

# CITY OF CHARLOTTESVILLE

“A World Class City”

## Department of Neighborhood Development Services

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[www.charlottesville.org](http://www.charlottesville.org)



May 15, 2019

Aubrey Von Lindern  
Virginia Department of Historic Resources  
Northern Regional Preservation Office  
P.O. Box 519  
5357 Main Street  
Stephens City, VA 22655

RE: 2019-2020 CLG Sub-grant Program

Dear Ms. Von Lindern,

On behalf of the City of Charlottesville, I am pleased to submit an application for the Virginia Department of Historic Resources 2019-2020 CLG Sub-grant Program. Enclosed find one original application (with original signatures) for the *10<sup>th</sup> and Page Neighborhood Historic Survey, Charlottesville, Virginia*. One electronic copy is being sent by email.

The City of Charlottesville would very much like to partner with the Virginia Department of Historic Resources to complete this project. The project is estimated to cost \$50,900. The City of Charlottesville is requesting a grant in the amount of \$24,000, with the remaining \$26,900 provided by the City.

If you have any questions, please contact me at 434-970-3130 or [wernerjb@charlottesville.org](mailto:wernerjb@charlottesville.org). Thank you for considering our request.

Sincerely yours,

Jeffrey B. Werner, AICP  
Historic Preservation and Design Planner

**2019-2020**  
**10th and Page Neighborhood Historic Survey**  
**Charlottesville, Virginia**

A proposal to the Commonwealth of Virginia Department of Historic Resources  
2019-2020 CLG Sub-grant Program



Submitted by  
The City of Charlottesville  
May 15, 2019





**CERTIFIED LOCAL GOVERNMENT SUB GRANT APPLICATION FY 2019-2020**

<b>Section A. Applicant Information and Project Summary</b>					
<b>1. Project Title</b>		2019-2020 10th and Page Neighborhood Historic Survey			
<b>2. Name of the Certified Local Government</b>			City of Charlottesville, Virginia		
<b>3. Street Address</b>		605 East Main Street, Charlottesville, Virginia 22902			
<b>4. Chief local elected official or administrative officer</b>			Michael Murphy, Interim City Manager		
<b>5. Office Address</b>		610 East Market Street, Charlottesville, Virginia 22902			
<b>6. Telephone #</b>		(434) 970-3101 (Jeff Werner)	<b>7. Email Address</b>		murphym@charlottesville.org
<b>8. FEI/FIN #</b>		54-6001202	<b>9. DUNS#</b>		074745829
<b>10. Local Project Coordinator</b>		Jeff Werner, AICP			
<b>11. Office Address</b>		City of Charlottesville Neighborhood Development Services, 610 East Market Street			
<b>12. City/Town</b>		Charlottesville, Virginia		<b>13. Zip</b> 22902	
<b>14. Local Project Coordinator</b>		Click here to enter text.			
<b>15. Office Address</b>		Click here to enter text.			
<b>16. City/Town</b>		Click here to enter text.		<b>17. Zip</b> Click here to enter text.	
<b>18. Email</b>		wernerjb@charlottesville.org		<b>19. Title</b> Historic Preservation & Design Planner	
<b>20. Project Name</b>		10th and Page Neighborhood Historic Survey			
<b>21. Amount Requested</b>		\$24,000		<b>22. Matching Share Offered</b> \$26,900	
				<b>23. Total Project Cost</b> \$50,900	



**CERTIFIED LOCAL GOVERNMENT SUB GRANT APPLICATION FY 2019-2020**

**Section B. Project Description**

**1. Proposed Project Type: (Check one that applies)**

- Archeological Project  Preservation Planning Project  National Register Nomination(s)
- Survey/Inventory Project  Historic Preservation Planning Project
- Construction/Development/Pre-Development Project  Preservation Training
- Education & Outreach  Design Guidelines  Other

Narrative Statement of Project Description and Design.

**2019-2020 10th and Page Neighborhood Historic Resources Survey, Charlottesville, Virginia**

Summary

The City of Charlottesville Department of Neighborhood Development Services (NDS) is requesting 2019-2020 Certified Local Government Local Grant funds toward a selective historic resources survey in the area of the City’s 10th and Page neighborhood. The City’s Comprehensive Plan recommends that this neighborhood be surveyed and its documentation will enable the City and its residents to better understand the architectural and historic significance of the neighborhood.

The 10th and Page neighborhood is rich with social and community value. Historically it was a working class community composed primarily of modest, single-family residences, with a majority of the houses constructed prior to 1929 and a few as early as the late 1800s. Portions of the neighborhood were once owned by John West. Formerly enslaved, upon emancipation West trained as a barber and began amassing real estate. Upon his death in 1927 West was one of the wealthiest people in the community. During his lifetime he subdivided much of his land and sold lots to African-American families, allowing them to obtain wealth and power in a time before Civil Rights.

This area has never been fully surveyed at the level required by the Department of Historic Resources (DHR) standards. In fact, it is only in the last decade that the City’s traditionally African-American neighborhoods and sites have received the attention long given to historically white neighborhoods and sites. This survey will bring the City closer to a more complete inventory of its historic resources.

Fieldwork will include neighborhood outreach and preliminary discussions with DHR staff. Deliverables will include preparation and submittal of Virginia Cultural Resource Information System (V-CRIS) inventory forms and a survey report.

The total project cost is \$50,900. The City is requesting \$24,000 (nearly 50%) in matching CLG grant funding. (October 14, 2019: Project cost revised to \$52,560. Scope revised to include completion of a PIF. City share is \$31,490.)

## Project Description

### Survey Area and Description

The proposed survey area is based roughly on the traditional boundaries of the 10th and Page neighborhood, with adjustments to account for an adjacent, related section that is of a later period of development. (Note: After discussions with DHR's Marc Wagner, Director, Eastern Region Preservation Office, it was decided to include the small area to the north of Grady Avenue.) The survey area appears to encompass one of the City's largest concentrations of buildings constructed in the first quarter of the 20<sup>th</sup> century.

The area of approximately 100 acres is bounded:

- on the west by 13th Street NW;
- on the south by the properties fronting Page Street (including a small segment of 10<sup>th</sup> Street NW);
- on the east by the railroad tracks;
- on the north by Preston Avenue, from the railroad tracks to a line just north of Rosser Avenue East.

### Objectives

The objectives of the 10th and Page neighborhood survey are:

- Satisfy the community's request to learn more about the significance of the history and buildings in a neighborhood that is associated with the history and culture of African Americans.
- Raise public awareness and understanding, thereby encouraging a greater commitment to the voluntary protection and preservation of historic resources.
- Provide a base level of information about the location and type of resources within the area to inform local planning decisions, including any potential future requests by the neighborhood for a local historic district.
- Determine the feasibility and boundaries of a possible future NRHP district that would allow tax credits to encourage rehabilitation.

### Properties in the Survey Area

There are approximately 480 parcels; 435 parcels have structures on them, with construction dates ranging from 1870 to 2016, per City tax data; 344 structures are dated prior to 1960. Of the pre-1960 buildings:

- 323 are single-family homes (over 230 of these are pre-1930);
- four are apartment buildings;
- 13 are commercial buildings; and
- four are places of worship.

Locally-designated properties:

- 134 10<sup>th</sup> Street NW, Coca-Cola Bottling
- 946 Grady Avenue, Monticello Dairy
- 1000 Preston Avenue, Southern Bakery Building
- 212 [also 0] Rosser Avenue East, Holy Temple Church

VLR/NRHP listed properties:

- 722 Preston Avenue, Coca-Cola Bottling Works in Charlottesville (104-5174)
- 1010 Preston Avenue, Rock House or Charles B. Holt House (104-5098)

The survey area is bounded almost entirely by neighborhoods that have been previously surveyed:

- To the west: the Rugby Road/University Corner Historic District (104-0133).
- To the south: West Main Street (104-0083) and Wertland Street (104-0136).
- To the east: the Starr Hill neighborhood (PIF in 2017).

- To the north: the Rose Hill neighborhoods (PIF in 2018).

Note: The 10<sup>th</sup> and Page neighborhood includes Westhaven, a 10-acre, 126-unit public housing complex constructed in the early 1960s, during Charlottesville’s period of “urban redevelopment.” This action included the razing of African-American neighborhoods at Vinegar Hill, Garrett Street, and, within 10<sup>th</sup> and Page, Cox’s Row. The Westhaven buildings and site have been documented and will not be surveyed with this work. However, Westhaven is a critical component of the neighborhood’s history, as well as the City’s, and the historical narrative from this survey will include that impact.

Scope of Work (See detailed summary in the attachments)

- To manageably and effectively complete a reconnaissance-level documentation of such a large area, the project will employ a selective survey of only those properties with structures dating prior to 1960.\* Included will be 106 properties surveyed by City interns between 2012 and 2016. Six properties are locally designated; two are listed on the Virginia Landmarks Register (VLR) and the National Register of Historic Places (NRHP). (\*Note: 88 buildings are listed as being constructed in 1920. Maps and other information suggest earlier construction dates. See comments in the attachments.)
- Schedule: All work to be completed by June 2020. (See attached *Section C*.)
- Phasing: (\*PIF added August 13, 2019)
  - Task 1 – Kickoff Project/Engage Neighborhood (106 Group, NDS Staff)
  - Task 2 – Research (106 Group)
  - Task 3 – Conduct Fieldwork (106 Group)
  - Task 4 – Process Data/V-CRIS Entry (106 Group)
  - Task 5 – Draft Survey Report and PIF\* (106 Group)
  - Task 6 – Draft Survey Report and PIF\* Review (NDS Staff, DHR)
  - Task 7 – Review V-CRIS Form (DHR)
  - Task 8 – Prepare Deliverables (106 Group)
  - Task 9 – Present findings (NDS Staff)
- Deliverables:
  - A DHR inventory form for all properties in the project area, submitted digitally via V-CRIS, and one (1) final hard copy version of each form will be submitted to DHR and to the City of Charlottesville (including a digital version compiled on a CD).
  - Digital color photos of each property will be saved to a CD and submitted to the City of Charlottesville, as well as uploaded to an FTP site for submittal to DHR.
  - A brief survey report will be prepared. One (1) final hard copy and one (1) final digital copy of the final survey report will be submitted to the City of Charlottesville and DHR.
  - (Added August 13, 2019) A Preliminary Information Form (PIF) will be prepared that describes the boundaries and potential significance for up to one proposed historic district located within the project area.

City Qualifications and Project Support

The City of Charlottesville adopted its first local district ordinance in 1959 and adopted a Historic Preservation Plan in 1993. The City’s 2013 Comprehensive Plan updated previous plans with a Historic Preservation chapter that includes nine historic preservation goals. The 10th and Page Neighborhood Historic Survey proposal will support the achievement of at least four of the nine goals:

- GOAL 2. Educate property owners and potential property owners of historic resources about the significance of their properties;
- GOAL 3. Continue to identify and make available incentives to encourage historic preservation;
- GOAL 4. Systematically inventory and evaluate all historic resources in the City and develop context narratives that provide the historical and architectural basis for evaluating their significance and integrity;

- Objective 4.1 states, “Work with the following neighborhoods to develop interest and participation in documentation of neighborhood buildings and history through architectural and historic surveys: 10th & Page, Starr Hill, and North Belmont.”
- GOAL 6. Provide effective protection to the City of Charlottesville’s historic resources.

The City’s efforts to survey and protect historic properties have accelerated in recent years in anticipation of, and in reaction to, increased development and associated demolitions. In 2003 Charlottesville adopted a new zoning ordinance designed to encourage increased density and mixed-use development. At the same time, it recognized the need to further protect its historic resources. Since 2003, the City has designated five new local districts, expanded two existing districts, and added twelve individually designated properties. In all, approximately 1,400 properties are now protected by local regulation. In addition, seven new districts have been listed on the VLR and NRHP; the City’s total now exceeds 2,000 contributing sites and structures.

As with prior surveys, City staff will provide assistance to the consultant, including GIS data/mapping, access to City records and documents, and taking the lead on community outreach and engagement. Through the Preservation and Design Planner and other NDS staff, the City has successfully managed multiple historic resource surveys, as summarized above. These projects are programmed into our annual work plan. Currently underway is a survey of the Little High neighborhood and, as a result of the 2018 survey of the Rose Hill neighborhood and with overwhelming local support, the City has retained a consultant to prepare the nomination for VLR and NRHP listing of the Burley School.

## **Project Design**

### Historical Context

Although segregated within its boundaries--with the white homes all but exclusively located east of 10th Street and north of Page Street—10<sup>th</sup> and Page was initially a diverse neighborhood. Through the 1930s and 1940s it transitioned to predominantly African-American and remained so late into the century. A number of families have connections to individual properties that span generations and several families have owned and lived in the same house for half a century or more.

A temporal snapshot of the community is available from the 1930 US Census, when almost 500 households were registered within the survey area. More than half are black (275) and of these 156 (57%) owned their homes—slightly higher than the nearby white households. Of the 252 occupations listed for black heads of household, over two-thirds are listed as either Servant (37), Laborer (33), Janitor (28), Waiter (25), Laundress (19), Chauffeur (13), or Cook (13). Only 14 report professional occupations, which include one dentist, one doctor, and three ministers.

Of the 122 white households listed, 56% own their homes. While one-quarter of the heads of household have professional occupations, the remainder are service related. However, in contrast with the black households, there are only four Laborers, one Janitor, and none employed as a Servant, Waiter, Laundress, Chauffeur, or Cook.

Interestingly, the 1930 Census identifies 20 men as military veterans. Of the 19 who reported service in World War I, twelve are black and seven are white. The other individual is Civil War veteran William Garrison of 909 Anderson Street. Born in 1848, at age 17 he served a mere four months in the Albemarle Light Artillery Battery before Lee’s surrender at Appomattox.

In the survey area north of Grady Avenue is a collection of small, simple, concrete-block dwellings constructed mid-century for African-American families. Here—and in other parts of the City--Reverend Charles H. (C.H.) Brown worked to help African-American families acquire property and secure the financing to construct their own homes. (Correction: Oct 14, 2019) In 1947, C.H. built the church at the

corner of 12<sup>th</sup> Street and Rosser and in 1953, at 706 12<sup>th</sup> Street NW, built what would be the first of many of his signature concrete-block houses. (Reverend Brown, whose family lived at 354 10-1/2 Street NW, formed the C.H. Brown Construction Company that from the 1950s through the 1970s would build for African-American families an estimated 150 of these homes throughout the City.)

### Threats and Stewardship Needs

The City of Charlottesville has a wealth of historic resources, both grand and vernacular. The City has long had a goal of systematically surveying all of its historic buildings. Charlottesville is also committed to providing protection for its historic buildings, through both VLR and NRHP listings and local designation. While completing a neighborhood survey does not necessarily lead to VLR, NRHP, or local designation, that documentation serves a valuable purpose: It raises public awareness of the neighborhood's history and historic resources. That awareness leads to interest in the tools and incentives available to protect those resources. A historic survey also provides the City and its residents the information needed to plan for the preservation and wise use of historic and cultural resources.

To date, the architectural history of the 10th and Page area has been surveyed for less than one-third of the neighborhood's pre-1960 structures, and very little of that work has been entered into V-CRIS

The City is currently reviewing its Comprehensive Plan (last updated in 2013). Public comments repeatedly include concerns about the loss of the historic buildings in older neighborhoods and the encroachment of new development, particularly into the historically black neighborhoods north and south of West Main Street, like 10th and Page. Since 2000 alone, within the proposed survey area, no less than 36 pre-1960s structures have been razed, primarily houses: 24 were pre-1920; 12 constructed in the 1920s to 1950s. Also since 2000, on these cleared lots and others that were vacant, 38 new houses have been built. Given this vulnerability, and the recent escalation of property values in all City neighborhoods, a historic survey is needed to document existing resources before they are replaced or remodeled, and to help ensure that the character of this neighborhood will be maintained as the areas around it are more intensively developed.

Among the lost resources:

- A small, single-story, neighborhood grocery store once stood at the corner of 10th Street NW and Paoli Street. Constructed prior to 1920, all that remains today are its concrete steps.
- The Cox Row Houses were constructed in the late 1800s by the Cox brothers. Built to meet the need for worker housing, over fifty of these modest, wood-framed, two-story units—each unit serving two families—once stood along Page Street and what was known as Cox's Row. Today only five remain—824, 836, 838, 903, and 905 Page Street.

### Benefits

Charlottesville's Comprehensive Plan recommends three neighborhoods for historic resources surveys: Starr Hill (completed in 2017), North Belmont (completed in 2017), and the 10<sup>th</sup> and Page neighborhood.

The 10<sup>th</sup> and Page Neighborhood Historic Resources Survey will address the following statewide priorities:

- Provide broad-based survey coverage of an area that has been only partially surveyed.
- Survey an area that is under threat or endangered, that is under-documented, and for which its historic context is not well understood.
- Identify and document resources associated with Virginia's culturally diverse history.

In March 2001, DHR staff met with Charlottesville city planners to look at CDBG neighborhoods. At that time, 10th and Page was recommended for survey by DHR staff. In 2003, a CLG grant request to support a survey of a portion of this area was declined due to limited available funds and because the request lacked clarity on the proposed work. Subsequently, between 2012 and 2016 NDS interns completed a limited inventory of the area.



Completing this survey will move the City closer to a more complete inventory of its traditionally African-American neighborhoods and sites, which only in the past decade (list below) have received the attention long given to historically white neighborhoods and sites.

- Fifeville-Tonsler (104-0213), surveyed 2008;
- Daughters of Zion Cemetery (104-5153), surveyed 2010;
- Starr Hill, surveyed 2017;
- Rose Hill, surveyed 2018.

Additionally, this survey will support the recommendations of the City's *Blue Ribbon Commission on Race, Memorials, and Public Spaces*, a 2016 report that included a unanimous recommendation that the City "provide financial and planning support for historic resource surveys of African American, Native American and local labor neighborhoods and sites, seeking National Register listing and zoning and design guideline protection, where appropriate." (See attachment for full text.)

Information from the survey will be shared with the community through neighborhood meetings and be made available on-line through the City's historic preservation page. Part of the 2012-2016 work by NDS interns was interviewing several 10<sup>th</sup> and Page residents and collecting photos and other information. Through the public engagement process for this survey we plan to again invite residents to share their stories, adding valuable context to the physical inventory of the neighborhood.

#### Schedule and Capacity

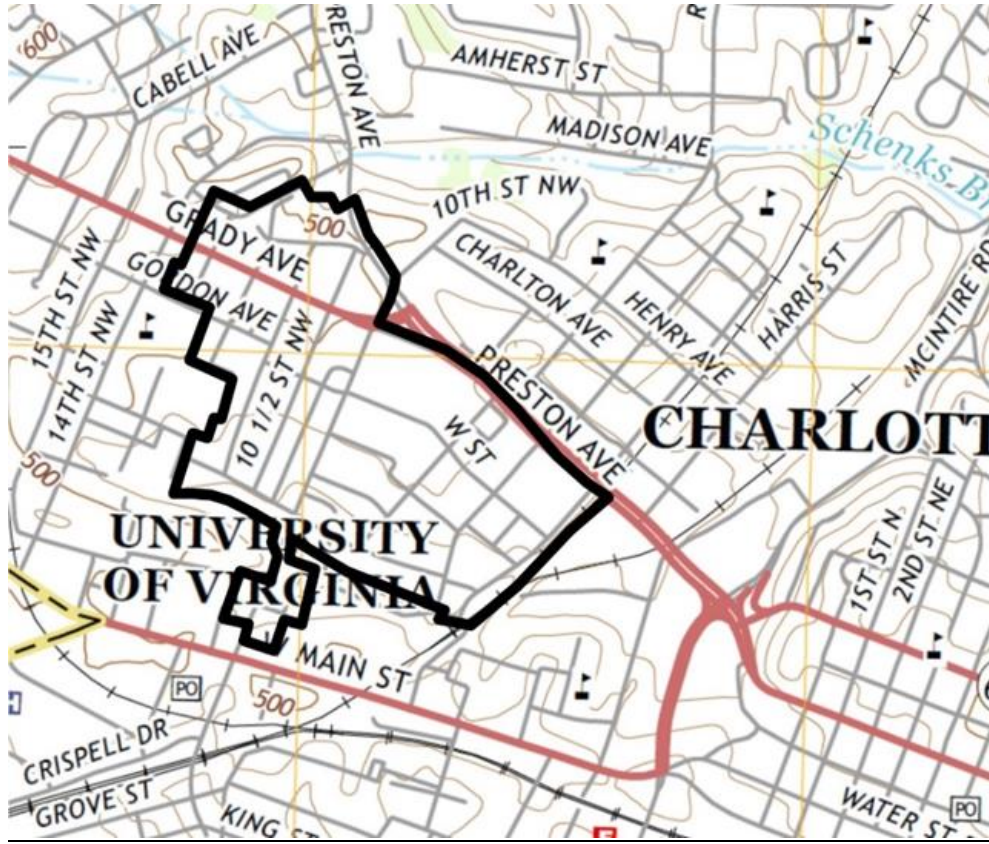
The 10<sup>th</sup> and Page Neighborhood Historic Resources Survey will commence in late-summer 2019, including neighborhood meeting and initial documentary research. Field work and documentation will occur in late 2019, followed by drafting of the report and V-CRIS entry in early 2020, and project completion with deliverables by mid-spring 2020.

Groups who provide support and assistance on projects of this nature include the City's Historic Resources Committee, the Jefferson School African American Heritage Center, the Charlottesville Center for History and Culture [formerly the Albemarle County Historical Society], the Central Virginia History Researchers, and Preservation Piedmont. Among the residents of the 10<sup>th</sup> and Page Neighborhood are two members of the City's Board of Architectural Review and one member of the City's Planning Commission.

#### Attachments

- Map of proposed survey area (USGS)
- Scope of Work (detailed)
- Map of proposed survey area with years built (City of Charlottesville NDS)
- Map of City of Charlottesville showing areas surveyed.
- Summary of previously surveyed districts in the City of Charlottesville
- Letters of support for grant request
- Excerpts: 2016 report by the City's Blue Ribbon Commission on Race, Memorials, & Public Spaces.
- Neighborhood History (from City web page)
- Staff note on uncertainty of construction date

Map of proposed survey area (USGS)



## Scope of Work

Selective reconnaissance survey:

- All properties within the study area that were constructed prior to 1960. For properties not surveyed in 2012-2016, the documentation will include detailed field notes, a sketch map, and digital photographs. It is assumed that no more than 238 individual properties will require full reconnaissance survey (inclusive of those six properties that have local designation).
- 106 properties were surveyed in 2012-2016; however this information was not entered in V-CRIS. Therefore, this fieldwork will include preparation of a sketch map, and minimal field notes and/or photographs to document any integrity changes that may have occurred since the previous survey.

All work will be conducted according to the *Guidelines for Conducting Historic Resources Survey in Virginia* and the *Secretary of the Interior's Standards and Guidelines for Identification and for Documentation*.

### Project Phasing

Task 1 – Kickoff Project/Engage Neighborhood (106 Group, NDS Staff)

- Neighborhood meeting prior to commencing fieldwork to introduce staff, discuss the project goals, and solicit any property-specific information from property owners.

Task 2 - Research (106 Group)

- Research will be conducted at the following repositories:
  - DHR to identify all previously inventoried properties or NRHP-listed properties within the project area. Reports of architectural history surveys previously conducted within the project area will also be reviewed.
  - The Virginia Historical Society, Albemarle Charlottesville Historical Society, University of Virginia Small Special Collections Library, and Jefferson-Madison Regional Library to locate historical maps, aerial photographs, and local histories to further aid in development of a historical narrative for the project area.

Task 3 –Conduct Fieldwork (106 Group)

- Reconnaissance survey will be completed for all properties that were constructed prior to 1960.

Task 4 – Process Data/V-CRIS Entry (106 Group)

- All surveyed properties will be entered and/or updated in V-CRIS.

Task 5 – Draft Survey Report (106 Group)

- A brief survey report will be prepared that describes the selective survey methodology, survey results, and recommendations for future survey and evaluations. Recommendations for future stages of work may include a comprehensive reconnaissance survey and preparation of a Preliminary Information Form (PIF) for the full 10<sup>th</sup> & Page neighborhood, comprehensive survey and PIF for a smaller potential district, or intensive individual property evaluations based on the recommendations of this selective survey.

Task 6 – Draft Survey Report Review (NDS Staff, DHR)

- NDS staff and DHR will review the draft survey report (February – March 2020).

Task 7 – Review V-CRIS Form (DHR)

- DHR will review the V-CRIS forms (February – March 2020).

Task 8 – Prepare Deliverables (106 Group)

- A DHR inventory form will be completed for all properties in the project area. It is assumed that no more than 344 individual forms will need to be completed.
- These forms will be submitted digitally via V-CRIS, and one (1) final hard copy version of each form will be submitted to DHR. One (1) final hard copy version of each form and one (1) final digital version of each form compiled on one (1) CD will be submitted to the City of Charlottesville.
- Digital color photos of each property will be saved to a CD and submitted to the City of Charlottesville, as well as uploaded to an FTP site for submittal to DHR.
- A brief survey report will be prepared. One (1) draft digital report will be submitted to the City for review. One (1) hard copy draft version of the survey report will be submitted to DHR. One (1) final hard copy and one (1) final digital copy of the final survey report will be submitted to the City of Charlottesville and DHR.

Task 9 – Present findings (NDS Staff)

- Present findings at neighborhood meetings. (Summer 2020).

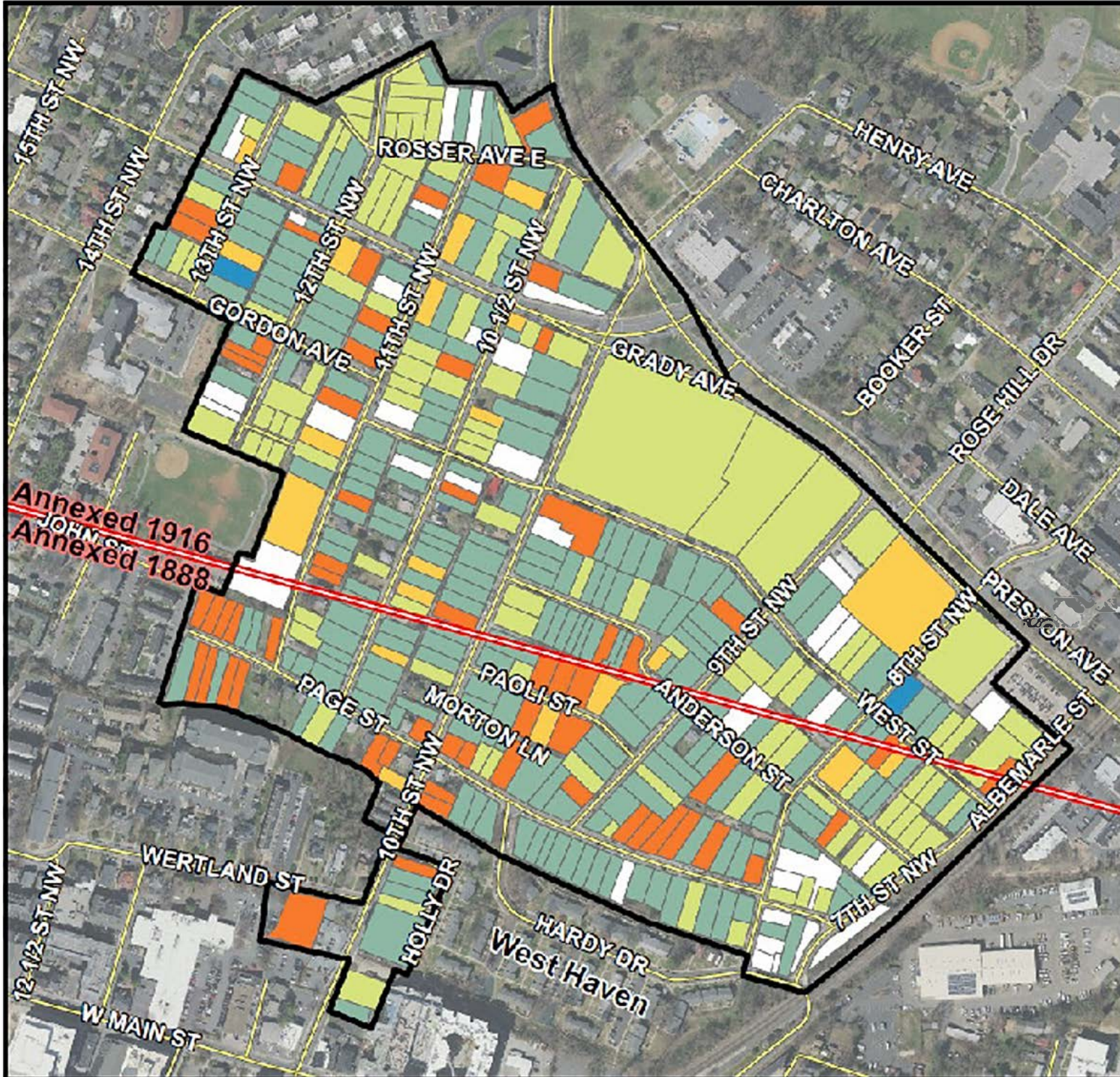
# 10th & Page Proposed Survey Area April 2019

## Year Built






- Pre 1900
- 1900 - 1929
- 1930 - 1959
- 1960 - 1969
- Post 1970
- Vacant Lot
- Survey Boundary
- Annexation
- Roadway



**DISCLAIMER:** This drawing is neither a legally recorded map nor a survey and is not intended to be used as such. The information displayed is a compilation of records, information and data obtained from various sources, and Charlottesville is not responsible for its accuracy or how current it may be.

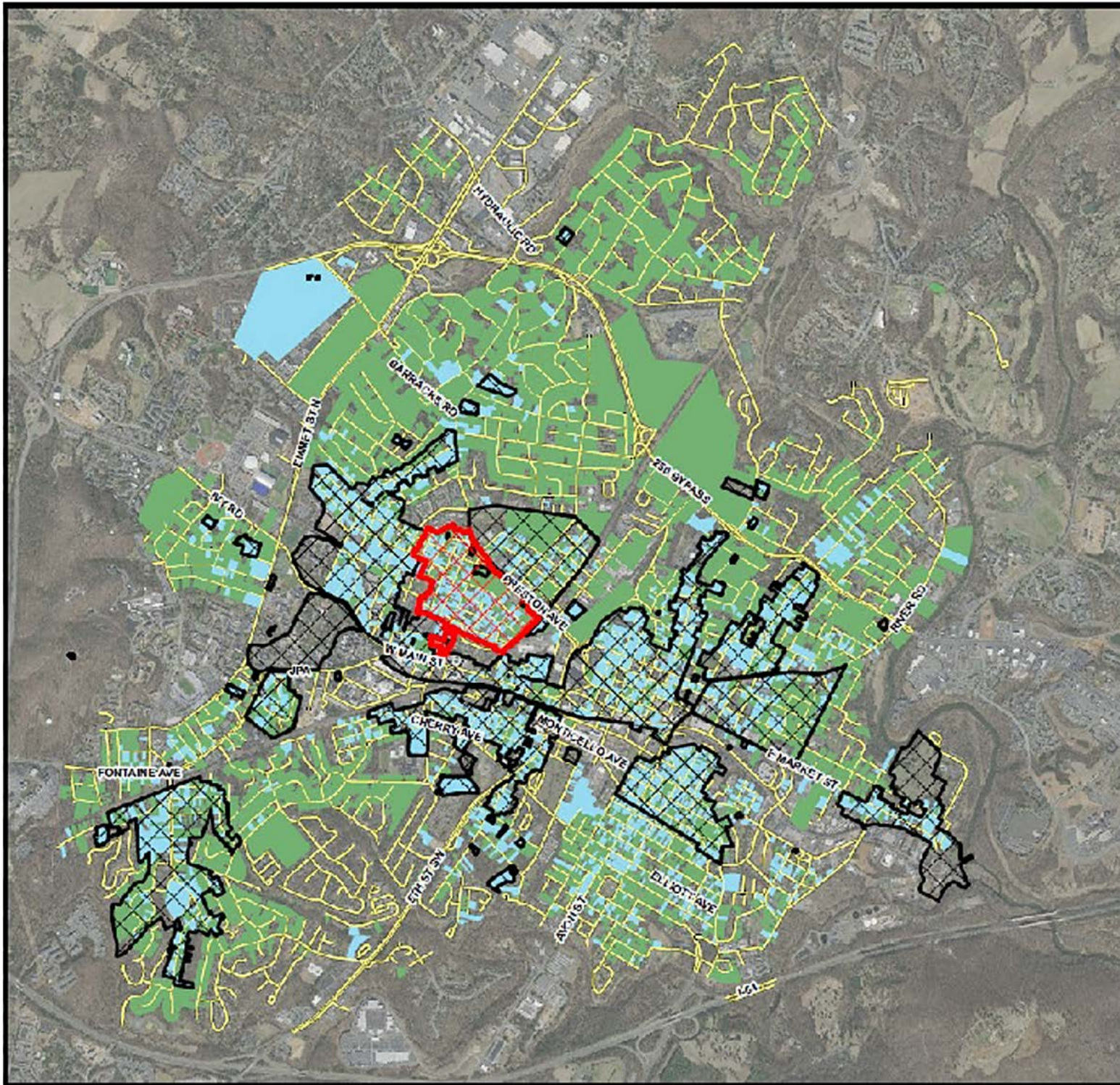


# Surveyed Areas and Year Built April 2019

-  Proposed Survey
-  Surveyed
- Year Built**
-  Pre 1930
-  1930 - 1959
-  Roadway



**DISCLAIMER** This drawing is neither a legally recorded map nor a survey and is not intended to be used as such. The information displayed is a compilation of records, information, and data obtained from various sources, and CHARLOTTE-WIC is not responsible for its accuracy or how current it may be.



**Summary of previously surveyed districts in the City of Charlottesville**  
(Does not include individually designated properties or sites.)

The following details previously surveyed areas and year surveyed/reviewed by DHR: (\* indicates VLR and NRHP listing)

- University of Virginia Historic District 1970 (002-5161\*)
- Albemarle County Courthouse Historic District 1972 (104-0057\*)
- Charlottesville and Albemarle County Courthouse 1980 (104-0072\*)
- Ridge Street 1982/2003 (104-0025\*)
- Rugby Road-University Corner 1983 (104-0133\*)
- Wertland Street 1984 (104-0136\*)
- Martha Jefferson 2008 (104-5144)
- Fifeville-Tonsler 2008 (104-0213\*)
- Oakhurst-Gildersleeve 2008 (104-5092\*)
- Woolen Mills Village 2009 (002-1260\*)
- Fry's Spring 2014 (104-5084\*)
- West Main 2017 (104-0083\*)
- North Belmont 2017 (104-5082\*)
- Starr Hill 2017
- Rose Hill 2018
- Little High 2019

Charlottesville has eight locally-designated *Historic and Architectural Design Control* (ADC) Districts, three *Historic Conservation* (HC) Districts and 75 *Individually Protected Properties*, with only a few located within one of the districts.

- ADC Districts
  - North Downtown (1985, expanded 2006)
  - Downtown (1958, expanded 1976, expanded 2006)
  - Ridge Street (1995)
  - West Main Street (1996)
  - Wertland Street (1999)
  - Oakhurst-Gildersleeve (2005)
  - The Corner (2003)
  - Rugby Road-University Circle-Venable Neighborhood (2006)
- HC Districts
  - Martha Jefferson (2010)
  - Rugby Road (2014)
  - Woolen Mills (2017)

### Comments on uncertainty on construction dates

City tax records suggest that of the houses existing today, only 35 were built prior to 1920 and that the 1920s brought a decade of significant construction--see table below. There are clues suggesting the dates in the City records may be inaccurate.

In fact, several subdivisions within the neighborhood are recorded in the late 1800s; three indicate at least 80 lots prior to 1900.

The 1910 City Directory lends support to the significant housing that pre-dates the supposed 1920s boom. The Directory includes streets and addresses for almost 90 dwellings within the survey area. (The Directory indicates approximately 100 additional households here, but lists only the streets, not house numbers.) Even just the full addresses from the Directory suggests a level of residential development before the 1920s.

The 1920 Sanborn Maps of Charlottesville (#s 7, 8, 26 and 27) show almost 180 dwellings within just the area bounded by Preston Avenue, the railroad, Page Street and 11th Street NW. (The 1907 Massie Map appears to indicate buildings in this area, though areas with known buildings are not similarly marked, leaving the map unreliable for assumptions about early development.)

Finally, prior to annexation in 1916, almost *three quarters* of this area was within Albemarle County. It's not inconceivable that as existing homes were later added to the tax roll, a construction date of 1920 was a convenient default.

(Note: In the 1960s, on the land cleared for the Westhaven Public Housing Project, no less than less than 40 of the dwelling units razed are shown on the 1920 Sanborn Maps.)

Year built (per City TMP data)	Residential (House)	Apartment Building	Non-Residential	Worship	Vacant	Total
?	1					1
1870	1					1
1895	1					1
1900-1909	10					10
1910-1919	12					12
1920 [?]	88					88
1921-1929	119		1	1		121
1930-1939	17		4	1		22
1940-1949	41	1	3	2		47
1950-1959	33	3	5			41
1960-1969	18		1	1		20
1970-1979	10		1			11
1980-1989	10	1				11
1990-1999	11					11
2000-2016	38					38
Vacant					38	38
<b>Total</b>	<b>410</b>	<b>5</b>	<b>15</b>	<b>5</b>	<b>38</b>	<b>473</b>
<b>Pre-1960</b>	<b>323</b>	<b>4</b>	<b>13</b>	<b>4</b>	<b>0</b>	<b>344</b>



**CITY OF CHARLOTTESVILLE**

**Blue Ribbon Commission**  
**on**  
**Race, Memorials, and Public Spaces**

.....

Report to City Council  
December 19, 2016

.....

- wiped out through urban renewal, redevelopment, or gentrification.
- Impact to historic resources—The addition of a new memorial to the Jefferson School complex and new interpretive information to the west end of the Downtown Mall in a location identified as Vinegar Hill Park by the designer of the Mall will create greater public awareness of this lost neighborhood and the forces that ruined it. The funding of the African American Heritage Center will likewise support its mission to generate public awareness of the city’s history and historic resources.
- Impact to urban design—The proposed Vinegar Hill Park creates an interpreted landscape space at a major threshold into Charlottesville’s Downtown Mall. Although the current proposal is limited to the addition of new signage, the landscape within the corridor may be suitable for future redevelopment as designed park space. The proposal for the new Vinegar Hill Monument will place the memorial on the Jefferson School property.
- Public response—Many members of the public have expressed a strong interest in telling the story of Charlottesville’s lost African American neighborhoods.
- Legal issues—Likely none.
- Costs—The new Vinegar Hill Park signs are estimated to cost approximately \$5,000-\$10,000. The fabrication and installation of the Vinegar Hill Monument is estimated to cost \$320,000, a portion of which the city has already committed to funding. The memorial has a \$100,000 matching grant from the NEA.
- Revenue, if any—Likely none.
- Fundraising required—Fundraising is underway by the Dialogue on Race Vinegar Hill Monument committee.

## **Highlighting and Linking Historic Places**

### Background

The historic sites inventory process identified over 70 places associated with important aspects of the city’s African American history as well as sites associated with Native American and labor history. The inventory is appended to this report. The places include cemeteries; neighborhoods; schools; churches; other buildings such as houses or businesses; roads and bridges; parks; memorialized “lost” sites; and lost sites with no memorialization. While many of the sites are well-documented, interpreted or protected, some are not.

The rehabilitation of the Jefferson School—which now houses the African American Heritage Center, the Jefferson School City Center, and the expanded Carver Recreation Center—represents perhaps the city’s most prominent effort to revitalize an essential historical place in the city’s African American community. Many recently-added historic markers now identify other important buildings and landscapes in the city, such as the Tonsler House and Daughters of Zion Cemetery. The Drewary Brown Bridge’s association with the Bridge Builders Award has revitalized its meaning in the community.

Comments during the first public forum emphasized the community’s desire to expand the memorialization of diverse and “hidden” places and people and to protect the city’s historically African American resources, including neighborhoods, churches, and cemeteries. Many also recommended that the city’s stories be told through the perspective of the African American community, with no “sugar coating.”

### Options Considered

Options for highlighting and linking historic places relate to information-gathering, planning, and protection for the city’s historic resources. Members of the public supported initiatives that would result in the collection of additional historical information about Charlottesville’s “lost” history through surveys and oral histories.

Protecting and acknowledging a wide variety of historic sites—such as the Tonsler House and the Shelton House—were also important to members of the public. The community expressed some preference for installing historic markers at a variety of historic sites and protecting historic neighborhoods against the forces of gentrification. Members of the public and the commission also supported the improvement and maintenance of the Drewary Brown Bridge.

#### Preferred Option

- **Concept**—The commission voted unanimously to recommend two concepts: 1) To applaud the Bridge Builders Committee work to improve the visibility and appearance of the Drewary Brown Bridge and to encourage council's continued support of these efforts, including the inclusion of the Bridge Builders work in the West Main Street design process and 2) to recommend that council provide financial and planning support for historic resource surveys of African American, Native American and local labor neighborhoods and sites, seeking National Register listing and zoning and design guideline protection, where appropriate.
- **Impact to community/human rights**—Many members of the public drew an explicit connection between the loss of historic African American neighborhoods and the current threats to neighborhoods by gentrification and inappropriate new development. Commissioners also noted the lack of visible and accurate interpretation of the city's sites related to African American history.
- **Impact to historic resources**—This recommendation would enable the successful protection of the city's historic built fabric.
- **Impact to urban design**—Zoning and design guideline protection would protect the historic character of the city's

neighborhoods. New design updates and maintenance of the bridge would also signal its important symbolism in the city.

- **Public response**
- **Legal issues**—Likely none, although zoning and design guidelines can impact property values.
- **Costs**—The costs associated with historic resource surveys will vary based on the size of the areas. Costs for any changes or enhancements in the design of the bridge may be estimated based on schemes produced through the West Main Street schematic design plans.
- **Revenue, if any**—Likely none.
- **Fundraising required**—To be determined by City Council. Grants and other fundraising may defray the costs to the public.

#### **Place Names**

##### Options Considered

The commission discussed options for naming and/or renaming public places and features, and agreed to avoid renaming current places with the exception of the -Lee and Jackson parks as described earlier in the report. The commission understands that there is a city policy that governs the naming of new features.

##### Preferred Option

- **Concept**—The commission unanimously recommended that the city consider naming new streets, new bridges, new buildings, or other new infrastructure after people or ideas that represent the city's history in consultation with the affected neighborhoods and other appropriate local bodies such as the Albemarle County Historical Society and the African American Heritage Center.
- **Impact to community/human rights**—The commission supports engagement with the community and local institutions to identify appropriate

people, events, and ideas to commemorate through naming.

- Impact to historic resources—Likely none to historic resources, although providing names for new features and structures related to local history may help convey the importance of previously uncelebrated people and events.
- Impact to urban design—Likely none.
- Public response
- Legal issues—Likely none.
- Costs—Likely none beyond the costs associated with public engagement or other outreach to local institutions.
- Revenue, if any—Likely none.
- Fundraising required—Likely none.

### **New Memorials**

#### Options Considered

The public offered many ideas for new memorials during the public forums and through other communication with the commission. Suggestions included “hidden heroes” and other people and communities significant to the history of Charlottesville such as: enslaved workers at UVA, lost neighborhoods such as Gospel Hill, Isabella and William Gibbons, Queen Charlotte (Charlottesville’s namesake with African ancestry), Peter Fossett, Julian Bond, Eugene Williams, Sally Hemmings, Rebecca McGinness, local Native Americans, the Greers of Ivy Creek, Shadrach Battles, and many others.

The commission noted these suggestions but also expressed a belief that the other two new monuments recommended for Charlottesville—the Vinegar Hill Monument and a memorial to those enslaved in the Charlottesville area—will be substantial new additions to the city’s public art collection and will require equally substantial financial commitment. The commission also noted the ability of other types of public art to convey more complex information than is possible with memorials to individuals.

### Preferred Option

- Concept—The commission unanimously recommended that the city not pursue the addition of other new monuments to specific individuals at this time. The commission recommends that the city explore other ways to recognize the city’s leaders and hidden heroes and invest in other creative ways to memorialize the full story of race in this community’s history including, but not limited to, new murals.
- Impact to community/human rights—Monuments and memorials are often large, permanent installations that are intended to convey clear and simple narratives. Murals and other forms of public art may provide opportunities to tell complex stories about the city’s history through more dynamic means; they are also less expensive to implement and provide opportunities for community engagement.
- Impact to historic resources—Likely none.
- Impact to urban design—Murals or other public art may be implemented on a wide variety of city-owned buildings and structures, such as bridge abutments, walls, or at schools.
- Public response
- Legal issues—Likely none.
- Costs—Would vary depending on the artist and the medium.
- Revenue, if any—Likely none.
- Fundraising required—To be determined by City Council. Grants and other fundraising may defray the costs to the public.

### **Other Opportunities**

#### Options Considered

The commission identified several additional opportunities to enhance a holistic reflection of our history. These focused primarily on programming and education.



May 10, 2019

Aubrey Von Lindern  
Virginia Department of Historic Resources  
Northern Regional Preservation Office  
P.O. Box 519  
5357 Main Street  
Stephens City, VA 22655

Dear Ms. Von Lindern,

I write in support of the City of Charlottesville Historic Resources's CI G grant request to fund a historic survey of the 10th and Page neighborhood. This neighborhood holds particular significance to the history of Charlottesville generally and to the African American community in particular.

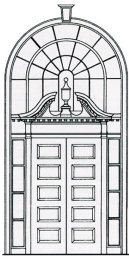
The project to inventory this community will be of great benefit to the Jefferson School African American Heritage Center whose mission is to describe the rich local history of African Americans in Charlottesville and Albemarle County.

If you have any questions, please do not hesitate to contact me.

Best regards,

A handwritten signature in black ink that reads "Andrea Douglas".

Andrea Douglas  
Executive Director  
Jefferson School African American  
Heritage Center



# THE CHARLOTTESVILLE MUSEUM FOR HISTORY AND CULTURE

Home of the Albemarle Charlottesville Historical Foundation

May 10, 2019

Aubrey Von Lindern  
Virginia Department of Historic  
Resources  
Northern Regional Preservation  
Office  
P.O. Box 519  
5357 Main Street  
Stephens City, VA 22655

#### Board of Directors

Dr. Shelley Murphy, Chair  
John Conover, Treasurer  
Angus Arrington  
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Daniel Smythe  
Dr. Ken Wallenborn

#### Staff

Coy Barefoot, Executive Director  
Margaret O'Bryant, Librarian  
Keri Matthews, Collections  
Sandy DeKay, Administrator

#### Address

200 Second Street, NE  
Historic McIntire Building  
Charlottesville, VA 22902

#### Phone

434-296-1492

#### Website

[cvillecenter.org](http://cvillecenter.org)

Dear Ms. Von Lindern,

On behalf of the Charlottesville Museum for History and Culture and the Albemarle Charlottesville Historical Foundation, I want to express our support for the City of Charlottesville's FY 19-20 CLG Grant request for the 10th and Page Neighborhood Historic Resources Survey.

This is important work that needs to be done. We fully endorse the survey project and its goals, and encourage DHR's full support as well.

If you have any questions, please contact me.

Thank you for considering the City of Charlottesville's request. I appreciate your time.

Sincerely yours,,

Coy Barefoot, Executive Director



610 East Market Street, Charlottesville, Virginia 22902

May 10, 2019

Aubrey Von Lindern  
Virginia Department of Historic Resources  
Northern Regional Preservation Office  
P.O. Box 519  
5357 Main Street  
Stephens City, VA 22655

Dear Ms. Von Lindern,

On behalf of the City of Charlottesville Historic Resources Committee, we are pleased to support the City of Charlottesville's FY 19-20 CLG Grant request for the 10th and Page Neighborhood Historic Resources Survey.

Our committee is charged with providing public education and interpretation of Charlottesville's historic resources. This project will provide the neighborhood with valuable information, and will help inform the whole community about the 10th and Page neighborhood's important contribution to Charlottesville's history.

If you have any questions, please contact me at [mdarcyhawks@gmail.com](mailto:mdarcyhawks@gmail.com).

Thank you for considering the City of Charlottesville's request.

Sincerely yours,

Madeleine Hawks, Chair  
City of Charlottesville Historic Resources Committee



## preservationpiedmont

P.O. Box 2803 | Charlottesville, VA | 22902  
preservationpiedmont@gmail.com  
<http://www.preservation-piedmont.org>

May 10, 2019

Aubrey Von Lindern  
Virginia Department of Historic Resources  
Northern Regional Preservation Office  
P.O. Box 519  
5357 Main Street  
Stephens City, VA 22655

Dear Ms. Von Lindern,

On behalf of Preservation Piedmont, I am pleased to express support for the City of Charlottesville's FY 2019-20 CLG Grant request for the 10th & Page Neighborhood Resources Survey.

Preservation Piedmont has thought for a long time that this historically African American working class neighborhood is outstanding, and should be documented and protected for the residents, whose families have lived there for generations. The neighborhood is strongly associated with 1950's-60's Civil Rights movement, particularly the African American pastors who lived there. Drewary J. Brown, a legendary figure in the struggle for racial justice in Central Virginia. lived there.

In the fall of last year, Preservation Piedmont joined Charlottesville native Jeremy Caplin on a walking tour of the neighborhood, where we met and talked with neighborhood residents. Last December, Preservation Piedmont awarded Jeremy its annual Martha Gleason Award for outstanding community service for his 30-year commitment to preserving the 10th & Page/Venable neighborhood by purchasing, rehabilitating, and renting approximately 70 homes over the years to neighborhood residents at affordable prices.

The 10th & Page neighborhood was also featured in a walking tour during the 2017 Preservation Virginia Statewide Conference in Charlottesville.



There have been several partial surveys of the neighborhood, including the portion west of Tenth Street. This area was surveyed when AHIP, a local home repair nonprofit, planned to target that area with rehabilitations. At that time the City developed an innovative cooperative policy with AHIP to address which windows should be preserved, and rehabilitated, or which could be removed, based on an assessment of the significance of each house.

In addition, the City has completed a survey of the Westhaven housing area, where many Vinegar Hill residents were relocated in the 1960's when Vinegar Hill neighborhood was razed for urban renewal.

We believe that the City's planned survey of the whole neighborhood is a wonderful opportunity to incorporate all the existing information into the State's database, along with the newly surveyed property information.

Thank you for considering the City of Charlottesville's request. If you have any questions for Preservation Piedmont, please contact me.

Sincerely yours,

A handwritten signature in cursive script that reads "Mary Joy Scala". The signature is written in black ink and is positioned above the typed name.

Mary Joy Scala, President  
Preservation Piedmont

# 10th and Page

## Neighborhood Page

### About Our Neighborhood

Although today it is primarily African American, 10th and Page for many years was a racially diverse neighborhood characterized by a mix of ethnic backgrounds, occupations, and incomes. Encompassing just 83.86 acres, the neighborhood is one of the most compact in the city and historically most residents knew each other well. Individual experiences varied: some in the neighborhood recall a tradition of community harmony and trust, while others experienced prejudice firsthand when black families moved into formerly white areas.



The Gaines house, 214 9th Street, was owned by a detective before the present owner's family bought it, and a white policeman lived across the street. Local resident Ms. Thelma Hagen remembers that when her family bought the house in at 820 Anderson Street (where she still resides) from the Dudley family in 1935, neighbors got along well and there were few locks or even knobs on the doors of houses in the neighborhood. Her father, Thomas Terrell, was the first chef at University of Virginia hospital. Over the years, many 10th and Page residents have worked at the University, and also at the Monticello and Albemarle Hotels. Page Street was a popular housing choice for rail-road employees, due to its proximity to both the C & O and Southern routes. Railroad workers, both black and white, also lived in the nearby Starr Hill neighborhood.

People looked after each other's children as they played in the yards, streets, and open fields of the neighborhood. And there was plenty for the children to do and see: in those days, the 700 block of Anderson Street was a lake where people who came to town on Saturday stabled their horses for the day. Paoli Street was a field, a popular site for traveling minstrel shows, with dancing and comedy acts. The circus used to locate where the Monticello Dairy building now stands. Schenk's Branch traversed the neighborhood, and it was a favorite place for children to play until a little boy drowned and the creek was piped and covered for safety. There was a jail in the center of the neighborhood, and the inmates would call out to the children as they headed for Jefferson School through the railroad underpass on Commerce Street. Connections between 10th and Page, Starr Hill, and Vinegar Hill were more direct in those days, and there was lots of traffic back and forth between the black business district and the residential areas.

Some of the older houses in 10th and Page were built as early as the late 1800's, but the majority of the current housing inventory was constructed in the 1920's. Residents of the neighborhood have played a notable role in Charlottesville history, and beyond its borders as well. Benjamin Tonsler was a successful African American contractor who built the house that still stands at 206 10th Street, and he also owned a restaurant in Vinegar Hill. Tonsler Park, located on Cherry Avenue, carries his name. West Street in the neighborhood was named for

John West, a former slave who lived in the 300 block. He was a barber by trade, but over time made a substantial return from real estate he had acquired. The late William Monroe grew up in the neighborhood, and graduated from Hampton Institute, where he was captain of the tennis team. Chuck Chisholm, a resident of Page Street, also attended Hampton Institute and later was a professional boxer. Roosevelt Brown, well known for being the first African American professional football player from Charlottesville to be named to the NFL Hall of Fame, lived on 5th Street NW, close by in what is now called the Starr Hill neighborhood.

10th and Page was not called by its present name – longtime residents recall that it did not have a particular title. (The name Starr Hill is also new to many old-timers, although a few remember it.) 9th Street was originally called Alfonso Street, and many residents used Commerce Street to go east, since the railroad tunnel was open at that time. Taylor's Grocery operated on West Street, the Lewis store was on Paoli, and the Inge family lived on Anderson and owned a store on the corner of West Main and 4th Street NW. On the site of Dawson Cabinets was a catgut stitches manufacturing business, which supplied the University hospital. It was closed due to health concerns about the source of the raw materials used in the stitches. Dr. Miller was well known in the neighborhood, and it was also home to several preachers. Revered E.G. Hall, pastor of Ebenezer Baptist Church, lives in 10th and Page today. Other notable citizens of the Charlottesville area who reside or were raised in the neighborhood include Dr. Benegal Paige (dentist), Garwin DeBerry (head football coach at Charlottesville High School), Ms. Lelia Brown (retired educator), and the late Booker T. Reaves (first African American assistant superintendent in the Charlottesville school system).

When the Vinegar Hill urban renewal project eliminated a large number of African American residences in the 1960's, 125 replacement units were constructed in the Westhaven public housing complex on Hardy Drive. A much more modest redevelopment project is currently in the planning stages, in which the City and Piedmont Housing Alliance are purchasing thirteen single family properties in the vicinity of 10th and Page Streets for renovation and redevelopment. Ultimately these properties will be resold to individual buyers committed to owner occupancy, a return to the tradition of a family-oriented neighborhood.

### **Contact Our Neighborhood Association**

**Vizena Howard**

### **News & Special Events**

**NONE AT THIS TIME**

### **Important Numbers**