a residence into the 20th century and is part of the Falmouth hamlet. It was named for the family that owned it for several generations

Interpretive objectives for this site

- Visitors will gain an insight as to the lives of typical workers here in the 1700's.
- Learn about the cottage design, why the fireplace in the center of the building was unique.

Recommended Interpretive Media Options

- An interpretive panel for the cottage is in place.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth website.

Site Photo of Shelton Cottage



*A typical workman's cottage of the same period as Shelton Cottage
Photograph 1925-1929 by Frances Benjamin Johnston (1864-1952)
Library of Congress*



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-12

Site Name: Magistrate's Office / Customs House

Site Location: 123 West Cambridge Street. Refer to the site location map

Main interpretive topics

- The main topics for interpretation of this building would include its significance as the office of important local officials, as well as the changing roles and uses of the building as needs changed over time.
- Built around 1790, this is an example of Flemish-bond brick federal architecture.

Interpretive significance

- This small, 2-room, 1.5-story red brick building is the oldest existing municipal building in Stafford County.
- Traditionally referred to as the "Customs House," the earliest known account of the building in 1895 refers to it as a courthouse first used by Falmouth's trustees. This office was also used as a magistrate's building, a town office, a council meeting house, and a polling place.
- This building also served as an office for the surveyor who checked the cargo of the ocean ships when Falmouth was an active port. In this location customs duties were collected for incoming and outgoing goods.

Interpretive objectives for this site

- Have the majority of visitors using the self-guiding historic walking tour stop and view the building.
- Have visitors learn the many different uses of the building over time.
- Have visitors wonder (speculate) why the building was so small?

Recommended interpretive media options

- Develop a new interpretive panel for the building (replace current panel).
- Have this as an interpretive stop in the self-guiding historic walking tour.
- Consider having cell phone interpretation as part of the tour experience.
- Continue having this as a stop on a live guided tour.
- Have additional information posted on the recommended Falmouth website

Site Photos of the Magistrate's Office



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-13

Site Name: Calvary Pentecostal Church

Site Location: 107 Washington Street. Refer to the site location map.

Main interpretive topics

- This structure was originally built in 1850 as a residence and became a church.

Interpretive significance

This building which was constructed in 1850 is a good example of a small scale commercial establishment from the Antebellum Period (1830 to 1860). It was the home of the Calvary Pentecostal Church.

Interpretive objectives for this site

This building originally constructed for a commercial enterprise later became a church.

Recommended interpretive media

Interpretive media could include:

- An interpretive panel
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth web site.

Site photo of the Pentecostal Church



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-14

Site Name: Robert Dunbar's Kitchen

Site Location: 107 Carter Street. Refer to the site index map.

Main interpretive topics

- Built in 1750, this Colonial-style building is one of the oldest structures in Falmouth.
- History of the building's original use and subsequent re-uses

Interpretive significance

Dunbar's Kitchen was originally a dairy, a well house and a private residence. Built between two massive brick chimneys and a stone exterior, the building was later covered in stucco.

Interpretive objectives for this site

- Visitors will learn the role of the original commercial uses of the building.
- Visitors will learn that Robert Dunbar (1735-1841) was a Scottish merchant who gained control of the Falmouth Bridge through his marriage to Elizabeth Gregory Thornton (c.1767-1851). The toll bridge came to be more commonly known as Dunbar's Bridge. Dunbar also bought several mills, eventually owning 4 of the 5 mills and the Falmouth canal. He eventually lost his fortune after a major flood, the deterioration of the bridge, and declining mill business became overwhelming in 1822. Even his household goods were auctioned off.

Recommended interpretive media

- An interpretive panel for the building.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth website.

Site photos of Dunbar's Kitchen



*1918 photo by Frances Benjamin Johnson (1964-1952)
Library of Congress*



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: F-15

Site Name: Counting House

Site Location: 103 Gordon Street. See site map.

Main interpretive topic

- The “Counting House” or Customs House was a focal point for commerce in early Falmouth history. Essentially, a “counting house” in modern terms is an accountant’s office where bookkeeping and other accounting services were carried out. This site provides an opportunity for the port operation of Falmouth to be explained.
- Constructed in 1840, this is a wood-framed building clad in weatherboard.

Management issues to be addressed

This building which is owned by the County is in need of significant restoration before being considered for advanced interpretive work such as a visitor center, museum, staff offices, etc. The building is currently vacant and cannot be opened to the public without significant expense, including renovations, insurance, security and some staffing. Because the area does not currently have enough visitor traffic to warrant such a major investment, the recommended priority for this building is simply to provide maintenance to stabilize the building. Preventive measures should be taken to prevent water and other weather damage to the structure until the building’s future function can be determined. It is recommended that the County re-evaluate the use of this building once other improvements to the area have been made, such as the recommended construction of additional parking facilities and a Falmouth Historic Monument.

In the meantime, however, the building can be a location where visitors can stop, read outdoor interpretive signage, pick up a brochure in an outdoor brochure box and/or download a self-guided tour from a QR code placed on an interpretive panel.

Interpretive Objectives for this site

During their visit to the Falmouth Heritage Area, the majority of visitors will:

- Learn what a “Counting House” was in colonial times – and in modern uses today.
- How long the Counting House was in operations.
- The kinds of services this Counting House provided.
- The importance of a Counting House for the Falmouth businesses.

Recommended Interpretive Media Options

During the course of this study, it was stated by the County that the projected renovation costs for this building would likely be in the range of several hundred thousand dollars in order to maintain the historical integrity of the building. Because these costs could not likely be recovered at this time, for future uses of the Counting House and related property, the interpretive services for this site should be phased as the costs for interior renovations of the building are needed based on demand for the building as a potential visitor center/contact area. However, in the meantime, the outside of the building could be put to good use to educate people about the house Counting House and its original uses.

Phase I – Initial proposed interpretive services for this site include:

- One 2' x 3' interpretive panel to discuss the history of the Counting House and its use.
- Development of a visitor rest and reflection area, with an interpretive kiosk regarding the walking tour sites, and Falmouth business history, products, and personalities.
- Inclusion of the Counting House on the Falmouth self-guiding historical walking tour.
- Mobile application interpretation tour designed for cell phones should include information about the history and use of the Counting House.
- Interpretation of the Counting House on a future Falmouth Heritage Area website as a historic fact sheet.

Phase II – Development of a visitor reception area/visitor center. This will require a review of the building interior to develop a larger exhibit area, offering potential office space for Falmouth historical interpreters/volunteer and researchers.

Site Photos of the Counting House



Possibilities for the Counting House: The grounds to the left of the house could be developed as the “Falmouth Reflections” area, with an interpretive panel, a small kiosk and outdoor bench seating. Some cost to the County for maintenance of the area will be required. In the right-hand photo, broken glass can be seen in the second story window – a location where water damage can occur.

Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Name: Dwelling (unnamed)

Site Location: 112 West Cambridge Street. See site location map.

Main interpretive topic

An example of a period residence. It is a two-story frame structure clad in weatherboard siding with corner boards and a standing seam metal hipped roof. The house retains its original two-over-two wood double hung windows, center interior brick chimneys and weatherboard siding. Behind the house at the northeast corner of the property is a set of stone steps leading up to the bridge over the Rappahannock.

Interpretive significance

This dwelling is an example of a late nineteenth century building constructed in the Village of Falmouth. It is rumored at one time to have housed a brothel, but no documentation exists to confirm this at this time.

Interpretive objectives for this site

During their visit to Falmouth the majority of visitors will:

- Be able to see some of the key architectural element of the home design and construction from the outside.

Recommended interpretive media

- stop on the Falmouth self-guiding interpretive walking tour brochure
- stop for future mobile application interpretative tour
- inclusion in the proposed Falmouth website

Site Photo



Falmouth Historic District Interpretive Site Inventory and Story Development Form

Site Index Number: H-1

Site Name: Falmouth Cemetery

Site Location: Carter Street. See site location map.

Main interpretive topics

- Historic persons from Falmouth's history.
- Gravestone art and carvings (meanings, etc.).
- Civil war soldier burials.

Interpretive Significance

The Union Church Cemetery, also known as the Falmouth Cemetery, contains many early grave markers of hand-cut stone, some ornately carved, and with a few instances of funerary art. Among the graves of prominent individuals is the grave of James Hunter, owner of the eighteenth-century ironworks located nearby, which is surrounded by early wrought-iron fencing. The cemetery contains African-American graves, many of which are unmarked. The Union Church Cemetery became a burying ground during the Civil War starting with the burial of the soldiers killed in a skirmish on April 17-18, 1862, resulting in the first occupation of Falmouth by Union troops between April and August, 1862. Interments continued as the church and later the adjacent Conway House were utilized as hospitals and as soldiers died of their wounds resulting from the battles of Fredericksburg (1862), Chancellorsville, including 2nd Fredericksburg (1863), the Wilderness, and Spotsylvania Court House (1864).

Grave markers of stone window sills appear as a convenient source of architectural elements salvaged from Falmouth's abandoned structures or those damaged during the Civil War. Since the cemetery has remained in continual use, it contains the graves of veterans of American wars and conflicts from the American Revolution through the Vietnam War.

More details on the Cemetery can be found at:

http://www.dhr.virginia.gov/registers/Counties/Stafford/089-0067-0037_Union_Church_Cemetery_2008_NRfinal.pdf

Interpretive objectives for this site

- Visitors will be able to find historically important graves.
- Visitors will learn what some of the symbols and carvings on some of the gravestone represent.
- Visitors will want to see the site preserved.

Recommended Interpretive Media Options

- An interpretive panel for the cemetery.
- A stop on the proposed Falmouth Historic District self-guiding walking tour.
- Cell phone interpretation possibly connected to the walking tour.
- A stop during a live/guided interpretive program/tour.
- Interpretation via the proposed Falmouth web site.
- Develop a guide book/leaflet for the cemetery (key Falmouth historical persons, grave stone carving art interpretation, etc.)

Site Photos of Falmouth Cemetery



Lambs were (and still are) a common marker for a child's grave (left) while "tree stump markers" were often used to illustrate a life cut short.



Nearby historical sites that contribute

to the Falmouth historical experience

While Falmouth is an important historical time capsule, its attractiveness as a visitor destination is unfortunately weak at this time due to a lack of major historical experiences within Falmouth itself. There is very little for visitors to see and only one restaurant where they can spend money. Until such time as more businesses and sites are open for visitors, for Falmouth to succeed as a destination, it must share its marketing with the three main heritage attractions near and close by to Falmouth. In this manner a Heritage Tourism Package can be developed.

These sites include:

BELMONT

This 18th-century estate located at 224 Washington Street was built in 1790 and became the home and studio of renowned American artist Gari Melchers (1860-1932). Melcher's work hangs in museums throughout the world and his murals decorate the walls of the Library of Congress and other important buildings. The home, open to the public, is furnished with antiques and paintings while his studio houses the largest repository of his work anywhere. Belmont is the current site of the Stafford County Visitor Center. In this location, brochures for sites around the County are distributed and visitors can purchase books, postcards with historic pictures of the area, and other memorabilia.



Belmont Estate

CHATHAM MANOR

Built in the mid-1700s by William Fitzhugh, this Georgian mansion has a commanding view of Fredericksburg. Fitzhugh was a member of the Virginia House of Burgesses. J. Horace Lacy

was the owner of Chatham Manor in April of 1862 when Union forces occupied the house. The house became a field hospital after the Battle of Fredericksburg. Clara Barton and Walt Whitman treated hundreds of Union soldiers here. Chatham, believed to be the only home in the United States that both Washington and Lincoln visited, is open to the public as a museum. Chatham, which is operated by the National Park Service, has a small retail area where visitor can purchase books about the area's history and other memorabilia.



GEORGE WASHINGTON'S BOYHOOD HOME: FERRY FARM

Augustine Washington brought his family to this site in 1738, a few years after establishing his iron ore business known as Accokeek Furnace. His six-year-old son, George, spent his formative years here. The original Washington home foundation was rediscovered only recently and is currently undergoing archaeological excavation. Future plans call for a replica of the original home and a museum. This site has the potential to become a very significant heritage site, which would be a signature tourist attraction for the region. The Belmont-Ferry Farm Trail which is being designed for bicycles and pedestrians will eventually connect this site to Historic Falmouth.



VI. PARTNERS, PROGRAMS & DEFINITIONS

To aid in the implementation of this plan, it is helpful to understand the roles of key partners and programs, as well as to explain key definitions referred in the recommendations. These include:

Partners

Architectural Review Board

The Stafford County Board of Supervisors designated the Village of Falmouth and 18 other sites in the County as historic in 1985. The County also established an Architectural Review Board (ARB) to administer the HR districts. In addition to reviewing the application for new construction, renovation or alterations of structures in historic districts, the ARB has the following goals: (1) to identify historic areas, sites and structures in the County, (b) to recommend to the Board of Supervisors specific sites to be designated as historic, and (c) to encourage owners of all historic properties to preserve them through tax incentives.

Stafford County Historical Commission

The Board of Supervisors established the Historic Commission in order to improve the identification of and protection of historic resources in the County. The Commission meets on a monthly basis. The Commission is building on the inventory of historic sites, and is developing recommendations to improve the process of identification of historic resources during the early stages of development. Commission members assist landowners in identification of significant resources upon request.

Stafford County Historical Society

The Stafford County Historical Society is a non-profit 501 (c)(3) organization dedicated since 1965 to the historical education, preservation and enrichment of Stafford County's citizens and visitors. Through the objective and dispassionate study, discussion and dissemination of all aspects of Stafford's rich prehistory and history, we seek to teach ourselves and others through monthly meetings, quarterly newsletters, and publication of books, compact discs, pamphlets and brochures. The Society recognizes individual contributions to the County's history through the "Keepers of the Knowledge" program. Through this program the Society assists in the preservation of individual stories through the "Voices of Stafford" Oral History Program.

Programs of Significance to Falmouth

National, State, and Local Historic District Status

Falmouth is within a National Register District, a Virginia Landmarks District, and a Historic Overlay Zone as authorized by Stafford County's zoning code. All three districts are important for the purpose of historic preservation, since they each apply to a different level of government. Named the "Falmouth Preservation Zone," a National/Virginia Landmarks Register nomination form was filed in 1969 with 38 properties. In May of 1988, Stafford County passed a resolution creating the Falmouth Historic Overlay District. The properties were based on the 1978 survey,

the National and Virginia Landmarks Registers and input from local property owners and citizens. The boundary was amended in 1999 to accommodate the Route 17 bypass in cooperation with the Virginia Department of Transportation.

Falmouth's *National Register of Historic Places* documentation was updated in 2012 to include 156 contributing resource, including 134 buildings, three structures, 19 sites and 14 non-contributing buildings within the Falmouth Historic District. The locations include buildings on the following streets: Cambridge, Carter, Forbes, Gordon, King, Washington and West Cambridge Streets; Colonial Avenue; Butler, River and Rowser Roads; Edison Lane; and Melchers Drive. It was noted that the district has integrity with regard to its historic appearance and a relative lack of modern buildings and structures. It possesses a variety of building types in a riverfront setting.

Historic Resources Overlay Districts

The 1978 preservation plan (Russell & Axon 1978) recommended that the County adopt historic zoning for the Falmouth area. A provision for Historic Resource Overlay Districts (HR) Section 28-58) was created as part of the Stafford County Zoning Ordinance, and as such a district specifically includes the Falmouth area. The Historic Resource Overlay Districts are intended to

“protect against destruction of an encroachment upon historic resources, HR districts are areas containing buildings or places in which historic events have occurred or which have special public value because of notable architecture or other features relating to the cultural or artistic heritage of the County, the Commonwealth and the nation, of such significance as to warrant conservation and preservation).”

In the *Historical and Archaeological Preservation Management Plan for Falmouth Stafford County* (2000), it was recommended that the County expand the Historic Overlay Zone to coincide with the revised national/state boundaries. This would help to simplify the review process and would also include properties on the northwest, northeast, and southwest quadrants of Falmouth which are currently excluded.

Parks & Recreation

Stafford County's Parks & Recreation Department supports various tasks associated with County property management as well as the maintenance of public parks, community recreation and other facilities.

Tourism

Stafford County has a Tourism Department which is tasked with promoting the jurisdiction as a destination. It keeps current information regarding a wide range of things to see and do and places to stay within the County. The County's website for visitors can be found at <http://www.tourstaffordva.com>.

Planning & Zoning

The Stafford County Department of Planning & Zoning provides guidance to the Board of Supervisors and appointed Boards and Commissions in developing the vision of Stafford County that ensures future orderly development and economic growth that is reflective of the

community's desires and needs. With the future vision for the development of the County, the Department strives to provide exemplary customer service and will protect the health, safety and welfare of the citizens by ensuring high quality development while being sensitive to natural and historic resources, through creation, regulation, and enforcement of ordinances and policies that are in conformance with community standards and state and federal mandates. Because the County does not have a Historic Preservation Officer, the Department of Planning & Zoning temporarily fulfills the function of providing stewardship over historic resources.

Definitions used in Interpretation

Interpretive Objectives

These objectives refer to what the owner or sponsor of the site or building wishes the visitor to do – learn, feel or do.

Interpretive Media Options

This refers to the means of communication, such as a sign, a self-guiding brochure, a website, a mobile smartphone application, podcast, live tour, etc.

Interpretive Panel

Interpretive panels are the most common form of communicating information about a site to visitors. While there are many considerations in producing panels, in general they should include less than 200 words, describe simple but informative stories, and include illustrations and/or photos which will draw the reader's attention. The professionalism of the design, uniformity in color schemes, proper placement and quality printing on materials designed for the outdoors are important considerations to successful panels. Consideration in producing a series of panels should include the uniformity of the design and consistency of the larger message or theme. Panels are usually produced in these stages:

1. Research and plan the panel's contents
2. Assess the site to locate exactly where it will be installed
3. Source pictures and / or commission illustrations
4. Write the draft text
5. Initial layout and design
6. Proof initial design
7. Final layout and design
8. Final proofing
9. Manufacture
10. Installation
11. Evaluation
12. Maintenance

Interpretive Site Objectives

These are descriptions of physical development issues, such as increased parking, adding stairs to trails, developing viewing decks, etc.

Kiosk

A kiosk is a small, separated pavilion which is open on some or all sides. When used in historic site interpretation, a kiosk typically refers to a small booth offering information through signs, brochures or maps, services, and/or a freestanding computer terminal which visitors can use to access the information they are looking for. The cost to develop a kiosk varies widely according to its specifications and whether or not it is interactive.

Mobile Smartphone Application

Originally introduced in 2009, mobile applications or “apps” as they are commonly referred to today are software programs that run on smartphones, tablet computers or other mobile devices. Apps are increasingly being used as a marketing and public information tool by destinations to help provide self-guided tours. Such apps can be downloaded via smartphones from websites or from QR codes placed on advertising and signs. Users can use the apps to find locations on maps, read text or listen to voice explanations of sites, watch videos, and find advertising for businesses located within the destination such as hotels, restaurants and stores. In many destinations, the cellular time required for a visitor to run an app are sponsored, and in some cases the app itself is sponsored as a means of promoting tourism and/or self-funded through advertising sales.

QR Code

Smart Tags (or QR Quick Response Codes) are barcode images that can be read by smartphones (Android phones, iPhones, etc.). These tags tell the phone to go to a certain website or webpage. QR codes are frequently printed on advertisements or signs to lead a user to contact information, website addresses, email addresses, phone numbers or graphic locations. In interpretation, QR codes are frequently used to download information about sites and/or to lead a user to a website or mobile application for more information.

VII. IMPLEMENTATION PLANNING MATRIX

Index	Priority	Media / Services	Timing			Lead Department(s)	Stakeholder(s)	Cost Estimate
			Short	Med.	Long			
O-1	1	Historic Falmouth Welcome Sign, location TBD		X		Planning, Public Works	ARB	\$5,000
	1	Kiosk Structure w/ brochure distribution boxes	X			Planning, Public Works	ARB, HC, HS	\$15,000
F sites	1	Metal plaques (including pedestals) or 3' x 4' Interpretive Panels to be placed at historic buildings		X		Planning, Public Works	ARB, HC, HS, private landowners	Plaques - \$2,000 each Panels - \$3,000 each
	1	Historic Falmouth Website	X			Tourism, County Admin	HS	Up to \$5,000
V-1	1	Architecture & engineering for monument		X		Planning, Public Works	ARB, HS, HC	\$15,000
	1	Construction of monument		X		Public Works, Parks & Recreation		Cost dependent upon design
	1	Landscaping and maintenance of monument			X	Parks & Recreation		Cost dependent upon design
	1	8 Interpretive Panels for monument (each story with 100 words or less and photos)		X		Planning	HS, HC	\$3,000 each x 8 = \$24,000
	1	Falmouth area parking - minimum 80 spaces		X		Econ Dev., Public Works		TBD based on location, site prep, design
	1	Land transfer of monument site (base of Cambridge Street) from VDOT to County	X			County Admin, Planning, Parks & Recreation	VDOT	Donation

Index	Priority	Media / Services	Timing			Lead Department(s)	Stakeholder(s)	Cost Estimate
			Short	Med.	Long			
	1	Mobile app		X		Tourism	HS	\$12,000, package with web development
	1	Printed self-guiding leaflet for kiosk and monument	X			Tourism	HS, HC	\$5,000
	2	Park benches to be placed near monument		X		Parks & Recreation		\$300 each
	2	Centerpiece sculpture or statue for monument - recommending hosting a competition and having a committee to decide		X		Planning, Tourism	HS, HC, ARB	Cost dependent upon design
	2	Streetscape improvements - street lights & landscaping			X	Public Works	ARB, VDOT	Cost dependent upon design
	3	Sponsorship program for monument (panels and bricks)		X	X	Planning	HS	Fundraising scheme to raise funds to help defray costs of Monument

PRIORITY: *Top priority - 1 (essential to the interpretive program)*
Medium priority - 2 (will result in quality interpretive program)
Lowest priority - 3 (enhancement, but not essential to the program)

TIMING: *Short-term - within 1 year*
Medium term - within 3 years
Long-term - 5 years or more

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**PROGRAMMATIC AGREEMENT
AMONG THE FEDERAL HIGHWAY ADMINISTRATION,
THE VIRGINIA STATE HISTORIC PRESERVATION OFFICER,
THE VIRGINIA DEPARTMENT OF TRANSPORTATION,
AND STAFFORD COUNTY
REGARDING THE FALMOUTH INTERSECTION
IMPROVEMENTS PROJECT,
STAFFORD COUNTY, VIRGINIA**

WHEREAS, the Virginia Department of Transportation (VDOT) proposes to make improvements to the existing intersection of Routes 1, 17, and 218 (VDOT Project No. 0218-089-114, P101, RW201, C501; UPC 57044; Virginia Department of Historic Resources [DHR] File No. 2004-1842), hereinafter referred to as the Project; and

WHEREAS, the VDOT anticipates receiving Federal financial assistance for the Project from the Federal Highway Administration (FHWA); and

WHEREAS, the FHWA has determined that the provision of financial assistance for the Project is an undertaking as defined in 36 CFR Part 800.16(y); and

WHEREAS, pursuant to Section 10 of the Rivers and Harbors Appropriations Act of 1899 (33 U.S.C. 401 and 403) and Section 404 of the Clean Water Act of 1973 (33 U.S.C. 1344), a Department of the Army permit will likely be required from the Corps of Engineers (Corps), and the Corps has designated the FHWA as the lead federal agency to fulfill federal responsibilities under Section 106 of the National Historic Preservation Act (NHPA), 16 U.S.C. 470f; and

WHEREAS, the FHWA has authorized the VDOT to conduct consultation with the Virginia State Historic Preservation Officer (SHPO) for the Project on its behalf pursuant to Section 106 of the National Historic Preservation Act (NHPA) (16 U.S.C. 470), including the initiation of the Section 106 process, identification of historic properties, and assessment of adverse effects; and

WHEREAS, the VDOT, in consultation with the SHPO, has defined the Area of Potential Effects (APE) for the Project in accordance with 36 CFR 800.4(a) (1). The APE for direct effects is defined as the undertaking's construction footprint, which includes all proposed right of way and all permanent and temporary easements for the Project (Appendix A). The APE for indirect effects contains the area outside the direct effects APE in which visual or aural effects from the Project may be experienced and includes properties within the confines of the Falmouth Historic District (DHR Inventory No. 089-0067) (Appendix B); and

WHEREAS, the VDOT, in consultation with the SHPO, has completed studies (*Falmouth Historic District, Draft Final Nomination*, Clarke, et. al. 2006) to identify any buildings, structures, non-archaeological districts, and objects meeting the criteria for listing on the National Register of Historic Places (NRHP) within the Project's APE and

conveyed to the SHPO its findings by letter dated June 2, 2006, and the SHPO concurred with these findings on October 10, 2006; and

WHEREAS, the VDOT, in consultation with the SHPO, has initiated the studies (*An Archaeological Survey of the Proposed Improvements to the Intersection of Route 17 and Route 1 in Falmouth, Stafford County, Virginia*. CRI, 2010) necessary to identify within the Project's APE any archaeological sites and/or districts meeting the criteria for listing on the NRHP, and conveyed to the SHPO its findings by letter dated May 17, 2010, and the SHPO concurred with these findings on June 17, 2010; and

WHEREAS, for the purposes of Section 106 review and in consultation with the consulting parties to this undertaking, the VDOT developed revised NRHP boundaries for the Falmouth Historic District, which the SHPO and the Keeper of the NRHP have approved (Appendix B); and

WHEREAS, the VDOT, in consultation with the SHPO, has determined that the demolition of the five contributing buildings identified as DHR Inventory Nos. 089-0067-0041, 089-0067-0042, 089-0067-0043, 089-0067-0044, and 089-5090 will have an adverse effect on the Falmouth Historic District and may have an adverse effect on archaeological sites 44ST1067 (mid 19th c. domestic), 44ST0169 (19th c. domestic), 44ST1071 (mid 19th c. domestic) and 44ST1095 (mid 19th c. domestic), properties that are potentially eligible chiefly for the important information that they may provide in history, and which have minimal value for preservation in place; and

WHEREAS, the FHWA, with the assistance of VDOT, has consulted with the SHPO to resolve the adverse effects of the Project on historic properties in accordance with Section 106 of the NHPA 16 U.S.C. 470, and its implementing regulations, 36 CFR Part 800; and

WHEREAS, in order for the construction of the project to proceed, the VDOT will need to acquire an easement from Carlton, DHR Inventory No. 089-0010, a property listed on the NRHP and on which the DHR holds an open space easement, and the VDOT will work with the DHR easement program through its established process to obtain the necessary right of way for the Project; and

WHEREAS, pursuant to 36 CFR 800.6(a)(1), the FHWA has notified the Advisory Council on Historic Preservation (ACHP) of the consultation to develop this Programmatic Agreement (Agreement), and the ACHP has chosen not to participate in consultation as stated in their letter of January 4, 2011 to FHWA; and

WHEREAS, the VDOT has participated in this consultation pursuant to 36 CFR Part 800.2 (c) (4) and the FHWA has invited the VDOT to join the FHWA and the SHPO as a signatory to this Agreement pursuant to 36 CFR Part 800.6(c) (2) (iii); and

WHEREAS, Stafford County has participated in consultation pursuant to 36 CFR Part 800.2 (c) (3) and the FHWA is inviting the county to be a signatory party in this Agreement; and

WHEREAS, the National Park Service at Fredericksburg-Spotsylvania National Military Park (NPS), Moncure Conway Foundation (Foundation), Mr. Gordon B. Gay (property owner of 25 Butler Road), Mr. John T. Simpson (property owner of 77 Cambridge Street), Trustees of the Falmouth Baptist Church (Church), and the Stafford County Historical Commission (Commission), have participated in consultation pursuant to 36 CFR Part 800.2 (c) (5) and the FHWA is inviting these parties to concur in this Agreement; and

NOW, THEREFORE, the FHWA, the SHPO, and the VDOT agree that this undertaking shall be implemented in accordance with the following stipulations in order to take into account the effects of the undertaking on historic properties.

Stipulations

The FHWA shall ensure that the following stipulations are implemented:

I. Interpretation of Falmouth Historic District (VDHR Inventory No. 089-0067)

A. National Register Documentation of Falmouth Historic District. VDOT shall complete an updated NRHP nomination form for the Falmouth Historic District that reflects the revised district boundaries that the VDOT, the SHPO, and the Keeper of the NRHP previously concurred in for the purposes of Section 106 review of the Project. The VDOT will not prepare documentation for resources outside these previously agreed upon boundaries (Appendix B). Within two (2) years of execution of this Agreement, the VDOT shall provide a draft of the updated NRHP nomination form to the SHPO and Stafford County for review and comment in accordance with the process described in Stipulation IX of this Agreement. The SHPO staff shall carry out all other required procedures and processes for nomination to the NHRP and the Virginia Landmarks Register. Approval and listing of the updated nomination by the Keeper of the NRHP or the DHR's State Review Board are not required by this Agreement.

B. Master Interpretive Plan. In order to assist Stafford County in disseminating information about the historic district to the public, the VDOT shall contribute funding not to exceed \$20,000 towards the development of a Master Interpretive Plan (MIP) by Stafford County as an integral component of the Redevelopment Plan of Historic Falmouth Village. The MIP shall be a management document that outlines and guides decisions about interpretive programming for the Falmouth Historic District. The plan shall consist of two parts: a conceptual framework which shall include a significance statement, identified themes, identified target audience, and mutually agreed upon objectives. The second component shall be an action plan. This document shall describe how the plan is to be implemented. Stafford County shall complete the MIP and provide a copy to the SHPO and the VDOT within three (3) years of execution of this Agreement.

The funds VDOT shall furnish for the development of the MIP shall be provided to the County on a cost reimbursement basis only following VDOT's receipt from the County of its final MIP.

II. Building Recordation of Five Contributing Properties DHR Inventory Nos. 089-089-0067-0041, 089-0067-0042, 089-0067-0043, 089-0067-0044, and 089-5090

Within twelve (12) months of their acquisition, the VDOT shall prepare an Intensive Level Survey Form for each of the five frame buildings located on tax parcels 53D-1-48, 49, 50, 51, and 69, and identified as DHR Inventory Nos. 089-089-0067-0041, 089-0067-0042, 089-0067-0043, 089-0067-0044, and 089-5090, which have been determined as contributing to the Falmouth Historic District. Prior to the removal of the structures, VDOT shall complete the form for each building and enter the information in the SHPO Data Sharing System (DSS). The VDOT shall provide the Intensive Level Survey Forms to the SHPO for review and approval, and to the County and the Commission for review and comment in accordance with the process described in Stipulation IX of this Agreement, except the County and Commission shall have sixty (60) days to respond to the VDOT with comments. The VDOT shall not proceed with demolition of the five buildings until it has submitted documentation acceptable to the SHPO. The VDOT shall provide one copy of the accepted documentation materials (on CD in PDF format) to the Commission and the Stafford County Planning and Zoning Department.

III. Conveyance of Land

The VDOT has identified tax parcels 53D-1-48, 49, 50, and 51 as being properties designated as potential total acquisitions. For any of these parcels that the VDOT does acquire title to, the VDOT shall ensure that the open areas are grassed, stabilized, and partially landscaped within six (6) months after acquisition, and the VDOT shall transfer severed parcels not needed for transportation and utility relocation to Stafford County, subject to the provisions as stated in the *Code of Virginia* and administered according to VDOT's *Right of Way and Utilities Manual*, Volume 1, Chapter 7. The VDOT and Stafford County shall work together to develop deed restrictions and reversionary clauses on the titles to the transferred parcels that shall ensure that the parcels are used to advance Stafford County's goals of open space and historic preservation, visitor access, and/or interpretation of the Falmouth Historic District. Deeds and agreements shall be prepared under the supervision of the Office of the Attorney General with the assistance of the VDOT, the SHPO and Stafford County.

IV. Landscape Plan

The VDOT shall ensure that the landscape and streetscape plan for the Project is compatible with the historic characteristics of the Falmouth Historic District's setting and will serve, in part, to reduce the aesthetic and visual impact of the transportation facility on adjacent historic properties. Aesthetic features that VDOT will consider incorporating into the plans, at the request of Stafford County, include vegetative screening, coloration of the signalization system, and decorative wall treatments. The VDOT shall afford the

SHPO and the consulting parties the opportunity to review and comment on drafts of the landscape plan pursuant to Stipulation IX.A, except the County and Commission shall have sixty (60) days to respond to the VDOT with comments.

V. Identification of and Assessment of Effects on Archaeological Historic Properties

The VDOT shall complete efforts to identify archaeological historic properties potentially affected by the Project, and shall assess project effects on those properties. These efforts shall be implemented as stipulated below:

A. The VDOT, in conjunction with the SHPO and the consulting parties, shall assess the potential for significant archaeological sites to be impacted by the demolition of the five contributing frame buildings located at tax parcels 53D-1-48, 49, 50, 51, and 69. If there is potential that significant archaeological sites will be affected, the VDOT will conduct Phase I studies to identify potential historic properties. The VDOT shall ensure that the studies are consistent with the requirements stated in Stipulation IX.B of this Agreement.

B. The VDOT, in conjunction with the FHWA, shall conduct the Phase II evaluations necessary to assess the NRHP eligibility of archaeological sites 44ST1067, 44ST1069, 44ST1071, and 44ST1095 in accordance with 36 CFR Part 800.4(c). If other potentially eligible sites that might be adversely affected by the Project are identified as a result of activities conducted pursuant to Stipulation V.A of this Agreement, the VDOT shall also conduct Phase II evaluation studies necessary to assess the NRHP eligibility of these sites. The VDOT shall ensure that the evaluation studies are consistent with the requirements stated in Stipulation IX.B of this Agreement. The VDOT shall submit two (2) paper copies and one (1) digital copy in PDF format of the report to the SHPO for review and concurrence with eligibility determinations, and one (1) paper copy to each of the consulting parties for review and comment pursuant to the process described in Stipulation IX.A of this Agreement. If no comments are received from the SHPO within thirty (30) calendar days of the receipt of the report, the VDOT may assume the SHPO's concurrence with its determination of the NRHP eligibility of sites 44ST1067, 44ST1069, 44ST1071, and 44ST1095. If the FHWA and the SHPO do not agree on the NRHP eligibility of any of the sites, a determination of eligibility may be obtained in accordance with 36 CFR 800.4 (c) (2).

C. If any archaeological sites examined pursuant to Stipulation V.A and B of this Agreement is determined eligible for listing in the NRHP, the VDOT shall assess the effect of the undertaking on the site in a manner consistent with 36 CFR Part 800.5, and submit its findings to the SHPO for review and concurrence and to the consulting parties for their review and comment. The SHPO and the other consulting parties shall have thirty (30) calendar days from receipt of the effect assessment to provide comments to the VDOT. The VDOT shall take into consideration any comments received in writing from the SHPO and the other consulting parties within the thirty (30) calendar-day review period. If the SHPO fails to respond within thirty (30) calendar days of confirmed receipt, the VDOT may assume the SHPO's concurrence with its findings and recommendations. If any of the other consulting parties fails to respond to the VDOT within thirty (30)

calendar days of documented receipt of the effect assessment, the VDOT and FHWA may assume the non-responding party has no comment.

VI. Treatment of Archaeological Sites Determined Eligible for listing on the NRHP

A. If the VDOT, in consultation with the SHPO and other consulting parties, determines that an archaeological site eligible for listing in the NRHP will be adversely affected by the Project, the VDOT, in consultation with the FHWA, shall determine whether avoidance or minimization of adverse effects to the property is prudent and feasible. If adverse effects cannot practicably be avoided, the VDOT, in consultation with the SHPO and the consulting parties, shall develop a treatment plan for the archaeological historic property.

B. The VDOT shall submit all treatment plans to the SHPO for review and approval, and to the consulting parties for review and comment in accordance with the process described in Stipulation IX.A of this Agreement.

C. Any treatment plan the VDOT develops for an archaeological property under the terms of this stipulation shall be consistent with the *Archaeology and Historic Preservation; Secretary of the Interior's Standards and Guidelines* (48 FR 44716-44742), the ACHP's *Treatment of Archaeological Properties: A Handbook*, the ACHP's *Recommended Approach for Consultation on Recovery of Significant Information from Archaeological Sites* (1999), the SHPO's *Guidelines for Archaeological Investigation in Virginia* (July 2009), and the SHPO's *Guidelines for Conducting Cultural Resource Survey in Virginia* (January 2003), or subsequent revisions or replacements to these documents.

The treatment plan shall include, at a minimum:

- (1) Information on the portion of the property where data recovery or controlled site burial, as appropriate, is to be carried out, and the context in which the property is eligible for the NRHP;
- (2) The results of the previous research relevant to the project;
- (3) Research problems or questions to be addressed, with an explanation of their relevance and importance;
- (4) The field and laboratory analysis methods to be used, with a justification of their cost-effectiveness and how they apply to this particular property and the research needs;
- (5) The methods to be used in artifact, data, and other records management;
- (6) Explicit provisions for disseminating in a timely manner the research findings to professional peers;

- (7) Arrangements for presenting to the public the research findings, focusing particularly on the community or communities that may have interests in the results;
- (8) The curation of recovered materials and records resulting from the data recovery in accordance with 36 CFR Part 79; and
- (9) Procedures for evaluating and treating discoveries of unexpected remains during the course of the project, including necessary consultation with other parties.

D. The VDOT shall insure the treatment plan is implemented and that any agreed upon data recovery field operations are complete before ground disturbing activities associated with the Project are initiated at the affected archaeological historic property. The VDOT shall notify the SHPO once data recovery field operations have been completed so that a site visit may be scheduled, if the SHPO wishes to visit the site. The proposed construction may proceed following this notification while the technical report is in preparation. The VDOT shall ensure that the archaeological site form on file in the SHPO's DSS is updated to reflect the implementation of the treatment plan for each affected site.

VII. Post Review Discoveries

A. In the event that a previously unidentified archaeological resource is discovered during ground-disturbing activities associated with the construction of the Project, the VDOT, in accordance with Section 107.16(d) of the VDOT's *Road and Bridge Specifications*, shall require the construction contractor to halt immediately all construction work involving subsurface disturbance in the area of the resource and in the surrounding areas where additional subsurface remains can reasonably be expected to occur. Work in all other areas of the Project may continue.

B. The VDOT shall notify the FHWA, the SHPO, and the consulting parties within two (2) working days of the discovery. In the case of prehistoric or historic Native American sites, the VDOT, on behalf of the FHWA, shall also notify the Virginia Council on Indians (VCI) and any federally recognized tribes with interest in the area within two (2) working days of the discovery.

C. The VDOT shall ensure that an archaeologist meeting the Secretary of the Interior's *Professional Qualification Standards* (48 FR 44739) investigates the work site and the resource, and then the VDOT shall forward to the FHWA, the SHPO, the VCI, any federally recognized tribes with an interest in the area, and the other consulting parties an assessment of the NRHP eligibility of the resource (36 CFR Part 60.4) and proposed treatment actions to resolve any adverse effects on historic properties. The SHPO, the VCI, federally recognized tribes, and the other consulting parties shall respond within five (5) working days of receipt of the VDOT's

assessment of NRHP eligibility of the resource and proposed action plan. The VDOT, in consultation with the FHWA, shall take into account the recommendations of the SHPO, the VCI, federally recognized tribes, and the other consulting parties regarding NRHP eligibility of the resource and the proposed action plan, and then carry out the appropriate actions.

D. The VDOT shall ensure that construction work within the affected area does not proceed until the appropriate treatment measures are developed and implemented or the determination is made that the located resource is not eligible for inclusion on the NRHP.

VIII. Professional Qualifications

All archaeological and architectural documentation carried out pursuant to the Agreement shall be conducted by or under the direct supervision of an individual or individuals who meet, at a minimum, the Secretary of the Interior's Professional Qualifications Standards (48 FR 44738-9, September 29, 1983) in the appropriate discipline.

IX. Preparation and Review of Documents

A. The SHPO and other consulting parties agree to provide comments to the VDOT on all technical materials and other documentation arising from this Agreement within thirty (30) calendar days of receipt unless otherwise specified. If no comments are received from the SHPO or other consulting parties, the VDOT may assume that the non-responding party has no comment. The VDOT shall take into consideration all comments received in writing from the SHPO and other consulting parties within the thirty (30) calendar-day review period.

B. All archaeological studies and technical reports prepared pursuant to this Agreement shall be consistent with the federal standards entitled *Archaeology and Historic Preservation: Secretary of the Interior's Standards and Guidelines* (48 FR 44716-44742, September 29, 1983), the SHPO's *Guidelines for Conducting Cultural Resource Survey in Virginia* (January 2003), and the SHPO's *Guidelines for Conducting Archaeological Investigations in Virginia* (July 2009), or subsequent revisions or replacements to these documents.

X. Curation Standards

A. The VDOT shall ensure that all original archaeological records (research notes, field records, maps, drawings, and photographic images) produced in connection with the Project and all archaeological collections recovered from the VDOT highway right of way in association with the Project are provided to the SHPO for permanent curation. In exchange for its standard collections management fee as published in the *Virginia Department of Historic Resources State Collections Management Standards* (June 26, 2009), or subsequent revisions or replacements to that document, the SHPO

agrees to maintain such records and collections in accordance with 36 CFR 79, Curation of Federally Owned and Administered Archaeological Collections.

B. The VDOT shall return to individual property owners any artifact collections that the VDOT has recovered from their property, unless the VDOT and the private property owner(s) have reached agreement on an alternative arrangement. If the private property owner(s) donates the artifact collections to the Virginia Department of Historic Resources (DHR) by executing a donation agreement for the collection with the DHR within ninety (90) days of receipt of written notification from VDOT of its intent to return the collections to the private property owners, the VDOT shall assume responsibility for payment of DHR's standard collections curation fee for the donated artifact collection.

XI. Treatment of Human Remains

A. The VDOT shall make all reasonable efforts to avoid disturbing gravesites including those containing Native American human remains and associated funerary artifacts. The VDOT shall treat all such gravesites in a manner consistent with the ACHP's *Policy Statement Regarding Treatment of Burial Sites, Human Remains and Funerary Objects* (February 23, 2007).

B. Human remains and associated funerary objects encountered during the course of actions taken as a result of this Agreement shall be treated in a manner consistent with the provisions in the Virginia Antiquities Act, Section 10.1-2305 of the *Code of Virginia* and its implementing regulations, 17 VAC5-20, adopted by the Virginia Board of Historic Resources and published in the *Virginia Register* on July 15, 1991. In accordance with the regulations stated above, the VDOT may obtain a permit from the SHPO for the archaeological removal of human remains should removal be necessary.

C. In the event that the human remains encountered are likely to be of Native American origin, whether prehistoric or historic, the VDOT, on behalf of the FHWA, shall immediately notify appropriate tribal leaders of Indian tribes recognized by the Commonwealth, the VCI, and any federally recognized tribes with an interest in the area. The VDOT shall determine the treatment of Native American human remains and associated funerary objects in consultation with appropriate tribal leaders of Indian tribes recognized by the Commonwealth, the VCI, and any federally recognized tribes with an interest in the area. The VDOT shall make all reasonable efforts to ensure that the general public is excluded from viewing any Native American gravesites and associated funerary objects. The signatories and concurring parties to this Agreement shall release no photographs of any Native American gravesites or associated funerary objects to the press or to the general public to the extent permitted by law.

XII. Dispute Resolution

A. Objection by Consulting Party

1. Should any party to this Agreement object in writing to the FHWA regarding any plans provided for review pursuant to this Agreement, or should any party to this Agreement object in writing to the FHWA regarding the manner in which measures stipulated in this Agreement are being implemented, the FHWA shall first consult with the objecting party to resolve the objection. If the FHWA determines that the objection cannot be resolved through such consultation, the FHWA shall then consult with all consulting parties to this Agreement to resolve the objection. If the FHWA then determines that the objection cannot be resolved through consultation, the FHWA shall forward all documentation relevant to the objection to the ACHP, including the FHWA's proposed response to the objection. Within thirty (30) calendar days after receipt of all pertinent documentation, the ACHP shall exercise one of the following options:

(a) Advise the FHWA that the ACHP concurs with the FHWA's proposed response to the objection, whereupon the FHWA will respond to the objection accordingly; or

(b) Provide the FHWA with recommendations, which the FHWA shall take into account in reaching a final decision regarding its response to the objection; or

(c) Notify the FHWA that the objection will be referred for comment pursuant to 36 CFR 800.7(a) (4), and proceed to refer the objection and comment. The FHWA shall take the resulting comment into account in accordance with 36 CFR 800.7(c) (4).

2. Should the ACHP not exercise one of the above options within thirty (30) calendar days after receipt of all pertinent documentation, the FHWA may assume the ACHP's concurrence in its proposed response to the objection.

3. The FHWA shall take into account any ACHP recommendation or comment provided in accordance with this stipulation with reference only to the subject of the objection; the FHWA's responsibility to carry out all actions under this Agreement that are not the subjects of the objection shall remain unchanged.

B. Objection by the Public

At any time during the implementation of the measures stipulated in this Agreement should a member of the public object to the FHWA or the VDOT regarding the manner in which the measures stipulated in this Agreement are being implemented, the FHWA shall notify the signatories to this Agreement and consult with the objector to resolve the objection. The signatories may request

that the FHWA notify the other consulting parties to this Agreement about the objection as well.

XIII. Amendments and Termination

A. Any signatory to this Agreement may propose to the FHWA that the Agreement be amended, whereupon the FHWA shall consult with the other signatories to consider such an amendment. 36 CFR 800.6 (c) (7) shall govern the execution of any such amendment. Any signatory to this Agreement may terminate it in accordance with the provision of 36 CFR 800.6 (c) (8).

B. If the FHWA and the VDOT decide they will not proceed with the Project, they may so notify the signatories and other consulting parties and then this Agreement shall become null and void.

C. In the event that this Agreement is terminated or rendered null and void, the VDOT shall submit to the SHPO and the consulting parties a technical report on the results of any archaeological investigation conducted prior to and including the date of termination, and shall ensure that any associated collections and records recovered from VDOT right of way are curated in accordance with 36 CFR Part 79.

D. In the event that this Agreement is terminated or rendered null and void, the VDOT shall return to any private property owner any artifact collections that the VDOT has recovered from private property, unless the VDOT and the individual property owner have reached an agreement on an alternative arrangement. If the private property owner donates the artifact collection to the DHR by executing a donation agreement for the collection with DHR within ninety (90) days of receipt of written notification from VDOT of its intent to return the collections to the private property owner, the VDOT shall assume responsibility for payment of DHR's standard collection curation fee for the donated artifact collection.

E. In the event that this Agreement is terminated, the FHWA shall either execute a memorandum of agreement with the signatories under 36 CFR 800.6 (c) (1) or request the comments of the ACHP under 36 CFR 800.7(a).

XIV. Duration

This Agreement shall continue in full force and effect until six (6) years after the date of the last signature of a signatory party. At any time in the six (6)-month period prior to such date, the FHWA may request that the signatory parties consider an extension or modification of this agreement. No extension or modification shall be effective unless all signatories to the agreement have concurred with it in writing.

XV. Execution of Agreement

This Agreement may be executed in counterparts, with a separate page for each signatory. The FHWA shall ensure that each party is provided with a copy of the fully executed Agreement.

Execution of this Agreement by the FHWA, the SHPO, the VDOT, and Stafford County and its submission to the ACHP in accordance with 36 CFR 800.6(b) (1) (IV) shall, pursuant to 36 CFR 800.6(c), be considered to be an agreement with the ACHP for the purposes of Section 110(I) of the National Historic Preservation Act (16 U.S.C. 470). Execution and submission of the Agreement, and implementation of its terms, is evidence that the FHWA has afforded the ACHP an opportunity to comment on the proposed undertaking and its effects on historic properties, and that the FHWA has taken into account the effects of the undertaking on historic properties.

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 13 of 22

SIGNATORY:

FEDERAL HIGHWAY ADMINISTRATION

By: John Dimkins
for: Irene Rico, Division Administrator
Virginia Division

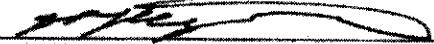
Date: 6/9/11


PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 14 of 22

SIGNATORY:

VIRGINIA STATE HISTORIC PRESERVATION OFFICER

By: 
Kathleen S. Kilpatrick, Director
Virginia Department of Historic Resources


Date: 

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 15 of 22

SIGNATORY:

VIRGINIA DEPARTMENT OF TRANSPORTATION

By: 
Stephen J. Long, Administrator
Environmental Division

Date: 6/8/11

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 16 of 22

SIGNATORY:

COUNTY OF STAFFORD

By: 

Anthony J. Romanello
County Administrator

Date: 6.10.11

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 17 of 22

CONCUR:

THE NATIONAL PARK SERVICE

By: _____
Russ Smith, Superintendent
Fredericksburg-Spotsylvania National Military Park

Date: _____

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 18 of 22

CONCUR:

STAFFORD COUNTY HISTORICAL COMMISSION

By: _____ Date: _____
Anita L. Dodd, Chairperson

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 19 of 22

CONCUR:

Moncure Conway Foundation

By: _____
Kerri S. Barile
Board Member

Date: _____

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 20 of 22

CONCUR:

FALMOUTH BAPTIST CHURCH

By: _____ Date: _____
Wayne Mills, Trustee

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 21 of 22

CONCUR:

MR. GORDON B. GAY

By: _____
Gordon B. Gay

Date: _____

PROGRAMMATIC AGREEMENT
FALMOUTH INTERSECTION IMPROVEMENT PROJECT
STAFFORD COUNTY, VIRGINIA

Page 22 of 22

CONCUR:

MR. JOHN T. SIMPSON

By: _____
John T. Simpson

Date: _____

PROPOSED

BOARD OF SUPERVISORS
COUNTY OF STAFFORD
STAFFORD, VIRGINIA

RESOLUTION

At a regular meeting of the Stafford County Board of Supervisors (the Board) held in the Board Chambers, George L. Gordon, Jr., Administration Building, Stafford, Virginia, on the 6th day of May, 2014:

MEMBERS:

Jack R. Cavalier, Chairman
Gary F. Snellings, Vice Chairman
Meg Bohmke
Paul V. Milde III
Laura A Sellers
Cord A. Sterling
Robert "Bob" Thomas, Jr.

VOTE:

On motion of , seconded by , which carried by a vote of , the following was adopted:

A RESOLUTION ENDORSING THE
FALMOUTH MASTER INTERPRETIVE PLAN

WHEREAS, the Falmouth Master Interpretive Plan (MIP) was prepared in accordance with a Programmatic Agreement (PA) between the Federal Highway Administration (FHWA), the Virginia State Historic Preservation Officer (SHPO), the Virginia Department of Transportation (VDOT), and Stafford County; and

WHEREAS, the PA was prepared pursuant to Section 106 of the National Historic Preservation Act to assess any adverse impacts to the Falmouth Historic District as a result of the proposed Falmouth intersection improvements; and

WHEREAS, the PA stipulated preparation of the MIP to assist Stafford County in disseminating information to the public about the Falmouth Historic District; and

WHEREAS, the MIP is intended to be a management tool, which outlines and guides decisions about interpretive programming for the Falmouth Historic District; and

WHEREAS, the County is required to submit the final MIP to VDOT on or before June 11, 2014 in order to receive reimbursement for the MIP;

NOW, THEREFORE, BE IT RESOLVED by the Stafford County Board of Supervisors on this the 6th day of May, 2014, that the Falmouth Master Interpretive Plan, prepared by Management Analysis Incorporated, dated February 5, 2014, be and it hereby is endorsed; and

BE IT FURTHER RESOLVED that the County Administrator or his designee shall provide a copy of this Resolution, and the endorsed MIP, to VDOT's Central Office on or before June 11, 2014; and

BE IT STILL FURTHER RESOLVED that the County Administrator or his designee is authorized to execute any and all other documents related to the MIP and/or the PA that are deemed to be necessary and/or appropriate.

AJR:JAH:kb