County of Albemarle
Historic Preservation Plan

A component of
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prepared by the
Albemarle County Historic Preservation Committee
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Historic Preservation Committee
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# ALBEMARLE COUNTY

## HISTORIC PRESERVATION PLAN

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I. INTRODUCTION

GOAL: Protect the County's natural, scenic, and historic resources in the Rural Areas and Development Areas.

GOAL: Protect the County's historic and cultural resources.

OBJECTIVE: Continue to identify and recognize the value of buildings, structures, landscapes, sites and districts which have historical, architectural, archaeological or cultural significance.

OBJECTIVE: Pursue additional protection measures and incentives to preserve Albemarle's historic and archaeological resources in order to foster pride in the County and maintain the County's character.

This Historic Preservation Plan is a component of the Comprehensive Plan, and establishes a general framework for future historic preservation efforts in Albemarle County. It is intended to further the Comprehensive Plan goal of protecting Albemarle County's historic and cultural resources by defining specific implementation strategies. It was prepared at the request of the Board of Supervisors by the Historic Preservation Committee, appointed by the Board on May 3, 1995.

Historic preservation is generally considered to be a component of rural conservation in areas such as Albemarle County, where an agrarian economy predominated during much of its history. The older surviving historic buildings and structures typically relate directly or indirectly to agricultural pursuits. Accordingly, a rural setting is an important part of the contribution by these historic resources to the County's heritage. Many historic resources are also located within the Development Areas. Within these areas, choices about growth and change should include the preservation of historic buildings and structures. Adaptive use may be a practical approach to preserving these important historic resources.

The plan contains a summary of the prehistory and history of Albemarle County to illustrate that the County's historic and archaeological resources are not only visible examples of architectural history, but are also tangible links to the cultural heritage which undergirds our sense of community. Our historic resources are important in the context of people, their stories, and their buildings, which shape the community's cultural heritage and contribute to a sense of continuity and belonging. It is important to protect a broad spectrum of historic resources, so that the sense of community continuity and belonging will be meaningful to all our citizens.

Two recent public events acknowledge this community connection: (1) A 1994 survey of Albemarle County residents in which 91% of the respondents said that the County should develop an ordinance for the protection of historic buildings and structures; and (2) Enthusiastic public response to a 1995 historic architectural survey of twelve villages in the County. This evidence of support from citizens of the County, together with the unanimous passage by the 1996 General Assembly of the State...
Rehabilitation Tax Credit Program for the benefit of homeowners, and continuing pressure from growth, clearly articulate that now is the time to provide effective protection measures for the County’s historic resources.

Accordingly, the most important recommendation of this plan is that Albemarle County should adopt a historic overlay district zoning ordinance to ensure protection, to the fullest extent allowed under state law, of its outstanding collection of historic and cultural resources. The recognized core of this collection currently includes more than sixty sites and districts on the Virginia Landmarks Register or the National Register of Historic Places, four of which are National Historic Landmarks, and two of which are on the World Heritage List. Many additional important historic County resources are not yet recognized on the state or national registers. And, unfortunately, such listing provides little or no protection for the historic resources so honored - local historic district zoning is the primary means by which government can provide legal and effective protection for historic resources and their settings.

An enduring and equitable program of protective measures, however, should balance regulation with voluntary techniques, education and incentives. This plan, therefore, evaluates a wide range of preservation tools and techniques, discusses the recent state historic rehabilitation tax credit incentive and possible local incentives, and draws on a 1995 study by the Preservation Alliance of Virginia which documents the potential economic benefits of preservation to the County.

This Historic Preservation Plan highlights the importance of planning and education in the preservation process, and emphasizes that a total community effort is required for success. It therefore necessitates support from the public, private and institutional sectors of the community. There are three major opportunities for educational programs: school programs, adult programs, and community events. The plan also emphasizes the need to form partnerships which include individual citizens, businesses, schools, government officials (County, City, and State), various interest groups, and preservation organizations. The role of the County government in this partnership is to fully integrate historic preservation into the planning and implementation process. Incorporation of this preservation plan into the Comprehensive Plan will ensure that future public policy decisions reflect the value of historic resources to our community.
II. RECOMMENDATIONS

Specific recommended actions for implementing the Comprehensive Plan goal of protecting the County’s historic and cultural resources are listed below. These actions are the primary recommendations of the Historic Preservation Committee, and each issue is treated in greater detail in the text of this plan.

Strategies: Major Recommendations

Preservation Plan Implementation

- Create a full time Review Board staff position to assist in implementation of the Preservation Plan. [Accomplished]

- Provide in the phone directory a number for Albemarle County historic preservation. [Accomplished]

- Make all Virginia Department of Historic Resources historic survey inventory data on Albemarle County resources accessible at the County Office Building, either by maintaining paper copies or by providing access to VDHR’s Integrated Preservation Software (IPS) database. (Page 15)

- Compile and maintain a current and comprehensive information base for Albemarle County’s historic resources. Implement a system using the County computers and existing computer programs (to the greatest extent possible) to facilitate identification of historic properties by all County departments. Identify all sites by tax map and parcel number. (Page 15)

- Provide for the identification of historic resources and the integration of pertinent historic resource information in the County’s GIS system, which is currently being implemented. Maintain archivally stable photographic records of the County’s historic and archaeological resources. Utilize the digital photographic records produced by other County departments for reference on historic and archaeological resources. (Page 16)

- Until an ordinance is adopted which requires documentation of proposed demolitions, all historic resources to be demolished should be first documented by County staff as fully as possible. (Page 18)

- Create a permanent Historic Preservation Committee to provide assistance and advice concerning the County’s historic preservation program. (Pages 26, 35)

- Make Design Planner comment regarding the potential impact of development proposals on historic resources consistently available for pertinent Planning Commission and Board of Supervisors deliberations. (Page 32)
Examine existing zoning requirements to assure their consistency with the goal of historic preservation. Amend the Zoning Ordinance to allow: more varied uses to encourage the reuse of historic structures; greater flexibility in the application of existing zoning requirements; and traditional development patterns that preserve the character of a historic district. (Page 32)

Encourage owners of historic properties to seek designation on the Virginia and National registers, thereby attaining eligibility for financial incentives. Provide basic information to help initiate the designation process and tax credit applications. Seek and coordinate the work of interns and volunteers to assist in the completion of documentation required for nomination. (Page 34)

The County should encourage or actively seek designation on the Virginia and National Registers of all potentially eligible villages (Advance Mills, Crozet, White Hall, and Yancey Mills) as identified in the *Historic Architectural Survey of Albemarle County Villages*. (Page 34)

Initiate studies similar to the Southwest Mountains historic district study in other areas of the County that include numerous register properties and potentially eligible properties. (Page 34)

Promote historic and conservation easements and other voluntary measures. (Page 34)

Promote preservation by making available information regarding tax incentives and designation procedures. (Page 34)

**Historic Overlay District Ordinance**

- Adopt a Historic Overlay District ordinance to recognize and protect historic, architectural, archaeological, and cultural resources, including individual sites and districts, on the local level. (Page 31)

- Designate locally significant districts and sites as Historic Overlay Districts. Start with properties already on the State and National Registers. Consider recommendations from *Historic Architectural Survey of Albemarle County Villages* for additional districts. Establish procedures for owner participation in the designation process. (Page 31)

- The existing Architectural Review Board should serve as the review board for the recommended Historic Overlay district ordinance. (Page 33)

- Add members to the existing Architectural Review Board. Change its name to “Review Board.” (Page 33)

- Establish an advisory review by the Review Board of all rezonings, special use permits, site plans and subdivision plats for proposals located within or abutting a locally designated overlay district for the purpose of making recommendations to ensure that historic preservation considerations are available as part of the decision-making process. (Page 36)
Local Incentives Program

- Coordinate the Purchase of Development Rights/Acquisition of Conservation Easement Program with historic preservation considerations by awarding additional points to properties that include historic resources subject to the proposed historic overlay district ordinance. (Page 36)

- Work with VDHR to develop ways for the County to benefit from the educational, technical, and financial incentives provided by the CLG program, while following the recommended strategies of this plan. (Page 45)

- Obtain enabling authority from the General Assembly authorizing the County to establish a revolving loan fund, or to contribute money to a private revolving fund to assist owners of historic properties with rehabilitation and repair work. (Page 46)

- Enact an ordinance with provisions for a partial local real estate tax exemption for the rehabilitation of older properties, as enabled by the state code. Coordinate staff assistance for eligible property owners through the Planning and Real Estate/Finance Departments. (Page 47)

- Establish a work bank program to aid owners of historic resources to maintain their properties. (Page 47)

- Establish an expert advice program with a list of preservation professionals willing to occasionally volunteer their time to offer advice to historic resource property owners. (Page 47)

- Support and actively participate in existing preservation awards programs or offer a County-unique program. (Page 48)

Educational Programs

- Educate all components of the community about historic resources and preservation. (Page 50)

- Encourage community and neighborhood programs and events that celebrate the County's historic resources. (Page 50)

- Enlist the media to publicize community events and to promote preservation in the County. (Page 51)

- Make local history a stronger and more integral component of the County's school curriculum, beginning with the elementary grades. (Page 51)

- Foster community pride, good citizenship, and stewardship of the County's historic resources through heritage education programs. (Page 52)
using existing resources, including the staff at Monticello, Ash-Lawn, the Albemarle County Historical Society, and the UVA Library Department of Special Collections, develop field trips to a wide range of historic sites throughout the County. (Page 52)

- Create a traveling exhibit on local history and preservation, supplemented with books related to the exhibition topic, to be viewed at the Virginia Discovery Museum, the Albemarle County Historical Society, and local school and branch libraries. (Page 52)

- Use the Albemarle Resource Center as a depository for all types of information (printed and website bibliographies, videos, workbooks, field trip information, local history references, speaker's bureau listings, etc.) on preservation and heritage education. (Page 52)

- Utilize technical resources provided by the National Trust for Historic Preservation, the National Park Service, the Center for Understanding the Built Environment (CUBE), and other established organizations to support County heritage education activities. (Page 53)

- Institute programs that encourage students to practice historic preservation in the community. (Page 53)

- Create a notification program to educate owners of historic properties, especially new owners, about the significance of their property and to suggest ways they might protect those resources. (Page 53)

- Enlist the assistance and support of existing citizen groups to organize and promote adult education programs in historic preservation. (Page 54)

- Use a variety of tools (brochures, video, workshops, lectures) to educate residents about the County's historic resources and its preservation policy. (Page 54)

- Seek citizen participation in County studies and other preservation activities. (Page 54)

- Make available to residents, property owners, developers, builders, realtors, educators, and students an informative database on Albemarle County's historic resources. (Page 54)

- Capitalize on the popularity of the Internet to educate the community about the County's historic resources. (Page 54)

**Heritage Tourism**

- Support the concept of heritage tourism, which requires regional partnerships and cooperation among the City of Charlottesville, the University of Virginia, County and State officials, local businesses, and community organizations. (Page 49)
• Amend the zoning ordinance to encourage historic preservation activities that promote tourism. Amendments to enable owners of certain historic properties (which are listed on the state or national register, or which are contributing structures within a register district) to apply for a special use permit to allow public tours of the property, and to allow greater flexibility in adaptive use of historic resources, are recommended. (Page 32 and 49)

• The Historic Preservation Committee should investigate creating a Heritage Area such as the Jefferson, Monroe and Madison corridor (in cooperation with Orange County), or the Rivanna River corridor (in cooperation with the City of Charlottesville and Fluvanna County). (Page 49)

• The Historic Preservation Committee should investigate community events for Albemarle that recognize our historic resources, to be coordinated with other statewide Heritage Tourism activities. (Page 49)

Archaeological Program
• Maintain a map of potential prehistoric archaeological sites for planning purposes, to be consulted during development review. (Page 33)

• The County should seek available state and federal grant funds to conduct an archaeological survey of designated historic period sites and/or districts, including photographic documentation as appropriate, to evaluate their archaeological resource potential. (Page 33)

The County as a Good Neighbor
• Educate the various County boards and decision making bodies about the value of historic resources to our community. (Page 40)

• Educate County staff, including planners, engineers, inspectors, etc., about the County’s historic resources. Provide guidance on identification and treatment of historic resources as it relates to the various departmental tasks and responsibilities. (Page 40)

• Keep the City of Charlottesville, the University, the Virginia Department of Historic Resources, and other interested groups informed about County preservation efforts. (Page 40)

• Seek to create and strengthen partnerships among all interest groups to forward the cause of historic preservation throughout the County and the Region. (Page 40)

• The County should continue to be a good steward of the historic resources under its control. (Page 40)

• The County should declare support annually for the statewide “Celebrate Virginia” promotion in May. (Page 40)
Protecting Monticello's Viewshed

- To help protect the Monticello viewshed, the Department of Planning and Community Development should:
  
  1. Use current technology to precisely delineate the Monticello viewshed. Make this information available for use in development review.
  2. Enforce careful application of existing land use regulations.
  3. Adopt a more formalized procedure that which begins early in the planning process to encourage cooperation between the Thomas Jefferson Memorial Foundation (TJMF) and developers of property within the viewshed. (Page 42)

Strategies: Supporting Recommendations

Future Survey

- Update the Department of Historic Resources 1977-83 survey of historic sites in the County. Use the DHR Survey and Planning Cost Share Program, augmented by volunteers, where feasible, to determine the survival and condition of surveyed resources. Evaluate the surveyed resources to determine eligibility for listing on the State and National Registers. Keep photographic records updated, to the greatest extent possible. (Page 15, 16)

Maintenance of Historic Properties

- Rather than make a mandatory regulatory requirement for maintenance, educate the owners of historic properties about the importance of voluntarily maintaining historic structures against decay, deterioration, and structural damage to avoid possible loss of historic resources. (Page 31)

  - Pursue the establishment of a financial program to provide funding for maintenance of historic resources. (Page 31)

Civil Penalty

- The Board of Supervisors should request enabling legislation which would allow Albemarle County to impose a meaningful civil penalty for inappropriate demolition, razing or moving of any designated historic resource. This enabling legislation should also authorize the County to use the civil penalties collected to fund components of the County’s historic preservation program. (Page 31)
III. HISTORY OF ALBEMARLE COUNTY

Historic preservation is not just about architecture. The preservation and study of buildings and structures is an important component within the broader context of Albemarle County's cultural heritage and sense of community identity. The key ingredient of this broader context is the people of the County. Their "sense of community identity," also known as "sense of place," can be defined as "an awareness of simultaneous belonging to both a society and a place." It accrues slowly -- not through grand pronouncements, but through small daily lessons, not only in our own lifetime, but also from lifetimes across the ages.

Our historic resources are, therefore, meaningful not in isolation, but in the context of those people across the ages, in the stories of those who built them, lived in them, and used them. This context of people, their stories, and their buildings shapes the community’s cultural heritage and contributes to a profound sense of continuity and belonging. The buildings which still exist are the only tangible evidence of this contextual continuity which today’s County residents can directly experience by sight and touch, and which visually remind us that this community is a place different from all others. It is therefore important to protect a broad spectrum of historic resources, from large, impressive mansions to modest dwellings and structures, so that the sense of community continuity and belonging will be meaningful to all our citizens.

Knowledge of Albemarle County’s history is an important step toward gaining an appreciation of the contextual relationships that characterize our community. To provide a historical perspective for later sections, succeeding paragraphs of this section summarize a brief history of the County. Some examples of surviving resources are listed for each time period. Appendix A gives additional details, and Appendix G contains useful source material for a more thorough study of the County’s history.

Prehistoric Period (ca. 10,000 B.C.-A.D. 1607)

People have lived in Albemarle County for more than 12,000 years. The first inhabitants were Native Americans, whose long history in the County is preserved in archeological sites which lie buried in the floodplains of rivers and streams and in the surrounding mountains and valleys. These archeological sites are highly variable, ranging from rare remains of the 12,000-year-old hunting camps of the first inhabitants to the dense accumulations of pottery fragments that mark the former villages of the Monacan tribe.

The 600-year period prior to the founding of a permanent European settlement at Jamestown in 1607 witnessed dramatic and relatively sudden cultural changes in the Native American population in the Albemarle County area. Among the recognizable changes were an increase in population, an increase in the size and permanence of villages, and the growth of an agricultural economy to augment traditional hunting and gathering. Additionally, the Monacans established burial mounds where they interred the remains of thousands of individuals. In the mid-18th century, Thomas Jefferson investigated one such burial mound between the forks of the Rivanna, an exploration later noted as the first systematic archeological excavation conducted anywhere in North America.
Historic Period

European Settlement to Society (1607-1750)
European settlement of the Albemarle County area began in the late 1720s, when three land patents were successfully settled on land suitable for farming along the Southwest Mountains and the James and Rivanna Rivers. Over the next twenty years more settlers arrived, and in 1744 Goochland County was divided and its western part became the new county of Albemarle.

The initial County boundaries encompassed a far larger area than present-day Albemarle, extending southward to the vicinity of Lynchburg. They included the current counties of Albemarle, Amherst, Appomattox, Buckingham, Fluvanna, and Nelson, as well as a portion of Campbell County. (See maps at Appendix A, following page A-3.) The county seat was established at Scott’s Landing on the James River, about a mile west of today’s Scottsville.

The early settlers were a mixture of tobacco planters from the Tidewater region with Scots-Irish and German farmers moving east over the Blue Ridge Mountains from the Shenandoah Valley. The former tried to transplant the slave-run tobacco plantation system to the southern and eastern parts of Albemarle, while the latter operated family-run farms raising cattle and grain in the northern and western areas.

An example of a resource from this time period is the Buck Mountain Church.

Colony to Nation (1750-1789)
In 1761 the large area south of Albemarle’s current boundary was split off, and that part of Louisa County which extended to the Blue Ridge was added to become the northern portion of the now much smaller Albemarle County. As a result, Scott’s Landing was no longer a convenient location for the courthouse. The town of Charlottesville was therefore established in 1762 near the new geographic center of the County, adjacent to the Three Notch’d Road linking eastern Virginia to the Shenandoah Valley. Albemarle County’s current boundaries were attained in 1777, when Fluvanna County was formed from the easternmost part of Albemarle.

During the American Revolution, Albemarle was spared the effects of major military campaigns, although its citizens contributed both politically and in military service. By the close of the Revolutionary War, the County had been transformed from a frontier settlement to an established community. Its geographic and political boundaries had stabilized, its new county seat was developing, and it had secured trading and communication links with the rest of the new nation.

Examples of resources from this period are Findowrie, Solitude, Everettsville Tavern, and the early parts of Piedmont near Greenwood, and of Castle Hill.

Early National Period (1789-1830)
By the end of the 18th century, wheat had become the County’s primary agricultural product, although tobacco was still widely planted, and the slave population continued to rise until 1850. Farms and plantations remained the primary economic factor, but small industry (tanneries, sawmills, and flourmills) had begun to grow.
Internal improvements fostered the expansion of towns by making the Rivanna River more navigable and upgrading key roads into turnpikes. The University of Virginia admitted its first students in 1825, and the builders Thomas Jefferson recruited for its construction helped disseminate his ideas. The Jeffersonian architectural influence, initially evident throughout Central Virginia, has since spread to other parts of Virginia and the nation.

Examples of resources from this period are Monticello, Redlands, Woodstock Hall, Carrsbrook, Brookhill on the South Fork Rivanna River, Plain Dealing, Tallwood, Sunny Bank, Morven, Malvern, Mountain Grove, D.S. Tavern, Black’s Tavern, Merrie Mill, Cove Presbyterian Church, and Shadwell Canal locks and dam.

**Antebellum Period (1830-1860)**

Beef cattle production began to rise by the mid-nineteenth century, although grain and tobacco continued to dominate agricultural economics. Railroad construction in the late 1840s changed the County’s culture and economics. Towns that had prospered when water was the primary means for moving goods began to decline, while new communities grew around railroad depots. As the terminus of the railroad to Orange County, and later through the Blue Ridge to the Shenandoah Valley, Charlottesville’s progress was assured.

Examples of resources from this period are Cliffside, Old Hall, Arrowhead, Pleasant Green, the Cedars, outbuildings at Cloverfields, Clover Hill Farm, Kinloch, Scottsville canal warehouse, Piedmont Store, Grace Church, Mt. Ed Baptist Church, and the Blue Ridge Mountain tunnels.

**Civil War (1861-1865)**

The Civil War, like the Revolutionary War, brought few military encounters to Albemarle, although many sick and wounded soldiers were nursed here. Communities were not untouched by the war, however, since many of the County’s husbands and sons in military service became casualties. During the last months of the war, Union forces marching from the Shenandoah Valley toward Richmond occupied Charlottesville. The town and the University were largely spared, but there was considerable economic destruction along the route of march.

An example of a resource from this time period is the Batesville Methodist Church.

**Reconstruction and Growth (1865-1917)**

In the first two decades after the Civil War, freed blacks were a majority of the population, and they became farm tenants, sharecroppers, or small tradesmen such as blacksmiths, cobblers, or carpenters. These freed slaves founded several rural black communities such as Bethel (now Proffit). By the close of the nineteenth century, out-migration of blacks to better opportunities in northern cities caused a population shift back to a white majority. Black communities and institutions persisted despite this population decline, however, providing historically significant examples of houses, churches, schools, and lodge halls which illustrate the African-American experience in Albemarle County during this period.

Railroads continued their expansion, contributing to continued economic progress and the growth of villages around rail depots, but the advent of the automobile in the early twentieth century marked the beginning of decline for some rural villages. Farms were smaller, more numerous, and more
diversified. Orchards, vineyards, and the raising of beef, dairy cattle, and sheep replaced large slave-operated wheat and tobacco farms. Some rural families began to move to Charlottesville, attracted by job opportunities and urban conveniences. By 1888, Charlottesville had grown sufficiently to incorporate as a city.

Around the turn of the century, capitalists from outside the County began to buy old estates as part-time residences, renovating historic homes already there or building grand new ones. This preserved or created some of the County’s finest architectural resources, and protected some of its rural landscape.

Examples of resources from this period are Kirklea, Seven Oaks Farm, Cobham Park, the worker houses at Alberene Quarry, Esmont National Bank Building, Miller School, Green Teapot Hotel, Advance Mills truss bridge, Nortonsville Store, Johnson’s Store, Evergreen Baptist Church, Mt. Calvary Baptist Church, Dr. Kyger’s house and office, Crozet Cold Storage, Crozet Hotel/Hardware, and the original Crozet Railroad Depot.

World War I to the Present (1917-1998)
Rail service was frequent and reliable in the early twentieth century, but all-weather roads maintained by the state did not appear until 1922. By the early 1930s the state had established a network of roads in the County. This coincided with the beginnings of a tourist component in the area’s economy, aided by the opening of Monticello to the public in 1924.

Better roads and more families with automobiles spawned housing subdivisions on farms that once surrounded the urban core of Charlottesville. This phenomenon began early in this century and has continued since then, with an upsurge after World War II and again in the 1970s.

The number of farms in the County peaked at 3,379 in 1924, and as recently as 1940 over half the population was involved in some form of agriculture. By 1970, however, only 847 of the County’s labor force of 14,208 were full-time agricultural workers. Agriculture, the traditional economic base, remains a significant land use, but has been replaced as the principal employer by a combination of education, tourism, and small manufacturing and service industries.

Examples of resources from this period are Tiverton, Blue Ridge Farm, Rose Hill, Casa Maria, Farmington Subdivision, Sunset Lodge, Town and Country Motel, Stony Point (High) School, and Cobham Park gardens.
IV. SURVEYS AND HISTORIC RESOURCES

In both numbers and quality, Albemarle County’s inventory of historic buildings and structures still standing in 2000 justifies a strong effort to protect these non-renewable resources, and the first step in any preservation program is a survey of existing historic resources. Surveys, either previously developed, new, or updated, are the standard tool for demonstrating that buildings and structures to be protected have “important historical, architectural, archaeological or cultural interest.” (The quoted phrase is the criteria specified in the Code of Virginia, which enables the County to protect its historic resources.) Albemarle County benefits from a substantial base of completed surveys, on which it can build its current historic preservation efforts.

Existing Historic Resource Surveys

The Virginia Department of Historic Resources (VDHR) records for Albemarle County identify more than 2000 buildings and structures and 400 archaeological sites that have been surveyed as potential historic resources. The records also indicate that only four other counties in the state have had more than one thousand historic buildings and structures surveyed. The vast majority of these resources were surveyed between 1979 and 1983 by Jeffrey O’Dell and Margaret Welsh, architectural historians for the VDHR (then the Division of Historic Landmarks), who conducted a comprehensive, reconnaissance-level architectural survey of approximately 1600 resources in Albemarle County. Although Albemarle is one of the best-surveyed counties, the combined 2400 resources comprise less than 7% of total properties in the county.

Augmenting these VDHR efforts, students at the University of Virginia School of Architecture, under the auspices of Professor K. Edward Lay, have conducted numerous architectural surveys and building studies from the mid-1970s to the present. These surveys are available at the Fiske Kimball Fine Arts Library, School of Architecture. Professor Lay has also written a book on the architectural history of Albemarle County, which was released in February 2000. This book is based on twenty-five years of research and, together with its accompanying searchable CD-ROM, documents over 2300 historic resources in the County.

In January 1992, a nomination report was completed for the Southwest Mountains Rural Historic District, and the district was listed on the National Register of Historic Places. The Piedmont Environmental Council initiated this effort, with the final report prepared by Land and Community Associates. The designation recognizes the significance of the setting and landscape features to the historic district. Contributing resources surveyed for the report include approximately 109 domestic complexes, 11 churches, 16 commercial buildings, and 2 railroad depots on 31,975 acres. A copy of the report is available at the Department of Planning and Community Development.

The VDHR and Albemarle County cosponsored two study efforts that were completed by consultants in 1995. In May, 1995, Garrow and Associates, Inc., prepared a report called From the Monacans to Monticello and Beyond: Prehistoric and Historic Contexts for Albemarle County, Virginia, which developed prehistoric and historic contexts to synthesize the primary data on the prehistory, history, archaeology and architecture of the County. This document builds on the data base created by earlier surveys, including that of O’Dell and Welsh, Lay and his associates and students, and the U.S. 29
Corridor Study (Meyer and Foster 1988; Stevens and Seifert, 1990). It did not conduct any new surveys. A copy of the report is available at the Department of Planning and Community Development.

In October 1995, Dames & Moore prepared a report called *Historic Architectural Survey of Albemarle County Villages*, which included survey results and evaluations of 200 resources in twelve villages. Historic context reports were prepared for each village. The principal finding of the survey was that all or portions of six villages: Advance Mills, Batesville, Crozet, Proffit, White Hall and Yancey's Mill, are potentially eligible for listing as historic districts on the National Register of Historic Places and the Virginia Landmarks Register. A large area surrounding Greenwood was also recommended for a National Register Rural Historic District.

**Archeological Surveys**

Current knowledge of archaeology in Albemarle County derives primarily from the efforts of C.G. Holland and Jeffrey Hantman. As of October 1984, 139 prehistoric and historic archaeological sites in Albemarle were on file at the Virginia Research Center for Archaeology. Dr. C.G. Holland, who conducted a survey published in 1955, recorded most of these. In 1985, Jeffrey Hantman prepared *The Archaeology of Albemarle County*, which projected the presence of about 3,000 archeological sites within the County Growth Areas based on sample surveys.

Since 1985, archeological surveys conducted as part of the environmental impact study for the Route 29 Bypass alternatives recorded many new sites. The completed studies are available at the Department of Planning and Community Development. The cumulative survey results on file for Albemarle County at VDHR currently identify more than 400 archaeological sites. This is considered a small sample of the total number of County archaeological sites that exist either on or below its surface, since there has been no comprehensive archeological survey of the entire County.

**Survey Adequacy and Use**

Survey records for Albemarle County resources vary in quality and depth. For example, many survey forms completed by the VDHR in the 1970s have never been updated, and many of the surveyed resources are today only memories, or perhaps archaeological resources. Despite this deficiency, the survey information is invaluable as documentation of resources since lost, demolished, or altered.

These existing surveys form an important and useful baseline of information on the County's historic resources. Surveys of properties already nominated for, or listed on, the state or national registers, including contributing properties in register districts, are sufficient for justifying local designation in conjunction with a historic overlay district ordinance. It is recommended that these resources listed on a state or national register be the first to be designated as local historic overlay districts. Existing surveys of other County historic resources not listed on state or national registers can be used to help distinguish which resources warrant further study for local designation. For example, the recommendations of the *Historic Architectural Survey of Albemarle County Villages* should be considered for additional local district designations.
Some of the older surveys require updating of information, particularly in terms of identifying the existence and condition of remaining resources. The majority of the surveys that require updating are comprised of the more modest buildings and structures of the County -- those with which the majority of County citizens can easily identify. For this reason, updating of these surveys is an important step in the County's preservation planning process. The Department of Historic Resources Survey and Planning Cost Share Program should be used to update the DHR 1977-83 survey of Albemarle County historic sites, augmented by volunteers, where feasible, to determine the survival and condition of surveyed resources. It is also recommended that the surveyed sites be evaluated to determine eligibility for listing on the State and National Registers. This determination of eligibility may make some properties eligible for State financial incentives. (See page 44.)

As part of a comprehensive and useful survey, photographic records of historic and archeological resources should be maintained. Such records clearly document the character and condition of a property. They can provide a record of changes to a property, and the effects of time on a property, and they can provide a backup record in the event of unplanned razing. They also provide a method for monitoring inappropriate alterations and are a valuable research tool for future generations. For these reasons, the photographic records should be regularly updated, and resources should be re-photographed following alterations or as other conditions warrant.

The County's Department of Planning and Community Development retains the maps and lists of surveyed sites on file. The survey reports for individual resources are available at the Virginia Department of Historic Resources Archives Department, but this data should be made available in the County Office Building, and used in updating the survey results. All pertinent information on surveyed historic properties (tax map/parcel, name, resource type, age, area of significance, threats, etc.) should be entered into a computerized database that would be available to all County departments and to the public. Historic resources information should also be integrated into the County's GIS system. These systems would facilitate identification of historic properties by all County departments, and would help assure that historic resources are treated appropriately throughout all County programs and processes.

**Strategies:**

Update the Department of Historic Resources 1977-83 survey of historic sites in the County to determine the survival and condition of surveyed resources. Use the DHR Survey and Planning Cost Share Program, augmented by volunteers, where feasible.

Evaluate the surveyed resources to determine eligibility for listing on the State and National Registers.

Make all Virginia Department of Historic Resources historic survey inventory data on Albemarle County resources accessible at the County Office Building, either by maintaining paper copies or by providing access to VDHR's Integrated Preservation Software (IPS) database.

Compile and maintain a current and comprehensive information base for Albemarle County's historic resources. Implement a system using the County computers and existing computer programs (to the greatest extent possible) to facilitate identification of historic properties by all County departments. Identify all sites by tax map and parcel number.
Provide for the identification of historic resources and the integration of pertinent historic resource information in the County’s GIS system, which is currently being implemented.

Maintain archivally stable photographic records of the County’s historic and archaeological resources. Utilize the digital photographic records produced by other County departments for reference on historic and archaeological resources.

Historic Resource Listings

As noted in the 1995 Garrow Associates report: "...Albemarle County has one of the best collections of domestic architecture in Virginia, ranging in age from small mid-eighteenth century vernacular dwellings to impressive, early twentieth century, Classical Revival mansions." The roster of County properties, primarily the oldest and grandest, already listed on the Virginia Landmarks (State) Register and on the National Register of Historic Places (National Register) is impressive. At the beginning of 2000, there were 64 individual sites and five districts on the State Register. Five districts and all but three of the individual sites are also on the National Register. Four National Register properties--Monticello, the Rotunda and Lawn at the University of Virginia, a separate historic district at the University, and Fiske Kimball’s residence, Shack Mountain--have earned designation as National Historic Landmarks, the highest national recognition category for historic resources. (See the map on the following page that identifies the registered historic properties in Albemarle County.)

Monticello and the Rotunda/Lawn also appear on the World Heritage List designated by the International Council on Monuments and Sites. It is an international honor accorded only six other cultural resources and eight natural resource sites in the United States. Consequently, these two Albemarle County sites rank with the Statue of Liberty, Independence Hall in Philadelphia, the Palace of Versailles, and the Taj Mahal in terms of contribution to the heritage of the country in which they are located.

Appendix B contains listings of Albemarle County’s historic resources in four parts. Part 1 lists properties currently on the Virginia Landmarks Register and the National Register of Historic Places. World Heritage List properties and National Historic Landmarks are indicated by an asterisk. This list of registered properties shows the tax map and parcel number, the name of the individual property or district, and the date the property or district was designated for listing on the applicable register. If there is no date shown in the National Register column, the property is either: (1) ineligible, generally due to relocation from its original site; or (2) the property is a recent Virginia Landmark Register entry, and the National Register process may not yet be completed.

Parts 2 through 4 have been compiled as carefully and as comprehensively as possible. In the absence of a systematic process to collect information by either the County government or private organizations, however, accurate, objective, and timely information is difficult to obtain. The committee therefore requests that readers note omissions or inaccuracies, and provide corrections to the Albemarle County Department of Planning and Community Development. Analysis by category shows the following:

Part 2 lists 44 particularly noteworthy examples of successful preservation. It is interesting to note that a majority of the resources are not included on the National or State Registers. This fact supports assessments of the historic resource inventory potential in Albemarle County, and further suggests that
there may be many unrecognized and unprotected important examples of vernacular architecture still existing. Part 3 lists twelve buildings or structures that have been moved from their original setting, two of which are on the Virginia Landmarks Register.

Part 4 lists 56 buildings, structures, or sites destroyed by fire, flood, demolition or neglect since the late 1960s, approximately two per year for the last three decades. Seven (13%) have been lost to fire or flood, the remainder to human actions or neglect. This category listing suffers particularly from the lack of a data collection system in previous years. In assembling this record retroactively, the committee has gathered information from individuals and organizations active in the history and preservation of the County. Assuredly, it understates the actual count of lost resources, and there is no way to determine the extent of the error. Some demolitions do not require a permit, and until recently, even if a permit was issued, there was no way for the issuing agency to determine if a historic resource was involved, no procedure for reporting it, and no agency to receive the report. Until an ordinance is adopted which requires documentation of proposed demolitions, it is recommended that all historic resources be documented as fully as possible by County staff prior to demolition.

*Strategy: Until an ordinance is adopted which requires documentation of proposed demolitions, all historic resources to be demolished should be first documented by County staff as fully as possible.*
V. NATIONAL AND STATE RECOGNITION AND PROTECTION

A number of programs instituted at the national and state levels have become standard means for recognizing the significance of historic resources. These programs have gained wide recognition, but most offer no protection for the significant resources they recognize. This section provides some additional perspective on the previously mentioned register listing in the context of other national and state programs, followed by an assessment of protection effectiveness for historic resources.

National Government Organizations and Programs

The first articulation of a national policy for historic preservation came with the 1935 Historic Sites Act, in which the U. S. Congress declared it a national policy "to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States." Some 31 years later, concern over the widespread destruction of historic properties by unprecedented post-war economic growth led to the National Preservation Act of 1966.

The 1966 Preservation Act significantly expanded the range of historic resources that would be the concern of the federal government by including properties important at the state and local level as well as the national level. It also introduced financial incentives to spur rehabilitation of historic buildings and structures. Since modified at least seven times to improve administration and amend its incentives, the act remains the principal statutory force undergirding historic preservation. The primary actors in the federal arena are the National Park Service in the Department of the Interior and the Advisory Council on Historic Preservation. Augmenting their efforts are private sector agencies such as the National Trust for Historic Preservation and Preservation Action. Major federal programs are discussed below.

National Register of Historic Places

The National Register, established by the National Historic Preservation Act of 1966, is the official list of the buildings, sites and districts that define our nation's history. The National Register is part of the national effort to identify, evaluate, and protect our architectural and archaeological resources. These properties may be of local, state or national significance. Over 900,000 individual sites, buildings, structures, and objects are currently listed, and about 90% are significant at the state and local level. The National Register is a formal planning tool to encourage the preservation of important resources by calling attention to their significance.

A National Register Historic District designation comprises a variety of buildings, sites, structures or objects. A rural historic district (such as the Southwest Mountains National Register Rural Historic District) officially recognizes the cultural, architectural, and landscape features of a historically significant area, bringing them to the attention of the community, state, and nation.

Owners of properties on the National Register may be eligible for preservation grants when funding is available, and may also be eligible for federal income tax credits when they rehabilitate income-producing properties according to accepted guidelines.
National Historic Landmarks Program

Established in 1937 under the Historic Sites Act of 1935, the National Historic Landmarks (NHL) program provides official federal recognition of nationally significant properties. National Historic Landmarks include National Register properties that represent the nation’s most important historic and cultural resources. Designation provides the same level of protection as National Register listing. A federal agency must make every effort to minimize harm to NHLs when contemplating a project. There is no regulation of private or non-federal actions affecting National Historic Landmarks or properties on the National Register. Benefits to owners of National Historic Landmarks are similar to those for National Register property owners. The Department of the Interior also provides technical assistance and makes an annual report to the U.S. Congress listing all threatened National Historic Landmarks.

Certified Local Government Program

Created by the national Historic Preservation Amendments Act of 1980, the Certified Local Government (CLG) program allows the State Historic Preservation Officer (SHPO, which in Virginia is the Director of the Virginia Department of Historic Resources) and the Secretary of the Interior to certify for formal participation in the national historic preservation program those local governments that have certain elements of a preservation program in place. Twenty-three communities in Virginia have joined the CLG program. Currently, for a local government in Virginia to be certified, it must make provisions for:

- A local historic preservation ordinance and a local review board;
- Review by the review board of all exterior alterations, relocations, or new construction visible from a public right-of-way, and any proposed demolition within the district boundaries;
- Maintenance of a system for survey and inventory of historic and cultural resources coordinated with the Department of Historic Resources;
- Adequate public participation in the local preservation program; and
- Satisfactory performance of responsibilities delegated by national or state authorities.

CLG program benefits include a broader working relationship between the local government and the State Historic Preservation Office and the expansion and encouragement of local involvement in preservation concerns. In addition, Certified Local Governments:

- Assume a formal role in the identification, evaluation, and protection of the community’s historic resources;
- Review National Register nominations for properties in their jurisdictions;
- Receive technical assistance from the Department of Historic Resources and the National Park Service; and
- Are eligible to apply for matching grants from a 10% share of Virginia’s annual federal appropriation that must be set aside specifically for Certified Local Governments.

Individual grant awards generally range from about $7,000 to $15,000. In recent years, the VDHR has been able to make six or seven awards each year. CLG program funds may be used for survey of historic and archaeological resources; preparation of National Register nominations; development of design review guidelines; amendments to preservation ordinances; preparation of preservation plans; testing archaeological sites to determine their significance; and public education programs in historic preservation.
State Government Organizations and Programs

In early 1966, the Virginia General Assembly established the Virginia Landmarks Commission, one of the first preservation offices in the country, pre-dating the National Preservation Act of 1966 by several months. Since 1989, the State Historic Preservation Officer (SHPO) and a professional staff of historians and archeologists have comprised the Virginia Department of Historic Resources, the successor to the Virginia Landmarks Commission. The SHPO is also the director of the Department of Historic Resources (DHR), and is appointed by the Governor.

Based on the success of the Roanoke regional office established in 1989, DHR added three additional regional offices in 1995-1996. These offices provide closer coordination with citizens and local officials and are located in Winchester, Portsmouth, and Petersburg. The Capital Region Preservation Office (CRPO) in Petersburg serves Albemarle County and other localities in Central and Southside Virginia.

Two citizen boards assist the DHR in its historic preservation duties, the State Board of Historic Resources and the State Review Board. The Board of Historic Resources approves: (1) Completed nomination reports for listing on the Virginia Landmarks Register (and subsequent nomination to the National Register); (2) Historic preservation easements; and (3) Sites in the highway marker program. The Governor appoints its members. The Review Board approves proposed nomination reports for listing on the Virginia Landmarks Register, and the director of the DHR appoints its members. Two state-wide private agencies also assist in historic preservation matters -- the Preservation Alliance of Virginia, a consortium of historic preservation organizations throughout Virginia, and the Association for the Protection of Virginia Antiquities (APVA).

Virginia Department of Historic Resources

Code of Virginia Section 10.1-2200 et seq. outlines the general purposes of the Department of Historic Resources, its Director, and the Board of Historic Resources, which are: the preservation, recordation, and appreciation of historic resources. This section also outlines the types of assistance to be provided to counties: establishing historic zoning districts, providing technical advice, establishing educational programs, encouraging consideration of historic resources, and erecting highway markers.

Virginia Landmarks Register

The Virginia Landmarks Register, established in 1966, is an official list of buildings, structures, districts, objects and sites that constitute the principal historical, architectural and archaeological resources of the Commonwealth. The intent of the State Register, like that of the National Register, is to recognize publicly the significance of the listed properties. Its additional function is to encourage, but not require, local governments and property owners to consider the registered property’s historic, architectural, archaeological and cultural significance in their planning and decision making.

A property owner, or with the owner’s consent, any interested individual or organization, may nominate individual properties or districts for listing on the Virginia Landmarks Register. The Virginia Department of Historic Resources will provide a nomination packet and evaluate the completed forms to determine eligibility for listing. As part of the nomination process, County officials, local preservation groups, and adjacent property owners are notified and afforded the opportunity to
comment. All properties approved for listing on the Virginia Landmarks Register are, with the property owner’s consent, nominated to the National Register. If determined to be eligible, the property will then be listed on the National Register.

Benefits for owners of property on the State Register include eligibility for: (1) Technical assistance with repair and rehabilitation projects from the professional staff of the Department of Historic Resources; and (2) State income tax credits for eligible rehabilitation of listed properties. Unlike the federal income tax credit, the property need not produce income. The owner of each newly listed property receives an authorization to purchase an official state plaque that may be affixed to the property.

**Historic Easements**
Owners of properties that are listed on the Virginia Landmarks Register may also elect to protect their properties with a historic easement. Historic easements are administered by the Virginia Department of Historic Resources under the Open Space Land Act (Code of Virginia Sections 10.1-1700-1705). The Board solicits and accepts preservation easements, which prohibit in perpetuity the inappropriate use or development of scenic and historic land and buildings.

**Conservation Easements**
The Code of Virginia 10.1-1009 et seq. authorizes the creation of conservation easements for the purpose of protecting natural, scenic, or open space values. Easements may be donated by the landowner to the Virginia Outdoors Foundation or other public holding agencies, normally through individually negotiated agreements to limit development, but some ability to subdivide may be retained. The minimum term of the easement is five years, but in order to qualify for federal tax deductions, must be written for perpetuity. Local government is not directly involved in creating conservation easements.

Under provisions that went into effect on January 1, 2000, individuals and corporations may claim a credit equal to 50% of the value of the easement against their Virginia State income tax liability. The cap on the tax break is $50,000 for easements donated in 2000; $75,000 for those donated in 2001; and $100,000 for those donated in 2002 or thereafter. A tax credit cannot exceed the amount of taxes owed in a year, but the full credit may be spread over six years.

**Survey and Planning Cost Share Program**
Local governments and regional planning district commissions are eligible for this program administered by the Virginia Department of Historic Resources, which provides matching funds and project administration for competitively selected local projects. Such projects include the development of local preservation plans, survey of historic property, and preparation of comprehensive survey reports, archeological assessments, and selected National Register nominations. Sixty-five localities have matched funds with the Department of Historic Resources to accomplish planning and survey projects, including three in Albemarle County.

**Protection Provided by National and State Programs**
The State and National Register programs provide only a modicum of protection for the listed historic resources. These registers primarily provide authoritative and public recognition that a place is a
historic and cultural resource and should be preserved. Neither program imposes any restriction on the property owner; owners have no obligation to open their property to the public, to restore it, or even to maintain it, if they choose not to do so. National Register properties are afforded some protection from projects which involve federal funds; the President's Advisory Council on Historic Preservation must be allowed the opportunity to comment on federally-funded projects and their potential effects on historic properties. This process normally imposes a delay while representatives of local, state, and federal government attempt to develop alternatives which would be less threatening to the affected property. Conservation easements protect land from inappropriate development, but do not protect improvements (buildings and structures) on the land. Historic preservation easements, however, do protect buildings and structures.

The General Assembly has provided private landowners, charitable organizations, localities such as the County, and the State Department of Historic Resources and other State-level agencies with various powers and incentives to preserve the historic resources of Virginia.

To be successful, a program to preserve historic resources should involve partnerships among all interest groups. It should be comprehensive and utilize all the tools that are available for its implementation. On the County level, these tools include not only the exercise of the County's zoning power, but also its taxing power to provide tax incentives for the preservations of historic resources.
VI. COUNTY RECOGNITION AND PROTECTION

The Virginia Constitution and the Code of Virginia grant authority to Virginia localities to protect their historic resources. Albemarle County’s Comprehensive Plan, including the Growth Management Goal, provides the basis for the County’s historic preservation program. This Historic Preservation Plan is a statement of that program, and includes recommendations for both voluntary and regulatory measures. State enabling legislation exists in the Code of Virginia to permit localities such as Albemarle to adopt a historic overlay district in addition to the entrance corridor regulations that Albemarle has already adopted. In addition, the County’s general zoning regulations can be written in a way that encourages adaptive use of historic resources. Voluntary measures, including protection efforts by citizen groups, are an essential part of the County’s preservation program. The County has the responsibility to provide planning, educational programs and incentives for protection of historic resources. It should also facilitate community partnerships, and set an example for the community in its stewardship of its historic buildings. In addition, specific consideration is warranted to help protect the viewseshd of Jefferson’s Monticello.

Legal Basis

The Virginia Constitution and the Code of Virginia provide both general and specific authority for the County to protect its historic resources.

The Virginia Constitution

Article XI Conservation states:

Section 1. Natural resources and historical sites of the Commonwealth.

“...To the end that the people have clean air, pure water, and the use and enjoyment for recreation of adequate public lands, waters, and other natural resources, it shall be the policy of the Commonwealth to conserve, develop, and utilize its natural resources, its public lands, and its historical sites and buildings. Further, it shall be the Commonwealth’s policy to protect its atmosphere, lands, and waters from pollution, impairment, or destruction, for the benefit, enjoyment, and general welfare of the people of the Commonwealth.

Section 2. Conservation and development of natural resources and historical sites.

In the furtherance of such policy, the General Assembly may undertake the conservation, development, or utilization of lands or natural resources of the Commonwealth, the acquisition and protection of historical sites and buildings, and the protection of its atmosphere, lands, and waters from pollution, impairment, or destruction...”

The Code of Virginia - Enabling Legislation

Enacted by the General Assembly, the Code of Virginia contains the enabling legislation that either directs or allows Virginia’s counties and independent cities to plan and implement measures for the protection of historic resources in the Commonwealth. Legislative provisions pertinent to historic preservation are extracted and described below.

Comprehensive Plan -- The Code of Virginia requires that a Comprehensive Plan be prepared and adopted. Section 15.2-2223 states that the Comprehensive Plan may include, but need not be limited to, “… the designation of historical areas and areas for urban renewal or other treatment...”
Historic Districts Law -- The Code of Virginia authorizes the County to preserve historical resources through the establishment of historic districts. This important section of the Code, Section 15.2-2306 (formerly Section 15.1-503.2), provides for the preservation of historical sites and areas in counties and municipalities, and is reproduced in Appendix C. It allows the County to adopt an ordinance that identifies historic landmarks, other buildings and structures of important historic, architectural, archaeological, or cultural interest, and historic areas. (Historic area is defined in Section 15.2-2201 (formerly Section 15.1-430b) as "an area containing one or more buildings or places in which historic events occurred or having special public value because of notable architectural, archaeological or other features relating to the cultural or artistic heritage of the community, of such significance as to warrant conservation and preservation.") The ordinance may delineate one or more historic districts adjacent to those identified landmarks, buildings, or structures, or encompassing those historic areas. Districts may also encompass parcels of land contiguous to arterial streets or highways that are significant routes of tourist access to the locality or to the historic buildings or districts. This language provides the basis for the existing Entrance Corridor Overlay District.

Section 15.2-2306 provides that the County may establish a review board with two functions: (1) To review and certify whether a building or structure, including signs, that is proposed to be erected, reconstructed, altered or restored within a historic district, is architecturally compatible with the historic landmarks, buildings or structures in the district; and (2) To review and approve or disapprove the razing, demolition or moving of a landmark, building or structure within a historic district. This section outlines an appeals process that applies to both types of review by the review board. It also outlines a specific procedure to be followed before an owner is permitted, as a matter of right, to raze or demolish a historic landmark, building or structure.

Current state law authorizes the County by Section 15.2-2306 to acquire in any legal manner any historic area, landmark, building or structure, land pertaining thereto, or interest or estate therein if it is in the public interest. The County may not use the right of condemnation unless the historic value is about to be destroyed.

Open Space Land Act -- Code of Virginia Section 10.1-1700 et seq. authorizes public bodies such as the Virginia Outdoors Foundation and the County Recreational Facilities Authority to acquire interests in open space land in urban or urbanizing areas. Open space land is that which is provided or preserved for, among others, "historic or scenic purposes."

Planning and Policy

Local planning for the preservation of historic resources is initiated in the Comprehensive Plan. The historic resources goal seeks to protect those resources throughout the County, and the growth management goal specifically addresses the importance of historic resources to the character of the Rural Areas.
The Comprehensive Plan

Resource protection efforts began in 1971 with the adoption of the County's first Comprehensive Plan prepared by Rosser Payne. That plan recognized the need to protect Albemarle's irreplaceable assets: its "beautiful stream valleys, scenic mountains, abundant woodlands, wildlife habitations, and mineral deposits," and "to ensure that buildings and sites with historical or architectural value will not be destroyed as the County develops."

The current Comprehensive Plan goals and objectives related to historic resources are:

**GOAL:** Protect the County's natural, scenic and historic resources in the Rural Area and Development Areas.

**GOAL:** Protect the County's historic and cultural resources.

**OBJECTIVE:** Continue to identify and recognize the value of buildings, structures, landscapes, sites and districts which have historical, architectural, archeological, or cultural significance.

**OBJECTIVE:** Pursue additional protection measures and incentives to preserve Albemarle's historic and archaeological resources in order to foster pride in the County and maintain the County's character.

The 1992 Open Space Plan added the following strategy to the Action Agenda of the Comprehensive Plan. It continues to be the most important recommendation of this Historic Preservation Plan:

"Adopt historic districts to protect individual structures or groups of structures and their settings."

The strategies recommended in Section II of this Historic Preservation Plan replace the previous historic resource protection strategies of the 1989 Comprehensive Plan and the 1992 Open Space Plan.

**Historic Preservation Committee**

A permanent Historic Preservation Committee should be created to provide assistance and advice concerning the County's historic preservation program. If a Historic Overlay District ordinance is adopted (page 29), the Historic Preservation Committee would work with the Design Planner and the existing Architectural Review Board to coordinate preservation efforts. The Historic Preservation Committee would be advisory to the Architectural Review Board, and would have powers and duties as delegated by the Architectural Review Board.

If a regulatory ordinance is not adopted, the Historic Preservation Committee would focus its efforts on implementing voluntary preservation techniques (page 34). While an ordinance is considered an important component of this Plan, most of the recommended strategies focus on non-regulatory activities such as educational programs, economic incentives, community involvement and cooperation in the preservation process. Therefore, the Historic Preservation Committee will play an essential role in the implementation of this Plan.
Growth Management

One of the important goals of County government is to maintain the rural character of the County without sacrificing economic vitality. Articulated in the first Comprehensive Plan in 1971, this goal formed the core of the County's growth management policy. The policy, designed to both accommodate the growth and development of the County, and to protect the County's natural, scenic, and historic resources, has endured through subsequent Comprehensive Plan revisions. In its current form, revised on June 5, 1996, it states:

**GOAL:** Protect and efficiently utilize County resources by:

**A. Emphasizing the importance of protecting the elements that define the Rural Area:**

1) Agricultural and forestry resources;
2) Water supply resources;
3) Natural resources;
4) Scenic resources;
5) Historic and cultural resources;
6) Limited service delivery.

*Of these, the protection of agricultural and forestry resources is the highest priority.*

**B. Designating Development Areas where a variety of land uses, facilities, and services are planned to support the County's future growth, with emphasis placed on infill development.**

Albemarle County residents enjoy a quality of life strongly influenced by the area's history, geography, and climate. Its pastoral appearance, interspersed with scenic mountain vistas, and dotted by numerous historic structures, attracted an increasing flow of new residents and visitors after World War II. Despite some fifty years of population growth and the associated rise in housing demand, the County has retained thus far much of its original appeal.

Historic preservation is generally considered to be a component of rural conservation in areas such as Albemarle County, where an agrarian economy predominated during much of its history. The older surviving historic buildings and structures typically relate directly or indirectly to agricultural pursuits. Accordingly, a rural setting is an important part of the contribution by these historic resources to the County's heritage. Many historic resources are also located within the Development Areas. Within these areas, choices about growth and change should include the preservation of historic buildings and structures. Adaptive use may be a practical approach to preserving these important historic resources. The growth management policy has helped protect historic resources by restraining development threats to the integrity of resources and their settings, or to individual resources. The table in *Appendix D* displays growth and growth rates for population and dwellings in the County from 1940 through 1997, the latest year for which the data are available. These data show the following:

- By 1970, twenty-five years after World War II and one year before growth management began, the population of Albemarle County was up fifty percent from 1940 to nearly 38,000; the number of dwellings, increasing at a rate of about 300 per year, was approaching 12,000.

- In 1980, when the County adopted a Rural Areas zoning district regulation, population exceeded 55,000, and the dwelling construction rate had climbed to more than 850 units per year.
• From 1970 to 1980, the average annual growth rate rose to three times the rate of the previous decade (1960-1970).

• Since 1980, growth rates for population and dwellings have declined from the 1970-1980 peak rates, but have persisted at levels two times greater than the 1960-1970 decade, and six times greater than the 1940-1950 decade.

The County has attempted to alleviate the impact of continuing high growth rates on the Rural Areas by a concerted effort to channel residential development into designated Development Areas, and also has adopted additional open space protection techniques. Most of the techniques directly affecting the Rural Areas emphasize voluntary measures such as agricultural/forestral districts, and the rural preservation development option. In 1980 the County responded to an increasing threat to its rural area watersheds by adopting a Rural Areas (RA) zoning district regulation to restrain development in the rural area. This regulation indirectly helps protect the setting of historic resources by restricting residential density.

The data indicate that County efforts to encourage residential development in the designated Development Areas are beginning to yield some modest results. Between 1981 and 1988 the dwelling unit increase was about equally divided between the Rural Area and the Development Areas. Since 1988 the ratio has improved to one unit in the Rural Area for every two units in the Development Areas. Moreover, by 1994 agricultural/forestral districts and conservation easements protected almost nineteen percent of the County land area from development.

Despite these more recent favorable trends, residential development continues to threaten the County’s rural character. A 1995 study by the Piedmont Environmental Council examined land records since 1980 and found that at least 1,075 land parcels had been subdivided to yield some 3,069 new parcels, most of which were less than 21 acres in size. This finding is consistent with the tabular data in Appendix D, and the number of potential subdivision rights under the 1980 zoning regulations is considerably higher. The recently published 1996 Draft Build-out Analysis of the Thomas Jefferson Planning District projects a build out of 71,272 units in the Rural Area, and 51,390 units in the Development Areas, a total of 122,662 units, nearly 5 times the latest 1998 Albemarle County Planning estimate of 30, 607 units.

**Regulatory Measures**

State enabling legislation in Virginia requires local government to include consideration of historic areas in their comprehensive plans. It also allows them to enact historic district zoning regulations, which can be used to protect historic resources from destruction or inappropriate alteration. For centuries, laws have required owners to use their property in ways that respect the needs of their neighbors and society. In return, land owners and other taxpayers enjoy protection from actions that could lead to a decline in the cumulative value of their investment. Today’s zoning ordinances are rooted in that long history of mutual restriction and protection.

Albemarle County has enacted land-use regulations to protect its farmland, forests, watersheds, and entrance corridors, but not to protect its historic resources. The current recommendation of the Historic Preservation Committee to provide effective legal protection for the County’s historic resources by means of historic district zoning regulation follows several previous attempts to implement the state
enabling legislation. *Appendix F* details the circumstances and issues associated with the earlier attempts, and some of the changes associated with the current effort. *Local historic district zoning is the primary means by which government can provide effective legal protection for historic resources and their settings.* Seventeen counties and more than fifty cities and towns in Virginia have enacted such ordinances to protect their historic resources. If incorporated into the Zoning Ordinance, the proposed Historic Overlay District ordinance would apply to historic properties within designated Historic Overlay Districts.

**Historic Overlay District Ordinance**

The most important recommendation of this Plan is that Albemarle County should adopt a Historic Overlay District zoning ordinance to ensure protection of its outstanding collection of historic and cultural resources. The legal power to protect historic resources lies chiefly with local government. Localities in Virginia may adopt zoning regulations to protect their historic resources. Historic district ordinances are usually written as "overlay" districts that add restrictions to the underlying zoning category. An overlay district is a zoning category applied in addition to, or "over," the zoning already in place. The term "district," specified by the state code, applies to a single building, structure, landscape or site, as well as to a group of buildings, structures, landscapes or sites. Thus, a Historic Overlay District ordinance may protect an individual property, or property in all or portions of a larger historic area, such as a village.

The steps for implementing a Historic Overlay District ordinance may vary among localities, but the typical steps (which Albemarle County may choose to follow if an ordinance is to be adopted) are as follows. First, the existing zoning ordinance is amended to include the district regulations. Next, specific districts are identified, designated by the Board of Supervisors through a zoning map amendment process, and delineated on the zoning map.

Sound preservation practice suggests that the boundaries of a Historic Overlay District should be clearly delineated to encompass areas that have demonstrated historic, architectural, archaeological and/or cultural significance. Careful study of the physical resources and their surroundings, and associated historical records, provides the basis for determining district boundaries. Provision of a written justification for the boundaries is standard practice.

Sound preservation practice also suggests that a Historic Overlay District Ordinance should include a listing of the criteria that will be used to determine whether or not a property or group of properties qualifies for designation as a district. Criteria typically require a specific association with significant historic events or persons, and/or the embodiment of distinctive architectural or artistic characteristics. Boundaries are carefully drawn to encompass only the land area that is associated with the significance of the district. Unrelated extraneous land area that does not add to the significance of the district is not included. Establishing district boundaries according to specific criteria ensures that parcels of land that have no significant relationship to the district are not subjected to district regulations.

In this Plan, the Historic Preservation Committee has recommended that state and national register properties be among the first overlay districts designated. Then, historic resources within those designated overlay districts would become subject to regulations administered by a review board. The benefit in designating already registered properties first, particularly those recently registered, is that the bulk of the survey and research work has been completed and the physical integrity of these properties is more certain.
Owners of historic properties that are being considered for inclusion in an historic overlay district have an important role to play in the designation process. Owner participation early in the process can clarify historical information, improve the delineation of district boundaries, and provide insight into potential preservation issues specific to a particular property or area. It would also offer an opportunity to discuss a locality's preservation policies, to disseminate general preservation information, to obtain the owner's view on designation, and to explore related incentive programs.

It is recommended that a formal process be established to solicit owner participation in each district that is proposed for designation in Albemarle County, and to incorporate the results of such participation into the documentation presented to the Planning Commission for consideration. In addition to the right to speak at the public hearing, this process would afford property owners opportunity to provide initial input into designation procedures affecting their property. Owner participation could consist of a meeting of the owner(s) with a combination of staff and representatives of the Historic Preservation Committee and the Review Board, as well as visits to the site.

Historic overlay district ordinances are intended to protect historic structures from irrevocable exterior alteration, razing, demolition or moving. To protect against inappropriate alterations or restorations, ordinances may require mandatory review and approval by a review board for specified changes to buildings and structures, including signs, within a designated district. Most ordinances include regulations to ensure that alterations and restorations are compatible with the historic landmarks, buildings or structures of the district, and that alterations to contributing historic buildings and structures are reversible. Typically, guidelines are also adopted to ensure that reviews are objective and consistent, and to ensure that the process reflects what the community values about is visible history.

Historic overlay district ordinances may also protect the setting of historic structures from incongruous new construction by providing for review of new construction in designated districts. With this type of provision in place, new buildings and structures are reviewed for compatibility with existing historic structures and the historic character of the overall district. This provision is especially important in a village setting.

Many historic district ordinances also require review of proposals for razing, demolition, or moving. Resources threatened with this type of irreversible change may be protected for a specified time period during which a bona fide attempt must be made to sell the endangered property. If an offer is not made on the property during that time period, then the review board is required to allow the razing, demolition or moving to occur. Some ordinances require documentation of a resource prior to its demolition.

In addition, some ordinances outline a minimum maintenance requirement to protect historic structures from "demolition by neglect." This term refers to structures that are deliberately allowed to deteriorate to the point that a demolition permit must be issued to prevent a public safety hazard. By including an affirmative maintenance provision in the ordinance, this situation can be prevented. Building elements typically included in affirmative maintenance provisions are: exterior walls, vertical supports, roofs, horizontal supports, external chimneys, exterior plaster or mortar, waterproofing elements, windows and doors. Localities without minimum maintenance requirements can provide educational materials (pamphlets, workshops, etc.) and encourage owners to voluntarily maintain their historic structures against decay, deterioration, and structural damage. Rather than make maintenance a mandatory regulatory requirement in Albemarle County, it is recommended that a variety of programs be established to educate owners of historic properties about the importance of voluntarily maintaining their historic resources.
Although cases of demolition by neglect do occur, it is also often true that financial constraints may impair an owner's ability to perform necessary routine maintenance on a historic property. Under such circumstances, verbal warnings are generally futile and direct financial assistance may be appropriate. It is recommended that the County pursue the establishment of a program to provide funding for maintenance of historic resources, and that the County seek enabling legislation to authorize the program. It is further recommended that the goals of the program be: 1) the retention of a wide spectrum of historic architecture, and 2) the protection of particularly significant cultural resources.

Additional protection can be afforded to any resources subject to historic overlay district ordinances if civil penalties are imposed when such resources are moved, razed or demolished without proper approval. It is recommended that the Board of Supervisors request enabling legislation to permit the County to impose a meaningful civil penalty for demolitions of historic resources undertaken without County approval. A civil penalty in the amount of the replacement value of the structure as a historic resource, rather than its immediate value to the owner, would be appropriate. Some localities are enabled to charge twice the fair market value of the structure. The current maximum civil penalty for violation of the Albemarle County zoning ordinance is $100 for the first violation and $150 for each successive violation, with a $3000 cap. It is recommended that penalties collected in this manner be dedicated to funding components of the County's historic preservation program, such as a revolving fund or a matching grants program.

The purpose of an historic overlay district ordinance is to protect irreplaceable historic resources. An ordinance need not be intrusive if the County also stresses the value of education, incentives, and assistance to property owners in selecting options that are practical, aesthetically pleasing, historically accurate, and affordable.

**Strategies:**

*Adopt a Historic Overlay District ordinance to recognize and protect historic, architectural, archaeological, and cultural resources, including individual sites and districts, on the local level.*

*Designate locally significant districts and sites. Start with properties already on the State and National Registers. Consider recommendations from Historic Architectural Survey of Albemarle County Villages for additional districts.*

*Establish a formal process to obtain owner participation and comment early in the designation process.*

*Rather than make maintenance a mandatory regulatory requirement, educate the owners of historic properties about the importance of voluntarily maintaining historic structures against decay, deterioration, and structural damage to avoid possible loss of historic resources.*

*Pursue the establishment of a financial program to provide funding for maintenance of historic resources.*

*The Board of Supervisors should request enabling legislation that would allow Albemarle County to impose a meaningful civil penalty for inappropriate demolition, razing or moving of any designated historic resource. This enabling legislation should also authorize the County to use the civil penalties collected to fund components of the County's historic preservation program.*
Other Zoning Considerations for Historic Preservation

Zoning provisions can encourage or hinder adaptive reuse of historic structures. For example, the current zoning ordinance allows restaurants and inns in the Rural Area by special use permit only within historic landmarks that have been previously used as a restaurant, tavern or inn. Examples are Woodstock Hall and Clifton Inn. But, RA zoning hinders the reuse of historic structures in certain “crossroads communities,” such as Batesville or Free Union, because buildings may not be permitted to be used for their historic purpose. In some cases this zoning regulation virtually guarantees their continued deterioration, and should be reexamined. Additional provisions to allow more varied uses in historic properties, especially those in a village setting, would support historic preservation.

Another way to assure the compatibility of zoning and historic preservation is to allow the zoning administrator more flexibility to approve non-conforming modifications to historic resources that do not jeopardize public health and safety.

Other existing zoning provisions should be reviewed to assure that they could accommodate requirements for preserving the character of a historic district. Otherwise the zoning ordinance will appear to advocate a different vision for the district than the historic district guidelines. As written, the current zoning ordinance regulates construction throughout the County with an understandable focus on consistent criteria. In application, however, this approach may not be appropriate for infill development in existing historic villages such as Crozet. For example, a “build to” line rather than a required setback would be more appropriate for a historic community. Excessive parking requirements, or parking located in front of a building, may create unnecessary gaps in the streetscape. Large buildings, which might be allowed by existing zoning, may also destroy the existing scale of a historic area. The zoning ordinance should include alternative regulations that will allow infill development to follow traditional development patterns.

**Strategies:**

Examine existing zoning requirements to assure their consistency with the goal of historic preservation. Amend the Zoning Ordinance to allow: more varied uses to encourage the reuse of historic structures; greater flexibility in the application of existing zoning requirements; and traditional development patterns that preserve the character of a historic district.

Make Design Planner comment regarding the potential impact of development proposals on historic resources consistently available for pertinent Planning Commission and Board of Supervisors deliberations.

Entrance Corridor Overlay District

Section 15.2-2306 of the Code of Virginia authorizes localities to regulate the design of development along streets, roads, and highways providing access to significant historic structures and to cities and towns to insure that such development is compatible with the architecture of the historically significant landmarks, buildings, and structures to which these routes lead. These “entrance corridors” are to be designated by the locality. The review of development proposals within such corridors is to be undertaken by locally designated Architectural Review Boards.

On October 3, 1990, the Albemarle County Board of Supervisors adopted Sections 30.6 (Entrance Corridor Overlay District) and 34A (Architectural Review Board). Section 30.6 designates a number of
highways as entrance corridors and establishes standards for reviewing development proposed within those corridors. Section 34A establishes a five-member Architectural Review Board (ARB), and charges the ARB with the responsibility of, among other things, proposing and administering design guidelines for development proposed within the entrance corridors.

It is recommended that the existing ARB serve as the review board for the recommended Historic Overlay District ordinance. To serve that additional function, it is recommended that the ARB be expanded to 7 members, and that it be called "review board," in keeping with the language of Section 15.2-2306.

**Strategies:**
The existing Architectural Review Board should serve as the review board for the recommended Historic Overlay district ordinance.

Add members to the existing Architectural Review Board. Change its name to "Review Board."

**Archaeological Program**
Archaeological site protection may be accomplished by adopting an archaeological resource protection ordinance. The ordinance normally includes a system or methodology to identify, evaluate and, if necessary, protect archaeological resources. Evaluation may include monitoring, testing procedures, and development of a treatment plan. Protection may include the imposition of delay periods, salvage archaeology, or preservation of the site. Currently, Albemarle County has no regulatory measures in place for the protection of archaeological resources.

A mapping system may assist in the identification of prehistoric sites. Archaeological zones can be delineated based on analysis of the potential for areas to contain archaeological sites. A 1985 study by the University of Virginia Department of Anthropology, The Archaeology of Albemarle County, states that most sites occur within 900 feet of a major drainage (i.e., the Rivanna, James, Hardware, and Moormans Rivers), and less than 100 feet in elevation above that drainage. It is recommended that a map of potential prehistoric archaeological sites be prepared and maintained for consultation during the review of development proposals, to determine potential impacts.

Historic sites also have archaeological resource potential. It is recommended that the County seek state and federal grant funds to conduct an archaeological survey of designated historic period sites and/or districts to evaluate their archaeological resource potential. For example, the Historic Architectural Survey of Albemarle County Villages recommended archaeological surveys in the Villages of Milton and Advance Mills. Regarding Milton, the study states:

In the early nineteenth century, Milton apparently consisted of a dozen homes, as well as several businesses, warehouses and wharves. The site of Milton is potentially one of the most important archaeological sites in the County. Based on historical information obtained on Milton so far, the site merits intensive archaeological investigation. Following this investigation, the site should be evaluated for its potential for listing on the National Register.

**Strategies:**
Maintain a map of potential prehistoric archaeological sites for planning purposes, to be consulted during development review.
The County should seek available state and federal grant funds to conduct an archaeological survey of designated historic period sites and/or districts, including photographic documentation, as appropriate, to evaluate their archaeological resource potential.

Voluntary Measures and Techniques

In addition to the voluntary programs offered at the national and state levels -- Certified Local Government, the National and Virginia Landmark Registers, and the Conservation and Historic Easements -- there are also voluntary procedures available at the local level. The County should encourage owners of historic properties to seek designation on the Virginia and National Registers. It should promote historic and conservation easements and other voluntary measures. The County should make available information regarding tax incentives and designation procedures, and help coordinate the completion of applications and documentation, as time and resources permit.

The County should follow the recommendations of the Historic Architectural Survey of Albemarle County Villages by encouraging or actively seeking designation of the villages of Advance Mills, Crozet, White Hall, and Yancey Mills, which the survey identified as potentially eligible. The nomination for Advance Mills has recently been initiated, and the villages of Proffit and Batesville, which were also identified in the survey, have already been successfully listed through the efforts of the Proffit Neighborhood Association and the Batesville Historical Society. The County should initiate additional studies of potential rural historic districts, similar to the Southwest Mountains National Register Rural Historic District, in areas which include numerous register properties and potentially eligible properties. The Historic Architectural Survey of Albemarle County Villages recommends study of the Greenwood/Country Store/Newtown area for a rural historic district. Other potential areas may be located along historic corridors, such as the Road to Secretary’s Mill (Rt. 20 South - Rt. 717), the Staunton and James River Turnpike (Rt. 692 - Rt. 712 - Rt. 20 South), and the Brown’s Gap Turnpike (Rt.629 - Rt. 810 - Rt. 680).

Strategies:
Encourage owners of historic properties to seek designation on the Virginia and National Registers, thereby attaining eligibility for State financial incentives. Provide basic information to help initiate the designation process and tax credit applications. Seek and coordinate the work of interns and volunteers to assist in the completion of documentation required for nomination.

The County should encourage or actively seek designation on the Virginia and National Registers of the villages of Advance Mills, Crozet, White Hall, and Yancey Mills, as identified in the "Historic Architectural Survey of Albemarle County Villages."

Initiate studies similar to the Southwest Mountains historic district study in other areas of the County that include numerous register properties and potentially eligible properties.

Promote historic and conservation easements and other voluntary measures.

Promote preservation by making available information regarding tax incentives and designation procedures.
Proposed Preservation Activities
This Plan recommends that a permanent Historic Preservation Committee be created to provide assistance and advice concerning the County's historic preservation program. It is also recommended that the Architectural Review Board expand its focus to include historic preservation, in addition to Entrance Corridor review. With or without a regulatory ordinance in place, the following are recommended activities for the existing Architectural Review Board or the proposed Historic Preservation Committee:

- Act in an advisory role to other officials and departments of local government regarding protection of local historic resources;
- Conduct, or cause to be conducted, a continuing survey of historic resources in the community;
- Disseminate information within the locality on historic preservation issues and concerns;
- Coordinate local preservation efforts with those of local historic and preservation organizations, the Virginia Department of Historic Resources, and other interested parties, both public and private;
- Investigate and support incentives programs including heritage tourism events and activities;
- Investigate and support heritage education activities;
- Advise owners of historic properties on issues of preservation, as requested.
- Solicit and incorporate the views of affected property owners in the designation process.

**Strategy:** Create a permanent Historic Preservation Committee to provide assistance and advice concerning the County's historic preservation program.

Rural Preservation Developments
The Rural Preservation Development (RPD) option was added to the Zoning Ordinance in 1989. It is intended to encourage more effective use of the land than can be achieved under conventional development in terms of the Comprehensive Plan's goals and objectives for the Rural Area. All development lots are clustered in an RPD, with the remaining acreage protected as open space by a perpetual easement held by the County and its Public Recreational Facilities Authority. The benefits of an RPD are: 1) That large tracts remain undisturbed without reducing the overall density of a by-right development; 2) That the smaller lots consume less open space than the combination of large and small lots in a conventional development; and 3) That the remaining acreage is protected by a perpetual easement, but may continue to be used for agriculture and forestry activities, including a residence and farm related structures.

Purchase of Development Rights/Acquisition of Conservation Easements
The purchase of development rights is permitted under the Open Space Land Act (Code of Virginia Sections 10.1-1700-1705), which gives authority for any public body to acquire title to, or any interests or rights of not less than five years duration in, real property that will provide a means for the preservation of open space land. Purchase of development rights is similar in effect to a conservation easement, but the easement is purchased instead of donated. The success of a PDR program is limited by available funds and the number of property owners willing to sell development rights. Purchase of development rights is a method that may be used to protect historic settings from additional development. But, because the ownership of the land remains with the farmer or private landowner, the historic structure itself is not protected.

The Board of Supervisors recently held a public hearing and agreed to move forward on the
development of an ordinance regarding the acquisition of conservation easements (ACE). Landowners participating in the ACE program voluntarily enter into agreements with the county to sell the development potential for their properties. To be eligible for the ACE program, properties must achieve a minimum score on an established ranking system. Points are awarded to properties that include resources listed on the State or National Registers, that are included in State or National Rural Historic Districts, and that are included in the primary viewshed of Monticello. The ACE program provides a method of attaining a balance between landowner's rights and responsibilities and the public value of rural land. The County is pursuing this initiative concurrently with the consideration of the Historic Preservation plan. If both the proposed initiative and the recommended historic overlay district ordinance were to be adopted, it would appear appropriate to allow point credit for properties subject to the ordinance. For property not subject to the ordinance, the inclusion of appropriate language in the deed of easement could protect any historic resources within the property boundaries.

**Strategy:** When adopted, the *Purchase of Development Rights/Acquisition of Conservation Easement Program* should award additional points to properties that include historic resources subject to the proposed historic overlay district ordinance.

**Use Value Taxation**
The use value taxation (land use tax) program complements the R.A zoning category by allowing a reduction in property taxes for property in actual use for agriculture, horticulture, forestry or open space. Use value taxation encourages the deferral of development of the rural areas, which also indirectly protects historic settings.

**Agricultural and Forestal Districts**
The Agricultural and Forestal Districts Act is a voluntary program which provides a landowner with certain benefits and protections for the agricultural or forestry use of the land, in exchange for conditions which limit development of the property during a specified number of years. Agricultural and forestal districts protect the rural areas and thus, indirectly encourage the protection of historic settings.

**Advisory Review of Development Proposals**
If a Historic Overlay District is adopted, a procedure should be established for Review Board advisory review of development proposals located within or abutting a locally designated overlay district. The purpose of the review would be to recommend ways to reduce any possible adverse impacts of rezoning applications, special use permits, site plans and subdivision plats on the settings of locally designated historic resources and districts. This review should be incorporated into the current review process, without increasing the required review time. It would be similar to the role the County’s Agricultural/Forestal Advisory Board plays in the review of development near agricultural/forestal districts. This advisory review provision would help ensure that historic preservation considerations are available as part of the decision making process.

**Strategy:** Establish an advisory review by the Review Board of all rezonings, special use permits, site plans and subdivision plats for proposals located within or abutting a locally designated overlay district, for the purpose of making recommendations on preserving the settings of designated districts and sites.
Protection Efforts by Citizen Groups

There are at least seven local, regional, and statewide organizations whose activities directly or indirectly benefit historic preservation in Albemarle County. Their range of interest varies from a direct focus on the preservation of historic resources to a general involvement in issues that bear on the overall quality of life in the County. Some primarily focus on educating the public, while others prepare and advocate positions on issues at government hearings and in the public media. The composition of these citizen groups extends from small, all-volunteer organizations to large associations with a paid staff augmented with volunteers. Appendix E provides a list of these organizations.

Two such organizations are more than fifty years old. The Albemarle County Historical Society (ACHS), founded in 1940, promotes an interest in local history for the County and the City of Charlottesville. Its activities include maintaining a reference library, organizing public programs and exhibits, publishing an annual magazine and periodic bulletins, and conducting walking tours. Its library holdings include material describing selected historic resources throughout the area. The Charlottesville-Albemarle League of Women Voters, formed in 1946, is the local arm of a nationwide organization. Its goal is to provide information to the electorate about candidates for local office and public policy issues. Although not necessarily an advocate for historic preservation, the local League has generally supported protection of historic resources as an element of the community's quality of life.

Two citizen groups, Citizens for Albemarle (CfA) and the Piedmont Environmental Council (PEC), are strong advocates of growth management and rural conservation. CfA, created in 1971, is a local group that has been active in most public policy issues and was an early advocate of historic preservation. The goal of the PEC, formed in 1972, is to preserve the traditional character and visual order of the countryside, towns, and villages throughout a nine-county region of the northern Piedmont. Its headquarters are in Warrenton, and it operates an office in Charlottesville. PEC advocates historic preservation as a component of rural conservation.

Three recently instituted groups focus on one or more aspects of historic preservation. The Preservation Alliance of Virginia is a statewide consortium of more than 140 historic preservation organizations as well as individual members. Established initially in Charlottesville during 1984, its headquarters were moved to Staunton, but now are again located in Charlottesville. The Alliance hosts an annual conference, conducts workshops on preservation techniques, publishes material on current issues, and actively lobbies the General Assembly on behalf of historic preservation. Another statewide organization, the venerable (1889) Association for the Preservation of Virginia Antiquities (APVA) operates locally through its Thomas Jefferson Branch, created in 1986. The Branch provides educational programs for the public and makes annual preservation awards to deserving individuals and projects. Preservation Piedmont is a local historic preservation organization formed in 1993 to provide an advocacy group for citizens of Charlottesville, Albemarle County, and in counties bordering Albemarle. Preservation Piedmont sponsors programs and projects, identifies threats to historic and archeological resources, and promotes actions to counter those threats.

In addition to these formally incorporated citizen groups, the County has many community or neighborhood associations. Often formed to organize resistance against a specific threat to their community, some have continued to exist at varying levels of activity. These local associations frequently have succeeded in arresting or modifying pending public policy decisions or threats to historic resources that are important to their community. It is not unusual in such instances for the local
association to be supported by one or more of the formally incorporated groups described above.

**Effectiveness of Voluntary Measures**

Voluntary programs, whether at local, national, or state levels, primarily provide direct protection only for the setting of a historic resource; protection for the actual historic resource is indirect. The principle exception is Virginia's Historic Easement program, which is available exclusively to those historic resources listed on the Virginia Landmarks or National Registers. The Certified Local Government (CLG) program operates only if the local government has the qualifying procedures in place, starting with a Historic Overlay District ordinance.

Historic resources listed on the Virginia Landmark and National Register, and those non-listed properties cited in Appendix B as examples of successful preservation, attest to commendable voluntary action by their owners. These resources show that some property owners do voluntarily preserve their historic resources. However, properties on register lists primarily reflect the high end on the economic scale of our cultural heritage. The threat appears greatest for the unlisted and lesser-known properties, those local and traditional buildings and structures used by the majority of our citizens in the past. It is precisely those historic resources with which the bulk of today's residents can identify, and which would be under-represented in any voluntary scheme.

The cultural heritage of Albemarle County draws from the blend of diverse individual cultures and economic status of its people across the ages. It is these people, their stories, and the buildings associated with their daily activities that make the County's heritage unique, and therefore worthy of protection for our own benefit and for that of future generations. It is recommended that the historic resources that are designated for protection should reflect the same broad cultural and economic spectrum as the people who built and used them. This is an important step in fostering a sense of community contribution, continuity, and belonging in the maximum number of our current and future citizens.

In the absence of a local historic preservation ordinance, direct protection of historic resources in Albemarle County will depend on the efforts of individual property owners and groups of concerned citizens. Established regulatory measures, balanced with voluntary efforts, can better ensure that a broad spectrum of the County's significant historic resources will be protected for future generations.

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1 The Historic Preservation Committee believes that a preservation program that relies solely on voluntary action is inherently inadequate. It would diminish both the number and diversity of protected historic resources, and would allow individual decisions to affect, in perpetuity, which elements of the various cultural and economic segments of the County's historical character will be protected.

To permit an individual property owner to choose whether or not to allow the inclusion of his property in a historic overlay district undercuts the purpose of providing protection for a wide spectrum of the County's historic resources. The number of historic resources destroyed in recent years indicates that the threat is real, and that it is increasing. (See Appendix B, List 4.) Adopting an ordinance to which no property is subject is not a serious method for protecting the County's heritage. There is no known example of an effective voluntary historic preservation ordinance in Virginia.

The Historic Preservation Committee concludes that voluntary measures are necessary and the plan encourages their continued and expanded use, but as several other localities in Virginia have already learned, they are not sufficient to effectively protect the broad spectrum of our cultural heritage. It should be noted, however, that the mandatory aspects of the historic preservation process we propose also include clear provisions for the property owner to participate actively in any action that affects his property. This participation would begin at the initial comment stage and includes the right of appeal.
The County as a Good Neighbor

As an active participant in the historic community, the County has certain responsibilities beyond the provision and administration of a historic overlay district ordinance and related regulations. This Plan highlights the importance of planning, education and incentives to the preservation process, and outlines how the County can contribute to this effort. This Plan stresses the concept that a total community involvement is required for success, including participation in regional and state alliances and partnerships. The County can also take the lead in setting an example for the community in its stewardship of historic buildings.

The public education process should begin with the education of the various County boards and decision making bodies about the value of historic resources to the community. This steps helps to insure that public policy decisions reflect the recognition that historic resources: (1) provide tangible evidence of our heritage, (2) set Albemarle County apart as a place different from other localities, and (3) contribute to the County's economic vitality.

Concurrent education of the County staff on the value of historic resources should emphasize the relationship between the functional responsibilities of each department and the protection of these valuable and irreplaceable assets.

The County can provide information to the City of Charlottesville, the University of Virginia, the Department of Historic Resources, and other interested groups and organizations to keep them informed about County preservation efforts. The County can also play a key role in coordinating and bolstering partnerships which include individual citizens, businesses, schools, government officials (County, City and State), various interest groups such as the Thomas Jefferson Memorial Foundation, local preservation and community organizations, and neighborhood groups. This type of coordination ensures that all parties are kept apprised of changes to County regulations and policies on preservation matters; that all interested groups are given the opportunity to comment on and participate in County preservation activities; that the County benefits from the wide experience and expertise that exists in the local preservation community; and that historic preservation is fully integrated into the planning and implementation process.

The County can participate in regional alliances and partnerships, such as Heritage Area initiatives, discussed on page 48. The County can declare support for the statewide “Celebrate Virginia” promotion in May, sponsored by the Department of Historic Resources and the Virginia Tourism Corporation. The statewide special events program features Virginia communities telling their stories and promoting their cultural assets.

A primary responsibility of the County is the continued good stewardship of the historic resources under its control. These resources include the County Office Building, the County Courthouse, the Old Jail, the Old Crozet High School, Broadus Wood Elementary School, and Stony Point Elementary School. By maintaining and rehabilitating these resources in appropriate ways, the County can set an example that historic buildings can contribute significantly to everyday life.
Strategies:
Educate the various County boards and decision making bodies about the value of historic resources to our community.

Educate County staff, including planners, engineers, inspectors, etc., about the County’s historic resources. Provide guidance on identification and treatment of historic resources as it relates to the various departmental tasks and responsibilities.

Keep the City of Charlottesville, the University, the Virginia Department of Historic Resources, and other interested groups informed about County preservation efforts.

Seek to create and strengthen partnerships among all interest groups to forward the cause of historic preservation throughout the County and the Region.

The County should continue to be a good steward of the historic resources that it controls.

The County should declare support annually for the statewide “Celebrate Virginia” promotion.

Protecting Monticello’s Viewshed

Monticello, the home of Thomas Jefferson, is located in Albemarle County, just southeast of Charlottesville. Jefferson began the design of Monticello, “Little Mountain,” in 1770, and worked on it over a period of forty years, completing an extensive revision in 1809. Perhaps more than any other presidential home in the United States, Monticello reflects the interests, values, and attitudes of its owner and the times in which he lived. Jefferson, as architect, scientist, agriculturist and citizen of Albemarle County, was acutely aware of his surroundings, the lands he owned and those adjacent to and leading to Monticello. The contribution of this rural setting is invaluable to the national and international significance of Monticello as a National Historic Landmark, the highest status bestowed on historic properties by the United States government. It is also the only home in America on the World Heritage List. The Thomas Jefferson Memorial Foundation (TJMF) has preserved and maintained Monticello open to the public since 1923.

Monticello’s elevated location adjacent to the Pantops Development Area means that its once-rural setting is now subject to significant change. Increased development in the surrounding Rural Area may also impact Monticello’s setting. For Monticello to be viewed in any semblance of its original context by the hundreds of thousands of visitors who tour it annually, an effort must be made to protect the rural character of the viewshed. From a purely economic standpoint, the protection of the viewshed is important in sustaining the drawing power of Monticello as a national monument. The most recent available data shows that, in 1990 there were 550,183 visitors to Monticello, which translated into over $159 million in revenue to the County.

Albemarle County therefore has a cultural responsibility and an economic interest in helping to protect Monticello’s viewshed, which has been simply defined as “all property visible from the mountaintop.” The key to this viewshed protection effort is precise delineation of the viewshed; careful enforcement of existing regulations; and a more formalized procedure beginning early in the planning process to encourage cooperation.
The Open Space Plan contains the following strategy, which the Historic Preservation Committee supports:

*Through the Historic Preservation Committee, define the Monticello viewedshed, considering the viewedshed analysis prepared for the Thomas Jefferson Memorial Foundation. After the viewedshed has been established, protect Monticello's setting and viewedshed through:*
  - **Strict enforcement of existing regulations;**
  - **Careful review of by-right development plans [site plans and subdivisions] with suggestions for voluntary protection measures; and**
  - **Requirement of protection measures on discretionary [rezonings and special use permits] land use proposals.**

*In addition, the recommended historic district ordinance and Entrance Corridor plans can provide protection for Monticello.*

The TJMF has identified three locations at Monticello for which viewedshed protection is of paramount concern. The locations are: (1) the northwest terrace promenade where visitors exit the house and begin to explore the grounds; (2) the shuttle bus stop northeast of the house; and (3) the uppermost, primarily pedestrian, road about a half-mile in circumference that encircles the house ("First Roundabout").

From the above listed locations, using the 1990 Monticello Viewshed Analysis and Protection Strategy prepared by the Trust for Public Lands and using current technology, it would be possible to locate the most important areas in the viewedshed by tax map and parcel number. This level of detail will be needed to manage the viewedshed protection process effectively.

Current regulations most applicable to development within the areas identified through the above procedure include the: Entrance Corridor Overlay District; Outdoor Lighting Ordinance; Rural Preservation Development Option; and Site Plan and Subdivision Ordinance.

The Entrance Corridor Overlay District zoning regulation can contribute to the preservation of rural character along the major entry routes to Monticello, which is a desirable part of a visitor’s experience. It can also provide effective design control for new construction in developed areas such as Pantops. These regulations must be balanced with viewedshed considerations, however. For example, the location of parking lots behind buildings to make them less visible from the entrance corridor, could have the undesirable effect of making them more visible from Monticello.

The recently adopted Outdoor Lighting Ordinance will benefit Monticello because it requires new lights to be directed downward and they are therefore less obtrusive when viewed from higher elevations. In rural areas, the Rural Preservation Development option provides a means to cluster development, which if properly located, could mitigate the visual impact of by-right subdivisions on the viewedshed.

Careful site planning in Development Areas can minimize the potential impact of development as viewed from Monticello. Much can be hidden through prudent use of existing topography and vegetation, and existing regulations regarding landscaping, screening, and tree cutting can help maintain a concealing green canopy. The following guidelines provide specific suggestions for consideration during the design phase of development with the anticipated result being a minimal visual impact on the Monticello viewedshed.
1. Parking lots are best concealed when located on the far side of the building (as viewed from Monticello) and when the area is broken up by plantings.
2. Building facades are less intrusive if articulated and not monolithic.
3. Earth-tone colors such as reddish-brown brick help to soften the visual impact of a building. If not adopted for the street side, consider it for the back of the building if it faces Monticello.
4. Dark roofs (black, gray) are preferred. Mottled patches of light and dark stone can camouflage expansive flat roofs.
5. Screening by a long narrow border of trees of a single species should be avoided. Landscaping and buffer areas should use a variety of planting materials. A canopy of lofty trees (such as tulip poplars) to screen out development should be planted if the vista from Monticello is angled down on the site. The lower limbs of the trees can be pruned to open ground-level views while protecting the vista from Monticello.
6. The lighting of buildings and parking areas should be shielded to eliminate glare and light pollution.

Experience indicates that the viewshed can be protected best if land use regulations are augmented by a cooperative effort that begins early in the planning process and leads to voluntary measures. The Albemarle County Department of Planning and Community Development could establish a formal process for notifying the Thomas Jefferson Memorial Foundation (TJMF) of proposed development in the designated viewshed area, and could strongly encourage developers to consult with the TJMF. The TJMF could assist the developer early in the process – at the design stage – so that the development is sensitive to the viewshed issue and the viewshed impacts could be voluntarily minimized. As a final step in the process, the Department of Planning and Community Development could insure that the TJMF is afforded an opportunity to comment on a proposed site plan within the designated viewshed prior to approval.

**Strategy: To help protect the Monticello viewshed, the Department of Planning and Community Development should:**

1) **Use current technology to precisely delineate the Monticello viewshed. Make this information available for use in development review.**

2) **Enforce careful application of existing land use regulations.**

3) **Adopt a more formalized procedure that begins early in the planning process to encourage cooperation between the Thomas Jefferson Memorial Foundation (TJMF) and developers of property within the viewshed.**
VII. PRESERVATION INCENTIVES AND ECONOMICS

Historic preservation has provided a positive economic benefit in communities around the state through job creation, increased property values and tourism. A historic preservation program for the community should balance regulation with education and incentives. Incentives are available at the federal and state levels, and should be created at the local level. Heritage tourism encourages preservation while providing educational benefits to the public, and economic benefits to the community.

Economic Benefits

The Preservation Alliance of Virginia issued a report in 1996, *Virginia's Economy and Historic Preservation: the Impact of Preservation on Jobs, Business and Community*. The study found that historic preservation is a key component within Virginia’s economy.

Significant jobs are created through the rehabilitation of Virginia’s historic buildings. Over the last 15 years, 900 historic buildings have been rehabilitated in Virginia, providing 12,697 jobs. Because such rehabilitation is labor intensive, the process creates more jobs than comparable new construction. Preservation activities create a need for the specialized services of masons, painters, carpenters, historians, architects, engineers, archaeologists, artists, landscape architects, and experts in all building trades.

Nearly 75% of first time visitors to Virginia are visitors to historic sites, as indicated by data from the Department of Economic Development. Tourism generated by historic preservation visitors benefits local economies in increased retail, hotel, and restaurant, etc. sales. For example, as noted in the previous section, over 550,000 visitors to Monticello in 1990 generated $159 million to the local economy, according to data from the Charlottesville/Albemarle Visitors Bureau. The Preservation Alliance study reports that historic preservation visitors stay longer, visit twice as many places and spend, on average, over two-and-a-half times more money in Virginia than do other visitors.

The report also included information showing the positive impact of historic districts on property values. For example, in Richmond’s Shockoe Slip, assessments increased 245% between 1980 and 1990, compared to an 8.9% increase citywide. In Staunton, residential properties in every one of the four historic districts appreciated from 51.9% to 66% over the period from 1987-1995, while non-historic district property appreciated an average of 51.1%. In Fredericksburg, commercial property inside the historic district increased by an average of 480% from 1971 to 1990, while commercial property outside the district increased by an average of 281%. The Preservation Alliance report concludes that historic preservation creates economic growth through job creation, increased property values, and tourism.

Incentives for Historic Preservation

A number of economic incentives are available at various levels for the preservation of historic resources. Federal and state tax credits, easements, and the potential for creating revolving funds and local tax exemptions are described below.
Federal Tax Credit
Rehabilitation tax credits have been provided by the federal tax code since 1976. National Register properties which are rehabilitated for income-producing industrial, commercial or residential purposes may qualify for a rehabilitation tax credit. Under this program, owners can take a 20 percent federal income tax credit on the cost of rehabilitating a certified historic structure. The federal income tax credit is calculated as a percentage of the eligible rehabilitation expenses. All rehabilitation work must meet the Secretary of the Interior’s Standards for Rehabilitation.

Rehabilitation to a commercial use of non-historic buildings built before 1936 can qualify investors for a 10% credit.

State Historic Rehabilitation Tax Credit
Beginning on January 1, 1997, owners of certified historic structures incurring rehabilitation expenses in the rehabilitation of those structures are entitled to a state income tax credit as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Credit</th>
</tr>
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<tbody>
<tr>
<td>1997</td>
<td>10%</td>
</tr>
<tr>
<td>1998</td>
<td>15%</td>
</tr>
<tr>
<td>1999</td>
<td>20%</td>
</tr>
<tr>
<td>2000 and thereafter</td>
<td>25%</td>
</tr>
</tbody>
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If the amount of the credit exceeds the taxpayer’s tax liability for the taxable year, the amount that exceeds the liability may be carried over for credit against the income taxes of the taxpayer in the next ten taxable years, or until the credit is used, whichever occurs first.

This tax credit is significant because it permits the use of the credit for personal residences as well as income-producing properties.

For the purposes of this credit, a certified historic structure is one that is listed, or is eligible for listing, on the Virginia Register, or is a contributing structure in a historic district listed on the Virginia Register. In Albemarle County, listed properties include any contributing structure within the Southwest Mountains Rural Historic District, or the Proffitt Parten, Batesville, or Scottsville Historic Districts, along with any of the approximately 60 individually listed Virginia Register properties. (See Appendix B, List 1.)

Improvements or reconstruction must be consistent with the Secretary of the Interior’s Standards for Rehabilitation, and the cost of improvements must amount to at least fifty percent of the assessed value of the building for the year before the rehabilitation expenses were incurred. Effective January 1, 2001, the improvement cost threshold is lowered to 25% for owner-occupied buildings.

Certified Local Government Program
As discussed under federal and state programs (page 20), Certified Local Governments (CLGs) are eligible to apply for matching grants from a 10% share of Virginia’s annual federal appropriation, which must be set aside specifically for CLGs.
CLG program funds awarded may be used for survey of historic and archaeological resources, preparation of National Register nominations, development of design review guidelines; amendments to preservation ordinances; preparation of preservation plans; testing archaeological sites to determine their significance; and public education programs in historic preservation.

Albemarle County does not currently meet the requirements for CLG status. One of the requirements is a historic district ordinance that regulates new construction. Consequently, even if the County adopts the ordinance that is recommended by this plan, CLG requirements will still not be met. It should be noted that the Virginia Department of Historic Resources (VDHR) is currently studying the CLG requirements and assessing options for making the program more accessible to Counties with historic resources in rural areas. Consequently, it is recommended that the County work with the VDHR to develop ways for the County to benefit from the educational, technical, and financial incentives offered by the CLG program. This coordination is currently under way.

Strategy: Work with VDHR to develop ways for the County to benefit from the educational, technical, and financial incentives provided by the CLG program, while following the recommended strategies of this plan.

Preservation Easements
The Department of Historic Resources seeks and accepts donation of preservation easements from private owners of properties either listed on the Virginia Register, or contributing to a registered historic district. The donation of a preservation easement is considered a charitable contribution for tax purposes and may be an important tax consideration in estate planning. To qualify for the federal tax deduction, the property must also be listed on the National Register. If the land is subject to a perpetual conservation easement created under the Open Space Lands Act, or is otherwise devoted to an open space use, which includes preserving historic resources, it is assessed and taxed at the use value for open space.

Historic Preservation easement donors are eligible for a state income tax credit of up to fifty percent of the value of the easement. If the credit is not fully used up in the year of the easement donation, it can be carried forward for an additional five years. Donors may also be able to exclude up to forty percent of the remaining value of the land from the estate taxes owed under the American Farm and Ranch Protection Act.

In Albemarle there are currently 7 properties with approximately 440 acres in easements held by the Virginia Board of Historic Resources. (See Appendix B, List 1.)

Revolving Loan Funds
A revolving fund is a pool of capital created and reserved for a specific activity, with the restriction that the monies are returned to the fund to be reused for similar activities. Revolving loans provide funding for rehabilitation and repair work by enabling property owners to borrow money at a low interest rate. Most revolving funds require that rehabilitation work be done in accordance with the Secretary of the Interior’s Standards for Rehabilitation.
Albemarle County is currently not enabled to loan money to private persons to rehabilitate or repair private property. It is recommended that enabling authority be obtained from the General Assembly authorizing the County to establish a revolving loan fund, or to contribute money to a private revolving fund for such persons.

The City of Charlottesville’s program requires that, to be eligible for a loan, the property must be included in, or must be in the process of seeking inclusion in, a local historic district. Charlottesville offers commercial loans up to $25,000 and residential loans up to $10,000, or 50% of the cost of rehabilitation, whichever is less. The loan committee determines the time length of the loan, which is always shorter than five years. All loans are made at 3% interest. Charlottesville’s program was initially funded with fines obtained from illegal demolition. A County-sponsored revolving fund, similar to Charlottesville’s program, could positively influence the future of the County’s historic resources.

**Strategy: Obtain enabling authority from the General Assembly authorizing the County to establish a revolving loan fund, or to contribute money to a private revolving fund, to assist owners of historic properties with rehabilitation and repair work.**

**Partial Local Real Estate Tax Exemption**

The Code of Virginia authorizes localities to provide a partial tax exemption for certain properties on which an older structure has undergone substantial rehabilitation, renovation or replacement. Albemarle County does not currently make use of this provision, which is generally intended to encourage investment in older neighborhoods. However, this provision could be structured as an incentive to encourage appropriate rehabilitation or renovation of historic structures that may otherwise be demolished, neglected, or inappropriately altered.

Normally, when a property is improved, the value of the property increases, along with the property taxes. By excluding the value of the building’s rehabilitation from its assessed value for a specified number of years, owners of historic properties may be encouraged to perform major improvements.

Section 58.1-3220 provides for the partial exemption from taxation of real estate on which a structure 15 years or older has undergone substantial rehabilitation, renovation or replacement for residential use. Section 58.1-3221 provides for the partial exemption from taxation of real estate on which a structure 20 years or older has undergone substantial rehabilitation, renovation or replacement for commercial or industrial use. The partial exemption may not exceed an amount equal to the increase in assessed value resulting from the improvements, or an amount up to 50% of the cost of the improvements. The exemption may be allowed for a period of no longer than fifteen years.

The locality may require that the property be located within a described district, such as a historic district. This means that the same properties that are subject to historic zoning restrictions would also be provided with a possible tax incentive. If the exemption is applied to a Virginia landmark or to a contributing structure in a register district, then rehabilitation may not be achieved through demolition and replacement.

Other restrictions or conditions may be prescribed by ordinance. For example, Clarke County allows the exemption for a period of ten years for real estate on which there exists a structure not less than 50
years old, which has been rehabilitated to increase its assessed value by at least 40%. The structure must be either a Virginia landmark or a contributing structure within a register district, and must be located within a locally designated historic overlay district. Because the structure is in a historic overlay district, a certificate of appropriateness is required for the rehabilitation work.

Strategy: Enact an ordinance with provisions for a partial local real estate tax exemption for the rehabilitation of older properties, as enabled by the state code. Coordinate staff assistance for eligible property owners through the Planning and Real Estate/Finance Departments.

Preservation Work Bank Program
It is recommended that a work bank program be established to aid owners of historic resources, including the elderly and those with limited means, to maintain their properties. One of the primary challenges in historic preservation is the actual execution of appropriate maintenance and preservation procedures. Even when property owners want to maintain or rehabilitate their buildings in historically appropriate ways, they are often faced with challenges that make the execution of that work difficult, or impossible. Elderly, physically challenged, and lower-income property owners could all benefit from a Preservation Work Bank, but the program should be organized to potentially benefit all owners of designated historic resources undertaking approved maintenance and/or preservation work.

This program would work in a manner similar to a revolving fund, where a resource (money, time, etc.) is available to a number of participants because it is continually replenished. It is also similar to the Habitat for Humanity program, where those who benefit from the service are also required to participate in it. Elderly and physically challenged property owners could benefit from the program by making contributions other than building maintenance. An important goal of the program should be a regular donation of services to the Bank.

The program could eventually be coordinated with revolving fund programs, easement programs, internship programs, tax credit programs, technical information programs, and demonstration projects (good for disseminating information on how to correctly treat historic properties; i.e., a demonstration project on how to properly treat wood siding). It would draw upon historic resource property owners; participants from local architectural, engineering, and construction businesses; national architectural product suppliers; local students in architecture, engineering, design, and preservation programs; members of local preservation organizations; and other community volunteers. The Preservation Work Bank program could start small, and in a short period of time grow into an important community resource that supports character and quality of life in the County.

Strategy: Establish a work bank program to aid owners of historic resources to maintain their properties.

Strategy: Establish an expert advice program with a list of preservation professionals willing to occasionally volunteer their time to offer advice to historic resource property owners.
Recognition and Awards Program
There are many examples of local historic resources that have been successfully preserved (See Appendix B, List 2.) The County should offer a program to recognize these achievements similar to the awards programs sponsored by the Preservation Alliance of Virginia and the Thomas Jefferson Branch of the Association for the Preservation of Virginia Antiquities (APVA), or should support and participate in those programs.

Strategy: Support and actively participate in existing preservation awards programs or offer a County-unique program.

Heritage Tourism

Heritage tourism may be described as the stewardship and presentation of historic, cultural and natural resources to the public in order to gain economic and educational benefits, and to encourage preservation of the resources. The positive impacts of heritage tourism on the local economy have been documented in the 1995 Preservation Alliance study discussed on page 43. The County’s Economic Development Policy, adopted in 1995, contains a strategy which states, "Encourage tourism focused on the rural, agrarian, and historical resources of the County, and which does not threaten or compromise those resources." Heritage tourism facilitates learning about architecture, people, places and events, and adds substance to history learned in the classroom. Heritage tourism can also help preserve historic resources. It draws attention to their value, and encourages their protection, rehabilitation, and adaptive use.

Albemarle County currently promotes heritage tourism by protecting its designated Entrance Corridors, which are significant routes of tourist access. This Plan has recommended other ways to encourage heritage tourism, such as the reuse of historic buildings through zoning provisions, and the encouragement of partnerships to strengthen the preservation community. Community events recommended in the section on Education and Preservation also help promote heritage tourism. This section describes additional ways to highlight the County’s historic resources.

Albemarle resources open to the public for tours include Monticello, Ash Lawn, Michie Tavern, and the University of Virginia Rotunda and Lawn. Historic resources used for commercial purposes that provide tourism lodging and services include Woodstock Hall, Clifton Inn, the 1740 House (D.S. Tavern), Crossroads Tavern, and High Meadows. In addition, many homes have been opened to the public for the annual Garden Tour, including Plain Dealing, Morven, Glen Echo, Enniscothry, Redlands, Cliffside, Esmont House, Edgemont, Gallison Hall, Longwood, and Seven Oaks Farm. Albemarle’s historic villages such as Batesville, Crozet, Proffit, Advance Mills, White Hall, and the Town of Scottsville, as well as the Southwest Mountains Rural Historic District, may be enjoyed on a self-guided driving tour.

It is recommended that the zoning ordinance be amended to enable owners of certain historic properties (which are listed on the state or national register, or which are contributing structures within a register district) to apply for a special use permit to allow public tours of the property. An example of such a resource is Pine Knot, the hunting cabin retreat of Theodore Roosevelt. Pine Knot is currently opened occasionally for tour groups. Interpretations of Roosevelt’s life and times, and the natural history of this area, could potentially be presented in surroundings that are largely unchanged since his visits.
The Historic Preservation Committee should investigate creating a Heritage Area that preserves historic areas and promotes tourism through regional cooperation. Heritage Areas include a sense of place and identity; regional scope and management; natural or man-made resources that unify the region; versatile land uses; local, regional, state or national significance; and a common goal or theme unifying the area. Examples include the Potomac River Basin, the John Singleton Mosby area and the James River Region. A suggested Albemarle Heritage Area would incorporate the "Jefferson, Monroe and Madison" corridor (in cooperation with Orange County), or the Rivanna River corridor (in cooperation with the City of Charlottesville and Fluvanna County).

The Historic Preservation Committee should investigate other community events, such as the "Historic Treasures of Richmond" campaign, and consider a similar event for Albemarle that recognizes our historic resources. At least one community event should be planned during the month of May to be coordinated with other statewide Heritage Tourism activities. See strategies under "The County as Good Neighbor," page 39.

**Strategies:**

*Support the concept of heritage tourism, which requires regional partnerships and cooperation among the City of Charlottesville, the University of Virginia, County and State officials, local businesses, and community organizations.*

*Amend the zoning ordinance to enable owners of certain historic properties (which are listed on the state or national register, or which are contributing structures within a register district) to apply for a special use permit to allow public tours of the property.*

*The Historic Preservation Committee should investigate creating a Heritage Area such as the "Jefferson, Monroe and Madison" corridor (in cooperation with Orange County), or the Rivanna River corridor (in cooperation with the City of Charlottesville and Fluvanna County).*

*The Historic Preservation Committee should investigate community events for Albemarle that recognize our historic resources, to be coordinated with other statewide Heritage Tourism activities.*
VIII. PRESERVATION AND EDUCATION

Albemarle’s rich inventory of historic resources provides tangible evidence of our community heritage and significantly contributes to our quality of life. Residents of the County are reminded daily of the history of Albemarle when they view the structures and landscapes that have existed practically unchanged for hundreds of years. Visitors seek to learn about our history and culture, and to experience the special character of our historic landscapes.

The primary goal of the educational component of this preservation plan is to successfully communicate to the community the value of Albemarle’s remaining historic resources, and to engender in the community a sense of common responsibility for those resources, which can lead to active preservation. This plan strives to educate all levels, from the primary grades to adults, about the identification, recognition, preservation and value of our shared historic resources. By raising the community’s awareness, increasing its knowledge, and encouraging responsibility, the survival of the County’s historic resources for the benefit of future generations is made more secure.

Because our children will be the future protectors of the County’s historic resources, preservation education should begin in the schools. Heritage education, as this type of program is known today, is a key element in protecting the County’s resources.

Although adults can also benefit from heritage education programs, they have additional needs from preservation education, and community oriented events play an important role in increasing their knowledge about preservation and historic resources. Community and neighborhood programs and events that celebrate our historic resources should create a gradual momentum so that, over time, preservation becomes self-sustaining, and a matter of civic pride.

A preservation education program in Albemarle County can accomplish several objectives. It can convey that preserving historic sites and cultural history is a County priority. It can enhance the community’s awareness of all the historic resources around us -- not only those resources officially registered as landmarks and historic districts, but also those resources that stand as yet unrecognized in smaller villages and towns, and in rural and suburban neighborhoods. By increasing access to these sites and by telling the stories of all these resources, our sense of place within the community and the world at large is clarified, and stewardship is encouraged.

A preservation education program can benefit from partnerships among historic preservation groups, local educators, businesses, the tourism industry, and local governments. By using these various groups and the variety of existing historic resources, the preservation process is better explained and the tangible and intangible benefits of preservation are made known to the community.

Strategy: Educate all components of the community about historic resources and preservation.

Strategy: Encourage community and neighborhood programs and events that celebrate the County’s historic resources.

It should be noted that many of the events that will be created in a countywide preservation education program would afford opportunities for publicity. Exploiting these opportunities with appropriate
media representatives will promote preservation and help secure a positive future for the County’s historic resources. In addition, preservation education has a strong connection to tourism in the County. Tourism events that include historic resources naturally incorporate some level of educational benefit in their offerings, be it information on architectural style, construction methods, historic events, famous persons, cultural practices, etc. This connection provides an opportunity to capitalize on individual events, providing multiple benefits to more people.

Strategy: Enlist the media to publicize community events and to promote preservation in the County.

Heritage Education and the School System


Virginia’s current Standards of Learning require that local history only be included in the third-grade curriculum, and few reading materials about local history are available for students at this level. The fifth-grade curriculum includes U.S. history through 1877, and the sixth grade studies U.S. history from 1877 to the present. U.S. history is studied more comprehensively in the eleventh grade, and Virginia government is part of the twelfth-grade curriculum. Although this program allows for the inclusion of local history in the third grade, the overall curriculum does not make county or community history a priority. A heritage education program can make local history a stronger and more integral component of all levels of education. Students in Albemarle County are fortunate to live in a community where real places can add substance to the lessons learned in the classroom. A heritage education program would capitalize on the county’s existing historic resources -- those real places where history actually occurred -- by using them to complement traditional educational techniques.

Strategy: Make local history a stronger and more integral component of the County’s school curriculum, beginning with the elementary grades.

Heritage education is a special approach to teaching and learning about history and culture. It uses the natural and built environment, historic objects, oral histories, community practices, music, dance, and written documents to help students understand their local heritage, and the relationships between that heritage and the surrounding region and the nation as a whole. Heritage education combines research, observation, analysis, and interpretation in the fields of history, geography, economics, archaeology, anthropology, sociology, science, technology, the arts, literature, and theater to provide a better understanding of the themes, issues, events and people that have shaped our community and our collective memory.

The heritage education approach forms a partnership between a community and its schools. It creates teaching tools that can engender a preservation ethic in those who will be responsible for the community’s historic resources in the future. (Thomas Jefferson Memorial Foundation has a department devoted to this for Monticello and Jefferson.) The continuation of our history, the perpetuation of the stories that describe our evolution, and the preservation of the physical resources that illustrate those stories rests with future generations. If we can successfully teach the lessons of the past by using our historic natural and built environments, then the future of
our community values as well as our historic sites appears brighter. Simply put, heritage education fosters good citizenship.

**Strategy: Foster community pride, good citizenship, and stewardship of the County's historic resources through heritage education programs.**

Some of the typical activities often included in heritage education programs are: field trips to historic sites, house museums, and districts; essay contests; the creation of exhibits on local history and preservation; the distribution of preservation oriented workbooks and reading materials; conducting a study of the history of the neighborhoods surrounding area schools and the collection of oral histories of area residents; and the incorporation of preservation issues into classroom lessons on history, the environment, social issues, and community involvement.

An example of a heritage education activity is the following: “A local preservation group invites teachers, students, a librarian, a museum curator, and business leaders to restore an old school building as a community heritage interpretation center. Teachers adapt the project to the school curriculum. As a lesson in language arts, students gather oral histories about the area. As a geography project, students research the route of the Underground Railroad through the region and the culture of the farmers and merchants who settled in the area. Students in a civics class testify at a county hearing to protect the deteriorating old school and provide the documentation needed to nominate the building to the National Register of Historic Places. Over the summer, students in scouting and 4-H groups work with preservation craftsmen on restoration projects at the old school that are sponsored by local businesses.”

**Strategy: Using existing resources, including the staff at Monticello, Ash-Lawn, the Albemarle County Historical Society, and the UVA Library Department of Special Collections, develop field trips to a wide range of historic sites throughout the County.**

**Strategy: Create a traveling exhibit on local history and preservation, supplemented with books related to the exhibition topic, to be viewed at the Virginia Discovery Museum, the Albemarle County Historical Society, and local school and branch libraries.**

All heritage education activities should follow these basic guidelines:
- Incorporate the heritage education approach as early as possible in the school curriculum.
- Base the program on sound research and accepted preservation practices.
- Tell the whole story of the community, tell it accurately, and show how it is linked to the region, state, nation, and world.
- Engage students in a learning program that involves action, not just ideas.
- Forge partnerships that involve the whole community in the process.
- Prepare your teachers first; educate them about preservation so they can better teach our students. (In the County, this could be accomplished through the addition of staff development programs at the Albemarle Resource Center.)

**Strategy: Use the Albemarle Resource Center as a depository for all types of information (printed and website bibliographies, videos, workbooks, field trip information, local history references, speaker's bureau listings, etc.) on preservation and heritage education.**

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The National Trust for Historic Preservation and the National Park Service can provide technical assistance to support local heritage education activities. The "Teaching with Historic Places" program, a joint effort of these two organizations, provides ready-to-use materials and also trains educators in methods for using historic places as teaching tools. The National Register can provide other tools as well. They include: lists of National Register properties in any geographic region; copies of National Register registration forms, including information on major historic themes, people and events, most of which represent state or local history; the National Register Information System, a computerized database that can find places linked geographically, by historic themes, past or present uses, or associations with important persons; and National Register publications, including bulletins on landscapes, cemeteries, battlefields, and other topics that can help teachers interpret the resources in their community. The Center for Understanding the Built Environment (CUBE) is also a good source of creative teaching materials.

**Strategy: Utilize technical resources provided by the National Trust for Historic Preservation, the National Park Service, the Center for Understanding the Built Environment (CUBE), and other established organizations to support County heritage education activities.**

In addition, teachers and students can participate in the National Register process by researching and nominating a property to the National Register. This process should be used to focus public awareness on the significance of local historic properties, and to foster public support. Publicizing all stages of the process, including survey, public notice, and nomination, is a primary step in gaining this support.

Programs could also be established in which students receive classroom credit for working in the community on preservation issues and projects. Such a program could be geared toward any grade level. More rigorous programs could be established as internships and scholarships for higher grade levels.

**Strategy: Institute programs that encourage students to practice historic preservation in the community.**

**Adult Education**

Adults can learn from many of the programs included as part of heritage education in the schools, but adults have additional educational needs in the field of preservation. They want to know how historic resources affect their lives. They want to understand the financial impact a historic building can have on them and their businesses. Those who own historic buildings need to understand their significance and know how to care for them. Adults also need to understand in broad terms the value of the historic resources around them.

**Strategy: Create a notification program to educate owners of historic properties, especially new owners, about the significance of their property and to suggest ways they might protect those resources.**

To meet these educational needs, the County should enlist the assistance and support of existing citizen groups and organizations. Partnerships could be explored with: (1) Local or regional preservation organizations such as Preservation Piedmont, the Preservation Alliance of Virginia, and the Association for the Preservation of Virginia Antiquities; (2) Organizations involved in public education such as the
Albemarle County Historical Society, the Charlottesville-Albemarle League of Women Voters, and the Charlottesville-Albemarle Technical Education Center (CATEC); and (3) Rural conservation groups such as the Piedmont Environmental Council and Citizens for Albemarle.

**Strategy: Enlist the assistance and support of existing citizen groups to organize and promote adult education programs in historic preservation.**

Adult educational programs can take a variety of forms, from lectures introducing the basics of preservation, to videos describing County history and resources, to the distribution of technical restoration information, to hands-on restoration classes, and more. Adult education also includes the more technical task of assisting craftspeople and contractors in keeping abreast of current developments in the field of restoration. Maintaining a directory of architects, historians, restoration craftsmen, and other individuals who work in the field provides related assistance. Such a directory can be used to draw on volunteers and participants for educational events (lectures, slide presentations, demonstrations, etc.), and as a resource to be tapped to help save endangered structures and sites.

Adult education also includes the basic transfer of information on County preservation policy. The County’s policies on preservation should be clearly explained to the public, including the meaning of the Preservation Plan and the proposed Historic Overlay District ordinance. Brochures should be developed to meet this need, and for those residents who desire more in-depth information, a list of additional resources should be provided. Citizen participation should be encouraged in County studies and other preservation activities.

**Strategy: Use a variety of tools (brochures, video, workshops, and lectures) to educate residents about the County’s historic resources and its preservation policy.**

**Strategy: Seek citizen participation in County studies and other preservation activities.**

County residents should also be educated about the current state of preservation and historic resources in the County. As recommended in the “Survey and Historic Resources” section of this plan, an up-to-date database of all significant historic resources would provide interested residents, developers, and others with preservation information. The database could be maintained in the County’s offices.

**Strategy: Make available to residents, property owners, developers, builders, realtors, educators, and students an informative database on Albemarle County’s historic resources.**

The popularity and accessibility of the Internet make it an important resource for educating County residents and visitors about preservation and historic resources. Both children and adults can benefit from information found on the Internet, and a wide variety of possibilities exist for presenting the educational material. Among the topics that could be addressed are: general information on preservation and rehabilitation, lists of resources for finding additional information and craftspeople, travel and background information on tourist sites (www.virginia.org), a connection to the County’s information database, and virtual tours of historic sites.

**Strategy: Capitalize on the popularity of the Internet to educate the community about the County’s historic resources.**
## HISTORIC PRESERVATION PLAN
### APPENDICES

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APPENDIX A - DETAILS OF ALBEMARLE COUNTY HISTORY

PREHISTORIC PERIOD
People have lived in Albemarle County for more than 12,000 years. The first inhabitants of the region were Native Americans, whose long history in the County is preserved in the archaeological sites which lie buried in the floodplains of Albemarle's rivers and streams and in the surrounding mountains and valleys. These sites are highly variable, ranging from the rare and ephemeral remains of the 12,000 year old hunting camps of the first inhabitants, to the dense accumulations of pottery fragments that mark the former villages of the Monacan tribe who occupied Albemarle in the centuries just prior to and during the early colonial period. Archaeological studies of Native American history in Albemarle began in the mid-18th century with the systematic excavation of a Monacan mound on the South Fork of the Rivanna River by Thomas Jefferson, reported in his book *Notes on the State of Virginia*. This innovative study is widely noted as the first systematic archaeological excavation conducted anywhere in North America.

The prehistory of Albemarle, as is the pattern throughout Virginia, is marked by patterns of long term stability and periods of major changes in settlement pattern, economy, and cultural adaptations. The discussion provided here is a brief outline of the major recognized prehistoric phases. The prehistory of the area has traditionally been divided into three basic time/cultural periods. These periods, Paleoindian, Archaic, and Woodland, are characterized by both social and technological changes. They reflect traditional divisions used throughout much of the eastern United States.

**Paleoindian Period (ca. 10,000-8,000 B.C.)**
The first prehistoric human occupants of North America have been called Paleoindians. They occupied North America at a time when the ecology and climate of the last ice age was still in the final stages of change from a cold weather type to the more modern temperate forest. The Paleoindians were a fairly mobile society who lived in small, seasonal camps and who relied exclusively on the gathering of plant foods and hunting game. Archaeological evidence for Paleoindians in much of the Eastern U.S. is limited to stone tools, especially the diagnostic fluted Clovis spear point. Most of what is known about the Paleoindian period is extracted from surface finds of projectile points rather than detailed excavations. Evidence for Paleoindian settlement in Albemarle County is particularly sparse -- less than five fluted points have been recorded for Albemarle out of a total of 920 recorded across the state. The low number of fluted points for Albemarle is consistent, however, with the other low frequencies recorded in surrounding counties.

**Archaic Period (ca. 8,000-1,000 B.C.)**
The Archaic period is characterized by a reliance on the greater variety of animal and wild plant resources that became available during the Holocene, or modern climatic era. Settlements were still seasonal and mobility was the norm. However, during the course of the Archaic period there was a trend to more long-term occupation of settlements in the river valleys and a general increase in population. Researchers in the Middle Atlantic region routinely identify sub-periods of the Archaic, which include the Early Archaic (8000 - 6000 BC), the Middle Archaic (6000 - 4000 BC) and the Late Archaic (4000 - 1000 BC). Each of these periods is noted archaeologically by distinctive changes in projectile point (arrowhead) forms.

As with the Paleoindian period, there have been no systematic excavations of intact Early or Middle Archaic components in Albemarle County. However, low artifact density Early and Middle Archaic components have been identified at sites in Albemarle County. Parker's (1990) analysis of thirty such sites in Albemarle County

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1 Much of this summary is adapted from the report, *From the Monacans to Monticello and Beyond: Prehistoric and Historic Contexts for Albemarle County, Virginia*, prepared by Garrow & Associates, May 1995. Prehistoric Period adapted by Jeffrey L. Hantman, and Historic Period adapted by Melinda Frierson.

A-1
suggests that Early and Middle Archaic sites tend to occur on uplands more than in floodplains, and the largest number of sites were generally small (less than 500 square meters) with low artifact densities.

Some marked cultural changes occurred at the onset of the Late Archaic. There was a greater permanence of settlement focused on the natural resources of the riverine zones. Stone bowls, made from the rich soapstone quarries of Albemarle, were produced for local use as well as for long distance trade. Stone bowls made from Albemarle soapstone have been located on archaeological sites in many distant areas throughout the Eastern US. Also towards the end of the Archaic the earliest pottery was produced, made with local clays and tempered with crushed soapstone. The largest percentage of recorded archaeological sites in Albemarle County date to the Late Archaic period.

**Woodland Period (ca. 1,000 B.C.-A.D. 1607)**
The Woodland period is marked by a continued focus on the major river valleys of Albemarle, where increasingly permanent village sites were located. Small, upland camps and hunting sites were still used on a temporary basis. Ceramics were produced throughout the Woodland period, and are the main diagnostic of archaeological sites of this period. The Woodland period is also divided into three stages, Early Woodland (1000 B.C. - A.D. 300), the Middle Woodland (A.D. 300 - A.D. 1000), and the Late Woodland (A.D. 1000 - 1607).

The Late Woodland period (A.D. 1000-1607) is a time of dramatic and relatively sudden cultural change in the history of Albemarle County. It is during this time that the characteristics of the Monacan people become recognizable in the archaeological record. Among the important changes were an increase in population, an increase in the size and permanence of villages, the adoption of an agricultural economy (though still mixed with gathering and hunting), and the establishment of burial mounds where the remains of thousands of individuals were interred.

The existence of an agricultural economy for the late prehistoric populations is indicated not only from settlement pattern data but also through the archaeological recovery of corn and squash from Late Woodland sites in the region (Hantman 1990:682). Diagnostic artifacts of the period include ceramics made of local clays and tempered with large fragments of quartz (called Albemarle Wares) and small triangular projectile points. This change in point style may be linked with the introduction of bow and arrow technology into the area. The Monacan village of Monasukapanough, recorded on John Smith's 1612 map of Virginia and located on the Rivanna River near modern day Charlottesville, would have been first settled towards the end of the Late Woodland period. The burial mound investigated by Thomas Jefferson is presumed to have been associated with this village.

**HISTORIC PERIOD**

**European Settlement to Society (1607-1750)**
In 1607, when Virginia's first permanent European settlement was founded at Jamestown, the territory that would become Albemarle County was occupied by Siouan-speaking Monacans, as the preceding Prehistoric Period discussed. Their principal villages were along the James, Rivanna and Rappahannock river drainages between the Fall Line and the Blue Ridge Mountains. Although enemies of the Powhatans, who met the Jamestown colonists, Hantman (1990) has suggested that the Monacans' ability to control Blue Ridge copper sources maintained them in an uneasy yet favored trading status with the Powhatans prior to arrival of the British in 1607. The Monacans continued the Late Woodland tradition of constructing burial mounds, and one of these just north of Charlottesville was excavated by Jefferson in 1784. Hantman (1990:684) has concluded that "one plausible interpretation of the extant archaeological data is that the Monacan were an agricultural people, characterized by a dense population, whose mortuary ritual may imply the presence of a centralized and hierarchical sociopolitical system."
European settlement of the Albemarle County area began in the 1720s, when the native inhabitants were almost completely dispersed from the area. The first land patents issued between 1722 and 1726 were never developed, however three patents issued in the latter 1720s were successfully settled. These covered lands suitable for farming along the Southwest Mountains and the James and Rivanna Rivers.

The southern portion of this territory was still part of Goochland County; the northern portion was part of Hanover County (Map 1). In 1742 Louisa County was formed from the western portion of Hanover County, extending to the crest of the Blue Ridge Mountains, and including what is now northern Albemarle. Louisa's southern boundary line was a straight line running west north-west from the present intersection of Louisa, Fluvanna, and Albemarle Counties, crossing the point where Ivy Creek empties into the South Fork of the Rivanna, and intersecting the mountain crest almost due west of Brown's Cove (Map 2). Records of cultural activity such as road orders, deeds, marriages, etc. before 1762 in the northern portion of Albemarle County are generally located in the court or parish records of Hanover or Louisa County.

Over the next twenty years more settlers arrived and in 1744 the western portion of Goochland was split off to become the new county of Albemarle. Albemarle's original boundaries included a far larger territory than today's county (Map 3). The county seat was first established at Scott's Landing on the James River, about a mile west of present-day Scottsville.

The early settlers were a mix of tobacco planters moving west from the Tidewater and Scots-Irish and German farmers moving east over the Blue Ridge from the Shenandoah Valley. The former tried to transplant the slave-run tobacco plantation system to the southern and eastern portions of Albemarle, while the latter operated family-run farms raising cattle and wheat in the northern and western areas (Moore 1976:17-18).

**Colony to Nation (1750-1789)**

In 1761, the county's boundaries changed. Albemarle was split into what are now Albemarle, Amherst, Appomattox, Bedford, Buckingham, and Nelson Counties, as well as part of Campbell County. A part of western Louisa County was also added to the new smaller Albemarle, as partial compensation for the loss of its vast area to the south (Map 4). Since Scott's Landing was no longer a convenient location for the courthouse, in 1762 the town of Charlottesville was laid out near the county's geographic center along the Three Notch'd Road. This old road ran west from eastern Virginia across the Blue Ridge to the Shenandoah Valley. Other major roads by this time included the River Road, which paralleled the north shore of the James River, and the Barboursville Road heading northeast along the Southwest Mountains into Orange and Louisa counties. In 1777, when Fluvanna County was created out of Albemarle, the county attained its present boundaries (Map 5).

Though many of its prominent citizens made major political contributions to the American Revolution, the county was mostly spared the effects of direct military engagements. Beginning in 1779, the county housed 4,000 British and Hessian soldiers captured at the Battle of Saratoga, New York, two years earlier. On John Harvey's land along Ivy Creek they built a large encampment including houses, gardens and a theater that came to be called "the barracks." By the time the prisoners were moved out of the county in 1780, their numbers had been reduced to 2,000, largely by escapes.

In late spring of 1781, Governor Thomas Jefferson, then completing his term, moved Virginia's General Assembly from Richmond to Charlottesville because of British successes. Military supplies were also moved to several county locations. On June 3, Cornwallis sent Col. Tarleton and 250 men to Albemarle to
MAP 1
In 1740 the southern portion of what is now Albemarle was part of Goochland County; the northern portion was part of Hanover County.

NOTE: In this and subsequent maps, the historical boundaries are superimposed in bold over the dotted outlines of counties as they appear today.
MAP 2
In 1742 Louisa was formed from the western part of Hanover County, including what is now northern Albemarle.
MAP 3
In 1744 the western portion of Goochland was split off to become the new County of Albemarle, a far larger territory than today's Albemarle.
MAP 4
In 1761, "big Albemarle" was split into what are now Albemarle, Amherst, Appomattox, Bedford, Buckingham, Nelson, and Campbell Counties. A part of western Louisa was added to Albemarle.
MAP 5
In 1777, when Fluvana County was created out of Albemarle, Albemarle County attained its present boundaries.
capture the legislators and destroy these supplies. An Albemarle citizen, Jack Jouett, happened to be at Cuckoo Tavern in Louisa County where the British stopped briefly. Sensing their mission, Jouett rode ahead through the night to warn the legislators of the British approach. His fast action enabled Jefferson and nearly all the others to escape, although several legislators, including Daniel Boone, were captured and briefly detained. The British successfully destroyed military supplies and important court records.

By the close of the war, the county had shifted from a frontier settlement to an established community. Its geographic and political boundaries were defined, the county seat was developing, and it had secured trading and communications links with the rest of the nation.

Examples of architecture from this period are Findowrie, Solitude, and the early parts of Castle Hill and Piedmont near Greenwood.

**Early National Period (1789-1830)**

By the end of the 1700s, wheat had become the county's primary agricultural product, although tobacco was still widely planted. Half a century of tobacco farming had depleted the soil, especially in the eastern part of the county, and the loss of British markets affected sales. Although agriculture diversified, the county's slave population increased up until 1850.

The Albemarle Agricultural Society was founded in 1817, making the county a focal point for agricultural reform. The group's influence was spread through the country's first agricultural journal, *The American Farmer*.

Thomas Jefferson's influence was widely felt in many realms, including agriculture, politics, architecture and education. His own plantation at Monticello had been started in 1770 and was modified over 40 years. The remodeling completed in 1809 reflected his amalgam of Roman, Palladian and French ideals (Loth 1986). His architectural masterpiece, the University of Virginia, was constructed over the last ten years of his life. The University enrolled its first students in 1825, and its presence has contributed significantly to the county's cultural and economic development. The builders Jefferson recruited for work at Monticello and the University helped to transmit his ideas, and a number of fine buildings from this period throughout Central Virginia reflect his architectural influence.

Better transportation links fostered expansion of towns. Important internal improvements included making the Rivanna River more navigable by building locks, dams and canals, and upgrading key roads into turnpikes. The town of Milton was created in 1789 at the head of navigation on the Rivanna. It became an important shipping port, and briefly rivaled Charlottesville in commercial importance in the years around 1800. Scottsville prospered thanks to its James River location, for by the end of 1789 canals were completed around the falls at Richmond, opening a clear path to the upper reaches of the James. The Staunton-James River Turnpike, which ran from Rockfish Gap, through Batesville, down to Scottsville, was built as a conduit for Shenandoah Valley produce to the James River. The Rockfish Gap Turnpike, which followed part of the old Three Notch'd Road from Charlottesville to Mechum's River, and then southwest to join the other turnpike at Afton, sought to bring some of this trade through Charlottesville. There, goods could be shipped from Pireus, as the port on the Rivanna near the Woolen Mills was called.

Farms and plantations continued as the primary economic units, but small industry was growing. The county included "10 tanneries, 7 tobacco factories, 17 saw mills, 12 flour mills, 4 carding machines, and 2 distilleries," by 1820 (Moore 76:99). The establishment of the University west of town also helped stimulate Charlottesville's economy.

Examples of architecture from this period are Monticello, Redlands, Woodstock Hall, Carres brook, Brook hill on the South Fork Rivanna River, Plain Dealing, Tallwood, Sunny Bank, Morven, Malvern, Mountain Grove, D.S. Tavern, and Black's Tavern.
Antebellum Period (1830-1860)

Beef cattle production was on the rise by the middle of the century, while grain and tobacco continued to dominate agricultural production. As long as river travel was the preferred method of transporting farm and industrial products, Scottsville prospered thanks to its James River location. Charlottesville's port of Pireus increased in importance when navigation above Milton was improved after the University of Virginia was established.

However, with the construction of the Louisa Railroad (later part of the Chesapeake & Ohio) from Gordonsville to Charlottesville in the late 1840s, Charlottesville's dominance was assured. Depots along the route of the new railroad gave rise to communities such as Keswick, Cobham and Ivy. Connecting the railroad from Charlottesville westward to the Shenandoah Valley required carving tunnels through the Blue Ridge, an impressive engineering feat accomplished between 1848 and 1856 under the leadership of Cladius Crozet. Mechum's Depot attained brief commercial importance as the staging area for this work.

Examples of architecture from this period are Cliffside, Old Hall, Arrowhead, Pleasant Green, the Cedars, and outbuildings at Cloverfields, Clover Hill Farm, and Kinloch.

Civil War (1861-1865)

The Civil War brought few military encounters to Albemarle, though many sick and wounded soldiers were nursed here. The Charlottesville General Hospital, an organization housed in several public buildings and private homes at varying times, treated over 22,000 men. In February 1864, Union troops under Custer destroyed a mill and bridge at Rio Hill and skirmished with Confederates camped in winter quarters there. In March 1865, Charlottesville was occupied for two days by soldiers under the command of Sheridan and Custer, who were marching from the Shenandoah Valley to Richmond. The town and University were spared the worst, but along their route the troops destroyed bridges, rail depots, military supplies and, after leaving Charlottesville, wrecked the canal and associated warehouses at Scottsville (Moore 76:202-211).

Reconstruction and Growth (1865-1917)

For two decades after the Civil War, freed blacks were a majority of the population. Freed slaves became farm tenants, sharecroppers, or small tradesmen such as blacksmiths, cobblers, or carpenters. Several rural black communities were either established or grew considerably, for example Bethel (now called Proffit). By the last decade of the nineteenth century, however, outmigration of blacks to better opportunities in northern cities resulted in a shift back to a white majority.

Farms were smaller, more numerous, and more diversified. Apple and peach orchards, vineyards, and the raising of beef and dairy cattle and sheep replaced large slave-operated wheat and tobacco farms. Around the turn of the twentieth century, wealthy capitalists from outside the county began to buy old estates as part-time residences, renovating historic homes already there or building grand new ones. This preserved or created some of the county's finest architectural resources, as well as protecting some of its most beautiful rural landscape. Some also established fine horse and cattle breeding operations on their estates.

With the opening of a new railroad northward from Charlottesville to Alexandria in 1881, the county was crossed by east-west and north-south rail lines which intersected in Charlottesville. Expansion and consolidation of rail companies eventually led to the east-west line belonging to the Chesapeake & Ohio, the north-south route being part of the Southern Railway, and both companies establishing their shops in Charlottesville for a time. Villages continued to grow around rural rail depots and also around country stores at important crossroads.

Crozet, named for the builder of the Blue Ridge tunnels, began as a depot on the rail line in 1877 to serve Miller School and grew thanks to the burgeoning orchard industry in western Albemarle. In little over a decade it
acquired a bank, a school, several churches and over a dozen businesses, and remains today as the county's largest unincorporated village.

By 1888, Charlottesville had grown enough to incorporate as a city. Rural families moved to town for better job opportunities and such urban conveniences as electricity, municipal water, telephone and entertainment. The coming of the automobile launched the slow decline of some rural villages as they faced commercial competition from Charlottesville.

Examples of architecture from this period are Kirklea, Seven Oaks Farm, Cobham Park, and the worker houses at Alberene Quarry.

World War I to present (1917-1996)
Though rail service was frequent and reliable in the early twentieth century, roads did not keep pace until the 1920s. In 1922 all-weather, state-maintained highways were established along Three Notch'd Road (Route 250) and what is now Route 29. This coincided with the increasing importance of tourism in the area economy. The Thomas Jefferson Memorial Foundation acquired Monticello and opened it to the public in 1924. By the early 1930s a network of state-maintained roads had been established across the county.

Better roads and more families with automobiles spawned housing subdivisions from the farms that once surrounded Charlottesville's urban core. This phenomenon began near the turn of the century and has continued more or less to the present day. Charlottesville grew in both population and land area through annexations in 1916, 1938, 1963, and 1968 (Moore 76:438). Annexation has been a contentious issue for both city and county residents throughout this century. At this writing, a moratorium on further annexation is in effect.

The number of farms in the county peaked at 3,379 in 1924 and as recently as 1940 over half of the county's population was involved in some form of agriculture. But by the end of World War II, even the county's fruit industry was on the decline, as aging orchards were plowed up for pasturage. By 1970, only 847 of the county's labor force of 14,208 were full-time agricultural workers (Moore 76:443). Agriculture, the traditional economic base, remains a significant land use, but has been replaced as the principle employer by a combination of education, tourism, and small manufacturing and service industries.

Examples of architecture from this period are Tiverton, Blue Ridge Farm, Rose Hill, Casa Maria, Farmington Subdivision, Sunset Lodge, and Town and Country Motel.
### APPENDIX B - RESOURCE LISTINGS

**LIST 1: REGISTERED HISTORIC PROPERTIES IN ALBEMARLE COUNTY**
*Based on information from the Virginia Department of Historic Resources, Dec., 1999*

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<th>TAX MAP and PARCEL NUMBER</th>
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<td>02600-00-00-033F0</td>
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<td>12-11-97</td>
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<td>04200-00-00-04000</td>
<td>Midway (Riverdale Farm)</td>
<td>09-19-78</td>
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<td>02-14-89 80.875 acres</td>
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<td>Woodlands</td>
<td>04-18-89</td>
<td>11-02-89</td>
<td></td>
<td>12-21-89 56 acres</td>
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<tr>
<td>04400-00-00-035A0</td>
<td>Shack Mountain</td>
<td>06-15-76</td>
<td>09-01-76</td>
<td>10-05-92</td>
<td>12-13-90 102.014 acres</td>
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<tr>
<td>045B2-07-0D-00700</td>
<td>Carrsbrook</td>
<td>07-21-81</td>
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<td>12-29-82 4.5 acres</td>
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</tr>
<tr>
<td>05500-00-00-01500</td>
<td>Seven Oaks Farm &amp; Black's Tavern</td>
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<td>10-06-70</td>
<td>11-20-70</td>
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\* This property is also listed on the World Heritage List.
\* This property is also listed on the World Heritage List.
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<th>TAX MAP and PARCEL NUMBER</th>
<th>PROPERTY NAME</th>
<th>DATE ON VIRGINIA LANDMARK REGISTER</th>
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<th>DATE ON NATIONAL HISTORIC LANDMARK</th>
<th>DATE AND ACREAGE OF PRESERVATION EASEMENT</th>
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</table>

3 Part of this district lies within the City of Charlottesville.
4 This district lies within the City of Charlottesville.
5 Monticello is also included on the World Heritage List.
<table>
<thead>
<tr>
<th>TAX MAP and PARCEL NUMBER</th>
<th>PROPERTY NAME</th>
<th>DATE ON VIRGINIA LANDMARK REGISTER</th>
<th>DATE ON NATIONAL REGISTER OF HISTORIC PLACES</th>
<th>DATE ON NATIONAL HISTORIC LANDMARK</th>
<th>DATE AND ACREAGE OF PRESERVATION EASEMENT</th>
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<td>Edgemont (Cocke Farm)</td>
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<td>07-02-71</td>
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<td>04-07-89 90 acres</td>
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<td>Mount Ida</td>
<td>10-14-86</td>
<td>04-27-87 NPS approved move 07-18-96</td>
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6 The Scottsville Historic District includes all parcels within the Town of Scottsville Corporate Limits before 1994 annexation. Part of this district lies within Fluvanna County.
APPENDIX B - RESOURCE LISTINGS

LIST 2: ALBEMARLE COUNTY HISTORIC RESOURCES: SUCCESSFUL PRESERVATION EFFORTS
The following resources have been successfully preserved

- Ashlawn/Highland
- Batesville School
- Belle Grove, Scottsville
- Blenheim
- Boyd Tavern
- Castle Hill
- Cemeteries
- Mint Spring Park
- Walnut Creek Park
- Christ Church Glendower (except original floor removal)
- Cloverfields
- Cocke's Mill House
- D. S. Tavern
- Edgemont
- Esmont House
- Garland Store
- Hatton Ferry
- Jefferson Mill, Hardware River
- Keene Store
- Longwood Log House, Earlysville
- Mechum's River Mill House
- Michie Tavern
- Midway School
- Miller School

- Monticello
- Monticola, Howardsville
- Pine Knot, Keene
- Plain Dealing, Keene
- Poor House Farm, Keswick
- Redlands
- Rio School
- Scottsville
  - Barclay House Museum
  - Hotel Scottsville
  - Colonial Cottage
  - Mt. Walla
  - High Meadows
  - High School
  - Black School
- Sowell House
- Spring Hill, Ivy
- Walker Mill
- Walnut Creek Park House
- White Hall School
- William Walker House, Warren
- Woodstock Hall
- Woolen Mills Factory Houses
APPENDIX B - RESOURCE LISTINGS

LIST 3:  ALBEMARLE COUNTY HISTORIC RESOURCES:
RELOCATED STRUCTURES
The following structures have been relocated from their original sites

• Buck Mountain Church
• Burnley Tavern
• Catterton Farm House
• Beck Log House
• Glebe House
• Meadows Farm
• Michie Tavern
• Napier Log House
• Overton School
• Rio Station
• Sowell House
• Walkers Mill House/ George Rogers Clark Birthplace
APPENDIX B - RESOURCE LISTINGS

LIST 4: ALBEMARLE COUNTY HISTORIC RESOURCES:
DESTROYED IN RECENT TIMES
The following resources were destroyed in recent years by demolition, fire, flood or neglect

<table>
<thead>
<tr>
<th>YEAR BUILT</th>
<th>RESOURCE</th>
<th>YEAR RAZED/REASON</th>
<th>NOTES</th>
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<td>c. 1890</td>
<td>Alberene Store</td>
<td>1973</td>
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<td>18th century</td>
<td>Morven (Birchland Plantation)</td>
<td>1993/neglect</td>
<td>UREF Industrial Park</td>
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<td>Blenheim School</td>
<td>c. 1990/burned</td>
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<td>Buckeyeland Church</td>
<td>1960s-90s/neglect</td>
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<tr>
<td>1899</td>
<td>Castalia, Keswick</td>
<td>1987</td>
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<tr>
<td></td>
<td>Cemeteries</td>
<td></td>
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<tr>
<td></td>
<td>• Rose Valley</td>
<td>1995</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Monticola</td>
<td>1985</td>
<td></td>
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<tr>
<td></td>
<td>• Walnut Lawn</td>
<td>1970s</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Hessian</td>
<td>1980s</td>
<td></td>
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<tr>
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<td>• Dunlora Slave</td>
<td>1995</td>
<td></td>
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<tr>
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<td>Crossroads Tavern</td>
<td>1991</td>
<td>frame building</td>
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<td>Crozet</td>
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<td>• Theater/Hardware Store</td>
<td>1978</td>
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<td>• Bank</td>
<td>1978</td>
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<td></td>
<td>• Black School</td>
<td>1985</td>
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<td>Covesville Baptist Church</td>
<td>1970/Rt. 29 widening</td>
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<td>Decca, Metal Truss bridge</td>
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<tr>
<td>c. 1800</td>
<td>Enniscorthy Barn &amp; Outbuildings</td>
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<td>Emscliff, Slate Hill</td>
<td>1991</td>
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<td>Esmond Depot</td>
<td>1975</td>
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<tr>
<td>1890s</td>
<td>Estes Store, Rt. 29 North</td>
<td>c. 1985/car crashed into</td>
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<td>Fowle's Tavern Site, Howardsville</td>
<td>1985</td>
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<td>Garth House</td>
<td>1997</td>
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<td>Greenwood Store</td>
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<td>Greenwood Hotel/School</td>
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<tr>
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<td>• Depot</td>
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<td>• Store</td>
<td>1969-72 floods</td>
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<td>c. 1830</td>
<td>• Houses</td>
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<td>c. 1630</td>
<td>Ivy Mill, Ivy</td>
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<td>Martin, Samuel Home, Free Union</td>
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<td>c. 1898</td>
<td>Monticola Dependencies</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>c. 1900</td>
<td>• Depot</td>
<td>c. 1975</td>
<td></td>
</tr>
<tr>
<td>c. 1900</td>
<td>• Store</td>
<td>c. 1955/burned</td>
<td></td>
</tr>
<tr>
<td>1804</td>
<td>• Ferry</td>
<td>1972</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Tavern</td>
<td>c. 1970</td>
<td></td>
</tr>
<tr>
<td>late 1880s</td>
<td>White Hall Tobacco Barn</td>
<td>1995</td>
<td></td>
</tr>
<tr>
<td>1850</td>
<td>Wilsoughby</td>
<td>1991/burned</td>
<td></td>
</tr>
<tr>
<td>1830</td>
<td>Woolen Mills, Charlottesville</td>
<td>burned</td>
<td></td>
</tr>
<tr>
<td>1871</td>
<td>Zion Baptist Church, Crossroads</td>
<td>1975</td>
<td>decahedron</td>
</tr>
</tbody>
</table>
APPENDIX C: STATE ENABLING LEGISLATION FOR HISTORIC OVERLAY DISTRICT

Section 15.2-2306. Preservation of historical sites and architectural areas.
A. 1. Any locality may adopt an ordinance setting forth the historic landmarks within the locality as established by the Virginia Board of Historic Resources, and any other buildings or structures within the locality having an important historic, architectural, archaeological or cultural interest, any historic areas within the locality as defined by § 15.2-2201, and areas of unique architectural value located within designated conservation, rehabilitation or redevelopment districts, amending the existing zoning ordinance and delineating one or more historic districts, adjacent to such landmarks, buildings and structures, or encompassing such areas, or encompassing parcels of land contiguous to arterial streets or highways (as designated pursuant to Title 33.1, including § 33.1-41.1 of that title) found by the governing body to be significant routes of tourist access to the locality or to designated historic landmarks, buildings, structures or districts therein or in a contiguous locality. An amendment of the zoning ordinance and the establishment of a district or districts shall be in accordance with the provisions of Article 7 (§ 15.2-2280 et seq.) of this chapter. The governing body may provide for a review board to administer the ordinance and may provide compensation to the board. The ordinance may include a provision that no building or structure, including signs, shall be erected, reconstructed, altered or restored within any such district unless approved by the review board or, on appeal, by the governing body of the locality as being architecturally compatible with the historic landmarks, buildings or structures therein.

2. Subject to the provisions of subdivision 3 of this subsection the governing body may provide in the ordinance that no historic landmark, building or structure within any district shall be razed, demolished or moved until the razing, demolition or moving thereof is approved by the review board, or, on appeal, by the governing body after consultation with the review board.

3. The governing body shall provide by ordinance for appeals to the circuit court for such locality from any final decision of the governing body pursuant to subdivisions 1 and 2 of this subsection and shall specify therein the parties entitled to appeal the decisions, which parties shall have the right to appeal to the circuit court for review by filing a petition at law, setting forth the alleged illegality of the action of the governing body, provided such petition is filed within thirty days after the final decision is rendered by the governing body. The filing of the petition shall stay the decision of the governing body pending the outcome of the appeal to the court, except that the filing of such petition shall not stay the decision of the governing body if the decision denies the right to raze or demolish a historic landmark, building or structure. The court may reverse or modify the decision of the governing body, in whole or in part, if it finds upon review that the decision of the governing body is contrary to law or that its decision is arbitrary and constitutes an abuse of discretion, or it may affirm the decision of the governing body.

In addition to the right of appeal hereinafore set forth, the owner of a historic landmark, building or structure, the razing or demolition of which is subject to the provisions of subdivision 2 of this subsection, shall, as a matter of right, be entitled to raze or demolish such landmark, building or structure provided that: (i) he has applied to the governing body for such right, (ii) the owner has for the period of time set forth in the same schedule hereinafter contained and at a price reasonably related to its fair market value, made a bona fide offer to sell the landmark, building or structure, and the land pertaining thereto, to the locality or to any person, firm, corporation, government or agency thereof, or political subdivision or agency thereof, which gives reasonable assurance that it is willing to preserve and restore the landmark, building or structure and the land pertaining thereto, and (iii) no bona fide contract, binding upon all parties thereto, shall have been executed for the sale of any such landmark, building or structure, and the land pertaining thereto, prior to the expiration of the applicable time period set forth in the time schedule hereinafter contained. Any appeal which may be taken to the court from the decision of the governing body, whether instituted by the owner or by any other proper party, notwithstanding the provisions
heretofore stated relating to a stay of the decision appealed from shall not affect the right of the owner to make the bona fide offer to sell referred to above. No offer to sell shall be made more than one year after a final decision by the governing body, but thereafter the owner may renew his request to the governing body to approve the razing or demolition of the historic landmark, building or structure. The time schedule for offers to sell shall be as follows: three months when the offering price is less than $25,000; four months when the offering price is $25,000 or more but less than $40,000; five months when the offering price is $40,000 or more but less than $55,000; six months when the offering price is $55,000 or more but less than $75,000; seven months when the offering price is $75,000 or more but less than $90,000; and twelve months when the offering price is $90,000 or more.

4. The governing body is authorized to acquire in any legal manner any historic area, landmark, building or structure, land pertaining thereto, or any estate or interest therein which, in the opinion of the governing body should be acquired, preserved and maintained for the use, observation, education, pleasure and welfare of the people; provide for their renovation, preservation, maintenance, management and control as places of historic interest by a department of the locality government or by a board, commission or agency specially established by ordinance for the purpose; charge or authorize the charging of compensation for the use thereof or admission thereto; lease, subject to such regulations as may be established by ordinance, any such area, property, lands or estate or interest therein so acquired upon the condition that the historic character of the area, landmark, building, structure or land shall be preserved and maintained; or to enter into contracts with any person, firm or corporation for the management, preservation, maintenance or operation of any such area, landmark, building, structure, land pertaining thereto or interest therein so acquired as a place of historic interest; however, the locality shall not use the right of condemnation under this subsection unless the historic value of such area, landmark, building, structure, land pertaining thereto, or estate or interest therein is about to be destroyed.

B. Notwithstanding any contrary provision of law, general or special, in the City of Portsmouth no approval of any governmental agency or review board shall be required for the construction of a ramp to serve the handicapped at any structure designated pursuant to the provisions of this section. (1973, c. 270, §15.1-503.2; 1974, c. 90; 1975, cc. 98, 574, 575, 641; 1977, c. 473; 1987, c. 563; 1988, c. 700; 1989, c. 174; 1993, c. 770; 1996, c.424; 1997, cc.587, 676.)
APPENDIX D: ALBEMARLE COUNTY POPULATION AND DWELLING INCREASE 1940-1997

Albemarle County Population and Dwellings

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1940</td>
<td>24,652</td>
<td>5,514</td>
</tr>
<tr>
<td>1950</td>
<td>26,662</td>
<td>6,356</td>
</tr>
<tr>
<td>1960</td>
<td>30,969</td>
<td>8,838</td>
</tr>
<tr>
<td>1970</td>
<td>37,780</td>
<td>11,738</td>
</tr>
<tr>
<td>1980</td>
<td>55,783</td>
<td>20,363</td>
</tr>
<tr>
<td>1990</td>
<td>68,200</td>
<td>25,958</td>
</tr>
<tr>
<td>1997</td>
<td>79,500(^1)</td>
<td>30,607(^2)</td>
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Albemarle County Population & Dwelling Increase, 1940-1997

<table>
<thead>
<tr>
<th>Time period</th>
<th>Population Increase</th>
<th>Average Population Increase/Year</th>
<th>Dwelling Increase</th>
<th>Average Dwelling Increase/Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>1940-1950</td>
<td>2,010</td>
<td>201</td>
<td>842</td>
<td>84</td>
</tr>
<tr>
<td>1950-1960</td>
<td>4,307</td>
<td>431</td>
<td>2,482</td>
<td>248</td>
</tr>
<tr>
<td>1960-1970</td>
<td>6,811</td>
<td>681</td>
<td>2,900</td>
<td>290</td>
</tr>
<tr>
<td>1970-1980</td>
<td>18,003</td>
<td>1,800</td>
<td>8,625</td>
<td>863</td>
</tr>
<tr>
<td>1980-1990</td>
<td>12,417</td>
<td>1,242</td>
<td>5,595</td>
<td>560</td>
</tr>
<tr>
<td>1990-1997</td>
<td>11,300</td>
<td>1,614</td>
<td>4,649</td>
<td>664</td>
</tr>
<tr>
<td>Total</td>
<td>54,848</td>
<td>962</td>
<td>21,769</td>
<td>588</td>
</tr>
</tbody>
</table>

\(^1\) 1997 Estimate from Weldon Cooper Center for Public Service

\(^2\) June, 1998 estimate developed by Albemarle County Department of Planning & Community Development.

All other figures taken from U.S. Census.
APPENDIX E: PRESERVATION ORGANIZATIONS

The first four organizations listed below indirectly protect historic resources by focusing on public education or quality of life issues that affect the County. The last three organizations focus more directly on the preservation of historic resources.

Albemarle County Historical Society
200 Second Street NE
Charlottesville, VA 22902
(804) 296-1492
Lynne C. Ely, Executive Director

Charlottesville-Albemarle League of Women Voters
1928 Arlington Blvd., Room 105
Charlottesville, VA 22903
(804) 970-1707
Sandy Snook and Ruth Wadlington, Co-chair

Citizens for Albemarle, Inc.
Box 3751 University Station
Charlottesville, VA 22903
(804) 961-3123
Charlotte Graham, President

Piedmont Environmental Council
1111 Rose Hill Drive, Suite 1
Charlottesville, VA 22903
(804) 977-2033
Babette Thorpe, Field Officer, Charlottesville Office

Preservation Alliance of Virginia
700 Harris Street, Suite 106
Charlottesville, VA 24402
(804) 984-4484
W. Douglas Gilpin, Jr., President

Association for the Preservation of Virginia Antiquities
Thomas Jefferson Branch
PO Box 2501
Charlottesville, VA 22902
Michael Bednar, Director

Preservation Piedmont
PO Box 2803
Charlottesville, VA 22902
Ashlin Smith, President
APPENDIX F: DETAILS OF PAST REGULATORY PRESERVATION ATTEMPTS

The protection of historic resources in Albemarle County has thus far depended primarily on the ability and interest of their owners to maintain them, provide sufficient land to protect their setting, and perhaps to seek listing on the Virginia Landmarks or National Registers. Owner efforts have been augmented directly by the actions of citizen groups, and indirectly by County growth management policies, particularly in protection of the setting.

It should also be noted that many, if not all, of the historic resources carried in the files of the VDHR have been clearly marked on County planning maps. In deliberating development or other activity which might affect such properties, the County planning staff, Planning Commission, and Board of Supervisors generally have considered the proximity of a historic resource in their recommendations or decisions, although not statutorily required to do so.

The current endeavor to provide effective legal protection for the County's historic resources by means of historic district zoning regulation follows five previous attempts to implement the state enabling legislation. Three of the earlier efforts, which began in 1975, were internal explorations by the county Planning staff or Board of Supervisors, and did not reach public attention. Of the remaining two previous attempts, one was made by a Board-appointed committee similar to the current effort, and the other was the product of a citizen group.

This appendix details the circumstances and issues associated with the earlier attempts, and some of the changes associated with the current effort.

First and Second Attempts - 1977 to 1981
The first historic overlay district ordinance was incorporated into a new zoning ordinance proposed by the Planning Commission, and was tabled with no action by the Board of Supervisors in 1975.

In November, 1977, the Board of Supervisors appointed a Historic Preservation Committee, which met throughout 1978. In late 1978, the committee delivered a proposed Historic Preservation Overlay District Ordinance to the Planning Commission. The proposed ordinance provided for the creation of historic districts and a seven-member Architectural Review Board (ARB). ARB responsibilities included recommendations for establishing or revising historic districts, reviewing Certificate of Appropriateness (COA) applications, creating and maintaining an inventory of historic buildings and structures, and administering a site marker program. The ordinance was silent regarding "owner consent" and "demolition by neglect," but did contain an "anti-demolition" section.

After some discussion, the Planning Commission deferred action and returned the proposed ordinance to the committee "due to the work on revising the Zoning Ordinance," presumably referring to the 1980 ordinance which established the Rural Area and Growth Areas. After a hiatus of nearly two and one-half years, the Planning Commission, in a June 2, 1981 public hearing, re-addressed the proposed historic preservation ordinance at the request of the committee chairman. Noting that several people had approached him regarding the status of the ordinance, the committee chairman stated that he thought it best to bring an amended version back to the Planning Commission for "some direction or indication that the committee should proceed." He further stated that the proposed ordinance had been modified to make it "more of a voluntary sort of arrangement."

Two previous obstacles to adoption of the ordinance were mentioned during the ensuing public comment portion: (1) How to delineate a historic district; and (2) Whether it should be a voluntary or involuntary ordinance. Other speakers believed that a voluntary ordinance would have little strength, and that the desired goals were two-fold: (1) Protect historic resources; and (2) Sell the idea to the public. The consensus of comments from Planning
Commissioners seemed to support a voluntary rather than an involuntary ordinance, and several comments were made regarding the need for incentives to accompany any regulatory package.

In concluding the discussions, the Planning Commission Chairwoman asked the committee chairman if the Commission's position was now clear. Responding affirmatively, the committee chairman also indicated that he would try to obtain copies of other rural ordinances and investigate how to entice property owners into historic districts. He also promised to invite members of the Planning Commission to attend when the committee decided to meet. The record is silent as to whether or not the 1977 Historic Preservation Committee held any further meetings. The record is clear, however, that even if the committee did not reconvene after June, 1981, the product they developed was resurrected for consideration by the Board of Supervisors in 1983.

**Third Attempt - January to November 1983**

Pursuant to a request from the Board of Supervisors to analyze the work of the 1977 Historic Preservation Committee and explore some less controversial approaches to historic district zoning, the planning staff prepared a report on January 10, 1983. The staff report concluded that district boundary delineation and a voluntary versus involuntary ordinance remained as the major areas of controversy. Observing that the County had experienced poor results with voluntary measures such as the conservation district zoning, the report determined that the proposed ordinance could be modified to yield two substantially different products:

1. A mandatory ordinance applicable to all sites deemed to be significant, including any other property in the vicinity necessary to assure protection and preservation; and
2. An ordinance applicable only to sites on the Virginia Landmarks Register, and which would not be applicable to other properties in the area.

The Board of Supervisors met on February 9, 1983 to consider the staff report, and agreed to contact the Director of the Virginia Landmarks Commission (now the Virginia Department of Historic Resources) and request comments concerning the Landmarks Commission's experience with other counties in historic preservation zoning. The response to this request was discussed on October 12, 1983. The Director of Planning and Community Development stated that the reply offered few insights and that there appeared to be no easy solution to the problem. Other counties had followed basically the same path as had Albemarle and encountered many of the same problems. Some had adopted historic district ordinances, while others had not. The staff therefore requested guidance as to whether the Board desired to hold another public hearing, form a new committee for further study of the issues, or terminate the matter entirely.

After discussion, the Board of Supervisors agreed to solicit comments on the proposed ordinance from the School of Architecture at the University of Virginia (UVA) and schedule a work session later in the year. Discussion comments indicated some support for historic resource protection among Board members, tempered by concerns about the potential impact of an ordinance on property owners adjacent to a designated historic site.

Comments from the UVA School of Architecture, provided on November 10, 1983, included general observations and specific article-by-article suggestions partially based on a recent ordinance adopted by the city of Charlottesville. Receipt of the UVA comments apparently marked the end of the Board of Supervisors 1983 attempt to revive the proposed ordinance developed by the committee it had appointed in 1977. There is no record of the work session called for by the Board in October; the six-year effort had come to an end without a product, and more than seven years would elapse before the subject was again raised at the County government level for public discussion.
Fourth and Fifth Attempts - 1990 to 1992

The fourth and fifth attempts stemmed from the 1989 Comprehensive Plan goal to "Protect the County’s natural, scenic, and historic resources in the Rural and Growth Areas." The fourth attempt, an internal staff initiative, was followed immediately by efforts of a citizens’ group, which became the fifth attempt.

Historic site and structure protection were prominent in the Comprehensive Plan goal’s objective and all eight of its supporting strategies, one of which was to "Establish a historic preservation committee to devise a preservation plan for the County, encourage public interest, advise property owners, gather and maintain information, and promote voluntary measures." Although this strategy specified voluntary measures, it was followed by another strategy which stated that the preservation plan for the county would include further study and recommendations regarding a National Register Historic District, a local Historic Overlay District, a local Historic District Ordinance, and a Register for sites of local importance.

To expedite accomplishment of the above goal, the Citizens for Albemarle (CfA) organization formed a Historic Preservation Committee, which met with the Board of Supervisors in August of 1990 to volunteer their efforts and ascertain whether it would be duplicative of County government plans. According to a later statement by the CfA committee chairwoman, the Board made it clear that the CfA committee was unofficial, but otherwise conveyed the impression that the CfA committee could continue as planned.

Prior to the August 1990 CfA meeting with the Board of Supervisors, the County Planning staff had, apparently at its own initiative, drafted an Historic Preservation Overlay District as a companion document to the Entrance Corridor Overlay District and the creation of an Architectural Review Board. This draft was set aside by the Board in view of the CfA proposal.

On January 8, 1992, the CfA committee delivered its draft Historic Preservation Ordinance to the Board of Supervisors, and requested the Board to make consideration of its draft a matter of high priority on the staff’s work agenda. In addition to some eighteen months of research, consultations, and writing, the committee had surveyed some 44 owners of property listed on the Virginia Landmarks Register. Of the 22 owners who responded, 21 favored the concept of a historic preservation ordinance for the County. Prior to submitting its draft to the Board, the committee provided copies for review and comment to individuals and organizations active in the historic preservation field.

The County staff completed its review, comment, and redrafting actions by May, 1992. Meanwhile, in April, the CfA committee published a brochure to inform County residents about the proposed ordinance and to encourage public discussion of its contents. After several meetings between selected representatives of the County staff and the CfA committee, a work session with members of the Planning Commission was conducted on October 6, 1992. The primary purpose of the work session was procedural. The Chief of Planning presented three courses of action to the Commission:

1. Set aside the CfA proposal and recommend to the Board of Supervisors that they immediately appoint a Historic Preservation Committee to accomplish the tasks set forth under the Comprehensive Plan goal to protect historic resources. The committee also would be asked to evaluate the CfA proposal in conjunction with their other responsibilities.

2. Enact the proposed ordinance now, but delay its implementation until the necessary administrative and staffing measures were in place.

3. Enact the proposed ordinance now, but restrict its application to those properties already listed on the Virginia Landmarks Register.
The Chief of Planning stated that the staff preference was for the first alternative, and that the redrafted ordinance retained the intent of the CfA proposal. Staff changes were largely a restructuring into the standard County ordinance format. The CfA proposal was so comprehensive that it more closely resembled a historic preservation plan than an ordinance, and the CfA committee expressed its support for the redraft. The Planning Commission, however, decided to defer discussion until a later session when all members of the Commission could be present.

While the staff was evaluating the CfA proposal in 1992, the County's Open Space Plan (OSP) was adopted as an amendment to the Comprehensive Plan. In a section on Civic and Cultural Features, the OSP objective was to "Recognize the value of Albemarle's historic and archeological resources, and pursue additional protection measures." Supporting strategies for this objective reinforced historic resource protection strategies in the Comprehensive Plan and were written in greater specificity.

On December 1, 1992, the Planning Commission conducted a public hearing on the CfA initiative as redrafted by the County staff. Eleven citizens spoke during the public comment portion of the meeting, including three members of the CfA committee. The CfA representatives were willing to endorse the formation of an "official" committee appointed by the Board of Supervisors if that was necessary to keep the process alive. Reaction to the CfA proposal by six property owners was evenly split; three were adamantly opposed, and three supported some type of ordinance protecting historic resources.

Questions and comments by members of the Planning Commission during the public comment session focused on the CfA committee composition and the likely impact of the ordinance on the citizens of the County. Several commissioners complimented CfA on its efforts, which had produced an important and impressive document. Other issues discussed included the likelihood of public support for such an ordinance, and the extent to which the public interest in protecting historic resources might take precedence over the infringement on private property rights.

After the public comment portion was closed, Commission discussion centered on how best to form an official committee to study the issue further. A motion was made to defer specific action pending staff development of a charter for such a committee. After some final remarks, including the hope that some action would take place within a few weeks, the motion passed unanimously.

The Current Effort - 1995 to 1998
Although staff did develop a charter as requested, the Planning Commission set it aside. There was no recorded action following the adjournment of the Planning Commission on December 1, 1992 until May 3, 1995, nearly two and one-half years later. On that date the County Board of Supervisors appointed a nine-member Historic Preservation Committee. The current attempt had begun. The newly-appointed historic preservation committee faced many of the same challenges as had the first committee in 1977 and the Citizens for Albemarle in 1992, but conditions in the County which helped generate some of those earlier challenges have changed.

The most important change is an enhanced public awareness of, and receptivity to, the need for more effective protection of historic resources, as evidenced by the 1994 survey and positive reaction to the 1995 historic architectural survey of twelve Albemarle County villages. This public attitude derives in part from concern that, without strong regulatory protection, unremitting growth pressures will eventually overwhelm the laudable voluntary efforts of property owners and preservation groups.

Of equal significance is the heightened interest demonstrated by state and local government. The 1996 General Assembly unanimously passed a generous historic homeowner tax credit bill, and the County government provided substantial staff support to the historic preservation committee, along with active liaison from designated members of the Planning Commission and Board of Supervisors.
Finally, the existence of additional preservation groups and community and neighborhood associations has helped to raise the level of knowledge and to narrow the issues during the current effort. The principal added challenge faced by the new Historic Preservation Committee has been to capitalize on these changed conditions to produce a balanced and effective plan which is acceptable to the citizens of the County.
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