

VA-005

**SURVEY OF  
STATE-OWNED PROPERTIES:  
THE VIRGINIA PORT AUTHORITY**

**Prepared For:  
Department of Historic Resources  
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## **PROJECT PURPOSE AND GOALS**

The purpose of this survey was to document all state-owned buildings and landscapes managed by the Virginia Port Authority in order to determine which properties forty years or older may be eligible for nomination to the Virginia Landmarks Register and the National Register of Historic Places. The survey has been undertaken to reduce the uncertainties that have existed regarding the eligibility of state-owned properties for placement on the state and national registers.

The major goal of the survey is to improve the level of protection of state-owned architectural/historic resources in Virginia through identification and evaluation. Related survey objectives include the preparation of a historic context for ports and related facilities in Virginia, completion of state survey forms, mapping of historic resources, and documentary black-and-white and color slide photography. The scope of work for this survey did not include survey of any archaeological resources on state-owned lands.

## **SURVEY METHODOLOGY**

In accordance with the guidelines for survey outlined in *Bulletin #24* (of the National Register of Historic Places, U. S. National Park Service, Department of the Interior), an initial historic context was developed under the transportation theme. The context provided the basis for developing survey strategies for additional research and field work. Field work was organized geographically. Each property was evaluated for its applicability to the historic context, as a representative or exemplary example of its type, according to its ability to meet the criteria established for the National Register of Historic Places, and for its physical integrity. Finally, the historic context was revised and supplemented based on the results of field work and the additional research conducted during the survey.

### **Criteria for the Virginia Landmarks Register**

The Commonwealth of Virginia has established the following criteria for the Virginia Landmarks Register:

No structure or site shall be deemed to be a historic one unless it has been prominently identified with, or best represents, some major aspect of the cultural, political, economic, military, or social history of the State or nation, or has had a relationship with the life of a historic personage or event representing some major aspect of, or ideals related to, the history of the State or nation. In the case of structures which are to be so designated, they shall embody the principal or unique features of an architectural style or demonstrate the style of a period of our history or method of construction, or serve as an illustration of the work of a master builder, designer, or architect whose genius influenced the period in which he worked or has significance in current times. In order for a site to qualify as an archaeological site, it shall be in an area from which it is reasonable to expect that artifacts, materials, and other specimens may be found which give insight to an understanding of aboriginal man or the colonial and early history and architecture of the state or nation.

### **Criteria for the National Register of Historic Places**

The National Register of Historic Places list properties that possess quality of significance in American history, architecture, archaeology, engineering, and culture that is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and

- A. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. that are associated with the lives of persons significant in our past; or
- C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. that have yielded or may be likely to yield, information important in prehistory or history.

## **SURVEY SOURCES AND PRODUCTS**

This report summarizes the main findings and recommendations of the survey. To obtain a complete understanding of the nature of the resources investigated and evaluated in the survey, the reader may need to become familiar with the additional materials collected, compiled, and consulted during the course of the survey. These materials include but are not necessarily limited to the following:

- a complete DHR file envelope for each property. Each file envelope contains at a minimum a completed DHR survey form, labeled black and white documentation photographs in a labeled envelope, and a copy of a USGS map showing the location of the property. Some envelopes may also contain the following:
  - supplementary information such as copies of new articles, scholarly papers, etc. that were collected and consulted during the survey;
  - field notes from observations and interviews that may contain information not to be included on the DHR form but which may be useful in future investigations or evaluations;
  - additional bibliographical data;
  - sketches, maps, and other graphics prepared during the survey to document or analyze the property and its resources;
  - copies of historical photographs; and
  - copies of available maps and brochures (both contemporary and historic) documenting the property.
- selected color 35-mm slides documenting the properties surveyed and relevant features and conditions, and
- a scripted presentation to be given orally with accompanying slides that document the findings of the survey.

## **SUMMARY OF SURVEY FINDINGS AND RESULTS**

This survey has resulted in the documentation and evaluation of forty-five individual buildings and structures owned by the Virginia Port Authority. Of these, none are believed to be eligible for the Virginia Landmarks Register or the National Register of Historic Places as individual or as contributing resources within a historic district or as part of a thematic nomination related to the historic contexts they represent.

## **HISTORIC CONTEXT THEMES**

The Transportation Theme is divided into two parts: 1) The History of Ports in Virginia, With Reference to National Trends in Port Development; and 2) Buildings Owned by the Virginia Port Authority. The first section presents a chronological summary of the development of ports in Virginia, with reference to national trends. The second traces the acquisition of ports and port buildings during the 1960s, 1970s, and 1980s, including a

brief description of the various buildings included in this survey. During the course of this project a single property type was developed: mid-twentieth-century port buildings.

## THEME: TRANSPORTATION

### PART I: THE HISTORY OF PORTS IN VIRGINIA, WITH REFERENCE TO NATIONAL TRENDS IN PORT DEVELOPMENT

#### Colonial Ports

The early growth of North America—even the direction and rate of settlement of the inner continent—depended upon safe harbors and navigable waterways<sup>1</sup>. Since waterborne transport was the most efficient means of trade and transportation during the early years of settlement, the heaviest concentration of colonization occurred along the navigable waterways of the Atlantic coast.

In 1607, under the command of captains Christopher Newport and John Smith, three ships—the *Susan Constant*, the *Godspeed*, and the *Discovery*—sailed into the harbor now known as Hampton Roads, bringing the first, permanent, English-speaking settlers to Virginia.<sup>2</sup> One of the largest natural ports in the world, Hampton Roads is ice-free virtually year-round and surrounded by flat terrain.<sup>3</sup> This natural harbor remains significant in Virginia's maritime history from its earliest exploration to the present day (fig. 1). The Virginia Company eventually settled not in the Hampton Roads vicinity, however, but at Jamestown about twenty miles up the James River.

Developing and sustaining trade were major concerns of the Virginia Company. Since this trade was dependent on Virginia's developing agriculture, the tiny settlement expanded and the areas surrounding Jamestown were explored and settled. Settlement occurred primarily in large agricultural tracts organized in a closely interrelated network of plantations based primarily on tobacco cultivation and harvest.

As the colonists discovered that tobacco was suitable to the Virginia soil and climate, they turned to it as the "cash crop that was to shape and stabilize Virginia."<sup>4</sup> Tobacco could be grown in many places, including the northern climates of Canada and Connecticut, but a major "advantage of the Chesapeake Bay lay not in growing tobacco, but in getting it to market."<sup>5</sup>

In 1616 Virginia exported 2,500 pounds of tobacco, and by the end of the seventeenth century it had exported more than a total of twenty million pounds: by 1775 it was exporting annually more than 100 million pounds of tobacco, which accounted for more than three-fourths of the total value of the Chesapeake colonies' exports.<sup>6</sup> The expansion and prosperity of the Virginia colony was dependent upon the success of its tobacco crop.

Initially, trading ships were relatively small and maneuvered well even in the tiny river inlets and creeks of Tidewater, and most of them delivered their cargo directly to the plantations.<sup>7</sup> As trade increased, however, there was a growing need for centralized port

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<sup>1</sup>K. Jack Bauer, *A Maritime History of the United States* (Columbia: University of South Carolina Press, 1988), xi.

<sup>2</sup>The name Hampton Roads refers to the water bridge connecting the James, Nansemond, and Elizabeth Rivers with the Chesapeake Bay.

<sup>3</sup>In shipping, the term "roads" means safe anchorage, an accurate description of the Hampton area.

<sup>4</sup>William L. Tazewell, *Norfolk's Waters: An Illustrated Maritime History of Hampton Roads* (Woodland Hills, California: Windsor Publications, 1982), 23.

<sup>5</sup>Tazewell, 28.

<sup>6</sup>Tazewell, 27.

<sup>7</sup>Virginia Port Authority, "The History of the Virginia Port Authority" (Norfolk: Office of Planning, Virginia Port Authority, 1984), photocopy, 1.

towns with warehouses where government records could be maintained and taxes collected.<sup>8</sup> Jamestown, the colony's principal establishment, was not ideally suited for trade; neither was Williamsburg, the colony's subsequent capitol, since it was an inland town.

The Hampton Roads area, however, was well suited for shipping, and the area prospered and grew. Hampton and Norfolk, Virginia's first major ports, were both established in the latter half of the seventeenth century. They developed because of their close proximity to the earliest settlement areas and because they were in favorable locations for seaborne commerce.<sup>9</sup> These early ports were primitive, each featuring a customs house, a tobacco inspection station, and several warehouses. The Norfolk port, for example, began with a single wharf and one warehouse.

During the seventeenth and eighteenth centuries, the population of the Hampton Roads region grew at the expense of other Virginia port towns, which declined and in some cases even disappeared. By the mid-1700s Norfolk was the "principal seaport" through which passed the agricultural goods and the natural resources of Virginia, neighboring North Carolina, the northern states and the West Indies (fig. 2).<sup>10</sup> According to William S. Forrest, the city's first historian, "the harbor was almost filled with vessels, many of which were very large. Commerce was exceedingly flourishing; money was plentiful."<sup>11</sup> This era of prosperity lasted until the revolutionary war when Hampton Roads suffered along with the other major cities on the Atlantic Coast.

By the late eighteenth century, when a gradual decline in tobacco prices and production occurred, commerce in Virginia's ports had become more diversified. Farmers had begun growing wheat and corn on fields exhausted by tobacco, and livestock production had also increased. While some small, early port towns disappeared, other cities had developed along the larger rivers of Virginia, including Alexandria on the Potomac, Richmond on the James, and Fredericksburg on the Rappahannock. The colony of Virginia as a whole was expanding and experiencing financial success. With the greater variety of local crops to draw upon, Norfolk had increased opportunities to engage in international trade, especially with the West Indies. In response to the growth of shipping and shipbuilding new industries developed in Hampton Roads, including hemp for rope, tar, and turpentine.<sup>12</sup>

#### **Colonial River Ports of Richmond and Alexandria**

Along with the maritime ports, several inland ports developed during the colonial period in Virginia. Owing to its location at the falls of the James River, Richmond existed as a Native American trading center long before English colonization. After English settlement, the town prospered because of the substantial tobacco trading that occurred in the area. The town provided farmers with easy access to ships bound for ocean travel. Warehouses were built along the river and used to store goods. Its strategic location for trade made Richmond a prime candidate for the capitol site.<sup>13</sup>

During the revolutionary war, international trade was difficult because English ships pillaged outbound vessels. Despite these attempts, trade continued in and out of Richmond

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<sup>8</sup>Ibid., 1.

<sup>9</sup>Ibid.

<sup>10</sup>Tazewell, 38.

<sup>11</sup>Ibid.

<sup>12</sup>Ibid., 40.

<sup>13</sup>Harry M. Ward and Harold E. Greer, Jr., *Richmond During the Revolution 1775-1783* (Charlottesville: The University Press of Virginia, 1977), 126.

during the war. Several companies traded with the Caribbean area and Europe, while others licensed their ships as privateers to make war on British commercial vessels.<sup>14</sup> The war was actually a positive force that helped the Richmond area grow, for it led to increased trade in raw materials and agricultural products, and to the development of manufacturing, mining, and crafts.<sup>15</sup>

The town of Richmond declined as a major port for Atlantic commerce in the nineteenth and twentieth centuries. The shallow James River was not able to handle the larger vessels then being used for transport. The smaller and more navigable ships were more suitable for this river, but they could not keep pace with economic needs. It was more efficient for larger ships to dock in Hampton Roads, and transport the goods inland by rail.

The fate of the port of Alexandria closely mirrors that of Richmond. Alexandria was established in the late 1600s as a proposed site for warehouses. The area, however, quickly developed into a prime agricultural production center with the majority of plantations growing tobacco. It eventually developed into a town where planters along the Potomac River could directly trade with English ships in a facile manner.<sup>16</sup> Large tobacco warehouses were built at convenient locations along the banks of the river.

The tobacco trade was the most important economic activity for this harbor town. Tobacco was used as currency and dominated all agricultural cultivation in the surrounding area. Only after the tobacco trade was firmly established at this location did a town slowly begin to develop. Alexandria's importance as a seaport grew rapidly, and in the late eighteenth century it was ranked third in the New World for tobacco exports.<sup>17</sup>

By the 1770s wheat was replacing tobacco as Virginia's major export crop. Since Virginia wheat was considered the best by European standards, Alexandria replaced the ports of Philadelphia and Delaware as the export center for Shenandoah wheat. The port became so crowded that navigation was difficult.<sup>18</sup> However, the port had declined in importance by the early 1800s with the growth and increased competition of such port cities as New York and Philadelphia. Like Richmond, Alexandria became a port confined to local trade and commerce in small ships; larger vessels preferred to dock in Norfolk or Baltimore and transport their cargo inland by railroad.

### Late-Eighteenth-Century Ports

The Hampton Roads ports were relatively small, however, when compared to the growing ports of the northeast. In 1759, Boston was the largest port city in the English colonies of North America, although trade was also concentrated in Newport, New York, Philadelphia, and Charleston. By 1769 Massachusetts accounted for forty percent of all colonial shipbuilding and played a major role in colonial shipping, particularly with the West Indies.<sup>19</sup> While not as busy a port as these other mentioned ports, the Hampton Roads ports were vital for shipping the products to and from Virginia's plantations. Materials were shipped directly from small port villages and wharfs to the major Hampton Roads ports during the late eighteenth-century.

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<sup>14</sup>Ibid., 127.

<sup>15</sup>Ibid., 126.

<sup>16</sup>Gay Montague Moore, *Seaport in Virginia: George Washington's Alexandria* (Richmond: Garrett and Massie, 1949), 3.

<sup>17</sup>Ibid., 18.

<sup>18</sup>Ibid., 33.

<sup>19</sup>Bauer, 33.

Although Virginia's ports were affected by the American Revolution, they suffered less than major Northern ports. In December 1773 the citizens of Norfolk, allying with colonists in Boston and elsewhere, boycotted a ship carrying tea in protest of the tea tax. In response, Lord Dunmore, the governor of Virginia, took defensive measures to protect the interests of the British Crown. In 1775, he burned the print shop of the *Virginia Gazette or the Norfolk Intelligencer*, claiming that it was infecting the minds of the citizens with the "spirit of sedition and rebellion." In 1775, following combat between the American and British fleets in the harbor, the British began firing upon Norfolk and looting the city. To prevent the British from taking the town, the colonists set fire to their own city, burning roughly 1,300 buildings.<sup>20</sup> Despite vast destruction, the burning served as an American victory and humiliation for Lord Dunmore.

Hampton Roads was plagued by occasional fighting until the end of the war. Local towns and countryside were destroyed and ransacked, but the area recovered quickly following the war. By the 1790s Norfolk's harbor was again prospering from trade. The census of 1790 recorded 2,959 inhabitants of Norfolk living in about five hundred houses. There were also three churches, a brick theater, a library, and two newspapers.<sup>21</sup> Although the town recovered from the destruction of war, it remained unsightly and poorly organized; visitors described it as filthy and unhealthy.

### **Regulation by the Federal Government**

Early commerce in and around Virginia ports was not strictly regulated, with the exception of small warehouses used to collect colonial taxes. In 1761 the House of Burgesses of Virginia appointed a group of trustees and directors to oversee the development of the existing ports; the federal government, after its establishment in 1789, entered into an official relationship with the maritime industry.<sup>22</sup> At this time the federal government began collecting duties, which raised money not only to cover the operating costs of the fledgling republic, but to help protect the infant shipping industry from its greater and more industrialized competitors, primarily Great Britain.

The federal government increasingly became more involved in the maritime industry as international and domestic trading grew more profitable. The U. S. Coast Guard was responsible for maintaining safe and navigable waterways, while the U. S. Army Corps created and maintained channels and anchorages.<sup>23</sup> The government funded these services by collecting duties on imported goods.

### **Early-Nineteenth-Century Ports**

The turn of the nineteenth century marked the transition from sailing vessels to steamboats. On 24 May 1807 the steamboat *Washington* entered the Norfolk harbor, the first ship of its kind to enter Hampton Roads. The steamboat was an important innovation since it was ideal for passenger transport along the East Coast. Steam lines were formed that linked Norfolk with Richmond and Baltimore on a regular basis, and provided the impetus for both commerce and a growing tourist industry. The steamship industry flourished to such a great extent that in 1835 it was necessary to regulate the speed of boats in the harbor.

The years 1790 to 1840 marked the dominance of New York City as the country's major metropolitan center and Baltimore's challenge to Philadelphia as the major port in the area

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<sup>20</sup>Tazewell, 43.

<sup>21</sup>Ibid., 51.

<sup>22</sup>"History of the Virginia Port Authority," 1.

<sup>23</sup>Ibid.

south of New York City.<sup>24</sup> Baltimore's development was due mostly to the transfer of trade from Philadelphia during the revolutionary war. Consequently, Baltimore grew rapidly and by 1790 it was the fifth largest city in the country.<sup>25</sup> It could not attract, however, the new clients that Philadelphia could with the rapid growth in its surrounding area, so Philadelphia retained its dominance as the major port south of New York. Although Norfolk was the principal seaport in Virginia and North Carolina, it was still a small port in comparison to the northeastern seaport towns.

During the early nineteenth century, the larger seaport cities of New York, Philadelphia, Boston, and Baltimore grew because of their better commercial services and opportunities for agricultural shipments.<sup>26</sup> The role of these four cities in American urbanization peaked in the first two decades of this century; the latter half witnessed the urban growth of such other port cities as Saint Louis, Cincinnati, Memphis, Detroit, and Chicago.

Despite the elevation of Norfolk to a chartered city in 1845, its population growth was nearly stagnant, with an annual growth rate of less than one percent over fifty years.<sup>27</sup> During the colonial era, the colonies of the Chesapeake Bay were favored by merchants because access to water was necessary for trade and commerce. This arrangement was also profitable during the Napoleonic Wars when England was preoccupied with war, and the Americans usurped international trade routes. After 1815, however, England reclaimed its earlier trading partners and American commercial shipping declined. The farmlands surrounding Hampton Roads also suffered, since the tobacco crops had exhausted the land and most farmers lived near the subsistence level.<sup>28</sup>

The national economy and demographic structure were changing, due to the influx of immigrants to the northern cities and the westward expansion in search of new land. Other southern states prospered with cotton farming, a crop not especially suitable for Virginia's lands, and the northern states concentrated on industrial manufacturing. Another factor that led to Norfolk's decline as a port was its inability to establish an effective railroad connection to other cities in the United States.

Despite its problems, life about Norfolk's waters was described as "pleasant" during the antebellum period. The development of truck farming in the 1840s helped to stimulate the coastal shipping that was the mainstay of the port.<sup>29</sup> In addition, there was professional activity on the waterfront, including fishing and shipbuilding (fig. 3). The Gosport Navy Yard was the largest ship yard in the country in 1860.<sup>30</sup>

### Virginia Ports in the Civil War

During the Civil War, the port at Hampton Roads was destroyed. In one of the most famous naval battles in American history, between the *Merrimack* and the *Monitor*, the commandant of the Norfolk Navy Yard was instructed not to provoke trouble with the citizens of the area who were partial to the Confederacy. The Navy Yard, however, housed a great number of invaluable weapons and old warships along with the dry-docked

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<sup>24</sup>David T. Gilchrist, ed., *The Growth of Seaport Cities 1790-1825: Proceedings of a Conference Sponsored by the Eleutherian Mills-Hagley Foundation, March 17-19, 1966* (Charlottesville: The University Press of Virginia, 1967), 25.

<sup>25</sup>Ibid., 28.

<sup>26</sup>Ibid., 47.

<sup>27</sup>Tazewell, 66.

<sup>28</sup>Ibid., 66.

<sup>29</sup>Ibid., 69.

<sup>30</sup>Ibid.

steam frigate *Merrimack*. The Secretary of the Navy ordered the officers at Norfolk to protect the yard and, if necessary, destroy it rather than let it fall into rebel hands.

Consequently, on April 20, the Union officers attempted to destroy the Naval Yard (figs. 4-5). Many of the buildings and ships were burned, but the storehouse of supplies was left untouched and the *Merrimack* suffered only minor damage. The Confederates restored this iron ship, and later used it to defend the waters of Hampton Roads.

### **The Reconstruction Years**

During the Reconstruction years, Norfolk became a major cotton port second only to New Orleans. Photos from this period show thousands of cotton bales stacked along the docks of Hampton Roads (fig. 6). Before the Civil War, Norfolk could not compete as a cotton port because of its inadequate railroad system. By the 1880s, however, the city was linked by a mature rail system to the west. This was not only a significant factor in Norfolk becoming a prime exporter of cotton, but also in its becoming the prime contender for the newly created coal trade.

In the latter half of the nineteenth century, the eastern coal trade routes focused on the Appalachian coal mines. In 1881 the Chesapeake and Ohio Railroad expanded to include the West Virginia coal mines, and the Norfolk and Western Railroad soon followed its lead. On 17 March 1883 the first carload of coal rolled into Norfolk, marking the beginning of that city's profitable relationship with the coal industry.

The entire Hampton Roads area was revitalized by the growth of the railroads: the Norfolk and Western lines serviced Norfolk; the Chesapeake and Ohio linked Newport News with the coal mines of West Virginia; and the Virginia Railway and others connected Hampton Roads to inland Virginia towns. These new access routes helped Newport News become the leading coal port in the nation.<sup>31</sup> Indeed, even today Hampton Roads retains its preeminence among the coal ports of the world.

In addition to commercial ventures, the Navy has maintained a close relationship with Hampton Roads (fig. 7). Norfolk has always been a sailor's town, and over the years the U. S. government has purchased many ships built in local shipyards. In 1907 President Theodore Roosevelt sent the Great White Fleet on its voyage around the world, largely to impress the encroaching Japanese power. Seven of the sixteen battleships were built by the Newport News Shipyard, so naturally the armada assembled at Hampton Roads.<sup>32</sup> This cruise symbolized the primacy of the United States Navy in the world.

With the United States' entrance into World War I, Norfolk, Newport News, and Portsmouth witnessed unprecedented growth, with shipbuilding companies enjoying booming sales and hiring new employees. In 1917 the U. S. government bought the land that was occupied by the Jamestown Exposition and constructed modern naval air terminals (fig. 8). The wartime economy surged in Norfolk with the Navy's presence.

### **Regulation by the Virginia State Government**

The federal government retained its authoritative role in the maritime industry until 1922, when the General Assembly established the Hampton Roads Port Commission. This board was strictly an advisory board with no enforcement powers, and therefore had no means of dealing with any problems or complications that arose.<sup>33</sup> Realizing that the commission

<sup>31</sup>Bauer, 271.

<sup>32</sup>Tazewell, 109.

<sup>33</sup>"History of the Virginia Port Authority," 2.

was ineffective, the General Assembly abolished it in 1926 and created the State Port Authority of Virginia. In addition to the advisory functions of its predecessor, the Port Authority had certain powers that enabled it to deal with obstacles, growth, and change. It was now able to issue building permits as well as regulate harbor activities including the anchoring, berthing and mooring of vessels.

### **Virginia's Ports During the Depression and World War II**

During the Great Depression, the Hampton Roads area suffered, but perhaps not as much as other American cities because Navy expenditures continued to assist its economy (about \$20 million annually during the 1930s).<sup>34</sup>

Just prior to World War II, the Navy expanded its Naval Air Station by more than one thousand acres, creating more than a thousand new jobs monthly. Hampton Roads became a port of embarkation during the war, saturating the city with thousands of military personnel. Although this influx created a housing crisis, it eventually improved the local economy. The Second World War was closely followed by the Korean War and the continuation of steady government contracts prevented the usual postwar stagnation. The shipbuilding companies continued to build military and other ships, which helped the area avoid job shortages. According to one historian, the naval buildup has never really slackened since it began in 1950.<sup>35</sup>

### **The Roberts Commission**

In 1948 the state government reorganized its Executive Branch, and the State Port Authority became the Division of Ports within the Department of Conservation and Development. Responding to accusations that the commonwealth showed little interest in its harbors, the General Assembly established in 1950 the Commission to Study Reorganization of the Division of Ports, also known as the Roberts Commission.

The Roberts Commission's report upheld the negative accusations and criticized the state government's lack of awareness and appreciation "of the value of and necessity for the development of its great asset"—the ports. The report also stated that "it is difficult to imagine that the Legislature of Virginia will not be anxious, by similar businesslike and proven methods, timely recognition and adequate appropriation to aid in the development of its great ports . . . as those states to the north and south have done with their ports."<sup>36</sup>

The Roberts Commission included Virginia citizens who scorned governmental apathy and encouraged action to upgrade state port facilities. It recommended that the Division of Ports be established as an independent agency within the state government. The commission warned that the ports would not receive priority of attention or funds if it were blanketed under a parent department. It also suggested that "the port authority should be under the direct supervision of outstanding citizens of this Commonwealth, appointed by the Governor and confirmed by the General Assembly. Such board should have the authority necessary . . . to carry out broad plans and objectives within the law."<sup>37</sup> The report also criticized the last major reorganization of state government, which had hindered the prosperity of the Port Authority.

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<sup>34</sup>Tazewell, 122.

<sup>35</sup>Ibid., 139.

<sup>36</sup>"History of the Virginia Port Authority," 2.

<sup>37</sup>Ibid., 2.

### **The Establishment of the Virginia Port Authority**

In response to the problems brought to light by the Roberts Commission, the Virginia State Ports Authority (VPA) was established in 1952 and given the power to "acquire real property in this continuing dream of unification and improvement." Although the establishment of the authority was a positive step, it left several problems unsolved. While the authority was given the power to acquire land to unify and improve the existing ports, it was not funded enough to accomplish this task. In 1958 the General Assembly gave the authority specific power to issue revenue bonds to fund harbor activities. The authority also was given more power, including the power to collect duties for use of port facilities. In addition, the General Assembly earmarked state funds for use in acquiring, developing, and operating port facilities. Later, in 1964 the General Assembly established the Peninsula Ports Authority as a companion to the Virginia Ports Authority. Its domain was restricted to the Newport News/Hampton area, but had the same power and duties of the larger statewide organization.

The first port facilities to be developed under the newly formed Port Authority were the general cargo marine terminals at Lamberts Point and Sewells Point in Norfolk. Both of these sites were purchased from the Norfolk and Western Railroad in 1961 for the price of 27.5 million dollars in revenue bonds issues by the authority. At that point the Norfolk and Western Railway was provided a thirty-year lease and agreed to operate and maintain the two terminals.<sup>38</sup>

The next port facility developed under the Port Authority was the Portsmouth Marine Terminal. Until the early 1960s two railroads (the Seaboard Coast Line Railroad and the Norfolk and Portsmouth Belt Line Railroad) had operated extensive but outmoded port facilities in the Pinner's Point area of Portsmouth. When the Port Authority offered to purchase these facilities, one of the railroads agreed to the sale, but then refused to lease them back for operations. The other railroad simply dismantled its terminal, leaving no operating port facility in Portsmouth. A 1964 fire destroyed the piers that the Port Authority had purchased, thus clearing the way for construction of an updated facility. At this point the city of Portsmouth leased a part of the property, built a temporary pier, and entered the port business, importing lumber from the West Coast. This business came to a sudden halt when the federal government suddenly diverted all lumber ships for service in Vietnam. Development of the Portsmouth Marine Terminal finally began in 1966, when the General Assembly appropriated 3.6 million dollars for a joint city-authority development plan for the port. The new facility finally entered service late in the fall of 1967 as a two-berth container facility complete with container crane.<sup>39</sup>

Along with these three ports established by the Port Authority, two others were established in the Hampton Roads area during the 1960s. Following the example of Portsmouth, the city of Norfolk entered the shipping business in 1965 when it agreed to purchase an existing terminal known as The Army Base built by the federal government in 1918. This facility, which had been declared surplus by the federal government, was fully equipped with two piers, warehouses, railroad tracks, and railroad service provided by the Norfolk and Western and Norfolk-Portsmouth Belt Line railroads. In 1968 the city of Norfolk officially purchased the terminal, designated Norfolk International Terminals, from the U. S. Maritime Administration, and proceeded to improve the facility with the use of city funds.

In 1965 the Peninsula Port Authority arranged to purchase the Chesapeake and Ohio (C&O) merchandise terminal in Newport News and improve it, if the C&O would continue

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<sup>38</sup>Ibid., 4.

<sup>39</sup>Ibid., 5.

to operate it. Improvements included the removal of several old and obsolete wooden merchandise piers and the construction of a new concrete and steel pier known as Pier B, which went into service in 1967.<sup>40</sup>

### **The Breeden Commission and the Unification of Virginia's Ports**

In 1969 the General Assembly created the Breeden Commission to study Virginia's harbor facilities. At that time, the major maritime communities in Hampton Roads all had port authorities of their own. These municipal agencies had been created by the General Assembly over a period of years to aid the port cities in the development of their public cargo facilities and related industrial growth. The Breeden Commission report found that the then-current arrangement of small ports authorities working independently without any unifying organization was inefficient and uneconomical. The commission suggested that:

one single ports authority should be created which will direct, develop, control, plan and regulate the activities of the deep water ports of Virginia, and will derive its authority from the Virginia General Assembly. Independent municipal port agencies should be eliminated from the Virginia ports structure and the port functions of these absorbed by a unified agency.<sup>41</sup>

The Breeden Commission was followed in 1970 by another report, the Governor's Management Study Survey and Recommendations. This broad study, which analyzed all of Virginia's governmental organizations and functions, concluded that the Ports Authority must receive wider financial and operational prerogatives if it was to function as an independent agency. In order for the authority to make constructive progress, it needed the flexibility to operate within a business environment.<sup>42</sup>

In response to these two reports, the General Assembly enacted legislation in 1970 that made changes to the status of the Port Authority, including changing the name to Virginia Port Authority; enlarging its governing board; authorizing the VPA to acquire port facilities from political subdivisions; and giving it more power to regulate terminals.

In the early 1970s, with port unification identified as a priority of the state, the Port Authority acquired all of the port facilities in the Hampton Roads Vicinity. At that point the Port Authority already owned and controlled the ports at Lamberts Point and Sewells Point in Norfolk. The next to join the program was the city of Portsmouth; in April of 1971 the city sold its half of the Portsmouth Marine Terminal to the Virginia Port Authority, fully relinquishing all of its right, title, and interest. In the fall of 1971 the Peninsula Port Authority and the city of Newport News also decided to go along with the state unification program, and with the concurrence of the C & O railroad, the Newport News Marine terminal was transferred to the Virginia Port Authority. Finally, in 1972, the Virginia Port Authority acquired the Norfolk International Terminals from the city of Norfolk.

Along with the acquisition of existing ports, the Virginia Port Authority, in cooperation with the city of Portsmouth, and Sea Land Associates, Inc., constructed a new port terminal. The VPA assumed the role of project developer and manager, and Sea-Land, Inc. signed a thirty-year lease for the project, with the provision that at the end of the lease the facility would revert to the VPA. Dedication of the Sea-Land Terminal took place in November, 1975.

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<sup>40</sup>Ibid.

<sup>41</sup>Ibid., 6.

<sup>42</sup>Ibid.

In the late 1970s, the Virginia Port Authority began hiring contractors to assume operational control of terminals. In May 1978, Peninsula Terminals, Ltd., began operating at the Newport News terminal. In July 1980 this company relinquished its lease and was replaced by Port Authority Terminals, Inc., a nonprofit company formed by the VPA. In January 1982 the Board of Commissioners of the Virginia Port Authority authorized the establishment of Virginia International Terminals, Inc., to operate and manage Norfolk International Terminals and Newport News Marine Terminal.<sup>43</sup> In 1983 Virginia International Terminals also assumed operational control of the Portsmouth Marine Terminal.

In March 1988 the Virginia Port Authority opened the Virginia Inland Port (VIP) at Front Royal in northwestern Virginia, 220 miles from Hampton Roads. The facility consists of 161 acres with three thousand feet of railway tracks. By saving customers up to \$125 a box via rail to VIP versus truck or barge transport to the actual port area, the Virginia Port Authority hoped to attract business that was previously conducted in Baltimore or Philadelphia.<sup>44</sup> The facility is only a mile and a half from interstates I-81 and I-66, facilitating truck access. The client ships directly to VIP and pays a fee for the final shipping from VIP to its final destination via Hampton Roads, reducing the entire process to one step.

Since its establishment two years ago, the Inland Port has experienced increasing success. During its first month of operation, the port only handled ten containers, but within eight months it had handled over 600 containers. Authorities hope that the port will soon handle almost ten thousand containers per year. The VIP is credited with causing much of the growth of the Hampton Roads Ports, and is expected to contribute to the future growth of Virginia's ports.

The ports in the Hampton Roads area have thrived because of the strong naval presence and because of its healthy coal trade. Historically, Hampton Roads has shipped about three-fourths of the total tonnage of coal exported from the United States.<sup>45</sup> The rising costs of oil world-wide are creating an increased demand for coal; Hampton Roads should benefit from this trend in the future. During the early 1980s, coal shipments accounted for almost eighty percent of the areas total tonnage. Hampton Roads recently passed Baltimore to become the second largest port on the East Coast, based on total tonnage of cargo handled. To ensure their success, the ports of Hampton Roads are continually improving and upgrading their facilities.

In 1989 Hampton Roads experienced an annual growth rate of fourteen percent, mostly at the expense of Baltimore.<sup>46</sup> The new Virginia Inland Port at Front Royal and the dredging of the outbound shipping channel from Norfolk to the mouth of the Chesapeake Bay, allowing colliers to take on heavier loads, both contributed to the increase in shipping. The growth of ports in the Hampton Roads area has also boosted maritime-related industry in the area; in 1980 the Newport News Shipbuilding company was the largest employer in Virginia, supplying an estimated 25,000 people with jobs. Norfolk is home not only to the largest naval base in the world, but also to NATO's only United States office. The military has more than 90,000 people stationed in Hampton Roads.

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<sup>43</sup>Ibid., 9.

<sup>44</sup>Robert Selwitz, "Virginia Inland Port Out to Get the Goods," *Journal of Commerce and Commercial* (May 23, 1989), 12T.

<sup>45</sup>Tazewell, 141.

<sup>46</sup>John Witt and Stacey Chase, "Most Rise in Shipping is at Baltimore's Expense," *Richmond Times-Dispatch* (January 21, 1990), C1.

The directors of the VPA are continually assessing plans to make Virginia's ports more successful. For example, it is considering implementing phase II of the channel dredging project, which would deepen the channel from 50 feet to 55 feet. There are also proposals for land acquisition and development that would allow the port to expand as local business grows.

Recently, the Virginia Port Authority has been focusing its efforts on acquiring the two river ports in the state, at Richmond and Alexandria. The Richmond Port Authority is privately owned and operated. Richmond's annual growth rate is nearly three times that of Hampton Roads, but its total tonnage in 1988 was only 459,350 compared to Hampton Roads's 5.9 million.<sup>47</sup> There have been attempts in the past to consolidate the two agencies and bring Richmond under the operational control of the VPA, but the Richmond port has resisted for fear that this would eliminate competition for state funds. The authority "stands ready to take this terminal into the unification fold any time that conditions indicate it would be practicable."<sup>48</sup> Port facilities at Alexandria have tended in the last decade to be oriented towards one owner and one commodity, a condition that will probably continue owing to the channel limit of 24 feet and the close proximity of Baltimore. The Virginia Port Authority is currently assisting Alexandria in retaining consultant services to plan channel improvements.

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<sup>47</sup>"Va. Ports Challenge Richmond," *Journal of Commerce and Commercial* (May 23, 1989), 11T.

<sup>48</sup>"History of the Virginia Port Authority," 9.

## PART II: BUILDINGS OWNED BY THE VIRGINIA PORT AUTHORITY

### **Introduction**

The Virginia State Port Authority was established in 1952 in response to a need for a central organizational body to represent and manage Virginia's ports. The VPA did not, in fact, own any property until the 1960s and early 1970s, at which time it began to acquire existing port facilities and rehabilitate them as modern port terminals. Consequently, none of the sites or buildings surveyed as a part of this project actually were developed originally by the Virginia Port Authority; several of the ports were developed by railroad companies as transfer and loading terminals; one was developed by the U. S. Army. Because these sites were not designed by a single designer, or developed by a single owner, it is not surprising that there is little other than current function that unifies them as a group. The fact that all of these sites were acquired from different owners make it difficult to identify the functions and dates of construction of several of the buildings. In several cases it was unclear whether the previous owner of a site (i.e., Norfolk and Western Railroad) was the original developer, or whether there was an even earlier owner.

Despite the varying origins of the properties owned by the Virginia Port Authority, certain shared characteristics relating to function and setting can be identified. All of the ports visited are located close to each other in the vicinity of Hampton Roads. All of the ports have a highly industrial, somewhat gritty appearance; little or no attention has been paid to landscaping or beautification at any of the sites visited. In addition, the emphasis on security owing to escalating contraband and drug trafficking in recent years also has had an impact on the appearance of Virginia's ports. All of the ports visited had prominent, well-guarded entry gates and were surrounded with chain-link fences. Security guards (employed by the Port Authority Police or private security agencies) patrol the grounds day and night, and unattended visitors are not allowed entrance.

All of the ports surveyed contain the same basic components. Each port has an entry gate and long paved entry road, providing access for trucks and cars. Railroad access is available at all of the ports, and numerous railroad tracks cross each site. As it continues from the entrance gate to the water, the main road through each port complex passes through a large paved area for container (box car and truck container) storage. The warehouses at each port generally are located in close proximity to the piers, and arranged perpendicular to the water. Many of the warehouses have railroad tracks running along one side, and covered loading areas along the other. The piers are poured-concrete dock structures extending into the water, with large pier buildings on top. Originally the docks were made of wood supported with massive wood pilings; the last wooden pier owned by the Port Authority recently was demolished. The pier buildings are large shell structures that provide covered storage space for material that is unloaded from the ships before it can be loaded onto a train or truck. Many of the pier buildings have railroad tracks running along the sides or, in some cases, through the middle of the building. Also located on the piers, or nearby along the water, are large cranes for lifting material from the ship decks and carrying it to land.

### **Lamberts Point Docks**

Lamberts Point Docks is located on the Eastern Branch of the Elizabeth River opposite the Portsmouth Marine Terminal. The site, along with the Sewells Point dock, was purchased by the Virginia Port Authority from the Norfolk and Western Railroad in 1961. The majority of the buildings at the Lamberts Point Docks date from the 1930s and 1940s; they were built by the Norfolk and Western Railroad when it developed the area as a port access area for the railway. Currently, the port provides sufficient space for berthing seventeen vessels simultaneously, making it one of the largest terminals in Hampton Roads. The

Norfolk and Southern Railway Company provides direct service to the Docks Company terminal with connections to four other major rail lines.

To entrance to the Lamberts Point facility is the main gate at the southern end of the complex. North of the main gate, in the center of the complex, is the main office building, a brick two-story structure built in 1917. Facing the main office is the 1917 pumphouse, a one-story, brick, flat-roofed structure sited directly beneath the water tower. The concrete-block commissary sits just east of the pumphouse.

Seven warehouses were surveyed, all of similar construction, style, and materials. Warehouses J, H, and K, built in 1948, are concrete-block structures with flat roofs, and have twenty-one side bays that are serviced by railroad tracks. Warehouses C, D, E, and F were built between 1930 and 1931, and are nineteen bays deep and clad in corrugated metal with flat, sheet metal roofs. They also have a continuous row of windows that are located in the upper half of the story along the side elevations. At one time they were serviced by the railcar tracks that run beside these warehouses, although it is unclear whether this is still the case.

The maintenance shop, a one-story concrete-block building, is sited north of the main office and faces the river. The side features a full-length porte-cochère made of corrugated metal with tree trunk posts. Directly behind is the 1949 fumigator shed, a gable-roofed structure with corrugated metal cladding. It features four fumigation chambers with concrete loading ramps.

Pier N, built in 1948, is the northernmost pier at Lamberts Point. It has a shallow-gabled roof and is clad in corrugated metal. It is 390 feet wide and 1,100 feet long and has twenty side bays. Two sets of railroad tracks run along each apron with a capacity of eighteen cars each, and two depressed tracks run down the center of the warehouse with a capacity of thirty-four cars.

### **Sewells Point Docks**

Sewells Point Docks is located at the mouth of the Elizabeth River in Norfolk, just north of the Norfolk International Terminals. The site, along with the Lamberts Point Docks, was purchased by the Virginia Port Authority from the Norfolk and Western Railroad in 1961. Despite being the smallest of the five port facilities in Hampton Roads based on its acreage, it can berth up to five vessels simultaneously.

All of the buildings surveyed at this terminal date from 1941, and presumably were built by the Norfolk and Western Railroad when it developed the line's port terminal. Near the entrance to the facility is Office Building 2, a frame structure with a concrete-block foundation, and a later lunchroom addition with metal siding. Railroad tracks pass along the front of the office and continue up to the main dock. Sited across the railroad tracks from the office is the Gearhouse, a corrugated metal structure used for storage purposes that faces west (towards the water).

Piers A and B and Warehouse G all share the same poured-concrete loading dock. The water surrounding the dock is 32 feet deep and can accommodate up to five berthing ships simultaneously. Piers A and B are identical structures that serve as open storage facilities. Constructed of poured concrete, they feature flat roofs with a shallow-gabled front parapet and one large front garage door with a concrete loading ramp. A corrugated-metal shed porch protects the loading end from inclement weather. The side bays extend 1,200 feet onto the dock and have firewalls every 400 feet, and railroad tracks run along each side of the piers. Although FAACS dates Pier A to 1924 and Pier B to 1941, their identical construction and placement suggest that they were built at the same time, which is more

likely to be 1941. Warehouse G is a steel frame structure with corrugated metal cladding that serves as a warehouse. There are two large garage doors on the end with loading ramps that are protected by a corrugated metal, shed porch. Railroad tracks run along each side of the warehouse.

### **Portsmouth Marine Terminal**

The Portsmouth Marine Terminal, located at the northern tip of the city of Portsmouth on the mouth of the Elizabeth River, was originally the site of a railroad port facility operated by the Seaboard Coast Line and the Norfolk and Portsmouth Belt Line. It is not known exactly when the two railroads first developed the area as a port, though the majority of the buildings at the site appear to date from the 1950s and 1960s. In 1971, as part of the port unification program of the early 1970s, the Portsmouth Marine Terminal was acquired by the Virginia Port Authority. Currently, the Portsmouth Marine Terminal specializes in containerized and general cargo. The 210-acre port facility includes 200,000 feet of warehouse space, a fumigation chamber for fumigating tobacco, a variety of cranes, and a massive paved area for storing automobiles, lumber, and other cargo.

Few, if any, older buildings exist on the site. A 1903 maintenance building listed by FAACS as existing on the site recently has been demolished. The operations building, listed by FAACS with a date of 1941, bears a cornerstone with the date of 1961. The sewage treatment plant office, a one-story brick building with protruding central bay with recessed door, may date from the late 1940s, though the exact date of construction is not known. In addition, the police office, a gabled, frame structure, also appears to date from the late 1940s.

### **Newport News Marine Terminal**

The Newport News Marine Terminal appears to have been developed by the Chesapeake and Ohio Railroad in the mid-1940s. In 1965 it was purchased by the city of Newport News, and in 1971 it was acquired by the Virginia Port Authority as part of the port unification program. The terminal is located at the southern end of the city of Newport News, at the confluence of Hampton Roads and the James River.

This typical port complex consists of a central office, several large warehouses, and a fire pump house arranged on a large paved area with railroad and truck access. Large lifts, loading equipment, and storage containers dot the landscape. The two piers and pier buildings protrude from the western end of the complex into the James River.

At the western end of the port complex, all of the warehouses are arranged in two rows (36, 38, 40, and 42 on one side, 37, 39, 41, and 43 on the other). Identical in appearance, these warehouses are one-story, thirteen-bay, concrete-block structures with glass block windows in the gable end and rear facade. The warehouses have full-story loading doors, and covered loading porches running the length of the building. The odd-numbered warehouses (to the south) also feature a large open loading bay to the rear, supported by massive wooden posts. The lane between these two rows of warehouses leads to Pier B, a concrete dock with a poured-concrete pier warehouse. Extending into the James River, the pier building is eight bays long and has corrugated metal cladding.

The firehouse, currently a field office for the Virginia Port Authority, is located north of the warehouse complex. This box-like, two-story, brick structure has a flat roof, brick quoins, and a corbelled cornice. The front door features brick surrounds with a simple brick cornice and frieze. The tripartite windows hold one-over-one sash. Apparently the firehouse used to have a tall, narrow observation tower that no longer exists. The fire pump house, located adjacent to the firehouse is a one-story, seven-bay, brick building dating from 1918. It is not known why or by whom this building was built.

### **Norfolk International Terminals**

The Norfolk International Terminal is located on the northeastern tip of the city of Norfolk, at the mouth of the Elizabeth River. The massive port features two large concrete piers, eight warehouses, a variety of cranes, and ninety-six acres of lighted outdoor storage area. Originally this was the site of a U. S. Army shipping terminal built by the federal government in 1918. The majority of the buildings at the terminal date from this early period. In 1968 the terminal was purchased by the city of Norfolk, and in 1972 it was acquired by the Virginia Port Authority. Currently it is the largest container terminal in the Hampton Roads vicinity.

At the entrance to the complex is an open, grassy, parklike area called the seaman's crew. Originally built in 1941 by the Norwegian government on land leased from the United States to serve as a residential and recreational facility for Norwegian crewmen on leave in Norfolk, this area currently is used by terminal personnel for lodging and recreation. Buildings surveyed in this area include two residences, a garage, and a recreation building. These buildings are simple frame structures that sit in a somewhat overgrown yard featuring evergreen and deciduous trees. Surrounding this area is an open park, with recreational facilities including basketball courts and a children's playground.

Near the entrance to the central port complex stand a series of industrial warehouses that face the two large piers. The warehouses are sited in a row, each building running lengthwise from east to west. These eight, twenty-bay, brick industrial warehouses clad with stucco are similar in construction and style, with flat roofs, parapet walls, garage-type doors, and a partially covered loading area to the front. Several of the warehouses have interior dividing fire walls every five to six bays. Warehouses 6, 7, and 8 have corrugated metal cladding on the eaves and side facades. All of the warehouses are served by depressed railroad tracks on one side and street-level loading doors on the other.

West of the warehouse complex are Piers 1 and 2, protruding from the coastline into the channel. The piers are long poured-concrete docks with corrugated-metal berthing, storage, and loading dock warehouses. The storage/loading building on Pier 1 is one story high, and that on Pier 2 is two stories high. The shallow gabled roof on both buildings is covered with corrugated metal.

In 1965 the Peninsula Port Authority arranged to purchase the Chesapeake and Ohio Railroad (C&O) merchandise terminal in Newport News and improve it, if the C&O would continue to operate it. Improvements included the removal of several old and obsolete wooden merchandise piers and the construction of a new concrete-and-steel pier known as Pier B that went into service in mid-1967.

### EVALUATION OF PROPERTIES

None of the buildings included in this portion of the survey were evaluated as significant at this time. World War II-era buildings may have significance of which we are unaware; they should be re-evaluated in context of World War II military and maritime history when such information is available.

#### *Portsmouth Marine Terminal Portsmouth, Virginia*

None of the buildings at the Portsmouth Marine Terminal appear to have sufficient architectural or historical significance to warrant nomination to the state or national registers, either as part of a district or as individual resources. This survey did not include an archaeological component.

407-00001-00024	Operations Office	1983/1941	124-91
407-00001-000?	Police Office	c. 1949	124-90-2
407-00001-000?	Sewage Building	c. 1940	124-90

#### *Norfolk International Terminal Norfolk, Virginia*

None of the buildings at the Norfolk International Terminal appear to have sufficient architectural or historical significance to warrant nomination to the state or national registers, either as part of a district or as individual resources. This survey did not include an archaeological component.

407-00002-00002	Seaman's Crew	1972/1941	122-333
407-00002-00003	Police Office	1972/1918	122-334
407-00002-00004	Warehouse 1	1972/1918	122-335
407-00002-00005	Warehouse 2	1972/1918	122-336
407-00002-00006	Warehouse 3	1972/1918	122-337
407-00002-00012	Warehouse 8	1972/1918	122-338
407-00002-00013	Warehouse 6	1972/1918	122-339
407-00002-00014	Warehouse 5	1972/1918	122-340
407-00002-00015	Warehouse 4	1972/1918	122-341
407-00002-00016	Pier 2 Transit Shed	1972/1918	122-342
407-00002-00017	Pier I	1972/1918	122-343
407-00002-00018	Warehouse 7	1972/1918	122-344

#### *Newport News Marine Terminal Near Route 664 at 24th Street Newport News, Virginia*

None of the buildings at the Newport News Terminal appear to have sufficient architectural or historical significance to warrant nomination to the state or national registers, either as part of a district or as individual resources. This survey did not include an archaeological component.

407-00003-00004	Fire Pump House	1971/1918	121-55
407-00003-00006	Pier B	1971/1946	121-56
407-00003-00016	Warehouses 36 38,40,42	1971/1947	121-57
407-00003-00017	Warehouses 37, 39,41,43	1971/1947	121-58
407-00003-0000?	Fire House	1971/1918	121-55-2

*Sewells Point Docks*

*Norfolk, Virginia*

None of the buildings at the Sewells Point Docks appear to have sufficient architectural or historical significance to warrant nomination to the state or national registers, either as part of a district or as individual resources. This survey did not include an archaeological component.

407-00004-00007	Pumphouse	1964/1941	122-346
407-00004-00008	Gearhouse	1964/1941	122-347
407-00004-00010	Office Bldg. 2	1964/1941	122-349
407-00004-00012	Warehouse G	1964/1941	122-351
407-00004-00013	Pier B	1964/1941	122-352
407-00004-00014	Pier A	1964/1924	122-353

*Lamberts Point Docks*

*Off Route 247*

*Norfolk, Virginia*

None of the buildings at the Lamberts Point Docks appear to have sufficient architectural or historical significance to warrant nomination to the state or national registers, either as part of a district or as individual resources. This survey did not include an archaeological component.

407-00005-00004	Pier N	1964/1948	122-355
407-00005-00008	Main Office Bldg	1964/1917	122-356
407-00005-00010	Warehouse J	1964/1948	122-358
407-00005-00014	Warehouse H	1964/1948	122-359
407-00005-00015	Warehouse F	1964/1931	122-360
407-00005-00016	Warehouse E	1964/1930	122-361
407-00005-00017	Warehouse D	1964/1930	122-362
407-00005-00018	Warehouse C	1964/1930	122-363
407-00005-00020	Pumphouse	1964/1917	122-364
407-00005-00021	Commissary	1964/1948	122-365
407-00005-00022	Fumigator Shed	1964/1949	122-366
407-00005-000?	Maintenance Shop	1964/c.1949	122-354
407-00005-000?	Warehouse K	1964/1948	122-357

## CURRENT PRESERVATION POLICIES AND LEGISLATION

### National Role in Historic Preservation

Preserving historic resources has been a national policy since the passage of the Antiquities Act of 1906; significant expansion in historic preservation has occurred through the subsequent Historic Sites Act of 1935 and the National Historic Preservation Act of 1966, as amended. These last two acts made the Secretary of the Interior responsible for maintaining the National Register of Historic Places, a list of properties that have been evaluated as significant in American history, architecture, archaeology, engineering, and culture, and found to be worthy of preservation. The National Park Service maintains and expands the National Register of Historic Places on behalf of the Secretary of the Interior.

Nominations to the National Register for state-owned properties in Virginia are made by the State Historic Preservation Officer, who is also the Director of the Department of Historic Resources. Federal agencies request determinations of eligibility for properties that are subject to Federal, federally assisted, or federally licensed activities in accordance with Section 106 of the National Historic Preservation Act, as amended. For state-owned properties, a National Register designation accomplishes the following:

- increases public awareness of historic resources and may encourage preservation,
- mandates reviews of the negative impact of projects using federal funds or requiring federal licensing, but
- does not restrict the use of private funds, and
- makes designated properties eligible to compete for state grants.

### Role of the Department of Historic Resources

The General Assembly, in recognition of the value of the commonwealth's cultural resources, provides for the review by the Department of Historic Resources of all rehabilitation and restoration plans for state-owned properties listed in the Virginia Landmarks Register to insure the preservation of their historic and architectural integrity. In this respect the Virginia Landmarks Register is a planning tool in the protection and wise use of significant historic properties in the commonwealth.

### Enabling Legislation

The specific provisions for review are defined in the 1990 Appropriations Act, 1990 Session, Virginia Acts of Assembly, Chapter 972, Section 4-4.01.(o):

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

The 1990 Appropriations Act, which supersedes the similar provisions of the earlier appropriations acts, places into the code the provisions of Executive Order Forty-Seven issued by Governor Mills Godwin in 1976. In that executive order Governor Godwin stated the rationale for safeguarding state-owned historic resources:

Virginia's many historic landmarks are among her most priceless possessions. The preservation of this historic resource should be of prime concern to all citizens. As Governor, I believe the Commonwealth should set an example by maintaining State-owned properties listed on the Virginia Landmarks Register according to the highest possible standards.

#### **Departmental Policy and Authority**

Hugh C. Miller, Director of the Department of Historic Resources, subject to his continuing and ultimate authority, is vested with the responsibility for review of all plans for significant alterations, remodeling, redecoration, restoration, and repairs that may basically alter the integrity of state-owned registered historic landmarks, and to provide comments related to such plans to the governor, through the Department of General Services.

#### **Application and Review Procedures**

The 1990 Appropriations Act directs the heads of state agencies in charge of state-owned landmark properties to submit all plans for significant alterations, remodeling, redecoration, restoration, or repairs that may basically alter the appearance of the structure, landscaping, or demolition to the Department of Historic Resources. Although capital projects represent the most obvious state-funded activities that affect historic resources, state agencies should notify the Department of any remodeling, redecoration, restoration, or repair that could affect the structure or visual character of a state-owned landmark or archaeological site. Even such normal maintenance including repointing brickwork, cleaning masonry, painting woodwork, or landscaping can compromise the integrity of a landmark if not done in accordance with the *Secretary of the Interior's Standards for Rehabilitation*. The *Standards* encompass the most widely accepted principles regarding work undertaken on historic buildings in the United States and are used in review of all Federal projects involving historic properties listed in or eligible for listing in the the National Register of Historic Places. The Virginia Department of Historic Resources uses the *Standards* as a basis for evaluating proposed alterations to state-owned historic landmarks. The *Standards* are available without cost from the Department of Historic Resources.

#### **PRESERVATION AND MANAGEMENT RECOMMENDATIONS**

The history of ports in Virginia is a complex subject of both local and state significance. However, the specific Port Authority properties surveyed as a part of this project do not appear to possess the inherent historic or design values that merit special preservation efforts at this time. However, it is possible that World War II-era buildings may achieve significance over time.

Since this study did not include an archaeological component, potential archaeological sites have not been considered. Property owned by the Virginia Port Authority could possibly yield information significant in archaeology. Consequently there should be an archaeological investigation by a qualified archaeologist whenever any site is proposed for major new construction or other land disturbing activity. Maritime archaeology may be desirable.

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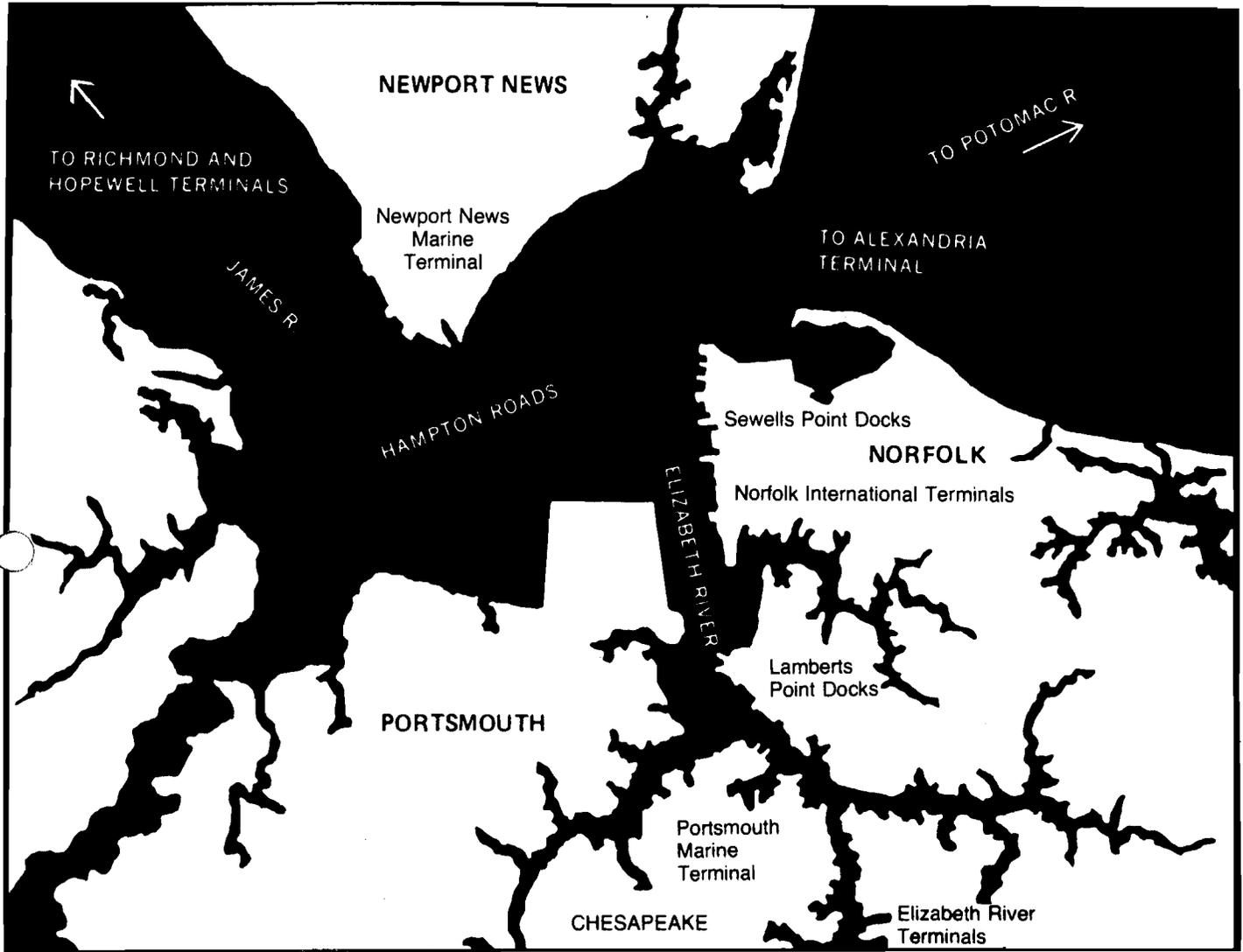


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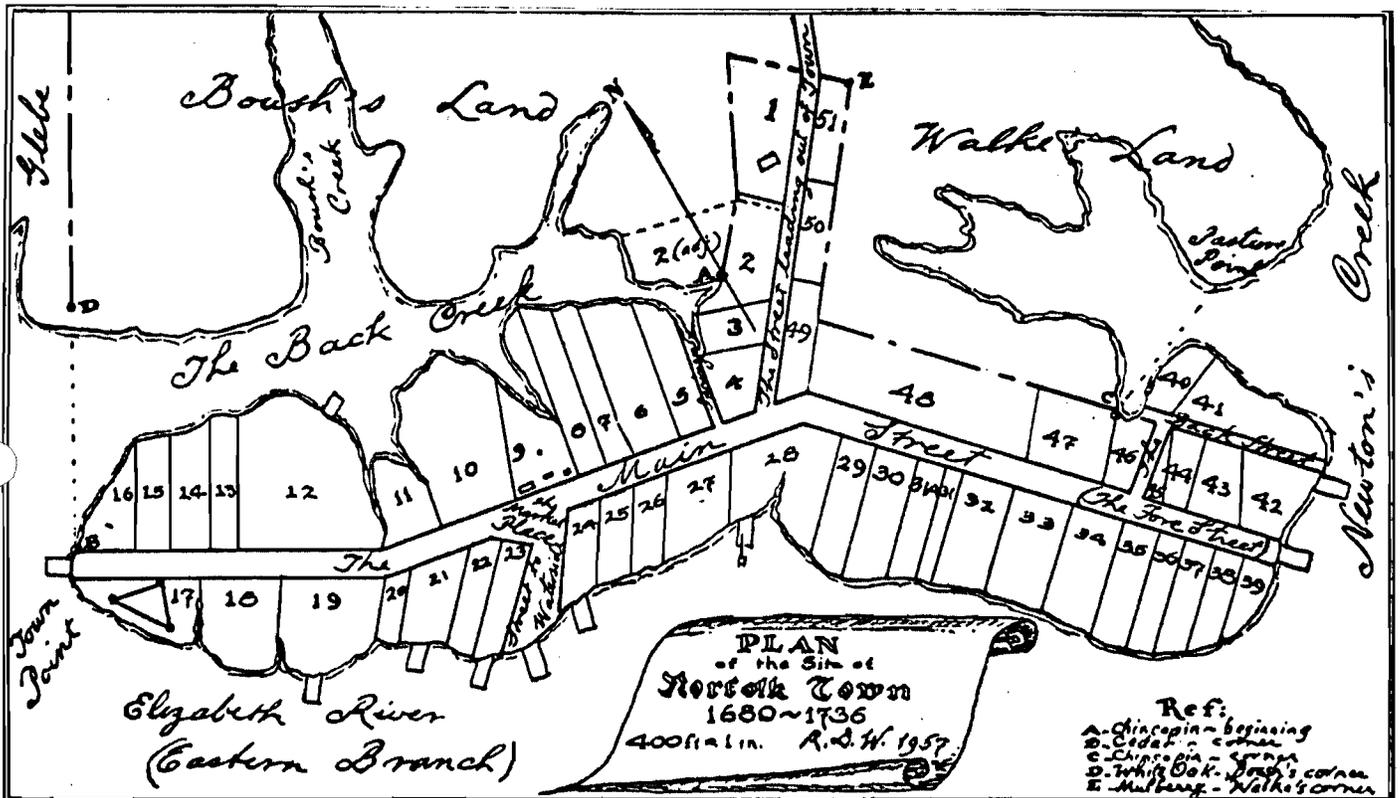


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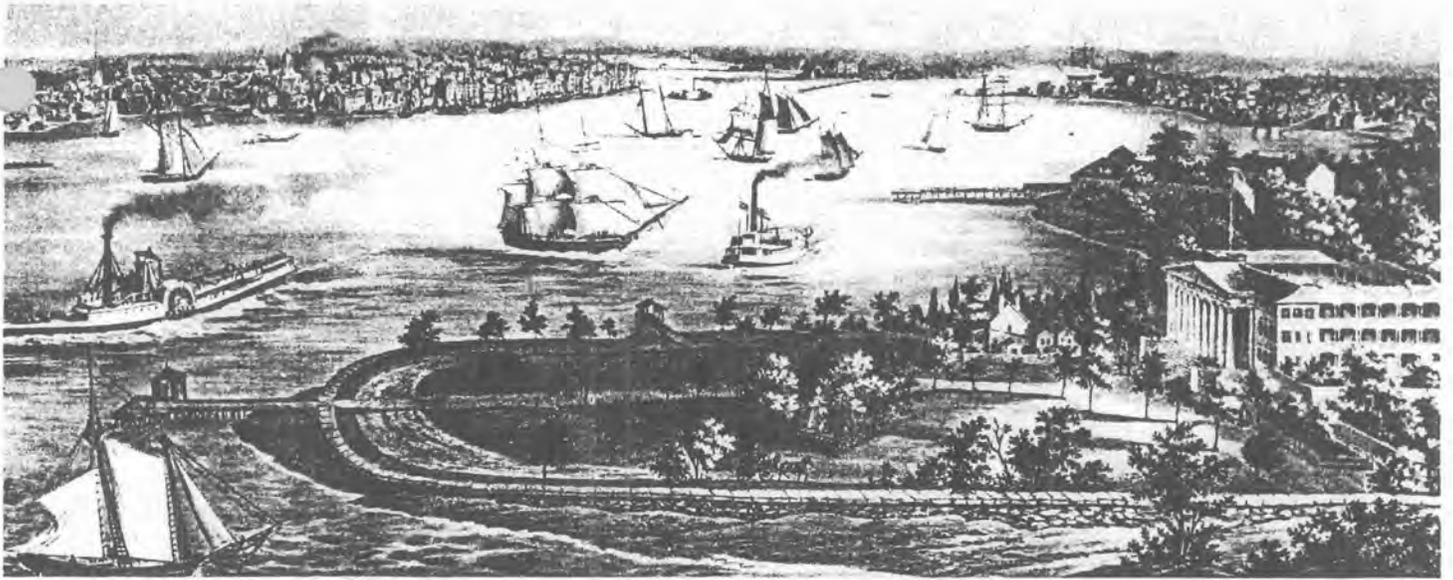


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Fig. 5. Post-war destruction, Norfolk Navy Yard.  
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Fig. 6. Cotton bales along Norfolk's waterfront.  
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Fig. 7. Sailors land at Old Point Comfort, Norfolk.  
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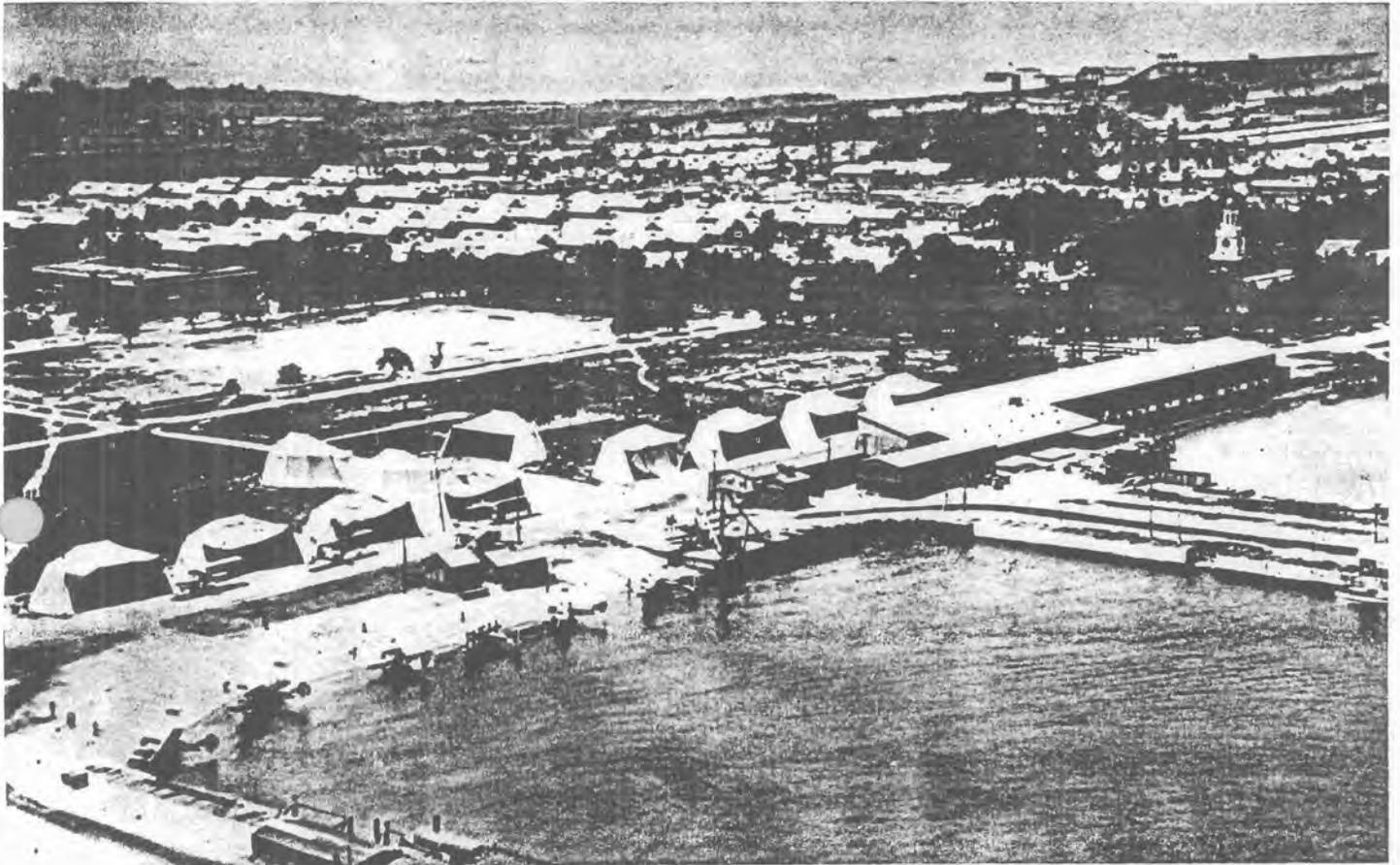


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