

The Department of Community Development
City Hall, Lynchburg, VA 24504 434-455-3900

To: Planning Commission
From: Historic Preservation Commission
Date: October 24, 2018
Re: **VUL Historic District Boundary Reduction – 2057 Garfield Avenue**

I. PETITIONER

Virginia Seminary, 2058 Garfield Avenue, Lynchburg, Virginia 24501

Representative: Ryan Mickles, Virginia University of Lynchburg, 2058 Garfield Avenue, Lynchburg, Virginia 24501

II. LOCATION

The subject property is one (1) tract of approximately five and ninety-two hundredths (5.92) acres located at 2057 Garfield Avenue. The area proposed to be removed from the historic district is the entire area surrounding the two buildings and parking lot connecting the two buildings as shown on the concept plan.

III. PURPOSE

The purpose of the petition is to allow for campus construction without Historic Preservation Commission (HPC) review, particularly for a new athletic facility just south of Graham Hall.

IV. SUMMARY

- Virginia University of Lynchburg has a rich history as the oldest institution of higher education in Lynchburg and the first associated with African American education.
- The petition runs contrary to the recommendations of the Comprehensive Plan to preserve Lynchburg’s unique historic sites and ensure appropriate and sensitive alterations.
- While construction of new buildings still require conditional use permit (CUP) approvals, the design of these buildings will not be required to meet the historic district guidelines or be subject to any review for compatibility with nearby historic resources.
- Removing the proposed area disconnects the historic district from itself creating an irregular boundary, contrary to Secretary of Interior’s guidance. The “district” would look more like just a collection of individual buildings with no relation to each other.
- Removing the proposed area also de-designates the site of the original campus and school building, the Hayes Hall (now demolished), and a contributing element of the historic district, the Hayes Monument.
- HPC review does not have any fees associated with it. HPC review requires submittal fifteen (15) days ahead of the regularly scheduled meetings.

The Historic Preservation Commission recommends denial of the petition.

V. FINDINGS OF FACT

1. **Comprehensive Plan.** The *Comprehensive Plan 2013-2030* recommends an Institutional Use for the property. The City’s institutions include the religious, educational, and other nonprofit

entities in the City. Examples include churches, cemeteries, private schools and universities, private nonprofit hospitals, service clubs and organizations, and other nonprofit institutions. (p76)

History, Culture, Arts and Education Policies

Goal HCA-1: Historic Preservation. Preserve/conservate significant historic and cultural resources through the collaborative efforts of the City; historic and cultural groups; local schools and colleges; and other local, state, and federal preservation groups and organizations.

HCA-1.2 Develop appropriate standards and guidelines for the review and treatment of historic sites and structures within or outside of designated historic districts. (p25-26)

Chapter 9: History, culture, the arts and education exert an important influence on Lynchburg's quality of life. The City's image and unique sense of place, as well as its attractiveness to visitors and newcomers, are inextricably tied to the condition of its historic resources, the vitality of its arts and cultural institutions, and the quality and diversity of educational opportunities. These assets can help attract and retain businesses that seek cities with a high quality of life.

The City should identify and conserve its sensitive historic and cultural resources, expand local preservation incentives and educational programs, and require the sensitive treatment of public spaces and facilities in historic areas. The City also should engage in active promotion of heritage tourism and the expansion of efforts to strengthen local networks of arts, cultural, and educational organizations. (p99)

The Comprehensive Plan encourages the preservation of important historic sites such as the campus of Virginia University of Lynchburg (VUL). Preservation efforts do not prohibit new construction. Being in a local historic district requires design review by the Historic Preservation Commission (HPC) to ensure appropriate and sensitive construction within the designated area. HPC uses adopted guidelines to review new construction and considers each application on a case by case basis.

2. **Zoning.** The subject property was annexed into the City in 1926. The property was zoned R-3, Medium-density Residential District on December 12, 1978. Because of its residential zoning, it requires approval of a conditional use permit for new construction.
3. **Board of Zoning Appeals (BZA).** The concept plan shows no new buildings so at this time the Zoning Administrator has determined that no variances are needed for the development of the property as proposed. A two hundred (200') foot setback is required from adjacent R-3 properties across Dewitt Street and Garfield Avenue.
4. **History and Prior Approvals.** There have been a several items requiring City Council approval in the immediate area:
 - On November 14, 1989, City Council approved Virginia University of Lynchburg's CUP petition to operate a college bookstore and snack bar at 2202 Garfield Avenue.
 - On February 9, 1993, City Council approved the expansion of an existing church building at 2261 Campbell Avenue.
 - On December 9, 1997, City Council approved New Life Church's CUP petition to construct a new sanctuary and parking area at 2251 Campbell Avenue.

- **On March 10, 2009, City Council approved the petition of Virginia University of Lynchburg to designate their campus as a local historic district.**
- On June 14, 2011, City Council approved Virginia University of Lynchburg's CUP petition to construct a new 4-story dormitory at 2057 Garfield Avenue.
- On June 14, 2011, City Council approved Virginia University of Lynchburg's CUP petition to convert an existing residence to university offices at 2054 Garfield Avenue.
- On November 8, 2011, City Council approved Virginia University of Lynchburg's CUP petition to convert dwellings into office uses in an R-3, Medium Density Residential District at 2147 and 2460 Campbell Avenue.
- On May 8, 2012, City Council approved Virginia University of Lynchburg's CUP petition to construct two (2) dormitories at 2057, 2059 and 2221 Campbell Avenue.

5. **Site Description.** The subject property is one (1) tract of approximately five and ninety-two hundredths (5.92) acres located at 2057 Garfield Avenue. The area proposed to be removed from the historic district is the entire area surrounding the two buildings and parking lot connecting the two buildings as shown on the concept plan. The area contains the main part of campus that ties their buildings together, including the Hayes Monument, a contributing object per the National Register Nomination Form, designating this area as a State and National Historic District. The site contained Hayes Hall and dormitories that are now demolished.

Generally the site is landscaped as a campus and slopes down to the west and south.

6. **Proposed Use of Property.** If the petition is approved, a metal-clad new athletic facility will likely be constructed upon approval of a conditional use permit (CUP). Other future construction will be approved without design review by the Historic Preservation Commission, ensuring a sensitive use of this important historic site in Lynchburg.
7. **Traffic, Parking and Public Transit.** N/A
8. **Stormwater Management.** A portion of the site was graded in 2015 without a land disturbance permit. Any new construction on site will need to account for this disturbed area.
9. **Emergency Services:** The City's Fire Marshal and Police Department had no comments of concern regarding the proposal.
10. **Impact.** Virginia University of Lynchburg has a rich history that contributes to the character and identity of Lynchburg. Founded in 1886, just decades after the end of slavery, it was the first institution of higher learning in Lynchburg, and welcomed both male and female students to an education previously inaccessible to African Americans. Notable alumni include Harlem Renaissance poet Anne Spencer, civil rights leader Vernon Johns, and missionary/political leader John Chilembwe.

The designation of the Virginia University of Lynchburg campus as a local historic district in 2009 was a major recognition of an important part of Lynchburg's history. This designation does not prevent new construction from occurring on campus, but requires design review by the Historic Preservation Commission (HPC) for compliance with the adopted design review guidelines prior to construction. This is to ensure alterations within the district are both

appropriate and sensitive to the historic context. Having not gone before HPC with a proposal for a new building, it is difficult to know what could be approved under the current designation. This review process has no fees associated with it and the deadline for submittal is fifteen (15) days ahead of the regularly scheduled meetings.

The impact of removing such a large area of the district, including the core central area of campus, would be that any construction type and architectural style would be permitted anywhere on campus as long as building code requirements, zoning setbacks and height restrictions were met. Specifically, a proposal for a metal façade athletic building is what led to this petition and will likely be applied for if historic review is removed. Additionally, the original campus area, that between Graham Hall and Humbles Hall is proposed to be removed. This area contains the original campus, the sites of original educational buildings (Hayes Hall and dormitories, demolished in the 1980s), and the Hayes Monument- a contributing object to the National Register Nomination. It is also the area that ties the collection of contributing buildings together as a district. The full impact of de-designating this area is unknown but will likely be the deterioration of an important historic district with new construction insensitive to the surrounding context.

11. **Technical Review Committee.** The Technical Review Committee (TRC) reviewed the petition on October 2, 2018.

VI. PLANNING DIVISION RECOMMENDATION

Based on the preceding Findings of Fact, the Planning Commission recommends to City Council denial of the petition of Virginia Seminary to remove approximately five and ninety-two thousandths (5.92) acres from the Virginia University of Lynchburg local historic district to allow future construction on campus without Historic Preservation Commission (HPC) review.

This matter is respectfully offered for your consideration.



Anne Leslie Nygaard, AICP
Planner II, Secretary to the HPC

- pc: Mr. W. Tom Martin, City Planner
Ms. Bonnie M. Svrcek, City Manager
Mr. Reid Wodicka, Deputy City Manager
Mr. Walter C. Erwin, City Attorney
Mr. Kent L. White, Director of Community Development
Mr. J. Lee Newland, City Engineer
Ms. Cynthia Kozerow, Lynchburg Police Department
Battalion Chief Thomas Goode, Fire Marshal
Mr. Doug Saunders, Building Official
Mr. Kevin Henry, Zoning Administrator
Virginia Seminary, Property Owner
Mr. Ryan Mickles, Representative

VII. ATTACHMENTS

- 1. Historic District Map, Zoning, Planimetric and Topographic Maps**
- 2. Narrative**
- 3. Concept Plan**
- 4. Proposed Athletic Facility Building Plans**
- 5. National Register Nomination Form**
- 6. Agenda Summary from Previous Approval of Historic District**
- 7. Report to the Historic Preservation Commission on October 15, 2018**
- 8. Minutes from the Historic Preservation Commission meeting of October 15, 2018**



Virginia University of Lynchburg



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PRINTED ON August 30, 2018

Zoning Map

VIRGINIA UNIVERSITY OF LYNCHBURG

Zoning Request

Virginia University of Lynchburg



PROPERTY INFORMATION

PARCEL ID	ADDRESS
05017001	2057 GARFIELD AVE

LEGEND

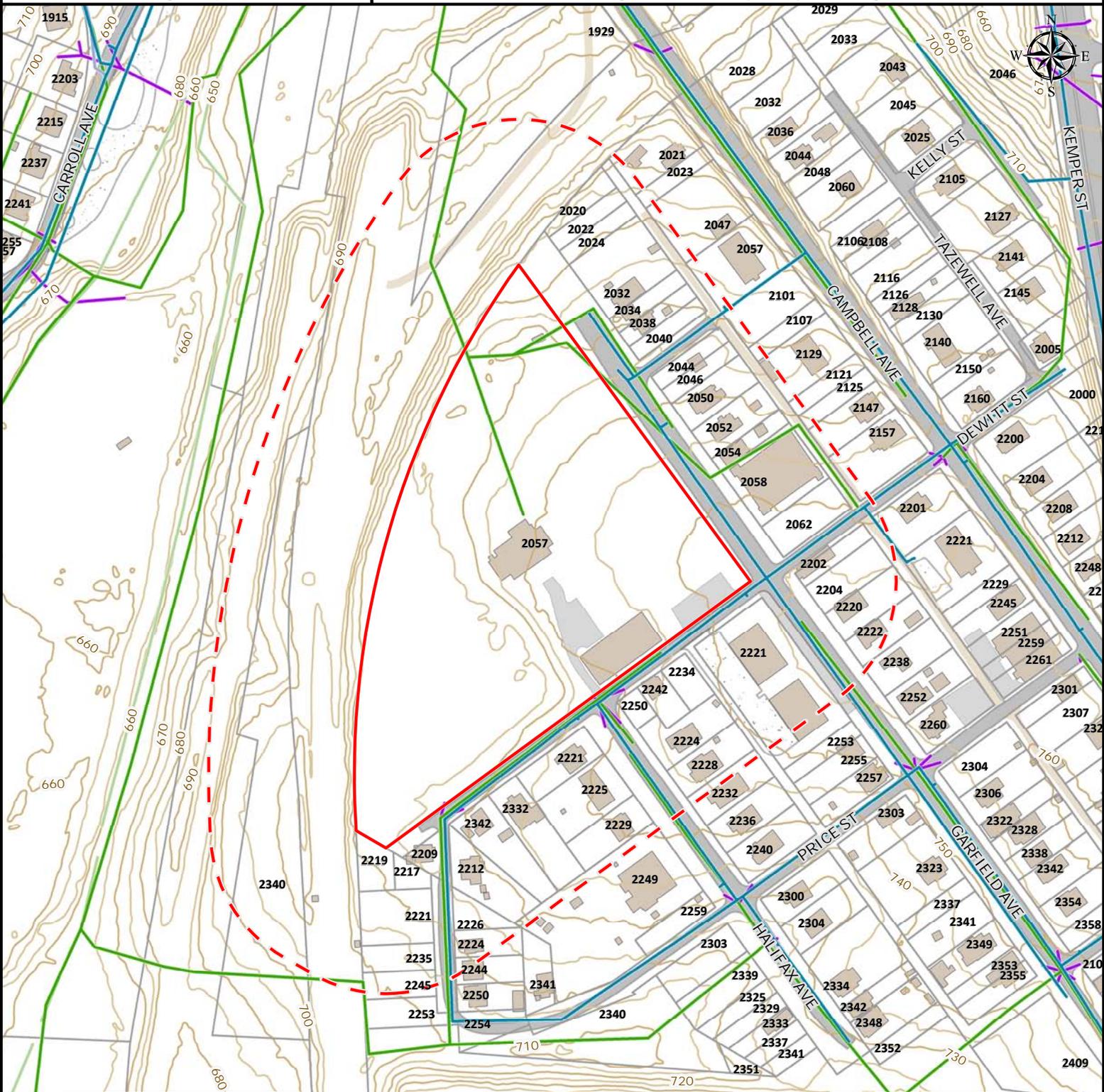
- Subject Property
- 215' Buffer
- B-1
- B-2
- B-3
- B-4
- B-5
- B-6
- I-1
- I-2
- I-3
- R-1
- R-2
- R-3
- R-4
- R-5
- R-C
- IN-1
- IN-2

OVERVIEW MAP



MAP SCALE: 1" to 4,000' DATE PRINTED: 9/25/2018

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PROPERTY INFORMATION

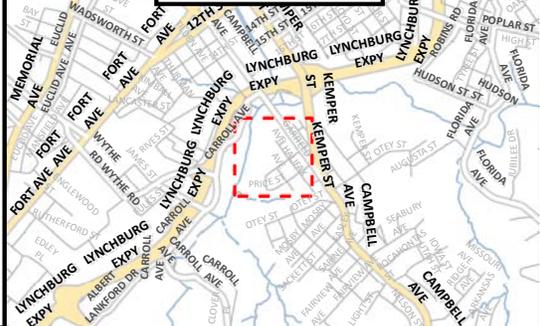
PARCEL ID ADDRESS

05017001 2057 GARFIELD AVE

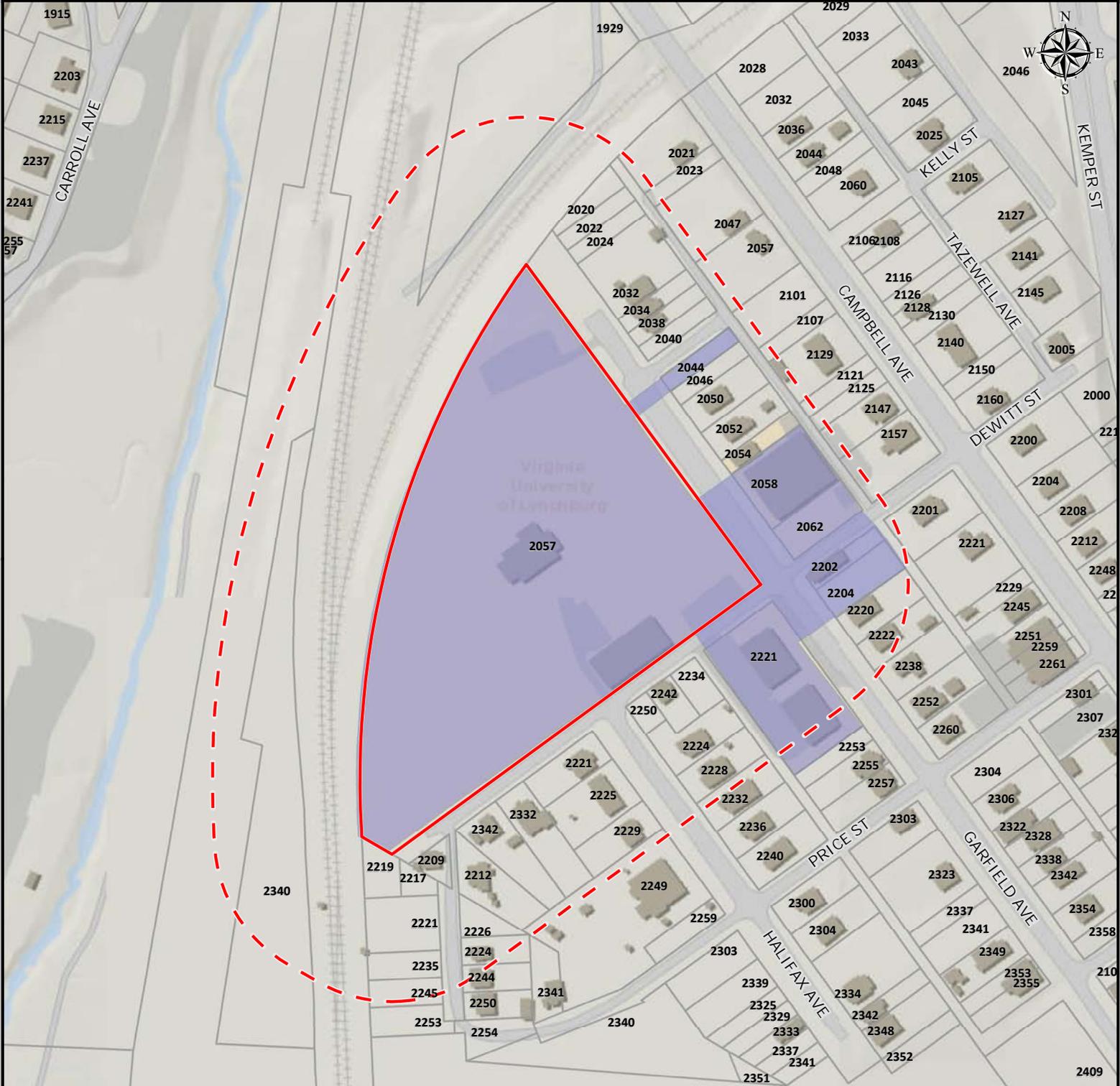
LEGEND

	Active	Proposed	Abandoned
Utilities	Water		
	Sanitary		
	Storm		
Planimetrics	Structure		
	Roadway		
	Parking		
	Sidewalk		
	Driveway		
Topography	Contour		
		100'	20'
		50'	10'

OVERVIEW MAP



MAP SCALE: 1" to 4,000' DATE PRINTED: 9/25/2018



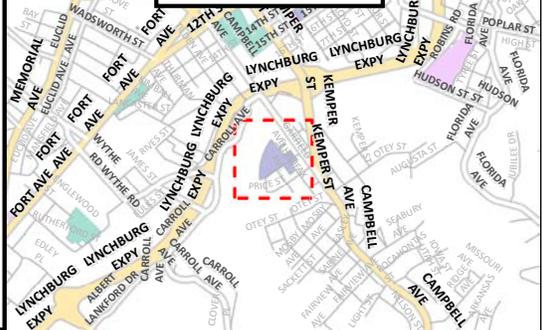
PROPERTY INFORMATION

PARCEL ID	ADDRESS
05017001	2057 GARFIELD AVE

LEGEND

- Falls within Virginia University Of Lynchburg Local Historic District
- Subject Property**
- Local Historic District**
- State/National Historic District**
- Local and State/National Historic District Overlap**

OVERVIEW MAP



MAP SCALE: 1" = 4,000' DATE PRINTED: 9/25/2018

City of Lynchburg - GIS Office | 434-455-2884 | GIS@lynchburgva.gov

The Virginia University of Lynchburg (formerly Virginia Seminary and College) was organized in May 1886 during the 19th annual session of the Virginia Baptist State Convention at the First Baptist Church in Lexington, Virginia. The Rev. P.F. Morris, pastor of Court Street Baptist Church in Lynchburg, Virginia, offered the resolution that authorized the establishment of the institution. Just 21 years out of slavery, African American Baptist leaders founded Lynchburg's oldest institution of higher education for men and women to meet the growing demands of our community for better-educated and trained ministers, missionaries, and public school teachers.

On March 10, 2009, the Lynchburg City Council approved a resolution to establish a Historic District Overlay Zone at Virginia University of Lynchburg, 2044, 2057, 2164, 2168, 2202, 2204 and 2251 Garfield Avenue. The Virginia University of Lynchburg is proposing to amend the historic district boundary at 2057 Garfield Avenue to include solely the buildings of Graham Hall and the Mary Jane Cachelin Memorial Library, as shown in Exhibit A.

2057 Garfield Avenue is a 5.9 acre parcel mostly undeveloped with two buildings on the site. The proposed amended historical boundary would preserve the historic nature of Graham Hall (1917) and the Mary Jane Cachelin Memorial Library (1946) on the VUL campus, while allowing for new physical growth by the University in a manner consistent with its new culture.

The existing historic district overlay at 2057 Garfield Avenue does not serve the size and scale needed to accommodate new physical growth and the facilities needed for that growth to occur. Because enrollment at the University has increased since the 1940s, the decade in which the last building was constructed on the 5.9 acre parcel, it is not likely that the University would create any new facility less than or equal to the size of either existing building on this property. The University is in need of new facilities and amenities large enough to adequately serve the growing student population.

The area immediately surrounding the University, which is predominately residential, is not within a historic district overlay zone. The nearest historically designated property is more than a quarter mile from the VUL campus. Similar to

our neighbors, the University would like to build and construct in a manner it desires without additional layers of regulation already required under zoning. More often than not, the budgetary costs to build, repair, and replace facilities would be greater inside a historic district. We strongly believe it is a necessity to minimize such expenses. Moreover, including the entire 5.9 acre parcel within a historic district, limits the University's freedom to design and construct facilities in a manner the University sees best for our students, faculty, and staff members.

Since its founding, the Virginia University of Lynchburg seeks to recognize the possibilities in every human being and maximize the gifts of the individual within the context of a thoroughly Christian and nurturing environment, which offers students opportunities to develop into able leaders and scholars. Our mission is to provide a solid liberal arts and Christian education program for all students. The University continues to embrace our African American heritage along with appreciation for other cultures and ethnic groups in our global community.

Exhibit A - Proposed Amended Historic District Boundary at 2057 Garfield Ave is in Red



City of Lynchburg, VA

Legend

- Addresses
- Street Labels
- Legal Lot Lines
- ▣ Vacated Right of Way
- ▣ Parcels
- Streams and Rivers
- Surface
- - - Underground/Culvert
- 10ft
- Railroads

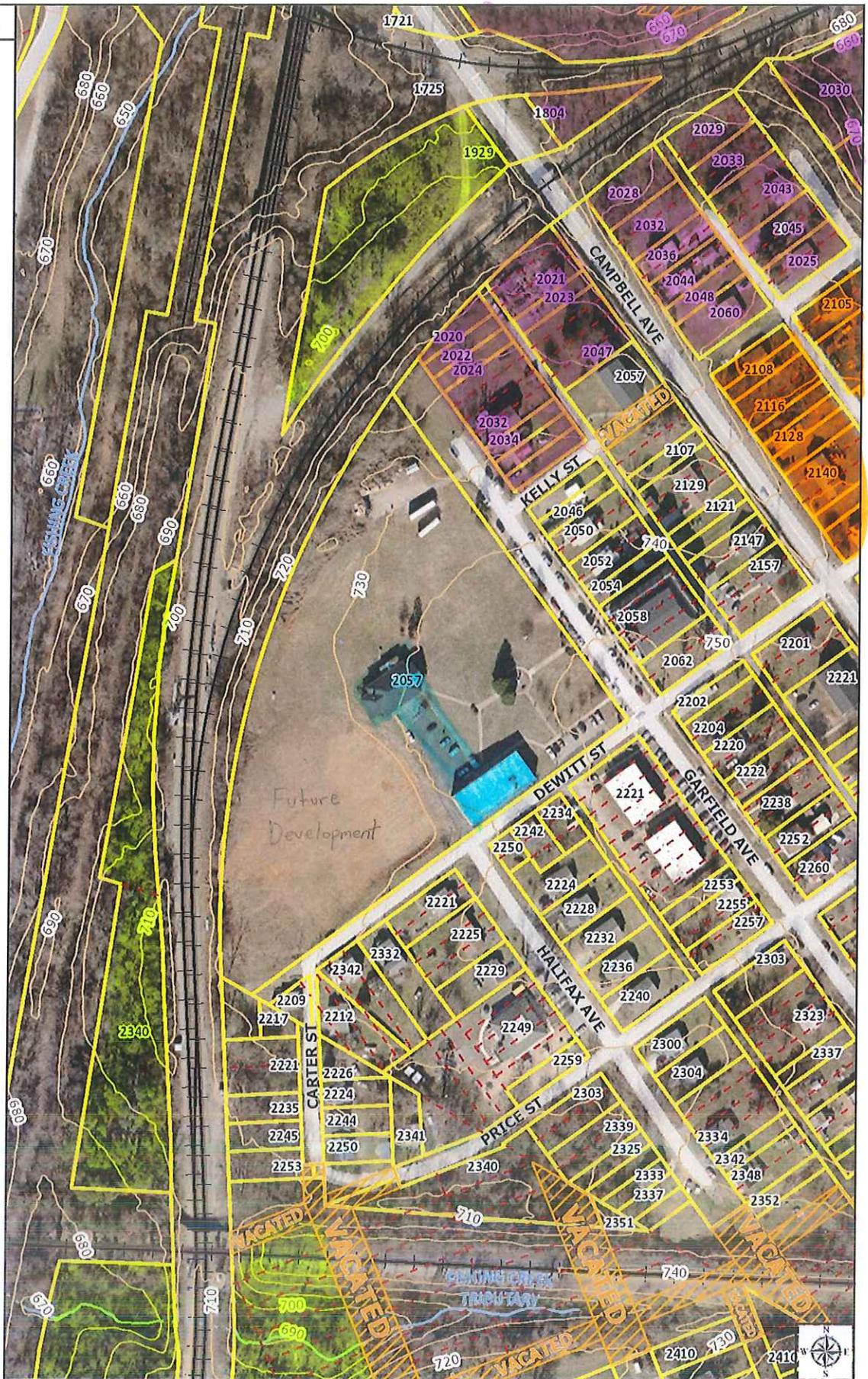
Zoning

- ▣ R3 (No Shading)
- ▣ 12
- ▣ R4
- ▣ 13

Proposed Historic District Boundary Amendment - 2057 Garfield Ave

Historic District Boundary (existing)

- 2057 Garfield Ave
- 2044 Garfield Ave
- 2164 Garfield Ave
- 2168 Garfield Ave
- 2202 Garfield Ave
- 2204 Garfield Ave
- 2251 Garfield Ave



Feet

0 50 100 150 200
1:2,400 / 1"=200 Feet

9/13/2018

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 the City of Lynchburg is not responsible for its accuracy or how current it may be.

- 10ft
- 5ft
- Local Historic District
- State National Historic District
- Proposed Historic District
- Addresses
- Legal Lot Lines
- Vacated Right of Way
- Parcels
- Owner Unknown
- Survey Gap
- Assessed By County
- Business
- B-1
- B-3
- B-4
- B-5
- Residential
- R-1
- R-2
- R-3
- R-4
- Industrial
- I-1
- I-2
- I-3
- Institutional
- IN-1
- IN-2

VUL Historic District Amendment



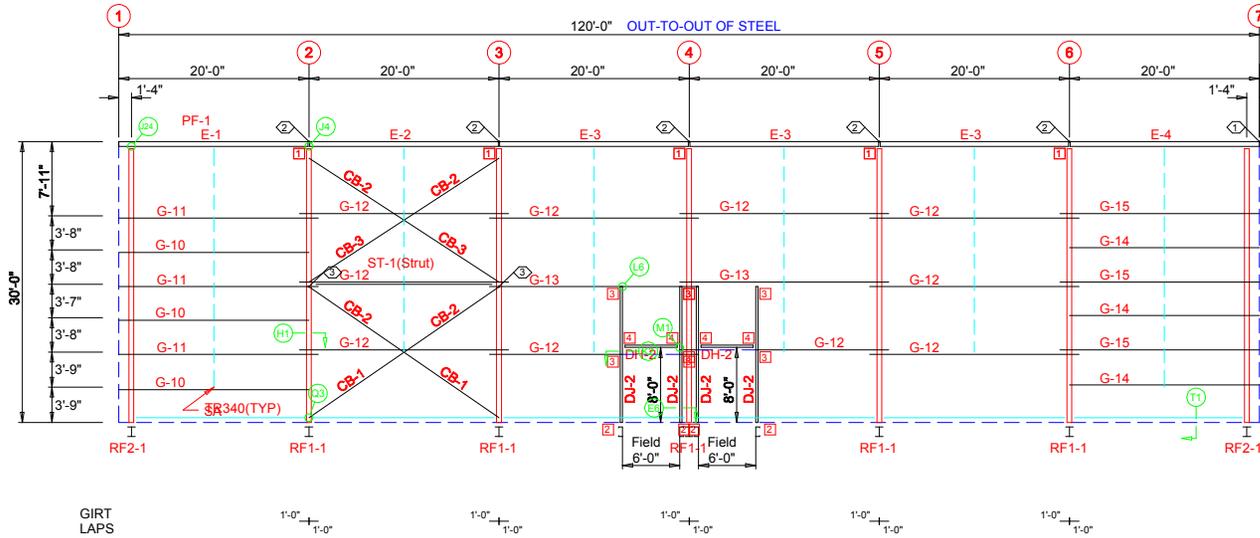
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0 200 400
 1 inch = 200 feet
 PRINTED ON
 October 2, 2018

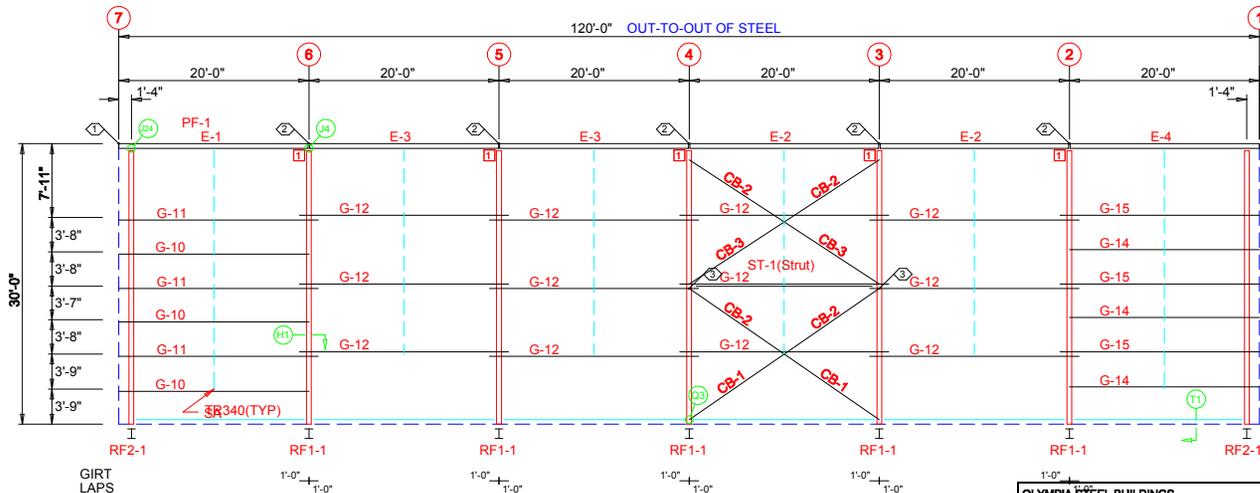
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FRAME LINE A & E				
LOCATION	QUAN	TYPE	DIA	LENGTH
Strut	4	A325T	3/4"	2 1/2"

SPECIAL BOLTS					
○ ID	QUAN	TYPE	DIA	LENGTH	WASH
1	2	A325T	1/2"	2"	0
2	3	A325T	1/2"	2"	0
3	2	A325T	3/4"	2 1/2"	1

CONNECTION PLATES	
□ ID	MARK/PART
1	CL154
2	CL002
3	CL020
4	CL025



SIDEWALL FRAMING: FRAME LINE A



SIDEWALL FRAMING: FRAME LINE E

GENERAL NOTES:
 MINOR FIELD WORK OF STRUCTURAL, SECONDARY AND PANEL/TRIM ITEMS MAY BE NECESSARY TO ENSURE PROPER FIT. SUCH WORK IS CONSIDERED A NORMAL PART OF METAL BUILDING ERECTION. WE WILL NOT HONOR BACKCHARGES FOR MINOR FIELD WORK.

OLYMPIA STEEL BUILDINGS		Customer:	
City: McKees Rocks	State: PA	Location:	
Designer: X	Date: 7/23/18	Revision No:	Date:
Drafter: X	Date: 7/23/18	Office: X	Init.
Detailer: X	Date: 7/23/18	Office: X	Job No.: RyanMickles
Checker: X	Date: 7/23/18	Office: X	
SIDEWALL FRAMING			Sht. of 10

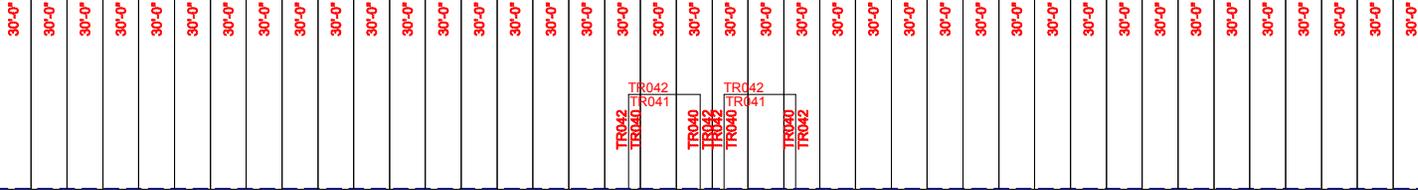
(Gutter with 7 downspouts and elbows)

TR104
TR105

TR120

TR104
TR105

TR020



TR020

TR001

SIDEWALL SHEETING & TRIM: FRAME LINE A

PANELS: 26 Ga. GBR - NEED COLOR

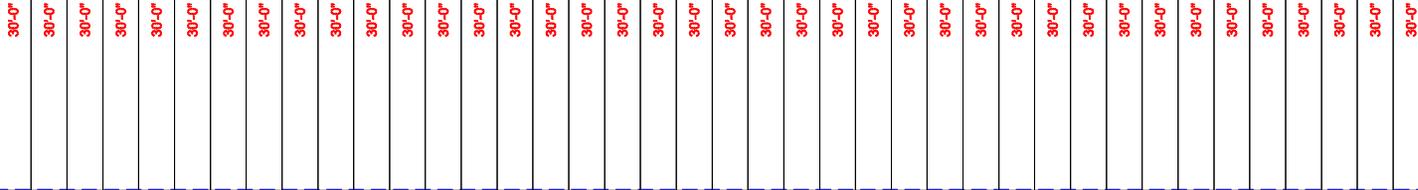
(Gutter with 7 downspouts and elbows)

TR104
TR105

TR120

TR104
TR105

TR020



TR020

TR001

SIDEWALL SHEETING & TRIM: FRAME LINE E

PANELS: 26 Ga. GBR - NEED COLOR

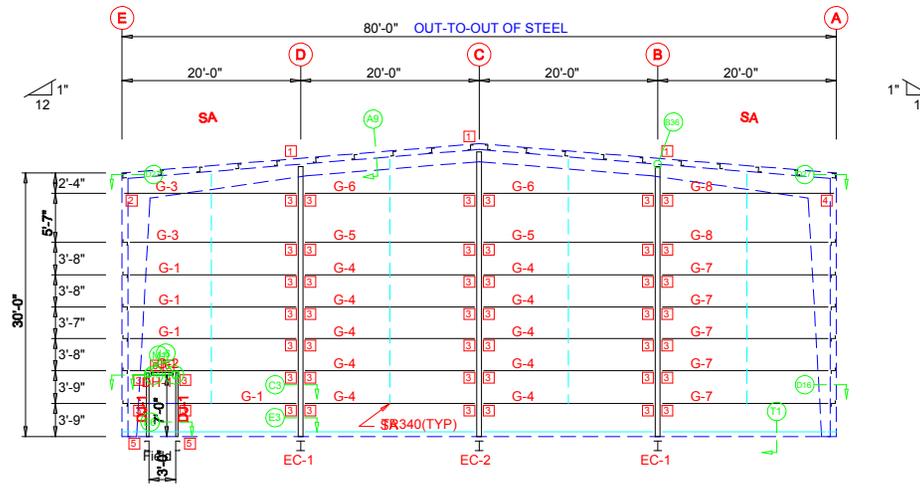
GENERAL NOTES:

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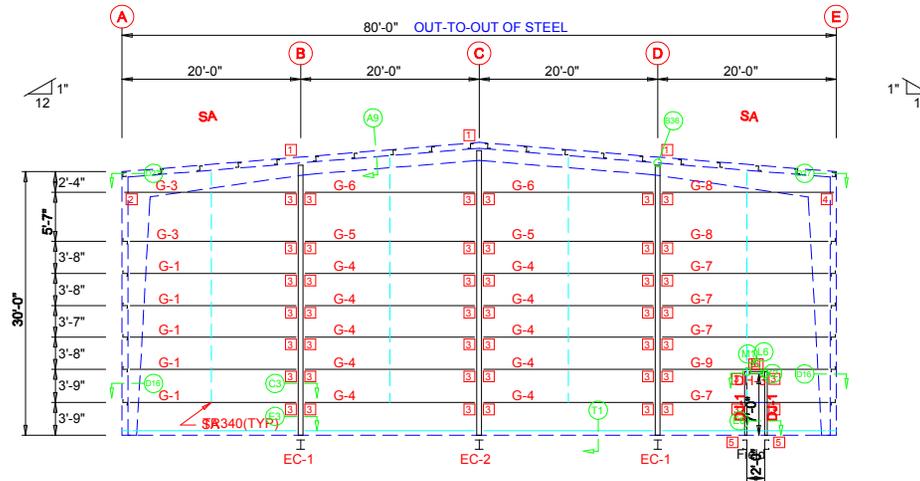
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Drafter: X	Date: 7/23/18	Revision No:	Date: Init.
Detailer: X	Date: 7/23/18	Office: X	Job No.:
Checker: X	Date: 7/23/18	Office: X	RyanMickles
SIDEWALL FRAMING			Sht. of 10

BOLT TABLE				
FRAME LINE 1 & 7				
LOCATION	QUAN	TYPE	DIA	LENGTH
Columns/Raf	2	A325T	1/2"	2"

CONNECTION PLATES	
FRAME LINE 1 & 7	
ID	MARK/PART
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2	d1
3	CL020
4	d2
5	CL002
6	CL025



ENDWALL FRAMING: FRAME LINE 1



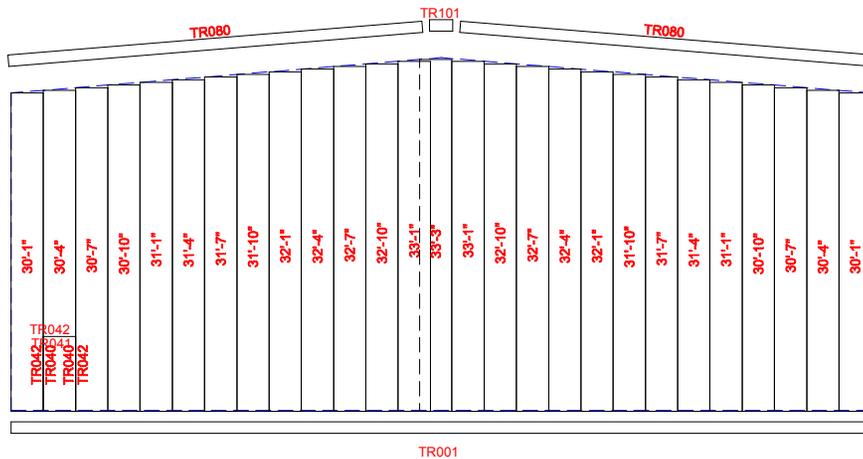
ENDWALL FRAMING: FRAME LINE 7

GENERAL NOTES:

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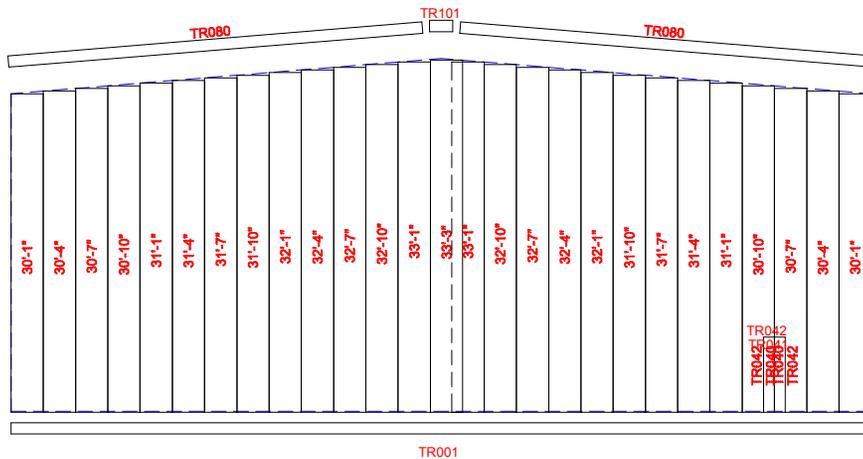
CABLE NOTES:
FIELD SLOT GIRTS FOR CABLE TO PASS-THRU.

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Designer: X	Date: 7/23/18	Revision No:	Date:
Drafter: X	Date: 7/23/18	Office: X	Job No.:
Checker: X	Date: 7/23/18	Office: X	RyanMickles
ENDWALL FRAMING			Sht. of 10



ENDWALL SHEETING & TRIM: FRAME LINE 1

PANELS: 26 Ga. GBR - NEED COLOR



ENDWALL SHEETING & TRIM: FRAME LINE 7

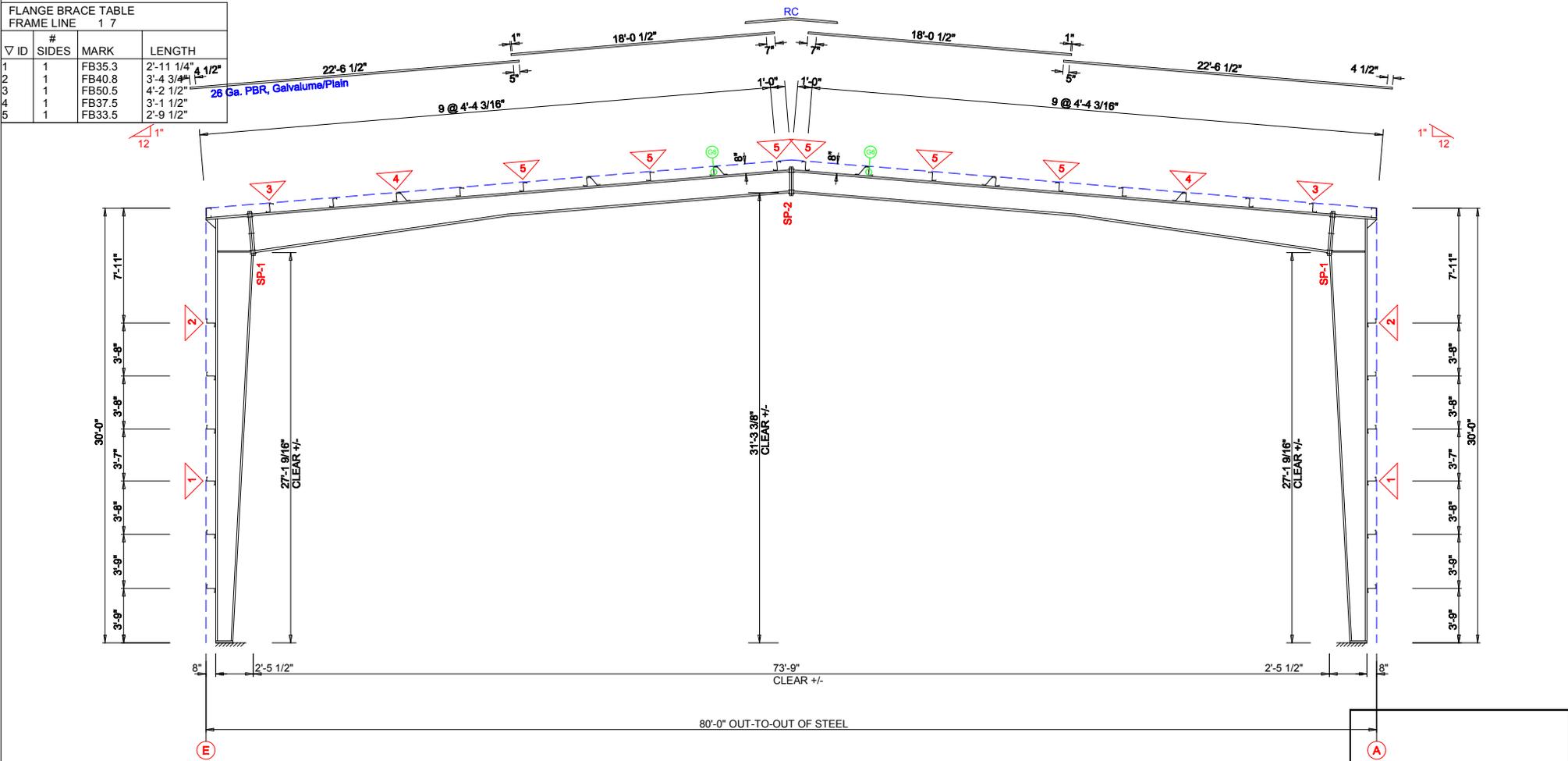
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OLYMPIA STEEL BUILDINGS		Customer:	
City: McKEES ROCKS	State: PA	Location:	
Designer: X	Date: 7/23/18		
Drafter: X	Date: 7/23/18	Revision No:	Date: Init.
Detailer: X	Date: 7/23/18	Office: X	Job No.:
Checker: X	Date: 7/23/18	Office: X	RyanMickles
ENDWALL FRAMING			Sht. of 10

SPLICE BOLT TABLE						
Mark	Qty	Top	Bot	Int	Type	Dia Length
SP-1	4	4	2		A325	0.625 2.25
SP-2	4	4	0		A325	0.625 2.25

FLANGE BRACE TABLE			
FRAME LINE 1 7			
▽ ID	#	MARK	LENGTH
1	1	FB35.3	2'-11 1/4" 4 1/2"
2	1	FB40.8	3'-4 3/4"
3	1	FB50.5	4'-2 1/2"
4	1	FB37.5	3'-1 1/2"
5	1	FB33.5	2'-9 1/2"

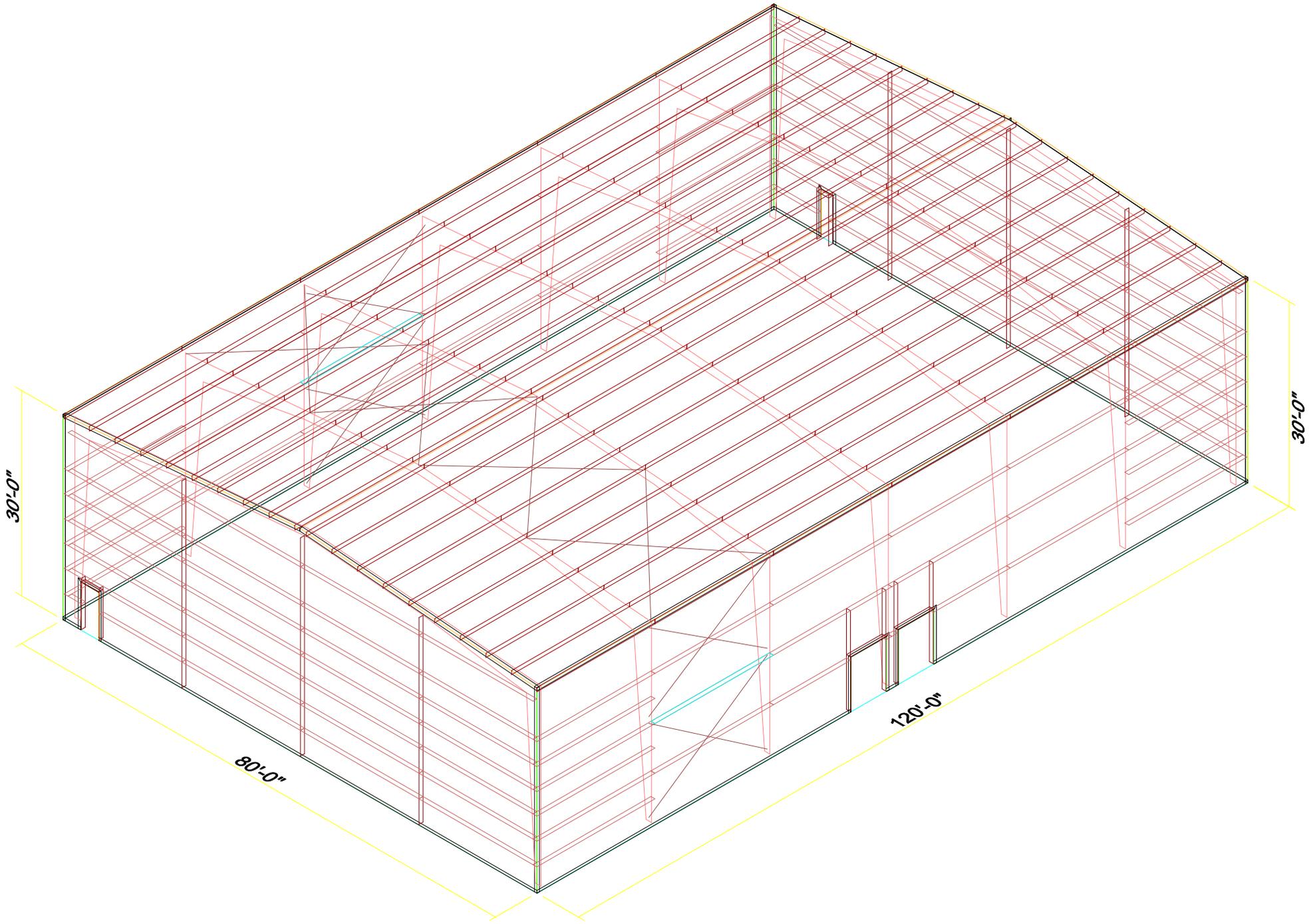


RIGID FRAME ELEVATION: FRAME LINE 1 7

GENERAL NOTES:

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OLYMPIA STEEL BUILDINGS				Customer:	
City: McKEES ROCKS		State: PA		Location:	
Designer: X	Date: 7/23/18	Revision No:		Date:	Init.
Draftor: X	Date: 7/23/18	Office: X	Job No.:		
Checker: X	Date: 7/23/18	Office: X	RyanMickles		
RIGID FRAME ELEVATION				Sht. of 10	





FRONT SIDEWALL
FLOOR PLAN

OLYMPIA STEEL BUILDINGS		Customer:	
City: McKEES ROCKS	State: PA	Location:	
Designer: X	Date: 7/23/18	.	
Drafter: X	Date: 7/23/18	Revision No:	Date: Init.
Detailer: X	Date: 7/23/18	Office: X	Job No.:
Checker: X	Date: 7/23/18	Office: X	RyanMickles
FLOOR PLAN			Sht. of 10

United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

LISTED ON:	
VLR	12/16/2010
NRHP	02/22/2011

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. **Place additional certification comments, entries, and narrative items on continuation sheets if needed (NPS Form 10-900a).**

1. Name of Property

historic name Virginia University of Lynchburg

other names/site number Lynchburg Baptist Seminary, Virginia Seminary, Virginia Theological Seminary & College, Virginia Seminary & College, VDHR 118-5297

2. Location

street & number 2058 Garfield Avenue not for publication

city or town Lynchburg vicinity

state Virginia code VA county Independent City code _____ zip code 24501

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this X nomination request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property X meets does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

 national statewide X local

[Signature]
Signature of certifying official

1/4/10
Date

Title _____ State or Federal agency/bureau or Tribal Government

In my opinion, the property meets does not meet the National Register criteria.

Signature of commenting official

Date

Title _____ State or Federal agency/bureau or Tribal Government

4. National Park Service Certification

I, hereby, certify that this property is:

 entered in the National Register determined eligible for the National Register

 determined not eligible for the National Register removed from the National Register

 other (explain: _____)

Signature of the Keeper

Date of Action

5. Classification

Ownership of Property
(Check as many boxes as apply)

- private
- public - Local
- public - State
- public - Federal

Category of Property
(Check only **one** box)

- building(s)
- district
- Site
- structure
- object

Number of Resources within Property
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
3	3	buildings
0	0	sites
0	0	structures
1	2	objects
4	5	Total

Name of related multiple property listing
(Enter "N/A" if property is not part of a multiple property listing)

N/A

Number of contributing resources previously listed in the National Register

0

6. Function or Use

Historic Functions
(Enter categories from instructions)

EDUCATION: College

Current Functions
(Enter categories from instructions)

EDUCATION: College

7. Description

Architectural Classification
(Enter categories from instructions)

Beaux Arts

Colonial Revival

Materials
(Enter categories from instructions)

foundation: Brick

walls: Brick

roof: Metal

other: Terra-cotta

Narrative Description

(Describe the historic and current physical appearance of the property. Explain contributing and noncontributing resources if necessary. Begin with a **summary paragraph** that briefly describes the general characteristics of the property, such as its location, setting, size, and significant features.)

Summary Paragraph

See Continuation Sheet

Narrative Description

See Continuation Sheet

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing)

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

Criteria Considerations

(Mark "x" in all the boxes that apply)

Property is:

- A owned by a religious institution or used for religious purposes.
- B removed from its original location.
- C a birthplace or grave.
- D a cemetery.
- E a reconstructed building, object, or structure.
- F a commemorative property.
- G less than 50 years old or achieving significance within the past 50 years.

Period of Significance (justification)

See Continuation Sheets

Criteria Considerations (explanation, if necessary)

See Continuation Sheets

Areas of Significance

(Enter categories from instructions)

EDUCATION

ETHNIC HERITAGE: BLACK

ARCHITECTURE

Period of Significance

1888-1960

Significant Dates

Significant Person

(Complete only if Criterion B is marked above)

N/A

Cultural Affiliation

N/A

Architect/Builder

Romulus C. Archer, Jr.

Statement of Significance Summary Paragraph (provide a summary paragraph that includes level of significance and applicable criteria)

See Continuation Sheet

Narrative Statement of Significance (provide at least **one** paragraph for each area of significance)

See Continuation Sheet

Developmental history/additional historic context information (if appropriate)

See Continuation Sheet

9. Major Bibliographical References

Bibliography (Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets)

Previous documentation on file (NPS):

preliminary determination of individual listing (36 CFR 67 has been requested)
 previously listed in the National Register
 previously determined eligible by the National Register
 designated a National Historic Landmark
 recorded by Historic American Buildings Survey # _____
 recorded by Historic American Engineering Record # _____

Primary location of additional data:

State Historic Preservation Office
 Other State agency
 Federal agency
 Local government
 University
 Other

Name of repository: **Virginia Department of Historic Resources**

Historic Resources Survey Number (if assigned): ___ VDHR 118-5297 _____

10. Geographical Data

Acreage of Property 6.82
(Do not include previously listed resource acreage)

UTM References

(Place additional UTM references on a continuation sheet)

1	<u>17</u> Zone	<u>663532</u> Easting	<u>4140284</u> Northing	3	<u> </u> Zone	<u> </u> Easting	<u> </u> Northing
2	<u> </u> Zone	<u> </u> Easting	<u> </u> Northing	4	<u> </u> Zone	<u> </u> Easting	<u> </u> Northing

Verbal Boundary Description (describe the boundaries of the property)

The nominated property includes the following City of Lynchburg contiguous tax parcels: 05010008, 05010009, 05011014, 05016001, and 05017001.

Boundary Justification (explain why the boundaries were selected)

The nominated property includes the land historically associated with the Virginia University of Lynchburg on which the campus buildings stand and provides an appropriate setting.

11. Form Prepared By

name/title Ashley Neville & John Salmon
organization Ashley Neville LLC date 9/3/2010
street & number 112 Thompson Street, Suite B-1 telephone 804-798-2124
city or town Ashland state VA zip code 23005
e-mail ashleyneville@comcast.net

Additional Documentation

Submit the following items with the completed form:

- **Maps:** A **USGS map** (7.5 or 15 minute series) indicating the property's location.
A **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Continuation Sheets**
- **Additional items:** (Check with the SHPO or FPO for any additional items)

Photographs:

Submit clear and descriptive black and white photographs. The size of each image must be 1600x1200 pixels at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map.

Name of Property: Virginia University of Lynchburg

City or Vicinity: Lynchburg

County: Independent City **State:** Virginia

sdfsd

Photographer: Ashley Neville

Date Photographed: July 14, 2010

Description of Photograph(s) and number:

- 1 of 9. Humbles Hall, façade (west elevation), view to the northeast
- 2 of 9. Humbles Hall, façade and south elevation, view to the north
- 3 of 9. Humbles Hall, center tower, view to the northeast
- 4 of 9. Humbles Hall, first floor corridor, view to the northeast
- 5 of 9. Humbles Hall, auditorium, view to the northeast
- 6 of 9. Humbles Hall, stairs, view to the north
- 7 of 9. Graham Hall, Façade (east elevation), view to the southwest
- 8 of 9. Mary Jane Cachelin Memorial Science & Library Building, façade (north elevation), view to the southeast
- 9 of 9. Hayes Monument, view to the southeast

Additional Documentation

Site Plan and Boundary, Virginia University of Lynchburg

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management, U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

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SUMMARY DESCRIPTION

The Virginia University of Lynchburg, established in 1888, is located in the southern part of the city of Lynchburg, about one-and-a-half miles southwest of the downtown commercial and governmental district. Today the campus consists of three historic academic buildings on 6.82 acres: Graham Hall (1917), Humbles Hall (1920-21) and the Mary Jane Cachelin Memorial Science and Library Building (1946). Also located on the campus are two dormitories built in the mid-1970s, and a shop building constructed about 1965. The main portion of the campus is a 5.68-acre grass-covered, triangular-shaped lot where Graham Hall and the Mary Jane Cachelin building are located and on which the original college buildings once stood. A limestone bust of Gregory W. Hayes, the second president of the college, stands on this open green across from Humbles Hall. The bell from the demolished Hayes Hall has been mounted on a low brick wall in front of the dormitories. Each of the three buildings is stylistically different but their red brick construction ties them together. Humbles Hall, a tall, two-story, red brick building with projecting center tower is the most imposing of the three and overlooks the open green and the other two historic buildings. There are three contributing buildings, three noncontributing buildings, one contributing object and one noncontributing object in this complex. All the contributing buildings retain their architectural integrity with very few changes to either the decorative architectural features or the original floor plan.

INVENTORY

Graham Hall	1917	Contributing Building
Humbles Hall	1920-1921	Contributing Building
Mary Jane Cachelin Memorial Science & Library Building	1946	Contributing Building
Dormitory	ca. 1975	Noncontributing Building
Dormitory	ca. 1975	Noncontributing Building
Shop	ca. 1965	Noncontributing Building
Hayes Monument	ca. 1906	Contributing Object
Hayes Bell	post 1988	Noncontributing Object
Virginia University of Lynchburg Entrance Sign	ca. 1995	Noncontributing Object

DESCRIPTION

Campus

The Virginia University of Lynchburg is located in a residential area of southern Lynchburg known as Seminary Hill after one of the college's early names. It is set on the northwestern edge of this traditionally African American neighborhood that is bounded on three sides by railroad tracks and on the east by Kemper

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Street and Campbell Avenue. The brick campus buildings, especially Humbles Hall, stand in sharp contrast to the one- and two-story mostly frame homes. Modest homes stand on the same block as Humbles Hall.

The main part of the campus today is an open grassy triangular-shaped plot that slopes down to the railroad tracks of the Norfolk Southern Corp., which curve around the northwestern edge of the property. This was the historic core of the campus where its first buildings were erected. Historic photographs and maps show the early college buildings aligned along the western side of Garfield Avenue, one of the two public streets that run through the campus. Hayes Hall, built between 1888 and 1911 and named for the second president of the college, was an imposing three-and-a-half-story, brick, Second Empire-style building with a five-story central tower that was reminiscent of collegiate architecture at the historically black colleges of Virginia State University in Ettrick and Hampton Institute.¹ To the north of Hayes Hall stood Fox Hall, a women's dormitory. Built in 1913, it was also three stories tall but had a hipped roof instead of a mansard roof like Hayes Hall. Both of these buildings were demolished in 1988.

Graham Hall, built in 1917 to serve as the dining hall, was sited between Hayes Hall and the woman's dormitory but at a distance to their rear. Facing east like the early campus buildings, Graham Hall is only one story in height. Humbles Hall, built in 1921, was located across the street from Hayes Hall and its monumental size and red brick construction, if not its Beaux Arts style, was comparable to Hayes Hall. In 1946 when the new science building was constructed, it was sited to the rear of Hayes Hall on an axis with and facing Graham Hall.

Early photographs of the campus show it to be quite open; however, by the late 1970s large trees lined Garfield Avenue in front of Hayes Hall. The replacement of these trees along the street with younger, smaller trees has returned the campus closer to its original appearance. The bust of the second president of the college, Gregory W. Hayes, which once stood in a garden at the northern end of Hayes Hall, is now prominently located where Hayes Hall once stood. Concrete sidewalks connect the statue with the three main buildings and two cedar trees have been planted behind the statue. Sidewalks are also found along both sides of Garfield Avenue. Semicircular brick walls with concrete finials flank the sidewalk entrance to the Hayes monument and the area in front of the walls is landscaped with small trees and other plantings. A modern brick entrance sign is located on the northwest corner of Garfield Avenue and Dewitt Street. Across Dewitt Street from the entrance sign, the bell from Hayes Hall has been mounted on a low brick wall in front of the dormitories.

Buildings

Humbles Hall. Humbles Hall is the largest and most elaborate building on the campus of the Virginia University of Lynchburg. The architect was Romulus C. Archer, Jr., an African American who largely practiced in Washington, D.C.² Built in 1920-1921, it is a two-story building on a tall raised basement with a modified flat/hipped roof that is not visible. The building is constructed of red brick of various hues laid in seven-course bond with a Flemish-bond course between each of the seven courses of stretcher bricks on the façade and where

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the façade brick wraps around the corner. The sides and rear are laid in five-course American bond. The façade has a deep, rich, red-brown color with a rusticated brick and raked joints below the cornice while the bricks above are a lighter color. The sides and rear are also of a lighter color. Most of the trim is terra-cotta in a tan color although the window and door surrounds have now been painted a contrasting white color. A decorative brick watertable carries around the entire building and the bottom of the roof parapet is delineated on the sides and rear by a soldier course of brick between two raised brick bands.

The building is a three-part composition with one-bay deep front and rear sections and an inset five-bay-deep center section that contains the auditorium. Both the front and rear elevations are five bays wide and there are projecting towers at each corner. The façade is composed of a projecting three-story center tower that contains the main entrance and flanking two-story corner towers that also have entrances. The center tower is accentuated by a one-story porch executed in terra-cotta with Ionic columns supporting a segmental pediment with denticulated cornice and the words Humbles Hall incised into the architrave. Above the porch, paired brick pilasters with terra-cotta trim define the tower on the second and third floors and support the heavy cornice. The tower culminates with a roof balustrade of turned balusters between piers topped with urns. A circular window decorates the third floor of the tower.

Each of the towers at the four corners is articulated with quoins. The three façade towers contain an entrance inset into the face of the building that is reached by a set of monumental steps. The center opening has a plain, wide, arched surround while the side doorways feature arched surrounds with corner blocks and a keystone. All the surrounds are terra-cotta. The end entrances have double-leaf, paneled doors with a large single light while the center door is a replacement glass-and-aluminum door. A fanlight tops each door. There is a recessed panel above each of the corner tower doorways. The façade windows, like the doors, are inset into the building's face and are set off with brick soldier-course semicircular surrounds. The second floor corner and center windows have keystones. The face of the facade features large tripartite windows with a paired window in each corner tower. Multiple-light elliptical fanlights top all but the basement façade windows. A heavy stone cornice with denticulated band tops the façade and wraps around the corner towers with triangular-shaped parapets above each corner tower. Each of the tower parapets has a centered stone medallion with the date 1920 while the cornerstone has a date of 1921.

The main level and basement windows on the sides are paired rectangular sash windows while the auditorium features semicircular-arch stained-glass windows. Both the second-floor and auditorium windows have raised brick surrounds, and recessed panels are found above the auditorium windows. The rear features paired windows in the center bay and corner towers, which, like the front towers, are delineated with quoins and have a pedimented roof parapet. The second and fourth bays have arched windows with sidelights and fanlights. All rear windows have the same surrounds as the sides. The center rear entrance into the basement features a semicircular-arched opening with fanlight and raised brick surround. Brick pilasters flank the doorway and support a projecting cornice. A brick elevator shaft has been added to the south side of the southeast tower.

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The interior of Humbles Hall features a double-loaded corridor plan on the first floor and an imposing auditorium on the second floor. The basement, accessed through separate exterior entrances, contains a large space that was once used as a gymnasium and assembly space. The one-bay-deep front section houses the entrances and stair halls of the upper floors. The main entrance accesses a vestibule with engaged columns flanking a replacement door that is topped by a five-pane transom. The vestibule also features a pressed-metal cove cornice and ceiling. The open-well, half-turn stairs rise on both sides of the vestibule to the auditorium and balcony lobbies. The stairs feature square paneled newels, wooden molded handrail, and a paneled stringer that is echoed in the paneled balustrade. The wide central corridor on the main floor terminates at a lateral corridor in the last bay that provides access to the rear rooms. The doorway into the rear corridor has the same transom as the front door. Corridor doors are topped with transoms. Chair rail is found throughout the building.

The upper floors feature a 900-seat auditorium accessed through a lobby on both the main auditorium level and the balcony level. The lobbies have arched openings that echo the arched façade windows that flood each lobby with light. The auditorium has a plain proscenium with paneled pilasters at each side. The most dramatic feature of the auditorium is its ceiling, which is composed of a series of parallel barrel vaults that span the width of the building. Pressed tin in a coffered pattern covers the ceiling and pendant lights are suspended from it. The balcony is supported by paneled columns with inverted triangular-shaped capitals and has a paneled balustrade. The auditorium seats have decorative metal end panels with an ecclesiastical motif.

Graham Hall. Graham Hall, built in 1917, is the smallest of the three buildings and originally served as the dining hall but is currently used for storage. It faces east towards Garfield Avenue but is sited well back from the street. Hayes Hall and Fox Hall originally stood to the front of Graham Hall. It is a one-story, five-bay building constructed of brick laid in five-course American bond. It has a hipped roof of standing-seam metal with deep eaves that conceal the gutters. A three-bay, pedimented porch supported by Tuscan columns is centered on the facade. The entrance has double-leaf, seven-panel doors with transom and sidelights. Windows are six-over-six-light double-hung, wooden sash windows and most openings are topped by a three-course segmental arch. The window sills are cast stone and are aligned with a continuous stone beltcourse around the main block of the building; however, the sills have been painted white to match the windows. There is also a three-course raised watertable along the north side and rear.

The interior of the rectangular-shaped building is one large room with a narrower section across the rear that housed the dining hall kitchen. A 1970s brick addition at the front of the north elevation contained an office and two restrooms.

The front door opens immediately into the large former dining room. Straight ahead on the rear wall are two doors into the former kitchen area. The center door has plain board trim while the southern door has Colonial Revival-style trim and a transom suggesting that the center door may not be original. There is chair rail around

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the entire perimeter of the room. Both the cove cornice and ceiling are covered with decorative pressed metal. Pendant lights are suspended from the ceiling. There are two shallow interior chimneys on each side wall with a firebox opening but no mantel and no exterior stack.

The Mary Jane Cachelin Memorial Science & Library Building. The Mary Jane Cachelin Memorial Science & Library Building was built in 1946 as the library and science building. The building faces north towards Graham Hall and the interior of the green. The rectangular-shaped, almost flat-roof building is nine bays long by six bays wide. The building has brick, load-bearing walls on the lower level while the upper level is of light-weight steel column-and-beam construction. The lower level is parged while the upper level is brick laid in a bond like the façade of Humbles Hall. A course of Flemish bond separates five rows of stretchers. This bond is used on all sides of the building. A raised watertable separates the upper and lower floors and there is a corresponding band between the upper floor and roof parapet.

Decoration on the building is focused on the center three bays of the façade, which has been parged in its entirety. Pilasters divide the center section into three window bays with the name of the building on the frieze. The entrance into the building is on the lower level and the replacement door has a shouldered architrave surround topped by a broken pediment. A paired four-over-four-light window is located above the entrance with elongated triple-hung sash windows in the flanking upper level bays. The lower-level bays have smaller six-over-six-light windows. The remaining façade windows are all six-over-six-light double-hung sash windows although the upper-level windows are larger than the lower-level windows. The sides have paired six-over-six-light windows, except for the end bays, which are single windows or a door. The rear also has single windows.

The entrance opens into a landing between floors of a double-return stair with wrought-iron railings. A hallway extends across the front, the length of the building on the upper level with the library occupying the space to the rear (south) and east side, and classrooms on the west side and lower level. A double-leaf door with shouldered architrave trim provided access into the library. Other doorways have plain trim.

Hayes Monument. The Hayes Monument is a limestone bust of Gregory W. Hayes on a marble base. Hayes was the college's second president and the bust was erected shortly after his sudden death in 1906. It stands on the site of Hayes Hall although it originally stood in a landscaped garden at the north end of building. The monument is flanked by two urns and the entire compositions stands on a concrete paving. The sidewalk that connects the three main campus buildings encircles the monument. The cedar trees stand to the rear of the monument. The Hayes Monument is a contributing object.

Dormitories (2). There are two identical noncontributing dormitories located on the southwest corner of Garfield Avenue and Dewitt Street and face Garfield Avenue. The buildings are two-story, brick veneer, rectangular blocks with shallow-slope gable roofs. Each side has a two-story, two-level metal porch that

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provides access to each room. Each room has a modern paneled door and sliding windows. **Noncontributing (2) Buildings**

Shop. The shop is a long, one-story, two-bay, concrete-block building with a gable roof. The gable-end entry is sheltered by a one-bay gable-roof porch. There is a large fixed window on the façade and several smaller windows down the side. There is a small addition to the rear. **Noncontributing Building**

Hayes Bell. The bell from the demolished Hayes Hall has been mounted on a low brick wall that is located on the southwest corner of Garfield Avenue and Dewitt Street in the block with the dormitories. **Noncontributing Object**

Virginia University of Lynchburg Entrance Sign. Located on the east corner of the intersection of Garfield Avenue and Dewitt Street, the sign was constructed about 1995. The brick sign features a panel between two taller pillars each topped with a concrete ball finial. Raised white lettering is centered on the panel. **Noncontributing Object**

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STATEMENT OF SIGNIFICANCE

Virginia University of Lynchburg, located at the corner of Garfield Avenue and Dewitt Street, is the oldest institution of higher education in Lynchburg, Virginia, and the first associated with African American education. It was incorporated in 1888 as Lynchburg Baptist Seminary and the cornerstone of the first building, Hayes Hall, was laid in that year. Hayes Hall served as the main classroom building; it was demolished in 1988. A limestone monument to the hall's namesake, Gregory W. Hayes, the institution's second president, was erected soon after his death in 1906. It stands on the Hayes Hall site. Three historic buildings survive today: Graham Hall (ca.1917), Humbles Hall (ca. 1921), and the Mary Jane Cachelin Memorial Science and Library Building (1946).

JUSTIFICATION OF CRITERIA

Virginia University of Lynchburg meets National Register of Historic Places Criterion A (Education/Ethnic Heritage) for its association with the self-help movement that African Americans initiated in the decades following the Civil War. It also meets Criterion C (Architecture) for its examples of the collegiate architecture in a variety of styles. The school retains the integrity of its historic location, association, setting, feeling, design, materials, and workmanship. The period of significance begins with the school's incorporation in 1888 and ends in 1960 (fifty years ago) because the college continued to function as an important institution of African American higher education through the end of the period of significance.

HISTORICAL BACKGROUND

In May 1886, the Virginia Baptist State Convention, an association of African American Baptist churches, met at the First Baptist Church in Lexington, Virginia. The Convention had been organized at Zion Baptist Church in Portsmouth, Virginia, on May 9, 1866; the meeting in Lexington was the nineteenth annual session. The higher education of African Americans, which had been the subject of extensive debate in the black community since the end of the Civil War, was on the minds of those attending the session. The Rev. Phillip F. Morris, pastor of Court Street Baptist Church in Lynchburg, offered a resolution to establish a seminary; the convention approved it. In June and August 1886, during the Education Committee's planning meetings, bids from Liberty, Lexington, and Lynchburg were considered. The committee approved Lynchburg because of the city's central location, the large black community there, the fact that three railroads served the city, and the opportunities for black employment with the rail lines. In addition, the African American attorney James H. Hayes, an educator and politician who served briefly on Richmond City Council, agreed to pursue a charter for the school from the Virginia General Assembly. A six-acre lot was purchased for \$1,800 in Lynchburg at the corner of Garfield Avenue and Dewitt Street. At Danville in May 1887, during the Convention's twentieth

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annual session, the membership approved the Lynchburg location, the plans for the school, the design of the first building, and the acquisition of a charter. The cornerstone of the first permanent building, later named Hayes Hall, was laid in 1888. The school thus became the earliest institution of higher education in or near Lynchburg, predating Randolph-Macon Women's College (1893), Sweet Briar College (1901), and Lynchburg College (1903). When the school opened in 1890, its first classes were held in a dilapidated one-story frame structure, little more than a shed, that stood near the bluff overlooking the railroad.³

During the last three-and-a-half decades of the nineteenth century and into the twentieth century, newly liberated people struggled for a share of the American dream in the face of Jim Crow laws and abandonment by the government that during the first few years after the Civil War had espoused freedom and equal treatment under the law. Although many whites supported black aspirations, many did not. To what degree could African Americans rely on the powerful white establishment for support, and to what degree should blacks move toward near-total self-reliance? Should African Americans press aggressively for immediate access to their rights or take a more gradual approach so as to calm white fears? Should higher education for blacks focus on the trades that were accessible to them, or on the professions that were generally closed or restricted? These and other questions were fiercely debated, with great African American spokesmen taking every available position: Frederick Douglass, Booker T. Washington, W. E. B. Du Bois, Marcus Garvey, and others dominated the debate.

These disagreements influenced the founding, administration, and development of schools of higher education for African Americans in postwar Virginia. The most eminent such institution, present-day Hampton University, was founded in 1868 and was the epitome of the cooperationist and trade-school precepts of Booker T. Washington. He graduated from the school and founded Tuskegee University. Many whites taught at Hampton as well as blacks. In Richmond, Virginia Union University evolved from humble origins in Lumpkin's Jail in 1867 to the present spacious campus with a collection of handsome late-Victorian buildings constructed between 1899 and 1901. Founded primarily as a Baptist seminary, the school became noted for its educators and other professionals—the counterpoint to Hampton University. Like Hampton, however, Virginia Union employed white academics and administrators as well as blacks. Then, between 1886 and 1890, Virginia Baptist Seminary, “the other prominent Negro theological institution in this State,” came into being and took African American higher education in a new direction.⁴

A historian writing in 1914 described Virginia Baptist Seminary this way:

This institution is now a school “of the Negroes, by the Negroes and for the Negroes.” Its alumni have done meritorious service in the ministry and have reflected credit on their *alma mater*. The fact that its faculty is made up of Negroes entirely is very interesting. Is the time ripe for Negroes to assume control of the education of their own race, or has the white man work to do yet in aiding

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this racial uplift? Virginia Theological Seminary and College [the name was changed twice before 1914] has answered the question in one way, and Virginia Union University and Hampton have answered it in the other.⁵

The Virginia General Assembly chartered Lynchburg Baptist Seminary on February 24, 1888. On March 20, 1895, the institution changed its name to Virginia Seminary; on August 1, 1900, it was changed again, to Virginia Theological Seminary and College. The changes of the name reflected the changes in function and purpose that the school underwent in the first two decades of its existence.⁶ Virginia's other historically black institutions of higher education established during the same period include Virginia State University (1882) near Petersburg in Ettrick, and Saint Paul's College (1885) in Lawrenceville. Norfolk State University was created in 1935.

Lynchburg Baptist Seminary, under the guidance of its founding president, the Rev. Phillip F. Morris, at first was primarily a seminary for the education of ministers, with coeducational secondary classes taught as well. It was also intended from the start to be independent of white control and white funding. Morris soon understood, however, that the school could not survive without white financial assistance. He therefore entered into an affiliation with the American Baptist Home Mission Society, an organization that whites had founded in 1832 in New York City, and the Society gave the new institution matching grants to pay the teachers. Morris resigned in 1891, probably to devote himself to fundraising. Gregory W. Hayes, who taught history and mathematics at state-funded Virginia Normal and Collegiate Institute (present-day Virginia State University) in Petersburg, became president. Having experienced an academic environment supported by both whites and blacks through tax revenues, Hayes was determined that his new school would become a college as well as a seminary. Under his guidance, it also became largely independent of white control and white funding—of, by, and for African Americans—the black-controlled academic institution described in 1914.⁷

Given the financial challenges facing African Americans, Hayes realized that it would be years if ever before blacks alone could provide the funding that Virginia Seminary needed to grow and survive. He strove, however, to make it as independent of white control as possible and was an assertive advocate of self-help rather than a cooperationist. Although Hayes would accept money for the school from white donors, he would not let them dictate policy. In 1899, a major battle occurred within the Virginia Baptist State Convention at Lexington during its thirty-second annual session between cooperationists and Hayes and his fellow self-help advocates. The cooperationists wished to remove Hayes from the presidency. The self-help supporters wished to end the school's affiliation with the American Baptist Home Mission Society. Hayes and the self-help advocates prevailed, so angering the cooperationists that they left the Convention, organized the General Association of Virginia (Colored) and shifted their support to Virginia Union University. Once the ties to the Society were cut, African American monetary contributions to the school increased.⁸

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Hayes did not decline all financial assistance from white organizations, however. The American Baptist Convention, the dominant northern white Baptist organization, had been contributing to Virginia Seminary's financial support and continued to do so after the schism but demanded that the school follow the Hampton-Tuskegee model and cease teaching academic courses. Hayes refused to do so. Allegedly, when inspectors from the Convention visited Virginia Seminary while classes were in progress, Hayes made sure that they only saw the trade and sewing classes, not the rooms where Greek and literature were taught. The courses of study under Hayes included college preparatory classes, collegiate classes, a theological course, and teacher-training classes.⁹

Besides fighting for financial independence and an academic course of study, Hayes also struggled with the seemingly endless effort to complete the main building. Although the cornerstone of the building, later named Hayes Hall, had been laid in 1888, the construction process continued for years even as classes were conducted there. In 1891–1892, a three-story, forty-by-eighty-foot rear wing was built, with the first level being completed then for use as a dining area. In 1893, fundraising was under way to put a roof on the main building (whether over just the dining hall or the entire main building was not stated). Not until about 1911 was Hayes Hall finally completed.¹⁰

President Hayes died suddenly in 1906 at the age of forty-four; some years later, he was honored with a monument—his bust atop a tall pedestal—that stands today on the site of Hayes Hall. His wife, Mary Rice Hayes, took charge as acting president for two years. James R. L. Diggs succeeded her and remained in office until 1911, when Robert C. Woods assumed the presidency. He served until 1926, and during his term in office three buildings were constructed: Fox Hall (women's dormitory, ca. 1913; later demolished), Graham Hall (dining room and kitchen; ca. 1917; still standing), and Humbles Hall (administration building; ca. 1921; still standing). Woods purchased adjoining lots and cottages to expand the campus. During Woods's tenure, the school also became renowned for its men's football and basketball teams.¹¹

Of these buildings, Humbles Hall is the largest and most important. Romulus C. Archer, Jr., an African American architect whose office was in Washington, D.C., designed the building. Archer was born in Norfolk, Virginia in 1890 and his father was a plastering contractor. Archer finished high school in Norfolk and attended Mission College there for two years. He studied architecture through the International Correspondence School in Scranton, Pennsylvania, a path taken by other African American architects at the time. His final year of formal architecture training was undertaken at Columbia University in 1913. He enlisted in the Army during World War I but did not see combat. He was employed for several months in 1921 as one of the few black architects in the U.S. Treasury Department, Office of Supervising Architect, in Washington, D.C. In December 1921, he opened his own practice from his home in Washington but two years later moved to an office in the bustling African American business center on Florida Avenue NW near U Street. In January 1926, the D.C. Board of Examiners and Registrars of Architects issued Archer an architecture license; he became the second African American architect in the city. The Young Men's Christian Association

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named him “Citizen of the Year” in 1964 for apprenticing so many young architects. Archer’s career largely was centered in the northeast Brookland neighborhood of Washington where he designed houses, apartment buildings, churches, and medium-sized commercial buildings. His practice also included ecclesiastical architecture. He executed designs for five churches in Washington, as well as churches in Norfolk and Danville. Archer died in 1968.¹²

Humbles Hall is named in honor of Adolphus Humbles (1845–1926), an African American Lynchburg native who was one of the school’s chief benefactors during the first four decades. After the Civil War, possessed of a keen mind for business despite his lack of an education, Humbles became a merchant, the owner and operator of a toll road from Lynchburg to the Campbell County seat of Rustburg, and a real estate investor. He was alleged to be the wealthiest black man in Virginia, and he held the mortgage on Hayes Hall in 1900. When the dining hall addition to Hayes Hall was constructed in 1891–1892, Humbles was the contractor for the brickwork. Although some of the funding Humbles provided to the institution from its inception was in the form of gifts, he more commonly made loans and was not reluctant to press for repayment.¹³

The school’s financial stability continued to deteriorate, despite continuing pleas for support and the efforts of men like Humbles and the president from 1926 to 1929, the Rev. William H. R. Powell. To augment the school’s income and lower the cost of feeding the students, Powell purchased a farm in nearby Campbell County and donated it to the seminary. During the years of the Great Depression especially, meat and produce from the farm helped the school survive. Powell also devoted himself to fundraising with some success, and substantially if temporarily reduced the school’s outstanding debt. In short order, however, the school once more was in financial trouble, and rumors floated that it either would close or would merge with other institutions and cease operations in Lynchburg.¹⁴

Into the breach stepped Vernon Johns, the fiery preacher and early civil rights leader. Johns had attended the school, and since leaving had acquired a reputation as a speaker and motivator. In June 1929, the school’s directors chose him for president, a position he held until 1934. Despite possessing a difficult and abrasive personality and little talent as a businessman, Johns not only continued the trend of recruiting renowned black teachers to the school, but he also succeeded in putting the school on a better financial footing during the darkest years of the Depression. Perhaps most remarkably, in 1930, the white Baptists of Lynchburg cooperated with Johns and contributed very large sums to the school’s support. By December 1933, however, there were accusations of financial irregularities, the school had lost part of its accreditation, and students were threatening to strike over perceived abuses of power by Johns. The president’s relations with the school had so soured that Johns submitted his resignation at a special meeting of the directors. The board accepted the resignation in January 1934 and again chose William H. R. Powell as president.¹⁵

For the next fifteen years, Powell commuted weekly by train to Lynchburg from Philadelphia, where he was pastor of Shiloh Baptist Church. He arrived in Lynchburg on Mondays, remained until Fridays, and then

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returned to Philadelphia, where he ministered to his congregation and preached on Sundays. While in Lynchburg, Powell not only tended to the usual duties of a school president (especially fundraising), but also was frequently seen on campus in old clothes painting woodwork and otherwise laboring to keep up the buildings. Powell enlisted students to assist him, and later he wrote,

Virginia Seminary has always been an apostle of 'self-help.' In keeping with this, my policy has been to illustrate self-help in the management of the institution, as well as to preach it to others. Thus through the years, I have asked no one for anything that we could do for ourselves. We needed mattresses, we made them. We needed a cellar, we dug it. Walks were needed on the campus, we laid them. A library was needed, we built it. A heating plant was needed, we erected it. Bread, vegetables, fruit and fowl, meat, butter, milk and eggs were needed, we raised and provided them. The policy of the administration is self-help. I beg from others only that which I cannot do for myself and guide the students in doing.¹⁶

The library—known as the Mary Jane Cachelin Memorial Science and Library Building—was completed just before Powell left office in 1946. It was constructed in stages by a local contractor, Powell having conceived the project, drawn the plans, and arranged the financing. As each stage was completed and approved, Powell paid the contractor. Despite Powell's efforts to control expenses and increase revenues, however, the financial condition of the school continued to be tenuous. Factions developed among the directors, and in 1946 Powell resigned.¹⁷

The board selected Madison C. Allen to replace Powell. During Allen's long tenure the name of the institution was changed on May 15, 1962, to Virginia Seminary and College. Allen's term in office coincided with the Civil Rights Movement of the 1950s and 1960s. Several Virginia Seminary and College students were arrested in 1961 for participating in a Lynchburg lunch-counter sit-in and some were sentenced to brief jail terms. The financial situation did not improve and the infrastructure deteriorated over the years. Allen died in 1966 and MacCarthy C. Southerland was chosen to be president (1966–1980). The college and the seminary became separate entities in 1972 but remained under the same administration.¹⁸

On October 15, 1979, arsonists broke into the Cachelin science and library building and started a fire that caused \$75,000 in damage, primarily furniture and equipment. Four students were arrested, convicted of burglary and arson, and sentenced to prison. During the investigation, local and federal officials uncovered evidence that led them to suspect that federally sponsored student loans had been misused. On February 13, 1980, agents of the Federal Bureau of Investigation and the Treasury Department raided the president's office and seized financial records. The school was briefly closed and the students attended other institutions temporarily. The seminary reopened in April, but the college remained closed for the rest of the session. Southerland resigned at the end of May.¹⁹

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Subsequent presidents include Benjamin W. Robertson (1980), Leroy Fitts (1980–1981), Thomas E. Parker (1982–1987), Melvin R. Boone (1988–1990), Ada M. Parker (1990–1992), Elisha G. Hall (1992–1999), and Ralph Reavis (2000–present). During Boone’s tenure as president, Hayes Hall, the first building erected at the school, was demolished despite efforts to raise funds for its preservation and restoration. The school’s name was changed on December 16, 1966, to Virginia University of Lynchburg.²⁰

Campus design in the period after the Civil War changed to accommodate entirely new types of schools to serve students for whom a college education had not traditionally been available. The new schools included land grant colleges, technical and professional schools, and schools for women and African Americans as well as special-needs students, greatly expanding the types of buildings that were constructed. College architects and designers sought to convey a new democratic philosophy in their designs for college campuses and their buildings. College design during this period exhibited simplicity and a modest scale both because of necessity and a desire for less ostentatious architecture. It was heavily influenced by the design of Frederick Law Olmstead who designed the campuses of several land-grant colleges and universities during the late nineteenth century.²¹

In the early twentieth century, the Beaux Arts system of architectural planning and design heavily influenced campus design. Beaux Arts design promoted planning on a monumental scale and emphasized symmetry, order, and formality through the use of axial design and focal points. This concept was also used to bring order to campuses that had evolved without formal plan.

While these philosophies were the ideal, not all colleges and universities had the resources or the foresight to plan in this manner. After the construction of the first cluster of buildings when a college was established, many of the state-owned colleges and universities in the state of Virginia developed only as money became available and according to no master plan. Those colleges with public streets running through the campus were at a distinct disadvantage when trying to create a cohesive campus. Examples of state colleges and universities that developed in this fashion include Longwood, Radford University, Virginia State University, Norfolk State University, and especially the urban institutions: Virginia Commonwealth University and Old Dominion University. The placement of the early buildings of Hampton Institute, a National Historic Landmark, shows no overarching plan. On many of these campuses, the element that tied the campus together is the consistent use of the same material for all the buildings while the same architectural style was not necessarily used. Red brick was frequently the material chosen that brought some cohesion to the campus. Buildings at Longwood, Radford, and Virginia State were predominantly constructed using red brick. Building styles on these campuses can vary widely, especially in the post-1960 period. It is only on the campuses of the University of Virginia, Virginia Polytechnic Institute and State University, and Virginia Military Institute that there is a definable campus plan and architectural style to its individual buildings.

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The campus of the Virginia University of Lynchburg has evolved over time according to no discernable plan or unified style. The loss of two of its early buildings in the 1980s considerably changed the campus. The original campus building, Hayes Hall (1881-1911), was of monumental proportions in the Second Empire style. It was followed by a similar-sized building in a similar style in 1913 when Fox Hall was built adjacent to Hayes Hall, with both facing Garfield Avenue. The third campus building, a Colonial Revival-style dining hall built in 1917, was sited to the rear of the first two buildings and was clearly subservient to them. Humbles Hall, (1920-1921) built in the Beaux Arts Classicism tradition, was placed across the public street from Hayes Hall. The fourth building, a science and library building constructed in 1946 also in the Beaux Arts tradition, was located southwest of Hayes and Humbles Hall. Unlike the three earlier buildings, with the exception of the dining hall, the science building faced away from the public street and instead faced the interior of the campus. This arrangement had three of the five buildings facing the center of the main part of the campus with Hayes and Fox halls in the center. In the 1970s, two small dormitories were constructed in the next block and again faced the street, returning to the original idea of building placement. The loss of both Hayes and Fox Hall in the 1980s created a wide-open appearance for the university. The placement of the Hayes monument across from Humbles Hall and the use of landscaping and sidewalks has created a focal point on the main part of the campus and has united the major buildings in a manner reminiscent of the Beaux Arts tradition but this is a later effort to unite the main part of the campus that was not historically employed on this or many other college campuses in the state.

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Endnotes

¹ Hayes Hall was listed on the National Register of Historic Places in 1979 but was delisted when it was demolished in 1988.

² Wells & Dalton, *The Virginia Architects, 1835-1955*, (Richmond: New South Architectural Press, 1997) p. 10.

³ *Baltimore Afro-American*, August 7, 1982, p. 6, "Noted Clergyman named Virginia Seminary and College president"; Ralph Reavis, *Virginia Seminary: A Journey of Black Independence* (Bedford, Va.: The Print Shop, 1990), 41–44; Joseph B. Earnest, Jr., *The Religious Development of the Negro in Virginia* (Charlottesville, Va.: The Michie Co., 1914), 110; Elvatrice Parker Belsches, *Black America Series: Richmond, Virginia* (Charleston, S.C.: Arcadia Publishing, 2002), 91; *American Baptist Year-Book, 1888* (Philadelphia, Pa.: American Baptist Publication Society, 1888), 67; Richard C. Cote and Margaret T. Peters, National Register of Historic Places Nomination, Hayes Hall, Lynchburg Baptist Seminary, Lynchburg, Va., 1979, File No. 118-59, Virginia Department of Historic Resources, Richmond, Va. (DHR); William L. Laslett, National Register of Historic Places draft, "Lynchburg Baptist Seminary," March 5, 2010, DHR; Legacy Museum Web site, www.legacymuseum.org, accessed August 30, 2010.

⁴ Earnest, *Religious Development*, 114–117.

⁵ *Ibid.*, 117–118.

⁶ *Fifteenth Annual Report of the State Corporation Commission of Virginia for the Year Ending December 31, 1917* (Richmond, Va.: Davis Bottom, Superintendent of Public Printing, 1918), 155.

⁷ Reavis, *Virginia Seminary*, 58–59, 61–62.

⁸ Reavis, *Virginia Seminary*, 113–120.

⁹ The Vernon Johns Society Web site, www.vernonjohns.org, accessed August 18, 2010; Reavis, *Virginia Seminary*, 123.

¹⁰ Reavis, *Virginia Seminary*, 74, 80, 123.

¹¹ The Vernon Johns Society Web site, www.vernonjohns.org, accessed August 18, 2010; Virginia University of Lynchburg Web site, www.vul.edu, accessed August 28, 2010; *Washington Bee*, December 6, 1913, reported that the women's dormitory was under construction; Reavis, *Virginia Seminary*, 123.

¹² Romulus Cornelius Archer, Jr., *Book Rags*, <http://www.bookrags.com/tandf/romulus-cornelius-archer-jr-tf/>, accessed August 30, 2010.

¹³ Laslett, "Lynchburg Baptist Seminary," DHR; A. B. Caldwell, *History of the American Negro, Virginia Edition* (Atlanta, Ga.: A. B. Caldwell Publishing Co., 1921), 61–63; *Iowa State Bystander*, March 30, 1900; Reavis, *Virginia Seminary*, 74, 121.

¹⁴ The Vernon Johns Society Web site, www.vernonjohns.org, accessed August 18, 2010. The farm has since been sold.

¹⁵ *Ibid.*

¹⁶ Henry W. Powell, *Witness to Civil Rights History* (Hasting, N.Y.: Patrick Cooney, 2000), on The Vernon Johns Society Web site, www.vernonjohns.org, accessed August 18, 2010.

¹⁷ *Ibid.*

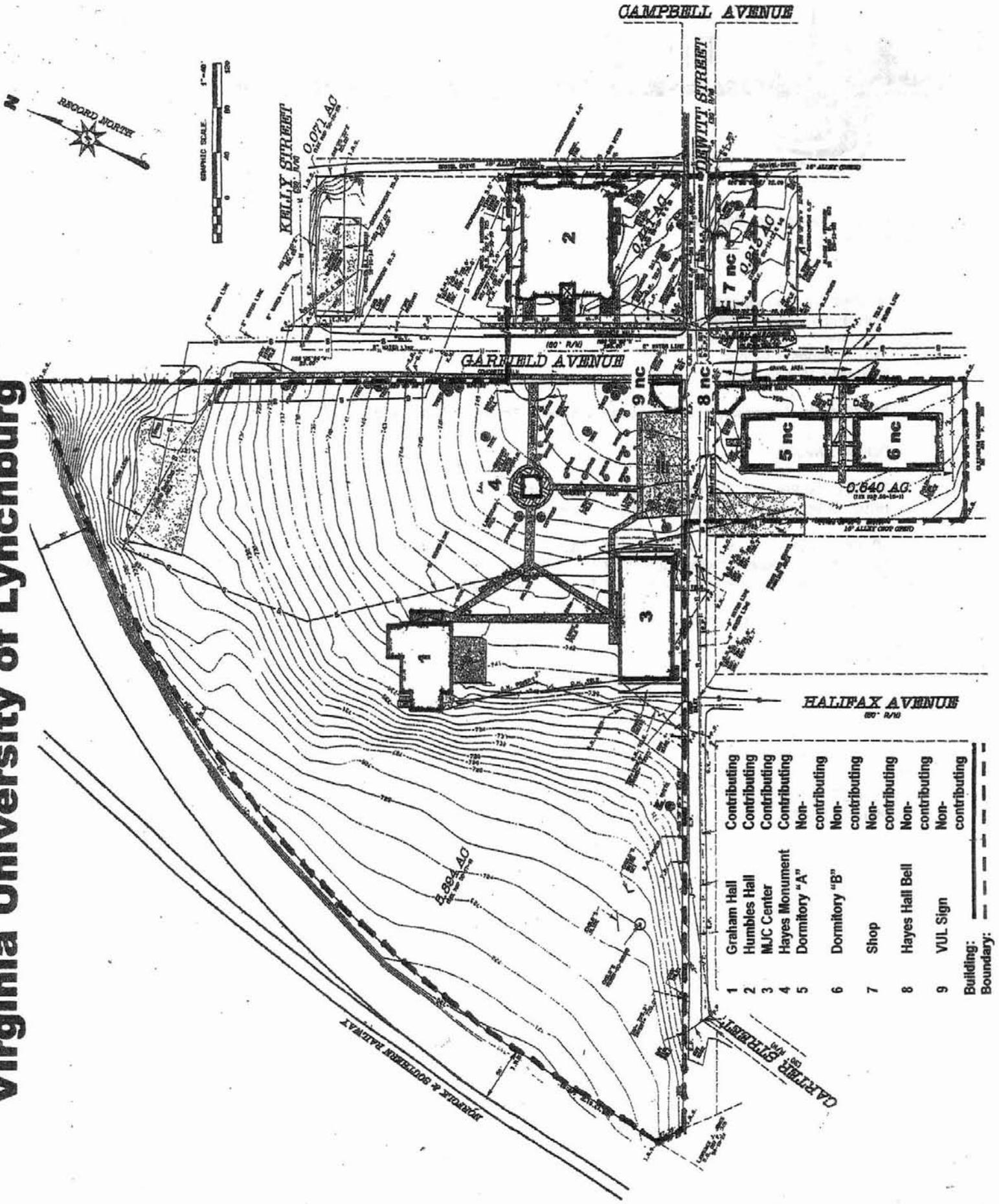
¹⁸ *Ibid.*; *Washington Post*, February 12, 1961.

¹⁹ *Washington Post*, February 14, 1980; *ibid.*, April 18, 1980; *Lynchburg Daily Advance*, May 8, 1980.

²⁰ Laslett, "Lynchburg Baptist Seminary," DHR; Powell, *Witness*, www.vernonjohns.org; Virginia University of Lynchburg Web site, www.vul.edu, accessed Aug. 30, 2010; Hayes Hall Survey File, No. 118-59, DHR.

²¹ Land and Community Associates, *Survey of State-Owned Properties: Institutions of High Education* (Draft), prepared for Virginia Department of Historic Resources, Richmond, VA., Revised 1991, p. 24.

Virginia University of Lynchburg



1	Graham Hall	Contributing
2	Humbles Hall	Contributing
3	MJC Center	Contributing
4	Hayes Monument	Contributing
5	Dormitory "A"	Non-contributing
6	Dormitory "B"	Non-contributing
7	Shop	Non-contributing
8	Hayes Hall Bell	Non-contributing
9	VUL Sign	Non-contributing
	Building:	--- ---
	Boundary:	-----

PCAD 11/19/10 MCW



THE CITY OF LYNCHBURG, VIRGINIA

Community Development Department
Planning Division

City Hall, 900 Church Street
Lynchburg, Virginia 24504 • (434) 455-3894
FAX • (434) 845-7630

November 15, 2010

Mr. Marc Christian Wagner
State and National Registers Manager
Department of Historic Resources
2801 Kensington Avenue
Richmond, Virginia 23221

RE: Virginia University of Lynchburg – National Register Nomination

Dear Mr. Wagner:

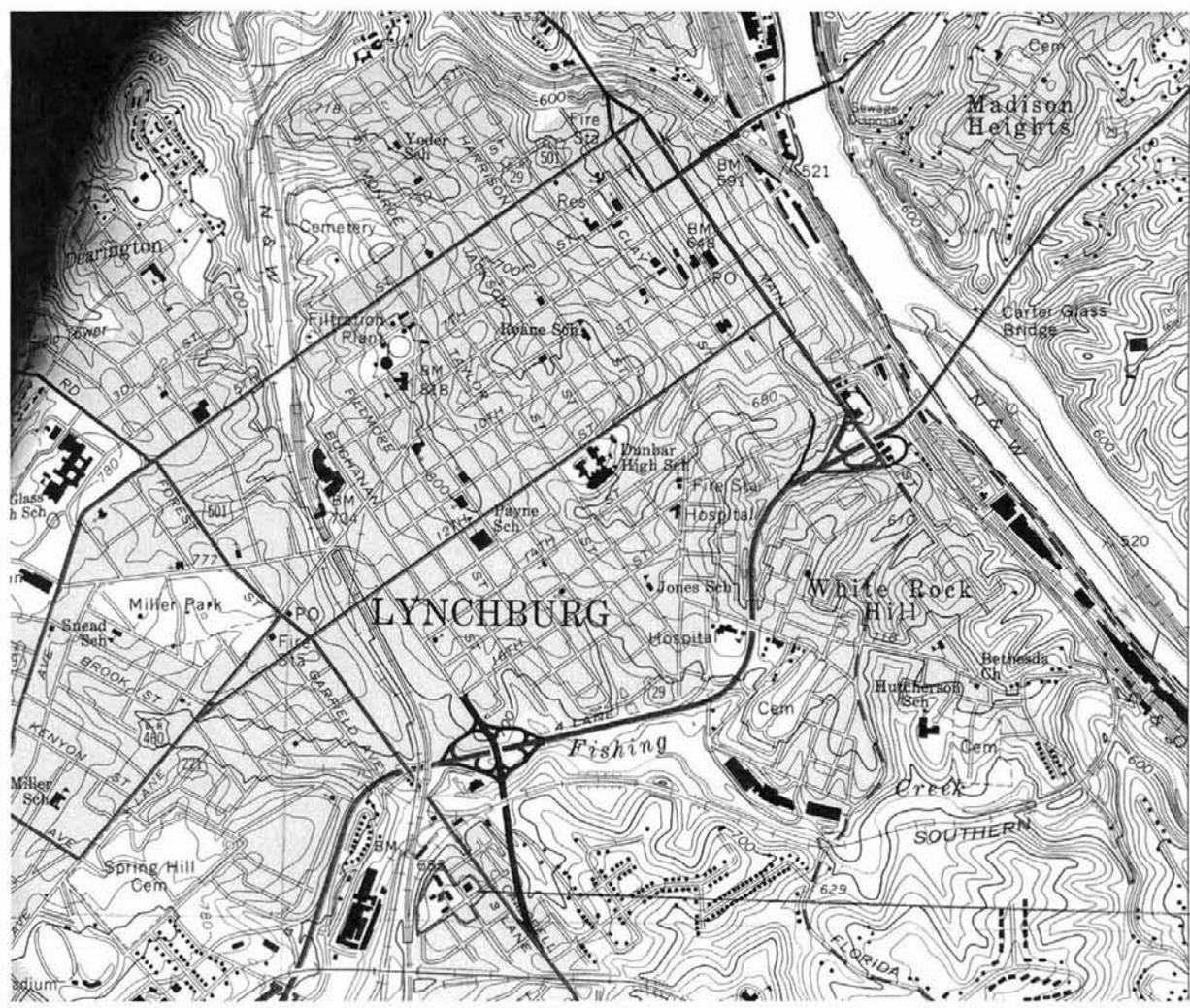
The National Register Nomination of Virginia University of Lynchburg has been carefully reviewed by the City's Historic Preservation Commission (HPC) as requested.

After discussion October 18, 2010, the HPC voted 6-0 with 1 member absent to support the National Register Nomination. In recommending support the HPC recommends that the property be included on the National Register for its ethnic significance and, for its variety of collegiate architecture.

If you have further questions, please contact me at (434) 455-3915.

Sincerely,

Kevin T. Henry
Planner II / Secretary Historic Preservation Commission



4141 LHR# 18-5297
Virginia University
of Lynchburg
Lynchburg, VA
USM Reference
17/663332E/
4140284N
4140

LYNCHBURG CITY COUNCIL

Agenda Item Summary

MEETING DATE: **March 10, 2009**

AGENDA ITEM NO.: 4

CONSENT:

REGULAR: X

CLOSED SESSION:

ACTION: X

INFORMATION:

(Confidential)

ITEM TITLE: Historic District Overlay Zone: Virginia University of Lynchburg, 2044, 2057, 2164, 2168, 2202, 2204 and 2251 Garfield Avenue

RECOMMENDATION: Approval of the Historic District Overlay Zoning

SUMMARY: Ralph Reavis, Ph.D., President of Virginia University of Lynchburg is petitioning to designate certain properties on Garfield Avenue between the Norfolk Southern Railway and Price Street, known as 2044, 2057, 2164, 2168, 2202, 2204 and 2251 Garfield Avenue as a local historic district overlay zone (Section 35.1-44.1 Historic Districts of the *Zoning Ordinance*) to be known as the Virginia University of Lynchburg Historic District.

The Planning Commission and the Historic Preservation Commission recommended approval of the historic district overlay zoning petition because:

1. Petition agrees with the *Comprehensive Plan's* Goals for History, Culture, Education and the Arts:
 - To 'preserve significant historic and cultural resources through the collaborative efforts of the City, historic and cultural groups...and other local, state and federal preservation groups and organizations.' It provides for the expansion of efforts to survey, document, and preserve historic sites and structures in the City. **(Chapter 11, Goal 1 and Objective 1.A)**
 - To 'increase access to information concerning local history and culture, as well as the value and benefits of preserving sensitive historic resources.' **(Chapter 11, Goal 2)**
 - To 'ensure that future development, redevelopment, and public improvements complement the scale and character, and respect the integrity of designated historic districts and areas potentially eligible for designation.' **(Chapter 11, Goal 3)**
2. Petition agrees with the *National Register's Criteria for Evaluation*:
 - Criterion A: 'Properties that are associated with events that have made significant contributions to the broad patterns of our history;'
 - Criterion B: 'Properties that are associated with the lives of persons significant in our past;'
 - Criterion C: 'Properties that embody the distinctive characteristics of a type, period or method of construction or that represent a significant and distinguishable entity whose components may lack individual distinction.'

PRIOR ACTION(S):

February 11, 2009: Planning Commission recommended approval of the historic district overlay zoning petition (6-0, with one member absent, Oglesby).

January 26, 2009: Historic Preservation Commission recommended approval of the historic district overlay zoning petition (7-0).

January 26, 2009: Planning Division recommended approval of the historic district overlay zoning petition.

BUDGET IMPACT: None

CONTACT(S):

Charlene Montford 455-3902
Tom Martin 455-3990
Annette Chenault 455-3894

AN ORDINANCE DESIGNATING CERTAIN PROPERTIES FOR LOCAL HISTORIC DISTRICT (HD) OVERLAY ZONING TO BE KNOWN AS THE VIRGINIA UNIVERSITY OF LYNCHBURG (VUL) HISTORIC DISTRICT.

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF LYNCHBURG that in order to promote the public necessity, convenience, general welfare, and good zoning practice that Chapter 35.1 of the Code of the City of Lynchburg, 1981, as amended, be and the same is hereby further amended by adding thereto Section 35.1-76. 419, which section shall read as follows:

Section 35.1-76. 419. Designation of certain properties on Garfield Avenue between Norfolk Southern Railway and Price Street for Historic District (HD) overly zoning to be known as the Virginia University of Lynchburg (VUL) Historic District.

The areas embraced within the following boundaries . . .

- 1. 2044 Garfield Avenue Tax Map No. 050-10-015
- 2. 2057 Garfield Avenue Tax Map No. 050-17-001
- 3. 2164 Garfield Avenue Tax Map No. 050-10-009
- 4. 2168 Garfield Avenue Tax Map No. 050-10-008
- 5. 2202 Garfield Avenue Tax Map No. 050-11-014
- 6. 2204 Garfield Avenue Tax Map No. 050-11-013
- 7. 2251 Garfield Avenue Tax Map No. 050-16-001

. . . are hereby designated as a local Historic District (HD) Overlay Zone to be known as the Virginia University of Lynchburg (VUL) Historic District.

And the Director of the Department of Community Development shall forthwith cause the "Official Zoning Map of Lynchburg, Virginia," referred to in Section 35.1-4 of this chapter to be amended in accordance therewith.

Adopted: March 10, 2009

Certified: *Catrina W. Cost*
Clerk of Council

016L

cc: Ralph Reavis
T. Martin
G. Daniels

The Department of Community Development
City Hall, Lynchburg, VA 24504 434-455-3900

To: Historic Preservation Commission
From: Planning Division
Date: October 15, 2018
Re: **VUL Historic District Boundary Reduction – 2057 Garfield Avenue**

I. PETITIONER

Virginia Seminary, 2058 Garfield Avenue, Lynchburg, Virginia 24501

Representative: Ryan Mickles, Virginia University of Lynchburg, 2058 Garfield Avenue, Lynchburg, Virginia 24501

II. LOCATION

The subject property is one (1) tract of approximately five and ninety-two hundredths (5.92) acres located at 2057 Garfield Avenue. The area proposed to be removed from the historic district is the entire area surrounding the two buildings and parking lot connecting the two buildings as shown on the concept plan.

III. PURPOSE

The purpose of the petition is to allow for campus construction without Historic Preservation Commission (HPC) review, particularly for a new athletic facility just south of Graham Hall.

IV. SUMMARY

- Virginia University of Lynchburg has a rich history as the oldest institution of higher education in Lynchburg and the first associated with African American education.
- The petition runs contrary to the recommendations of the Comprehensive Plan to preserve Lynchburg’s unique historic sites and ensure appropriate and sensitive alterations.
- While construction of new buildings still require conditional use permit (CUP) approvals, the design of these buildings will not be required to meet the historic district guidelines or be subject to any review for compatibility with nearby historic resources.
- Removing the proposed area disconnects the historic district from itself creating an irregular boundary, contrary to Secretary of Interior’s guidance. The “district” would look more like just a collection of individual buildings with no relation to each other.
- Removing the proposed area also de-designates the site of the original campus and school building, the Hayes Hall (now demolished), and a contributing element of the historic district, the Hayes Monument.

The Planning Division recommends denial of the petition.

V. FINDINGS OF FACT

1. **Comprehensive Plan.** The *Comprehensive Plan 2013-2030* recommends an Institutional Use for the property. The City’s institutions include the religious, educational, and other nonprofit entities in the City. Examples include churches, cemeteries, private schools and universities,

private nonprofit hospitals, service clubs and organizations, and other nonprofit institutions. (p76)

History, Culture, Arts and Education Policies

Goal HCA-1: Historic Preservation. Preserve/conservate significant historic and cultural resources through the collaborative efforts of the City; historic and cultural groups; local schools and colleges; and other local, state, and federal preservation groups and organizations.

HCA-1.2 Develop appropriate standards and guidelines for the review and treatment of historic sites and structures within or outside of designated historic districts. (p25-26)

Chapter 9: History, culture, the arts and education exert an important influence on Lynchburg's quality of life. The City's image and unique sense of place, as well as its attractiveness to visitors and newcomers, are inextricably tied to the condition of its historic resources, the vitality of its arts and cultural institutions, and the quality and diversity of educational opportunities. These assets can help attract and retain businesses that seek cities with a high quality of life.

The City should identify and conserve its sensitive historic and cultural resources, expand local preservation incentives and educational programs, and require the sensitive treatment of public spaces and facilities in historic areas. The City also should engage in active promotion of heritage tourism and the expansion of efforts to strengthen local networks of arts, cultural, and educational organizations. (p99)

The Comprehensive Plan encourages the preservation of important historic sites such as the campus of Virginia University of Lynchburg (VUL). Preservation efforts do not prohibit new construction. Being in a local historic district requires design review by the Historic Preservation Commission (HPC) to ensure appropriate and sensitive construction within the designated area. HPC uses adopted guidelines to review new construction and considers each application on a case by case basis.

2. **Zoning.** The subject property was annexed into the City in 1926. The property was zoned R-3, Medium-density Residential District on December 12, 1978. Because of its residential zoning, it requires approval of a conditional use permit for new construction.
3. **Board of Zoning Appeals (BZA).** The concept plan shows no new buildings so at this time the Zoning Administrator has determined that no variances are needed for the development of the property as proposed. A two hundred (200') foot setback is required from adjacent R-3 properties across Dewitt Street and Garfield Avenue.
4. **History and Prior Approvals.** There have been a several items requiring City Council approval in the immediate area:
 - On November 14, 1989, City Council approved Virginia University of Lynchburg's CUP petition to operate a college bookstore and snack bar at 2202 Garfield Avenue.
 - On February 9, 1993, City Council approved the expansion of an existing church building at 2261 Campbell Avenue.
 - On December 9, 1997, City Council approved New Life Church's CUP petition to construct a new sanctuary and parking area at 2251 Campbell Avenue.

- **On March 10, 2009, City Council approved the petition of Virginia University of Lynchburg to designate their campus as a local historic district.**
 - On June 14, 2011, City Council approved Virginia University of Lynchburg’s CUP petition to construct a new 4-story dormitory at 2057 Garfield Avenue.
 - On June 14, 2011, City Council approved Virginia University of Lynchburg’s CUP petition to convert an existing residence to university offices at 2054 Garfield Avenue.
 - On November 8, 2011, City Council approved Virginia University of Lynchburg’s CUP petition to convert dwellings into office uses in an R-3, Medium Density Residential District at 2147 and 2460 Campbell Avenue.
 - On May 8, 2012, City Council approved Virginia University of Lynchburg’s CUP petition to construct two (2) dormitories at 2057, 2059 and 2221 Campbell Avenue.
5. **Site Description.** The subject property is one (1) tract of approximately five and ninety-two hundredths (5.92) acres located at 2057 Garfield Avenue. The area proposed to be removed from the historic district is the entire area surrounding the two buildings and parking lot connecting the two buildings as shown on the concept plan. The area contains the main part of campus that ties their buildings together, including the Hayes Monument, a contributing object per the National Register Nomination Form, designating this area as a State and National Historic District. The site contained Hayes Hall and dormitories that are now demolished.
- Generally the site is landscaped as a campus and slopes down to the west and south.
6. **Proposed Use of Property.** If the petition is approved, a metal-clad new athletic facility will likely be constructed upon approval of a conditional use permit (CUP). Other future construction will be approved without design review by the Historic Preservation Commission, ensuring a sensitive use of this important historic site in Lynchburg.
7. **Traffic, Parking and Public Transit.** N/A
8. **Stormwater Management.** The site was graded in 2015 without a land disturbance permit. Any new construction on site will need to account for this disturbed area.
9. **Emergency Services:** The City’s Fire Marshal and Police Department had no comments of concern regarding the proposal.
10. **Impact.** Virginia University of Lynchburg has a rich history that contributes to the character and identity of Lynchburg. Founded in 1886, just two decades after the end of slavery, it was the first institution of higher learning in Lynchburg, and welcomed both male and female students to an education previously inaccessible to African Americans. Notable alumni include Harlem Renaissance poet Anne Spencer, civil rights leader Vernon Johns, and missionary/political leader John Chilembwe.

The designation of the Virginia University of Lynchburg campus as a local historic district in 2009 was a major recognition of an important part of Lynchburg’s history. This designation does not prevent new construction from occurring on campus, but requires design review by the Historic Preservation Commission (HPC) for compliance with the adopted design review guidelines prior to construction. This is to ensure alterations within the district are both

appropriate and sensitive to the historic context. Having not gone before HPC with a proposal for a new building, it is difficult to know what could be approved under the current designation.

The impact of removing such a large area of the district, the core area of the district, would be that any construction type and architectural style would be permitted as long as zoning setbacks and height restrictions were met. Specifically, a proposal for a metal façade athletic building is what led to this petition and will likely be applied for if historic review is removed. Additionally, the original campus area, that between Graham Hall and Humbles Hall is proposed to be removed. This area contains the original campus, the sites of original educational buildings (Hayes Hall and dormitories, demolished in the 1980s), and the Hayes Monument- a contributing object to the National Register Nomination. It is also the area that ties the collection of contributing buildings together as a district. The full impact of de-designating this area is unknown but will likely be the deterioration of an important historic district with insensitive new construction.

11. **Technical Review Committee.** The Technical Review Committee (TRC) reviewed the petition on October 2, 2018.

VI. PLANNING DIVISION RECOMMENDATION

Based on the preceding Findings of Fact, the Planning Commission recommends to City Council denial of the petition of Virginia Seminary to remove approximately five and ninety-two thousandths (5.92) acres from the Virginia University of Lynchburg local historic district to allow future construction on campus without Historic Preservation Commission (HPC) review.

This matter is respectfully offered for your consideration.



William T. Martin, AICP
City Planner

pc: Ms. Bonnie M. Svrcek, City Manager
Mr. Reid Wodicka, Deputy City Manager
Mr. Walter C. Erwin, City Attorney
Mr. Kent L. White, Director of Community Development
Mr. J. Lee Newland, City Engineer
Ms. Cynthia Kozerow, Lynchburg Police Department
Battalion Chief Thomas Goode, Fire Marshal
Mr. Doug Saunders, Building Official
Mr. Kevin Henry, Zoning Administrator
Virginia Seminary, Property Owner
Mr. Ryan Mickles, Representative

VII. ATTACHMENTS

1. Historic District Map, Zoning, Planimetric and Topographic Maps
2. Narrative

- 3. Concept Plan**
- 4. Proposed Athletic Facility Building Plans**
- 5. National Register Nomination Form**
- 6. Agenda Summary from Previous Approval of Historic District**

(4) Public Hearing

ACTION: Request of Virginia Seminary (Virginia University of Lynchburg) to remove the campus grounds at 2057 Garfield Avenue, more specifically the area surrounding Graham Hall and the Mary Jane Cachelin Memorial Library, approximately five and ninety-two thousandths (5.92) acres, from the Virginia University of Lynchburg local historic district to allow future construction on campus without Historic Preservation Commission (HPC) review.

Ms. Anne Nygaard summarized the report for the Commissioners. Ms. Nygaard researched the history of Virginia University of Lynchburg and it is the oldest institution of higher learning within the City. It was founded by an for African Americans just decades after the end of slavery. The first classes were held on this site in 1888 in a building overlooking the railroad. Notable alumni include Anne Spencer, the local poet, and Vernon Johns, a civil rights leader. Ms. Nygaard pointed out photos of important buildings on campus - Hayes Hall was demolished in the 1980s and Humbles Hall which still exists but has been modified. Ms. Nygaard showed an aerial of the campus in 1941 and described the buildings from that time period.

The campus was designated as a local historic district in 2009, as requested by the University and supported by the Comprehensive Plan. It was added to the State Register in 2010 and the National Register in 2011, opening it up for tax credit rehabilitation work. The school has received Certificates of Appropriateness (COAs) in the past as required by the local historic district designation.

There are three contributing buildings to the historic district today – Graham Hall, Humbles Hall, and the Mary Jane Cachelin Memorial Library. The Hayes Monument, a bust of the second president of the University who was instrumental in the development of the school, is also a contributing object per the National Register nomination. Ms. Nygaard illustrated the change in district would continue to include the buildings, but remove the surrounding area, including the Hayes Monument.

Ms. Nygaard quoted a planner at the time of the designation who stated the reason for designation was "...to protect the 3 remaining buildings that have historic and architectural significance from demolition and inappropriate alterations and ensure that future development complement the scale and character and respect the integrity of these historic buildings." Ms. Nygaard emphasized that respecting the scale, character, and integrity of these buildings is important and that the setting of these buildings is just as important to preserving the actual buildings.

Ms. Nygaard showed birdseye views of the campus today and pointed out that the area to the south of Graham Hall was graded in 2015 without a permit and that grading would need a COA if it remained in the district.

Current zoning is R-3, a residential district, so new construction on campus would require a Conditional Use Permit (CUP). However, during a CUP process, aesthetic and historic review is not typically emphasized. That is the role of being in a historic district.

The reason the petition is before the HPC today is because the university came to the City and proposed a new building. Staff explained that the campus is a local historic district and relayed that a new building would need a COA. Ms. Nygaard showed the building that was proposed at that time and said that staff gave the university the guidelines and explained that these are what the HPC uses to review projects but that it's hard to say what could be approved without discussing with the board and hearing from them. However, the university proceeded with a petition to remove the campus from the historic district.

The Planning Division recommends denial of the petition because 1) the setting of historic buildings is just as important; 2) the amount being removed makes the district disjointed; and 3) the Hayes Monument, a contributing element of the district, would be removed from the district.

Chair McSwain asked if there was anyone who wished to speak in favor of the petition. Ryan Mickles, with Virginia University of Lynchburg (VUL), came forward to represent the petition. Mr. Mickles stated that VUL is looking to build on this property in the future. The property is about 5.9 acres and they are looking to remove all but the Graham Hall and Mary Jane Cachelin portion of it. The prefabricated building that was proposed earlier is now old thinking and they are in constant discussions at the university of what they would like to see and it is accurate to say that the prefabricated building is not the current thinking.

Chair McSwain asked if there was anyone who wished to speak against the petition. No one came forward. He closed the public hearing and opened the petition for discussion among members.

Chair McSwain asked why the Hayes Monument was being removed. Mr. Mickles said he wasn't sure when the monument was placed on the property but that they wanted all the land to be fair game for future development. Current thinking is that they would build on the lower end but in the future they would like to aim to build on the upper half, closer to Garfield Avenue.

Ms. Nygaard added that the monument was part of a patio area attached to the original Hayes Hall before it was demolished. After demolition, it was arranged the way it is today with the walkways and the monument in the middle.

Commissioner Horner said that when Hayes Hall was demolished a lot of people tried to save it. The money was not there and it had fallen into disrepair. It was visible from different places in the city. That site and Humbles Hall are the most important parts of the district and she cannot imagine taking that Hayes site out.

Commissioner Morris noted that this was just recently put into a district, both local and on the national level, and question why they were removing the designation. Mr. Mickles said that his background is as an urban planner and said that when VUL originally approached the city, there was no planner on VUL's staff. He indicated that there was discussion at that time that the land was not historic, it was just the buildings and there were mixed thoughts on what was actually historic. They are aware that in 2009 that the predecessors asked for this designation but they are not sure if they were considering future development or how zoning affected them. President, Chief Operating Officer, and Board, they are in agreement that the entire 5.9 acres do not need to be in a historic district.

Commissioner Morris stated that one way to preserve the integrity of the campus is to stay in the district because HPC would try to prevent exactly what had previously been proposed (acknowledging that Mr. Mickles said they no longer want to build that building) because it was so out of character with what should be built on this site. Mr. Mickles noted that if the Commission looked at the surrounding homes in the neighborhood and the condition, that the University thinks they should be in control what gets built. A lot of the materials and discussion earlier in this meeting are not things the university wants and they think they have a good mindset. Mr. Mickles emphasized that they are not trying to give a false history or come up with things on the fly but a lot of the houses in the neighborhood are not brick and use vinyl siding. The University would like to have more control over what is being built.

Commissioner Morris emphasized that they would still have control and it is not necessarily a bad thing to have to come before a Commission with two architects who are well versed in historic architecture. HPC does not dictate that historic buildings be built, they encourage modern buildings, but factors like scale, proportion that are important. The University should be leading the community and even though the neighborhood has vinyl sided houses, that doesn't mean the University should build a pre-fabricated metal building on a historic site. Even though VUL says they aren't going to build a metal building, if taken out of the district, they could, and that does not help the neighborhood. VUL is the pillar of the neighborhood and should set the example.

Mr. Mickles asked for Google Streetview to look at the neighborhood and pointed out that if you look at Dewitt Street, you can see what the University is up against.

Commissioner Horner echoed what Commissioner Morris stated that VUL should set a higher standard and that they can do that by being in the district. Commissioner Morris stated that HPC is not a hindrance, but an asset, to help preserve the history of the campus. He referenced a church on Rivermont Avenue and how they worked with the owners to come to a better solution for all involved. Commissioner Morris asked what current enrollment is. Mr. Mickles did not know the number off the top of his head but Commissioner Morris said that VUL should want to enhance the campus to attract more students. Mr. Mickles said they also need facilities to attract students. The overarching point the University is trying to make is that they will do something aesthetically pleasing, architects all have differing opinions, but that they should have the ability to determine what they want. Size and scale will be determined by zoning and floor area ratio requirements. In terms of aesthetics, even if they went with a prefab building, they would probably be better looking than some of these houses.

Commissioner Morris said VUL has nice historic buildings that could be the focal point of building a campus and this does not mean new ones won't be as important. He asked why Mr. Mickles does not think the Commission would be helpful and what he thinks they would do that the Commission would not approve. Mr. Mickles stated that the cost involved with being in a historic district is too much. Commissioner Morris stated that requirements for new buildings are different for historic buildings and the cost of materials is different for new as opposed to restoring old ones. VUL's buildings would remain in a historic district. New buildings are allowed to have modern materials, and would not be required to have things like wood windows. Mr. Mickles then asked why not allow the university to remove the

campus from the district then. Commissioner Morris responded to avoid haphazard additions and development out of scale. Mr. Mickles stated that what one architect likes, another may not.

Commissioner Horner added that her objection is that what VUL wants to remove is the most important piece of campus other than Humbles Hall itself, which is adjacent. Mr. Mickles asked for that area to be pointed out and said that VUL will build appropriately and something aesthetically pleasing in that area. Commissioner Horner said that the HPC will help them do that. Mr. Mickles said that the administration will do something in better taste than the surrounding area.

Commissioner Erquiaga asked if they had considered building in the surrounding area as opposed to the historic area. Mr. Mickles said that board members have discussed purchasing property in the area for expansion but that right now they have vacant land to build a nice looking facility on without the restraints of the historic district. Commissioner Erquiaga stated that he is new to the committee but that it is difficult to understand how less than ten years ago VUL's prior administration asked to be included, but that now, less than ten years later, because the university wants to build something of different materials or architecture that they want out. Mr. Mickles says he thinks there was a misunderstanding of what was being designated. Commissioner Erquiaga stated he didn't understand how those in charge then wouldn't understand. Mr. Mickles stated they have a new president and COO.

Commissioner Horner made the motion to recommend denial of the petition to remove the campus surrounding the buildings at 2057 Garfield Avenue from the Virginia University of Lynchburg local historic district. Commissioner Morris seconded.

Commissioner Horner stated her reason was that what the University wants to remove was a contributing factor to why it became a historic district nine years ago. Mr. Mickles said that VUL approached the City for the designation so it is odd that they would now get a denial when asking for the removal. Commissioner Morris said that the initial application was correct in wanting the designation and asking for the help of the HPC to preserve this site. In such a short period of time to declare they do not want the designation would be a mistake because this Commission can help the University plan the future development of the campus in a way that would complement the historic aspects of the existing campus but also enhance the overall neighborhood.

Mr. Mickles asked what other universities are in historic districts. The Commission responded that Randolph College is in a district. Mr. Mickles asked if the entire campus was in the district. Ms. Nygaard responded that only the buildings facing Rivermont Avenue are in the district. Commissioner Horner added that some buildings at Lynchburg College are designated. Commissioner Horner said this was apples and oranges. Mr. Mickles stated that because everything VUL owns is both zoned R-3 and in a historic district there are extra levels of review that other colleges are not subject to. Commissioner Erquiaga stated that the other colleges did not ask to be. Mr. Mickles said now they are asking not to be.

Mr. Mickles reiterated that what may make sense aesthetically to the Commission may not make sense to their administration. They have architects in Lynchburg and Charlottesville who have an eye for design and aesthetics and should not be constrained by a menu that they can select to build from.

Commissioner Morris said that there are architects and planners who may come in with a proposal that makes perfect sense and they get it approved-or it may go a round or two as they discuss certain aspects of the proposal. What they want to avoid is planning that would not be appropriate for the historic context of the campus. Mr. Mickles said he did not know of any city dollars that have made infrastructure improvements in that neighborhood. He thinks the university feels they can control how they develop and develop with taste. Mr. Mickles said it is as if they can't build what's best for themselves. Commissioner Morris said we're not saying you can't but passing it through HPC is a secondary means to ensure the historic campus remains historic. Commissioner Morris said there is no compelling reason to take the campus out of the district.

Mr. Mickles said again the materials and cost of constructing a facility on this land becomes up to four deciding board members. Commissioner Erquiaga says HPC does not determine the cost. Mr. Mickles countered that you approve what does and doesn't get built. VUL would like to keep Mary Jane and Graham Hall as they are and develop on all the other land as needed. Commissioner Horner asked Mr. Mickles to think of HPC as helpers. Commissioner Morris says HPC is here to help not hinder but if VUL came forward with a metal building as previously shown, yes, they could deny that and so should the University. It has a prominent location where a new building could be seen from other parts of the City as well. Mr. Mickles said only the back of Humbles Hall is visible from Campbell Avenue and it comes down to a cost issue and if it came down to it they would like to build the pre-engineered building previously proposed. IT would have to have street trees and meet other requirements.

Commissioner Morris asked what their next priority would be if they were to build a building. Mr. Mickles says they are discussing that now and considering a wellness center, a gym, offices, classroom space.

Chair McSwain stated the motion to make a recommendation to deny is on the table and called for a vote.

AYES:	Erquiaga, Horner, McSwain, Morris	4
ABSTENTIONS:		0
NOES:		0
ABSENT:	Lifsey, Little	2
VACANCY:		1