

# HISTORIC PRESERVATION

## Introduction

Charlottesville has a rich historic and cultural legacy. This heritage not only establishes the City's unique sense of place, but also represents one of its primary economic and cultural assets. Charlottesville contains 57 individual properties that are listed on the National Register of Historic Places. When these historic resources are combined with such distinctive and historic areas as Downtown, including the Pedestrian Mall and Court Square, the University of Virginia and environs, including the University Corner, Rugby Road area, Wertland Street, and other historic City neighborhoods such as Ridge Street and Oakhurst Circle, the impact of preservation on the City's character is extensive and significant.

Preservation in Charlottesville has been a major private sector activity. Individuals attracted to the City's historic neighborhoods and commercial areas have bought and rehabilitated much of the City's historic building stock. The City has supported those efforts by creating local design control districts and corridors, offering tax incentives for rehabilitation of the older housing stock, providing low-interest loans for historic rehabilitations, developing guidelines for rehabilitation and new construction in design control districts, participating in the Commonwealth of Virginia's Certified Local Government (CLG) Program, by conducting an ongoing survey of historic resources, and by pursuing State and National Register District designations that allow significant tax credits for rehabilitations.

Charlottesville's neighborhoods and architecture represent the City's early development as an eighteenth-century seat of county government; its growth in the nineteenth-century through commerce, industry, and higher education; and its development through the twentieth-century as a more diverse regional center of population, goods and services. Its history is intertwined with that of the adjacent historically rural counties as well as the University of Virginia, established by Thomas Jefferson in 1819 as the first publicly supported secular institution of higher education in the United States. The University of Virginia's Jefferson-designed "academical village" along with Jefferson's home, Monticello, are the only cultural resources in the United States recognized by the International Council of Monuments and Sites (ICOMOS) as World Heritage sites.

The value of preservation in Charlottesville can be measured both in qualitative and quantitative terms. Safeguarding the heritage of the City promotes pleasure, education, and a sense of well-being among its citizens. Protecting the city's unique resources also fosters civic pride, contributes to an understanding of the City's past, and serves as a guide for future development. The economic value of preservation can be realized in the increase of property values for both individual properties and entire neighborhoods, as well as in the stimulation of business, both through tourism and rehabilitation activities.

Charlottesville's unique cultural heritage is a gift from past generations. The architecture that past residents have left behind reflects the physical and social development of the City, and enables the community to understand its historical identity. This identity encompasses the histories of its most prosperous citizens, also those who lived in the community as enslaved or

newly freed individuals, and residents who migrated into the city from rural Virginia as well as from other regions and countries to seek employment, as well as the generations of scholars who have come to the University of Virginia as faculty and students.

## **Goals**

The goal of the City's preservation program is to preserve the resources that represent the significant individuals, events, trends, and designs associated with the city's history and built environment. To accomplish this goal, the City's resources should be systematically inventoried, analyzed and evaluated, and steps taken to preserve and rehabilitate resources that contribute most to the City's distinct and characteristic physical and cultural heritage. The preservation goal sometimes will include rehabilitation for adaptive uses to accommodate changes in the types of activities for which buildings, or parts of buildings, were constructed. The physical resources that remain serve as tangible reminders of Charlottesville's history. Preserving the City's older neighborhoods ensures that a complete story of the City's evolving history and development can be told. Major routes of access to historic resources should be well-designed to respect and complement the cultural and economic assets of the community.

Urban design is given new emphasis as the City develops and gains density. Public buildings, spaces, and other improvements should reflect the design values of the community. Attractive and distinct neighborhoods are encouraged to showcase Charlottesville's diverse heritage. Connected pedestrian environments promote a healthier community.

Although Charlottesville residents revere the traditional architectural designs and materials that represent its rich history, contemporary designs can combine with buildings from the recent past, and with the City's legacy of traditional designs to demonstrate that the City not only respects the past, but values creativity in the present. The relationship of new buildings to old should be complementary and should add to the architectural vitality of our city through design expressions that represent our own time. Preservation and sustainability are also seen as complementary concepts, and both goals should be pursued. Considering resource consumption, rehabilitating a historic building may be a more sustainable alternative to building with new materials. For new construction, "green" building is a creative expression of contemporary thought in building design.

To date, while the importance of urban design and historic preservation have been recognized by many, their potential to strengthen and improve the vitality of the City has not yet been fully realized. In order to maximize the benefits associated with urban design and historic preservation, they should be integrated more fully into all aspects of life in the City, and the actions of both the public and private sectors should be coordinated to achieve the goals of urban design and preservation articulated in this document.

## **History of Preservation Activities in Charlottesville**

Realizing the importance of protecting its unique cultural heritage, Charlottesville embarked on a preservation planning program in 1959 by enacting an Architectural Design Control Ordinance. This ordinance established a “restricted design district” comprised of 33 properties in the Court Square area and created a Board of Architectural Review to review the appropriateness of exterior changes to buildings in the district.

In 1973, the Historic Landmarks Commission was created by City Council to survey historic properties in the City and to propose new historic districts for local protection. The Commission published the “Charlottesville Landmarks Study” in 1976, which initiated an on-going program for surveying significant structures in the City. As of 1991, over 500 buildings in Charlottesville had been surveyed by the Department of Community Development.

In response to the Commission’s study, a new Historic Preservation Ordinance was enacted in 1976 as an amendment to the City Zoning Ordinance. This Ordinance created an expanded Architectural Design Control (ADC) District, and significantly increased the responsibilities of the Board of Architectural Review. A total of 133 properties were included in the ADC District and 70 additional “individually protected properties” were designated outside of the district based on the age of the property.

In July 1980, the “Historic Preservation Guide” was published by the City. The objectives of the guide were to encourage historic and architectural preservation, to provide the community with an educational resource concerning preservation and to provide information assistance to City residents. This report has been used as an educational tool for City residents and has served as a model for other communities.

In 1982, Charlottesville was designated by the National Register of Historic Places as a Multiple Resource Area (MRA). The MRA designation provided a flexible and efficient framework for registering a number of significant properties on the National Register in a single application. As a result of this designation, the Ridge Street and Wertland Street Districts were added to the National Register, along with approximately 36 individual properties outside those districts.

During the early 1980’s the City became concerned about the changes taking place to buildings on the Downtown Mall. Several significant buildings had been removed so that new construction could occur and the facades of others altered. Concerned that the style of architecture and colors used on new buildings and existing buildings were not appropriate, City Council created the Downtown Architectural Design Control District (DADC) and the Downtown Board of Architectural Review (DBAR) in 1985 to provide guidance for downtown development.

In 1988, the City developed an Urban Design Plan that focused on the most highly visible areas in the community such as entrance corridors, downtown, West Main Street, and the University Corner. While the report did not directly address historic preservation issues, the intent was to improve the visual environment in the City, and many of the recommended improvements were located in historic districts.

In May 1991, City Council amended the Zoning Ordinance to consolidate the Landmarks Commission, Board of Architectural Review and the Downtown Board of Architectural Review into a single Board of Architectural Review (BAR). At the same time, Council adopted the

Secretary of Interior's Standards for Rehabilitation to serve as a policy guide for the BAR when reviewing projects in local design control districts. The revised Ordinance also charged the BAR with the development of a preservation plan to be considered by the Planning Commission and to eventually be incorporated into the Comprehensive Plan for the City.

As part of the May 1991 amendment to the Zoning Ordinance, a new Entrance Corridor Historic Overlay District (renamed the Entrance Corridor Overlay District in the 2003 Zoning Ordinance) was created to protect and enhance the visual quality of the twelve primary entrance corridors leading to the City's historic areas. In 2003 the Planning Commission was designated as the Entrance Corridor Review Board (ERB). Entrance Corridor (EC) Design Guidelines were approved by City Council in 2005 and updated in 2011.

The May 1991 Zoning Ordinance amendments also renamed the two local design control districts as District A (formerly the Downtown Architectural Design Control District) and District B (formerly the Architectural Design Control District). In addition to the two "major" design control districts, 80 individual properties were designated as "minor" design control districts, or "individually protected properties."

In 1993, the City adopted the Historic Preservation Plan to help protect important historic resources and to guide preservation activities in the community. The plan assessed current conditions and issues, and presented strategies to increase preservation awareness and activity. The plan stressed the importance of considering preservation both as an end in itself and as part of larger community concerns. Also in 1993 the Historic Preservation Revolving Loan Fund was created, making available low-interest loans for owners of historically-designated properties to accomplish smaller rehabilitation and maintenance projects.

In 1998, City Council appointed the Historic Resources Task Force to promote the City's historic resources. The committee is responsible for the City's program to place State and local markers. Some other activities have included participation in the Court Square Enhancement Project, the AMTRAK local history exhibit, and publication of the Charlottesville Tour Book in cooperation with the Albemarle-Charlottesville Historical Society. In 2006 The Task Force was made permanent and renamed the Historic Resources Committee.

Following guidance outlined in the Historic Preservation Plan, additional ADC Districts were designated on portions of Ridge Street (1995), West Main Street (1996), Wertland Street (1999), the Corner (2003), Oakhurst-Gildersleeve Neighborhood (2005), Downtown and North Downtown additions (2006) and Rugby Road-University Circle-Venable Neighborhood (2006). The West Main Street ADC District marked the first district that distinguished contributing from non-contributing structure within the district.

In 2005 and in 2012 City Council approved updated ADC District Guidelines that are used by the BAR to inform its decision-making.

Several neighborhoods were listed on the National Register of Historic Places since the last update of the Comprehensive Plan: Martha Jefferson (2008); the Fifeville and Tonsler Neighborhoods (2009); Oakhurst-Gildersleeve Neighborhood (2009); and Woolen Mills Village (2010).

A historic survey was completed in Fry's Spring neighborhood in 2010. Future surveys of historic resources are planned in 10<sup>th</sup> & Page, Starr Hill, and North Belmont neighborhoods. As survey occurs, these areas should be evaluated for designation as State and National Register Districts. Some may also be appropriate for designation as local districts.

In 2009 City Council adopted a second type of local historic district, called a historic conservation district. Conservation districts were conceived as a more flexible alternative to ADC Districts, focusing on review of demolitions and new construction in order to protect the scale and character of the more modest historic Charlottesville neighborhoods, and to prevent inappropriate demolitions. Martha Jefferson became the first neighborhood to be designated as a historic conservation district in 2010.

In 2012 the Historic Resources Committee contributed to the celebration of Charlottesville's 250<sup>th</sup> anniversary called *Celebrate! 250 Charlottesville* by sponsoring the monthly "*Where I Live – Stories from Yesterday and Today*" neighborhood discussion series at a local coffee shop. The Committee also sponsored the historic audiotour of a dozen historic buildings, narrated by famous Charlottesville personalities. The audiotour was made accessible online, or from each site by using a smart code or by listening to a recorded telephone message.

## **CHRONOLOGY OF HISTORIC PRESERVATION ACTIVITIES IN CHARLOTTESVILLE**

- 1959 First Historic Preservation Ordinance of the City of Charlottesville
- 1959 Designation of the first Architectural Design Control (ADC) district in Court Square area.
- 1959 Creation of the first Board of Architectural Review (BAR) staffed by Building Inspections Division
- 1973 Creation of the Historic Landmarks Commission to do survey work and propose new historic districts
- 1976 Publication of “Charlottesville Landmarks Study,” which provided the first comprehensive survey of historic properties
- 1976 New Historic Preservation Ordinance enacted / Expansion of Architectural Design Control (ADC) District in Court Square area / First individually protected properties designated
- 1977 BAR staff transferred from Building Inspections to the Department of Community Development
- 1980 Publication of the “Historic Preservation Guide” as an educational tool for preservation
- 1981 Charlottesville designated as a Multiple Resource Area on the National Register
- 1980’s Designation of four districts on National Register: Charlottesville and Albemarle County Courthouse District (1982), Ridge Street District (1982), Rugby Road-University Corner (1984), Wertland Street District (1985).
- 1985 Creation of Downtown Architectural Design Control District (DADC) and Downtown Board of Architectural Review (DBAR)
- 1988 Completion of Charlottesville Urban Design Plan
- 1989 Chapter on historic preservation added to Comprehensive Plan
- 1990 Amendments to historic preservation provisions of Zoning Ordinance
- 1991 Consolidation of three Historic Preservation Boards into one BAR
- 1991 Creation of Entrance Corridor Historic Overlay District in the Zoning Ordinance
- 1993 Adoption of the Historic Preservation Plan
- 1993 Creation of Historic Preservation Revolving Loan Fund
- 1993 Additional individually protected properties designated

- 1993 Charlottesville is granted Certified Local Government (CLG) status
- 1995 Creation of Ridge Street ADC District
- 1996 Creation of West Main Street ADC District
- 1998 City Council appoints the Historic Resources Task force to promote the City's historic resources and interpret local history through historic markers and other means
- 1999 Creation of Wertland Street ADC District
- 2002 The Historic Charlottesville Tour Book was published by the Historic Resources Task Force in cooperation with the Albemarle-Charlottesville Historical Society
- 2003 New Zoning Ordinance adopted with amendments to historic preservation and entrance corridor overlay provisions / Entrance Corridor Review Board (ERB) created
- 2003 Creation of The Corner ADC District
- 2005 Creation of the Oakhurst-Gildersleeve Neighborhood ADC District
- 2005 Dedication of Court Square Improvements
- 2005 Entrance Corridor Design Guidelines adopted
- 2006 Creation of the Rugby Road-University Circle-Venable Neighborhood ADC District and expansion of Downtown and North Downtown ADC Districts
- 2006 The Historic Resources Task Force, created in 1998, was made permanent and renamed the Historic Resources Committee
- 2007 Charlottesville's Historic Preservation Plan, created in 1993, was added to the Comprehensive Plan
- 2008 Martha Jefferson historic district was listed on the National Register of Historic Places
- 2009 The historic conservation district overlay ordinance and guidelines were created
- 2009 The Fifeville and Tonsler Neighborhoods historic district and the Oakhurst-Gildersleeve Neighborhood historic district were listed on the National Register of Historic Places
- 2010 The Woolen Mills Village historic district was listed on the National Register of Historic Places
- 2010 Martha Jefferson Neighborhood became the first designated historic conservation district
- 2012 A historic survey of the Fry's Spring neighborhood was completed
- 2011 Entrance Corridor Design Guidelines updated

2012 ADC District Design Guidelines updated

2012 Charlottesville's 250<sup>th</sup> anniversary of its founding was celebrated

2012 Historic audiotour was sponsored by the Historic Resources Committee

## **Preservation Advocates and Organizations**

Charlottesville's preservation successes could not have come to fruition without the input from many individual property owners and a variety of public and private groups. Historic preservation ideas are represented at the neighborhood level by individuals, neighborhood associations, and local interest groups; at the city level by public agencies and non-profit organizations; and at the state level through governmental bodies such as the State Historic Preservation Office, and through private organizations such as APVA Preservation Virginia.

Nationally the Department of the Interior administers the federal program in historic preservation while the National Trust for Historic Preservation offers guidance as the major nonprofit organization involved in historic preservation.

## **Statewide Preservation Organizations**

The Virginia State Historic Preservation Office is the **Department of Historic Resources (DHR)**. Its mission is to foster, encourage, and support the stewardship of Virginia's significant historic, architectural, archaeological, and cultural resources. DHR maintains four regional offices to serve Virginia localities: the Capital Regional Preservation Office, which serves Charlottesville, co-located with the central office in Richmond; and three other offices serving the Roanoke Region, the Tidewater region, and the Winchester region. Professional staff in each regional office offer technical information and guidance on the full range of DHR's statewide programs; on the location and significance of historic, architectural, and archaeological resources in its region; and on incentives for good stewardship of historic resources, such as the state and federal rehabilitation tax credits. The State Review Board, appointed by the Department's Director, reviews and recommends properties for listing on the National Register of Historic Places. The Governor-appointed Historic Resources Board oversees Virginia Landmarks Register designations, the Historical Marker Program, and the Preservation Easement Program. The Archives library housed in Richmond is open to the public and contains historic resource data, photographs and maps. DHR programs also include survey and planning, certified local governments, state preservation grants, education and outreach, and environmental review under Section 106 of the National Historic Preservation Act of 1966, as amended.

**Preservation Virginia** is a nonprofit organization dedicated to preserving and promoting the state's irreplaceable historic structures, landscapes, collections, communities, and archaeological sites. Founded in 1889 as the Association for the Preservation of Virginia Antiquities (APVA) and combined in 2004 with the Preservation Alliance of Virginia, Preservation Virginia is the statewide preservation organization that works with and advocates for historic resources in the state, manages a core group of properties of state and national significance, and operates the statewide revolving fund.

Preservation Virginia works closely with the Virginia Department of Historic Resources and the National Trust for Historic Preservation as well as local governments, nonprofit organizations, and individuals throughout the state on preservation issues. Preservation Virginia monitors statewide legislation and policies that affect historic preservation and disseminates information on preservation throughout the state, sponsors an annual statewide preservation conference, presents annual preservation awards, and publishes an annual list of the most endangered

properties in Virginia. In Charlottesville, Preservation Virginia's Thomas Jefferson Branch joined with Preservation Piedmont in 2012 as part of a statewide restructuring of Preservation Virginia's branch structure.

The **Virginia Historical Society** was founded in 1831. It is a non-profit organization that documents and exhibits the history and cultural life of Virginia from earliest times to the present. Its mission is to collect, preserve, and interpret the commonwealth's history to link the past with the present and inspire present and future generations. The Historical Society is the state's major repository and resource for historical documents, photographs, architectural drawings, furniture, military collections, and other artifacts.

The **Archaeological Society of Virginia** is a state-wide, non-profit organization of professional and amateur archaeologists that was founded in 1940. The group has a broad goal, the promotion of archaeology through public education. In addition, the Archaeological Society of Virginia promotes the study of prehistoric and historic archaeology of Virginia, works for the investigation and conservation of archaeological sites and materials, and promotes the spread of archaeological knowledge through publications, meetings, lectures and exhibits. The local chapter of the Archaeological Society of Virginia, the Thomas Jefferson chapter, meets in Charlottesville and has participated in several research and mitigation projects over the course of its ten-year history.

## **Regional Preservation Organizations**

The **Albemarle Charlottesville Historical Society** is a private, non-profit educational organization, founded in 1940, that seeks to study, preserve, and promote the history of Charlottesville and Albemarle County, Virginia. The Society strives to accomplish this mission through a variety of public programs, including exhibits, publications, lectures, walking tours, oral history interviews, and various educational programs. An extensive research library is open to the public, located along with ACHS' offices in the McIntire Building downtown.

The **African American Genealogy Group of Charlottesville and Albemarle County** first met in November 1995, co-founded by Julian Burke and Caruso Brown. Since 1996 the group has presented exhibits which celebrate our heritage and help encourage people to recall family and friends. These exhibits are displayed at the annual African American Cultural Arts Festival, at libraries, schools, community centers, and other gathering places.

Established in 1993, **Preservation Piedmont** is a local, non-profit grass-roots organization dedicated to preservation advocacy. The purposes of Preservation Piedmont are to serve the City of Charlottesville, the County of Albemarle, and adjacent localities by: promoting greater public awareness of and advocating historic preservation in the region; protecting the historic resources of the region; sponsoring educational tours and programs (notably Preservation Week in the spring and Fall House Tours) that encourage public participation in the preservation, restoration, and ownership of historic and archaeological sites, buildings and structures, and landscapes significant to the cultural, social, and architectural history of the region; promoting heritage tourism; supporting and initiating local projects, partnerships, and studies that help to identify and protect important community historic resources; and monitoring local and state government actions on issues affecting preservation of historical, cultural, and natural resources.

The **Piedmont Area Preservation Alliance** (PAPA) is a regional, umbrella organization formed in 2007 to sustain the cultural and ecological resources of Central Virginia. The PAPA steering committee organizes two annual meetings, a midwinter chairs' meeting to which all member organizations may voluntarily send a delegate, and a fall gathering at a historic building to which the public is invited. PAPA focuses on building a communication network between preservation organizations to facilitate sharing of organizational news.

The **Piedmont Environmental Council** (PEC) is a regional non-profit organization established in 1972 and based in Warrenton. Its mission is to promote and protect Piedmont Virginia's rural economy, natural resources, history and beauty. Major programs are promoting land conservation easements and advocating for local and state land use planning issues. The local field office in Charlottesville works closely with citizen groups to protect the quality of life in the Charlottesville- Albemarle area. Landowners are encouraged to pursue listing of historic districts and sites on the National Register, and to protect the historic landscape through the voluntary donation of permanent conservation easements.

## **City Agencies and Boards**

The City has several departments and boards that deal with historic preservation issues.

**City Council**, the main decision making body in the City, is responsible for adopting ordinances and plans dealing with historic preservation, approving design guidelines, creating and amending design control districts, designating individually protected properties, deciding appeals of BAR and ERB decisions, and appointing members to the Board of Architectural Review, and other boards, commissions, task forces and committees.

The **Planning Commission**, a seven member board appointed by City Council, is responsible for reviewing and making recommendations to City Council concerning any proposed designations for new or amended design control districts or individually protected properties. The Commission is also responsible for reviewing amendments to the zoning ordinance and reviewing a proposed historic preservation plan prior to City Council adoption. The Planning Commission serves as the Entrance Corridor Review Board (ERB) for Entrance Corridor Overlay Districts.

The **Board of Architectural Review** was created by City Council in May 1991 by consolidating three previously existing boards: the Board of Architectural Review, the Downtown Board of Architectural Review and the Historic Landmarks Commission. The Board, which is composed of nine members, reviews all applications for changes affecting the exterior appearance of any individually protected property, or any structure located in a local architectural design control (ADC) district. Their review includes new construction, additions, rehabilitations, moving and demolitions. In addition, the BAR is responsible for recommending additional surveys for historic districts, acting in an advisory role to City Council, and developing a historic preservation plan and design guidelines for adoption by City Council.

The **Historic Resources Committee** was created as a task force by City Council in 1998 to promote and help develop the historic resources of the community. They were made a

permanent committee in 2006. Their mission is to advocate for historic preservation; to promote an appreciation of local historic resources, both tangible and intangible; and to encourage and coordinate, with appropriate municipal agencies, civic organizations, institutions and individual scholars, the documentation and interpretation of local history. The Committee achieves its mission through: education; public commemoration (historic plaques, signs, markers, and civic festivals and ceremonies); publications (maps, brochures, tour books, and digital media); public meetings (planning sessions, workshops, and lectures); and through other means.

The **PLACE (Placemaking, Livability, and Community Engagement) Task Force** was created in 2012 by City Council to act as an advisory board to City Council and the Planning Commission in matters pertaining to urban design and placemaking, particularly public improvements.

The **Department of Neighborhood Development Services (NDS)** provides staffing for the Board of Architectural Review, the Entrance Corridor Review Board, and the Historic Resources Committee. From time to time, the Department contracts for the services of an architectural historian to inventory history resources in the City. Working in conjunction with the Board of Architectural Review, it is also responsible for preservation planning and for reviewing and proposing amendments to the preservation ordinance as needed. The Department is also responsible for educating property owners about the requirements of the historic preservation ordinance, and their responsibilities as stewards of historic properties in the City.

## **What's Designated: National, State and Local**

### **National Register of Historic Places**

The National Register of Historic Places, established by the National Historic Preservation Act of 1966, is the nation's official listing of historical significant districts, sites, buildings, structures, and objects. There are currently nine districts and 60 individual properties listed on the National Register in Charlottesville.

Not to be confused with local architectural design control efforts, National Register designation is primarily honorary, with no associated regulations to prevent demolition by a private owner using private funds. National Register properties are afforded some protection from projects that involve federal funds or licensing; then a Section 106 review is conducted to assess effects and identify ways to lessen or mitigate impacts. However, the Section 106 process may not prevent a project from affecting or destroying a resource. National Register properties may be more likely to be protected by public opinion than properties that are not listed, but this is not always the case.

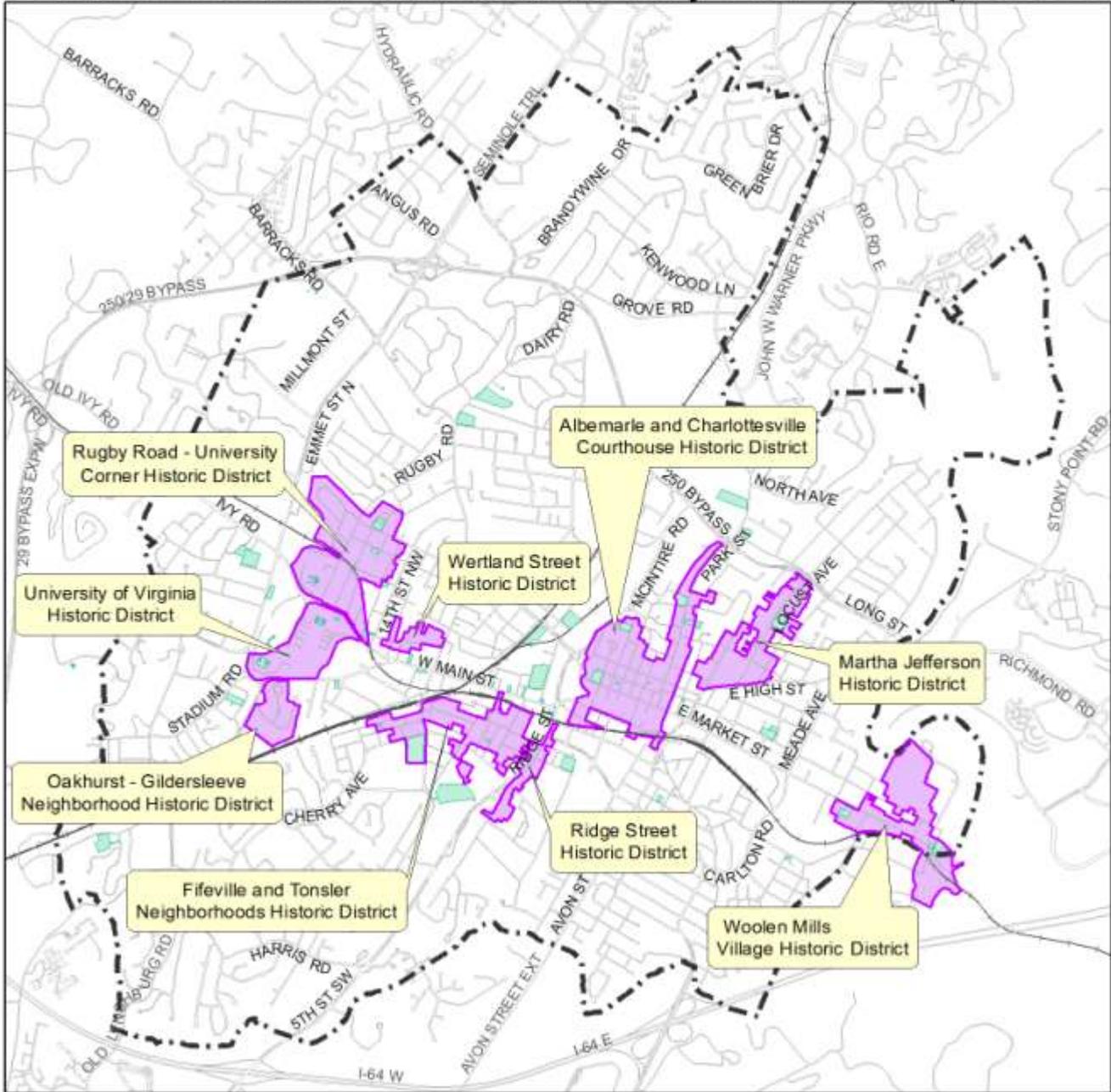
A National Register listing may qualify property owners for federal tax credits for rehabilitations. These incentives include a 20 percent credit on the cost of rehabilitation of income producing historic properties.

Six of the nine National Register Districts are also protected by a local district designation: the Charlottesville/Albemarle County Courthouse District, Ridge Street Historic District, Wertland Street Historic District, the Rugby Road-University Corner Historic District, Oakhurst-Gildersleeve Neighborhood, and Martha Jefferson. The University of Virginia Historic District, is not under the City's jurisdiction. Fifeville and Tonsler Neighborhoods and Woolen Mills Village Districts are not locally protected.

### **Virginia Landmarks Register**

All nine National Register Districts and 60 individual properties have also been designated on the Virginia Landmarks Register. Similar to the National Register, the designation is honorary. Virginia Register provides formal recognition of the Commonwealth's most prominent historic resources although a listing places no restrictions on the property owner. All properties listed on the State Register are nominated to the National Register. A State Register listing may qualify property owners for state tax credits for rehabilitations. These incentives include a 25 percent credit on the cost of rehabilitation of a residential or commercial building, whether or not the building is income-producing.

# National Register of Historic Places & Virginia Landmarks Register (Honorary) Historic Districts and Individually Listed Properties



December 2012

## City of Charlottesville



- Individually Listed Properties
- National Register & Virginia Register Historic Districts



## National Register and Virginia Register Districts

1. **Charlottesville/Albemarle County Courthouse Historic District** – This district is comprised of the original fifty acre town grid and expansion areas to the west of Court Square and north along Park Street. It extends west to McIntire Road, and south to the railroad tracks. It crosses the tracks at Avon Street to include the former Brown Milling Company building. The Albemarle County Courthouse District around Court Square was listed on the State and National Registers in 1972. It was expanded as the Charlottesville/Albemarle County Courthouse District in 1982, and again in 1995.

Charlottesville was established as the county seat in 1761, and a town grid was laid out adjacent to the new courthouse. The original wooden courthouse was replaced by the rear brick wing of the existing building in 1803. The courthouse served as a community center, house of worship, and nucleus for political life during the late 18<sup>th</sup> century. By 1835 the Court Square area included two hundred mostly brick houses, four churches, three hotels, a tavern, and other businesses. Federal architecture predominates on Court Square.

The area surrounding Court Square was settled by Charlottesville's early lawyers, judges, and doctors. Their homes were built of both brick and wood and were solid, well-proportioned and simply designed. The Federal style of architecture dominated well into the nineteenth century, when the Colonial Revival and neo-classical styles began to appear. The neighborhood has a variety of styles including Italianate, Queen Anne, Colonial and Greek Revival, and Victorian Vernacular. Fine examples of Queen Anne style houses constructed between 1900-1910 line 2<sup>nd</sup> Street NE. The more modest houses of the "Altamont Addition" date to ca. 1925-30.

Economic activity in Charlottesville originally centered on Court Square, but Main Street emerged during the mid-19<sup>th</sup> century as the social and commercial heart of the City, much like it is today. The intersection of two railroads contributed to this prosperity, which led to warehouses and industrial buildings being constructed along the tracks, including the Water Street and South Street area.

After a century of prosperity, downtown Charlottesville witnessed a decline in business due to new suburban centers taking shape on the perimeter of the city. In the mid 20<sup>th</sup> century many of the fine residences along High and Park Streets became offices. Vinegar Hill, a predominantly African-American business and residential area was razed in 1964.

During the early 1970's a master plan for a pedestrian mall on Main Street downtown was designed by Lawrence Halprin & Associates. Restorations of residences on North 1<sup>st</sup> Street in the 1970's marked a return of interest in North Downtown. The Downtown pedestrian mall became a real destination in the mid- 1990's. Today the City's entertainment and commercial center is also becoming the most popular place to live. Both Main Street and Market Street retain many beautiful late 19<sup>th</sup> century and early 20<sup>th</sup> century commercial structures.

2. **Ridge Street Historic District** – Ridge Street District was listed on the National Register in 1982, and was added to the Virginia Landmarks Register in 2003. Originally

part of Alexander Garrett's Oak Hill estate in Albemarle County, Ridge Street neighborhood began to develop in 1840. In the 1870-80's Ridge Street was the primary residential street of Charlottesville's wealthy merchants and other business owners and their families, as well as the African-American domestic community. The street's two diverse communities associated regularly. With suburban expansion, many families chose to sell or rent their City homes, and many homes in this area were demolished or converted to apartments. In 1973 Ridge Street was realigned with 5<sup>th</sup> Street, dividing the neighborhood and destroying eleven houses. Many of the large historic residences are currently being converted back to single family use, apparently because of their historic character, and the convenient location within walking distance of downtown and the University, as well as the growing popularity of other nearby areas such as West Main Street and Belmont.

3. **Wertland Street Historic District** – Wertland Street District was listed on the Virginia Landmarks Register in 1984 and the National Register in 1985. Also a turn-of-the century residential neighborhood, this district is an enclave of high style Queen Anne, Colonial Revival and Victorian homes. Wertland Street takes its name from the second librarian at the University of Virginia, William Wertenbacker, who built his home at 1301 Wertland Street. During the 1880's Wertland Street became a popular neighborhood in the University area. The north side boasts the earliest properties with large setbacks. Structures on the south side are built closer to the street on smaller lots. Due to its proximity to the University, many structures have been converted to multi-family use with student tenants.
4. **Rugby Road – University Corner Historic District** – The Rugby Road-University Corner District was designated on the Virginia Landmarks Register in 1983 and the National Register in 1984. This area did not develop until after the 1890's and provided the setting for a growing number of academic and professional families to develop substantial family homes on the then-rural western edge of the City. The District was originally settled primarily by University professors and local professionals, constructing many examples of outstanding architecture in the Arts and Crafts styles (Queen Anne, Stick, and Bungalow) and the revival styles (Georgian, Colonial, Roman, and Greek). Several were designed by the prominent early twentieth-century local architect Eugene Bradbury. The majority of the houses on Rugby Road and Madison Lane are currently occupied by fraternities and sororities. Approximately twenty of these houses were rehabilitated in the early 1980's, taking advantage of the federal tax credit incentives made available to properties located in National Register Districts. Many of the district's commercial buildings located along University Avenue were built in the 1920's or their facades were substantially rehabilitated during that decade of growth for the University community.
5. **University of Virginia Historic District** – This district was listed on the State and National Registers in 1970. This district includes the original buildings and grounds designed by Thomas Jefferson and was inscribed in the World Heritage List in 1987 because of international significance. Since all University property is owned by the State, the City has no jurisdiction in this district.
6. **Martha Jefferson Historic District** - This district was listed on the State and National Registers in 2007-08. The district began as a large farm known as Locust Grove

that was later subdivided. The original Locust Grove plantation house remains on a large lot in this district and features an intact detached kitchen and smokehouse, rare examples of these architectural types within the city. The neighborhood began to develop in the late 19th century with the help of the Locust Grove Investment Company and continued to grow with the establishment of the Martha Jefferson Hospital in 1903. The neighborhood was built for the middle and upper classes and offered the amenities of suburban development while still being close to downtown Charlottesville.

7. **Fifeville and Tonsler Neighborhoods Historic District** - This district was listed on the State and National Registers in 2008-09. It is an important and relatively intact example of a Reconstruction era neighborhood in Charlottesville. It is named for James Fife, whose estate in the western portion was ultimately subdivided for residential use during the 1880's, and for Benjamin Tonsler, long-time area resident, educator, and revered principal of Jefferson School, the African-American school that was sponsored by the Freedmen's Bureau during Reconstruction and has continued to be a community focal point throughout Charlottesville's history. While middle class whites lived in the western portion of this district, professional and working class African-Americans, including community leaders, constructed homes in the eastern section. This district was intensely developed from the 1880s through the 1920s, with the oldest building dated 1822. Some structures were built with brick from the 1889 Updike Brickyard off 7 1/2 Street. By 1900 both these areas were densely developed and contained dwellings with common architectural features, thus visually tying together the two neighborhoods.
8. **Oakhurst-Gildersleeve Neighborhood Historic District** – This district was listed on the State and National Registers in 2008-09. The neighborhood has a remarkable collection of houses and apartment dwellings that have housed University faculty and students for over 90 years. Houses have always been owned and rented by prominent UVA faculty, and with the growing student body in the 1920's and 1930's they also served as boarding houses. The district includes 76 properties dating from the 1910's to the 1960's with a range of architectural styles including Craftsman, Colonial Revival, Dutch Colonial Revival, Tudor Revival, Minimal Traditional and Cape Cod. Oakhurst Circle and Gildersleeve Wood reflect the City Beautiful movement with a large central green space and small roundabout with mature plantings. The neighborhood exemplifies the modern ideal of living where you can walk to work.
9. **Woolen Mills Village Historic District** - This district was listed on the State and National Registers in 2009-10. Positioned at the foot of Monticello Mountain where the Rivanna River meets the mouth of Moore's Creek, the Charlottesville Woolen Mills developed throughout the 19<sup>th</sup> century to become a major producer of cloth for uniforms from the late 19th century through the 1950s. As a mill company town, the village's architecture and development illustrate characteristics both typical of and unusual for a company town. With few of the early factory buildings remaining due to fires and reconstruction, the brick mill buildings of the late 19th and early 20th centuries and the brick and frame dwellings in a range of styles built during the mid-19th through the early 20th centuries for or by mill employees, have come to define the village. As a home for generations of families working in the Mills, the village developed into a stable neighborhood. The District's period of significance – 1847-1962 – begins with the date of the earliest company-built housing and ends with the closing of the Mills.

**APPROXIMATE NUMBER OF HISTORIC STRUCTURES DESIGNATED ON NATIONAL/STATE AND LOCAL LEVELS**

<b>National and Virginia Register Districts</b>	<b>Contributing Resources</b>	<b>Non-Contributing Resources</b>	<b>Total Number of Resources</b>
Charlottesville-Albemarle County Courthouse District	349	0	349
Ridge Street District	42	9	51
Rugby Road-University Corner District	177	48	225
Wertland Street District	25	5	30
Fifeville District	267	71	338
Martha Jefferson District	156	42	198
Woolen Mills Village District	104	65	169
Oakhurst-Gildersleeve District	78	11	89
University of Virginia Historic District	28	1	29
Individually Designated Properties	60	0	60
<b>Total National Register Structures</b>	<b>1286</b>	<b>252</b>	<b>1538</b>
<b>Local Historic Districts</b>			
Downtown ADC District	79	8	87
North Downtown ADC District	238	18	256
Ridge Street ADC District	71	0	71
West Main Street ADC District	26	36	62
Wertland Street ADC District	45	0	45
The Corner ADC District	44	16	60
Oakhurst-Gildersleeve Neighborhood ADC District	86	12	98
Rugby Rd- University Cir-Venable Neighborhood ADC District	181	104	285
Martha Jefferson Conservation District	155	55	210
Individually Protected Properties (Minor Design Control Districts)	76	0	76
<b>Total Locally Designated Structures</b>	<b>1001</b>	<b>249</b>	<b>1250</b>
<b>Historic Surveys</b>			
Fry's Spring	190	25	215
<b>Total Structures Surveyed Not in Districts</b>	<b>190</b>	<b>25</b>	<b>215</b>
<b>Future Surveys</b>			
10th & Page			300
Starr Hill			55
North Belmont			400
<b>Total Structures Proposed for Future Surveys</b>			<b>755</b>

## **Local Historic Preservation and Design Control Districts**

There are eight areas of the City where historic preservation and architectural design control (ADC) districts have been designated, one neighborhood designated as a historic conservation district, and 76 individually protected properties that have been designated outside districts (MAP --). The ADC districts are: Downtown, North Downtown, Ridge Street, West Main Street, Wertland Street, The Corner, Oakhurst-Gildersleeve Neighborhood, and Rugby Road-University Circle-Venable Neighborhood. Martha Jefferson Neighborhood is designated as a Historic Conservation District.

Properties in local architectural design control (ADC) historic districts are afforded protection from inappropriate alterations and demolition through a public review process. The Board of Architectural Review reviews all projects that would affect the exterior appearance of any locally designated property. The Board evaluates the project using City Council-approved design guidelines based on the Secretary of the Interior's Standards for Rehabilitation. The BAR is required to approve an application unless the proposal does not meet ordinance standards and design guidelines, and unless the proposal is incompatible with the character of the historic district.

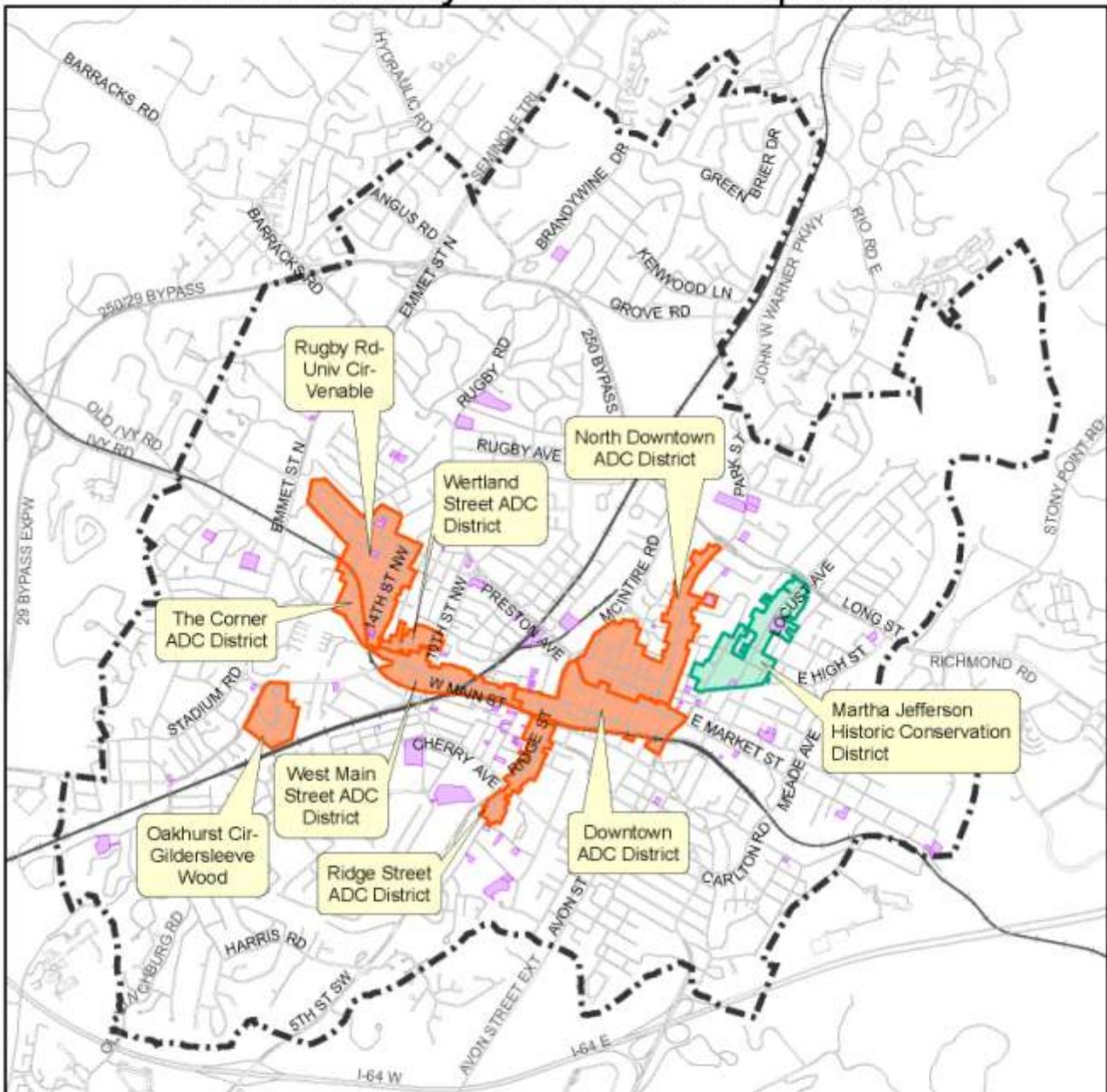
Individually protected properties carry the same status as contributing structures within ADC districts, but they are located within an area where a district has not been created. Most individually protected properties are at least 100 years old. There are still many properties with architectural or historical significance that have not yet been designated.

A second type of local historic district, a historic conservation district, was created in 2009. The designation is intended to protect the character and scale of the more modest historic Charlottesville neighborhoods that are facing increased development and demolitions. The designation requires review by the Board of Architectural Review (BAR) of all new construction, and certain additions and demolitions, all of which have the potential to change the character of the historic neighborhood.

Ideally, State and National Register designations should be pursued for all locally protected properties so that the owners can benefit from incentives such as rehabilitation tax credits. Most of the City's individually protected properties are listed on the National Register.

From time to time City Council may designate new local districts and individually protected properties, or may delete designated districts and properties, following the process for an amendment to the zoning ordinance and map. City Council must consider the recommendations of the Board of Architectural Review and the Planning Commission prior to making a decision on a designation.

# Local (Regulatory) Historic Overlay Districts & Individually Protected Properties



December 2012

## City of Charlottesville



- Individually Protected Properties
- Architectural Design Control (ADC) Districts
- Historic Conservation Districts



## **Local Historic Preservation and Design Control Districts**

- 1. Downtown ADC District** – The Downtown Architectural Design Control District was created in 1985; additional properties were added in 2006. All properties within the Charlottesville/Albemarle County Courthouse National Register Historic District (See description under National Register Districts) are protected on the local level by the Downtown and North Downtown ADC Districts.
- 2. North Downtown ADC District** – The North Downtown ADC District was the first local historic district, created in 1959 in the Court Square area, and was then called the ADC District. It was expanded in 1976, and again in 2006. All properties within the Charlottesville/Albemarle County Courthouse National Register Historic District (See description under National Register Districts) are protected on the local level by the Downtown and North Downtown ADC Districts.
- 3. Ridge Street ADC District** – The Ridge Street ADC District was created in 1995. (See description under National Register Districts.)
- 4. West Main Street ADC District** – The West Main Street ADC District was created in 1996. It is not designated as a State or National Register District, and may not be eligible due to the number of demolished structures. West Main Street was part of an important eighteenth-century Virginia transportation route, the “Three Notch’d Road” that connected the Tidewater to the Shenandoah Valley. It remains a principal connection between the University of Virginia and Downtown. Early development included several stylish brick townhouses built by Jefferson’s builder, James Dinsmore. The Union Station was built in 1885 by the C&O railroad. By the early twentieth-century, West Main Street was an important commercial corridor and the principal hotel district. This area also developed as the institutional core of Charlottesville’s African-American community, including the Delevan and Ebenezer Baptist Churches and Jefferson School. Further east, Vinegar Hill was the principal African-American commercial center. By the early 1930’s West Main Street was the principal east-west route through town, with twelve service stations and six car dealers. Activity on the corridor gradually declined mid-century with suburbanization. In recent years, two new hotels and the reuse of historic buildings have signaled renewed interest in this urban corridor.
- 5. Wertland Street ADC District** – The Wertland Street ADC District was created in 1999. (See description under National Register Districts.)
- 6. The Corner ADC District** – The Corner ADC District was created in 2003. It is part of the Rugby Road-University Corner National Register District (See description under National Register Districts).
- 7. Oakhurst-Gildersleeve Neighborhood ADC District** - The Oakhurst-Gildersleeve Neighborhood ADC District was created in 2005. (See description under National Register Districts.)
- 8. Rugby Road–University Circle–Venable Neighborhood ADC District** – The Rugby Road-University Circle- Venable Neighborhood ADC District was created in 2006.

Most of the local district is also included in the Rugby Road-University Corner State and National Register District (See description under National Register Districts). The area that is not yet designated on the State and National Registers includes 14<sup>th</sup> Street and the southern part of 15<sup>th</sup> Street. Those streetscapes developed during the same period, and include similar architectural styles to the remainder of the district. Most structures date to the late 19<sup>th</sup> and early 20<sup>th</sup> century. Fourteenth Street includes many former boarding houses run mainly by women, that catered to the University community and residents that either worked for, or attended, the University.

9. **Martha Jefferson Neighborhood Historic Conservation District** – The Martha Jefferson Neighborhood Historic Conservation District was created in 2010. (See description under National Register Districts.)

**INDIVIDUALLY PROTECTED PROPERTIES**

<b>TAX MAP/PARCEL #</b>	<b>ADDRESS</b>	<b>NAME OF PROPERTY</b>
580172000	759 Belmont Avenue	Belmont
700220000	123 Bollingwood Road	Disney-Keith House
560086000	1102 Carlton Avenue	Young Building
Portion 570157A00	Carlton Road	Coal Tower
200543000	907 Cottage Lane	B.W. Rosser Cottage #1
200550000	908 Cottage Lane	Rugby
200544000	909 Cottage Lane	Rosser Cottage #2
290063100	513 Dice Street	Shackelford-Bannister House
290124100 290124000	402 Dice Street	Barksdale-Totty House or The Grove
290122000	406 Dice Street	Tyree Thomas House
290119000	410 Dice Street	Elijah Thomas House
290118000	412 Dice Street	Ferrell House
530173230	210 Eighth Street, NE	Carter-Gilmer Outbuildings
Portion 10001000	901 Emmet Street	Former National Bank & Trust Branch
900710000	200 Fifteenth Street, NW	Cottage at Hillcrest Apartments
290069000	205 Fifth Street, SW	Brand-Edwards House
290066000	217 Fifth Street, SW	Barksdale-Coles-Hailstock House
290104000	301 Fifth Street, SW	Shelton-Fuller House
290161000	418 Fifth Street, SW	Hawkins-Wondree House
900730000	201 Fourteenth Street, NW	King-Runkle House
320089000	233 Fourth Street NW	Jefferson School
290042000	223 Fourth Street, SW	Smith-Reaves House
900130000	1602 Gordon Avenue	Dabney-Thompson House
Portion 310060000	946 Grady Avenue	Former Monticello Dairy
230038000	1022 Grove Street	Gardner-Mays Cottage
350132000	700 Harris Street	Armstrong Knitting Factory
260038000	204 Hartman's Mill Road	George T. Nimmo House
260036000	208 Hartman's Mill Road	James D. Nimmo-Simms House
530194000	801 High Street, East	C.D. Fishburne House
110112000	1404 Jefferson Park Avenue	Barringer Mansion
170088000	2115 Jefferson Park Avenue	Former Fry's Spring Service Station
540212000	1201 Jefferson Street, East	The Farm
530173220	800 Jefferson Street, East	Carter Gilmer House
530261000	901 Jefferson Street, East	Leitch-Haden House

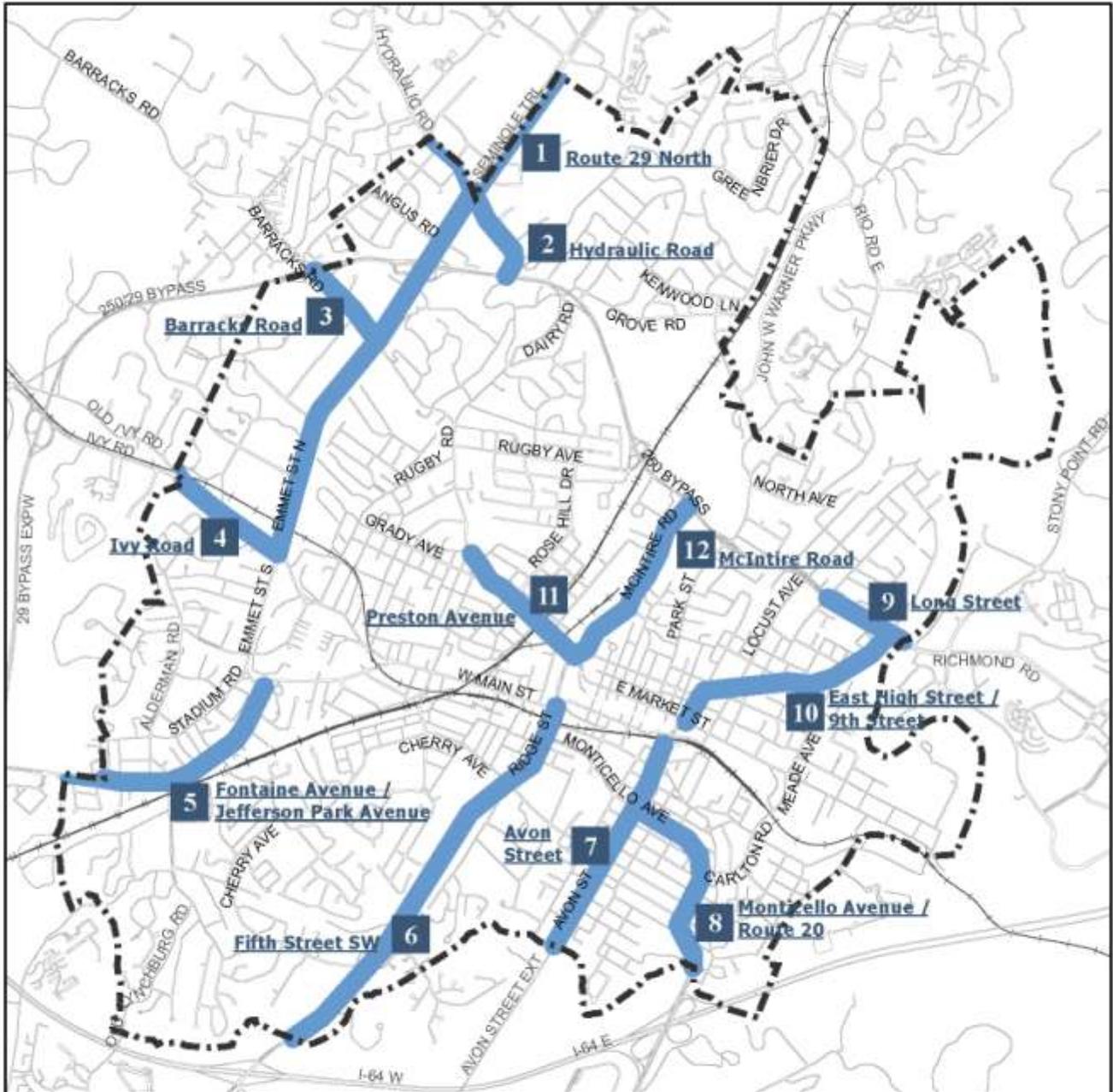
41A046000	1615	Keith Valley Road	Keith House
260010000	114	Lankford Avenue	Robert Goins House
260001000	214	Lankford Avenue	Howard-Jackson House
Portion 530234000	459	Locust Avenue	Former Martha Jefferson Hospital – Patterson Wing
510074000	810	Locust Avenue	Locust Grove
520026000	700	Lyons Avenue	Napoleon House
520078000	610	Lyons Court	Lyons House
520077000	706	Lyons Court Lane	Lyons House Carriage House
540150000	1118	Market Street, East	The Willow Cottage House
560040400	1512	Market Street East	Timberlake-Branham House
55A146000	1819	Market Street, East	Woolen Mills Chapel
55A149000	1901	Market Street, East	Pireus Store
300065000	224	Ninth Street, SW	Nals House
300169000	501	Ninth Street, SW	Oaklawn
470007000	1105	Park Street	Hard Bargain
470049000	1108	Park Street	Geiger-Coles House
470050000	1112	Park Street	Finch-McGee Cottage
320014000	608	Preston Avenue	King Lumber Co. Warehouse
Portion 310038000	722	Preston Avenue	Former Coca Cola Bottling Company
40041000	1010	Preston Avenue	The Rock House
501110000	605	Preston Place	Wyndhurst
501120000	611	Preston Place	Preston-Norris Cottage/Wyndhurst Servants Quarters
250002000	620	Prospect Avenue / 105 University Manor	Robert L. Updike House
250079000	752	Ridge Street	Hoppe-Humphrey-Ferron House
250102000	818	Ridge Street	Joseph Brown House
500005000	1328	Riverdale Drive	Riverdale
55A148000	202	Riverside Avenue	House at Pireus
30107000	212	Rosser Avenue	Holy Temple Church of God
380134000	1204	Rugby Road / 1719 Mason Lane	Stonefield
380092000	1314	Rugby Road	Four Acres
290073000	204	Seventh Street, SW	Hawkins-Lee House
290074000	208	Seventh Street, SW	Hawkins-Parker House
320124000	201	Sixth Street, NW	Parker House
290188000	327	Sixth Street, SW	Benjamin Tonsler House
800280000	209- 211	Sprigg Lane	Morea
160002000	104	Stadium Road	The MacLeod House
18A033000	214	Stribling Avenue	Huntley Hall

310156000	134	Tenth Street NW	Former Coca Cola Bottling Works
540211000	309	Twelfth Street, NE	Nicholas Lewis House
900440000	1	University Court	Turner-LaRowe House
470043000	603	Watson Avenue	Enderly
330032000	212	Wine Street	Monticello Wine Company House

## **Entrance Corridor Overlay Districts**

The City has designated twelve significant routes of tourist access as Entrance Corridors to ensure through design review a quality of development compatible with the City's historic, architectural and cultural resources (Map --). The Planning Commission was designated as the Entrance Corridor Review Board (ERB) in 2003. Entrance Corridor Guidelines were adopted by City Council on August 1, 2005, and were updated on March 7, 2011.

# Entrance Corridors



August 2012

City of Charlottesville



 Entrance Corridor



## **Protecting Charlottesville's Archaeological Resources**

Charlottesville's archaeological resources are an integral part of the City's cultural history. Examples of archaeological resources include human remains, and objects such as tools, bone, bottles, dishes, and nails, which are representative of prehistoric and historic periods. Areas that contain these objects are also archaeological resources and include graves, wells, privies, trash pits, quarries, back yards, basements, and foundations. Examples of archaeological sites within Charlottesville that might contain archaeological resources are prehistoric camps, historic residences, schools, farms, cemeteries, roads, railways and Civil War camps and hospitals.

Archaeological resources may be protected in designated districts, similar to historic resources. Ultimately any comprehensive list of archaeological districts should reflect what the residents of Charlottesville hold valuable. There are many sites within Charlottesville that contribute significantly enough to be identified as archaeological districts. Three examples are the Venable Lane area including the historically African-American residential area called "Canada"; the Charlottesville Woolen Mills area and vicinity; and the site of the Delevan House, or "Mudwall", at the intersection of 7<sup>th</sup> and West Main Streets, the location of the present First Baptist Church.

When archaeological resources are identified and protected, it fosters a sense of pride, identity and continuity with our city's historic resources. This link with history is often considered a defining characteristic of the distinctiveness of particular neighborhoods. Archaeological sites are educational and can contribute to the general history of Charlottesville and the particular histories of its inhabitants.

Currently there is no plan that allows the city to assess, evaluate, or manage its known or unknown archaeological sites. Ultimately, Charlottesville's cultural and historic resources contribute significantly to how the city is perceived by both visitors and its residents. Our historic resources provide the city with a unique identity and sense of place and distinguish us from other localities. Archaeological resources are a significant part of this identity and actively contribute to the history of Charlottesville, complementing both documentary records and historic architecture.