March 2021 BAR Decision

Watkins, Robert <watkinsro@charlottesville.gov>

Thu 3/18/2021 3:50 PM

To: Chris Henningsen <chris@henningsenkestner.com>

Special Use Permit – BAR recommendation
BAR 21-03-04
64 University Way, TMP 050048000
Rugby Road-University Circle-Venable ADC District
Owner: Neighborhood Investments, LLC
Applicant: Chris Henningsen, Henningsen Kestner Architects
SUP Request: Increase in residential density and allow a reduction in side yard setbacks to address the non-conforming structure.

Dear Chris,

On Tuesday, March 16, the Charlottesville Board of Architectural Review reviewed the above-referenced project. The BAR voted to recommend approval of a Special Use Permit as part of the consent agenda. Please find the motion to approve the consent agenda, as well as the motion to recommend an SUP from the staff report below:

Tim Mohr moves to approve the consent agenda. Carl Schwarz seconds motion.

Motion passes (9-0).

Approval: Having considered the standards set forth within the City Code, including the ADC District Design Guidelines, I move to recommend to City Council that, based on the information submitted, the proposed Special Use Permit for 64 University Way will not adversely impact the Rugby Road-University Circle-Venable Neighborhood ADC District. The related exterior alterations and rehabilitation will not alter the scale, massing, footprint, or setbacks of the existing building, nor are they inconsistent with the building's design and architectural style. Furthermore, the proposed work, including the exterior rehabilitation, is being coordinated with the Virginia Department of Historic Resources.

Please let me know if you have any further questions.

All the best,

Robert

Robert Watkins Assistant Historic Preservation and Design Planner Neighborhood Development Services PO Box 911 Charlottesville, VA 22902 City of Charlottesville Board of Architectural Review Staff Report March 16, 2021



Special Use Permit – BAR recommendation BAR 21-03-04 64 University Way, TMP 050048000

Rugby Road-University Circle-Venable ADC District Owner: Neighborhood Investments, LLC

Applicant: Chris Henningsen, Henningsen Kestner Architects

SUP Request: Increase in residential density and allow a reduction in the side yard setback.



Background

Year Built:	1915
District:	Rugby Road-University Circle-Venable ADC District
Status:	Contributing

One of Charlottesville's first, large apartment buildings, Lyndhall was constructed with a commercial kitchen and communal dining room and gathering spaces. The interior has been altered over time—kitchens were added to individual apartments in the 1930s, but changes to the exterior were minimal. The unique, double-gambrel roof and the recessed balconies on the top floor were intended to reduce the perceived scale within what was then a neighborhood of large, single family residences. (The planned rehabilitation includes recreating the original Chippendale railing at the top floor balconies.)

Prior BAR Reviews

n/a

Application

• Submittal: Henningsen Kestner Architects drawings *Historic Restoration and Renovation: Lyndhall Apartments, Special Use Permit BAR Information* (ten sheets).

This is a Special Use Permit request to increase in residential density (from 21 dwelling units per acre to 48 DUA) and allow the existing, non-conforming side setbacks.

Per City Code Section 34-157(7), for a special use permit request for a property within an ADC District, Council shall refer the application to the BAR for recommendations as to whether the proposed use will have an adverse impact on the district, and for recommendations as to reasonable conditions which, if imposed, would mitigate any such impacts.

Proposed exterior work:

- Remove top floor, porch railings [not original]. Replace with Chippendale rail to replicate original.
- Removal of fire escapes at the rear elevation. Doors to be removed and new windows installed, with brick infill.
- Restore/repair slate roofing.
- Restore/repaired existing windows and trim.
- Repair existing masonry.
- Install new, copper scuppers, gutters, and downspouts.
- Construction of new porches at rear elevation. At each, an existing window to be removed and replaced with a door.

Discussion and Recommendation

In evaluating this SUP request, the Planning Commission and, ultimately, City Council will take into consideration the BAR's recommendation on whether or not the SUP, if approved, would adversely impact Rugby Road-University Circle-Venable Neighborhood ADC District and, if so, any proposed conditions to mitigate the impact. The BAR may request that the Planning Commission and City Council consider including these design recommendations as conditions of approval for the SUP.

The BAR's recommendation is not a function of how the site will be used or occupied, but an evaluation of the requested SUP relative to the criteria within the ADC Design Guidelines. For this project, the proposed increase in density will not result in alternations to the scale, massing, footprint or design of the building. The allowance for the side yard setbacks is a function of the location of the existing, nonconforming building.

The planned alterations and building rehabilitation are eligible for rehabilitation Tax Credits and the work is being coordinated with the Virginia Department of Historic Resources. Per City Code Sec. 34-283, an administrative review is allowed for *exterior alterations which are shown, through adequate documentation, to have been approved for a tax credit under either the federal rehabilitation tax credit program or the similar Virginia state tax credit program.*

Suggested Motions

Approval: Having considered the standards set forth within the City Code, including the ADC District Design Guidelines, I move to recommend to City Council that, based on the information submitted, the proposed Special Use Permit for 64 University Way will not adversely impact the Rugby Road-University Circle-Venable Neighborhood ADC District. The related exterior alterations and rehabilitation will not alter the scale, massing, footprint, or setbacks of the existing building, nor are they inconsistent with the building's design and architectural style. Furthermore, the proposed work, including the exterior rehabilitation, is being coordinated with the Virginia Department of Historic Resources.

Criteria, Standards, and Guidelines

Review Criteria Generally

Sec. 34-284(b) of the City Code states that, in considering a particular application the BAR shall approve the application unless it finds:

- (1) That the proposal does not meet specific standards set forth within this division or applicable provisions of the Design Guidelines established by the board pursuant to Sec.34-288(6); and
- (2) The proposal is incompatible with the historic, cultural or architectural character of the district in which the property is located or the protected property that is the subject of the application.

Pertinent Standards for Review of Construction and Alterations include:

- (1) Whether the material, texture, color, height, scale, mass and placement of the proposed addition, modification or construction are visually and architecturally compatible with the site and the applicable design control district;
- (2) The harmony of the proposed change in terms of overall proportion and the size and placement of entrances, windows, awnings, exterior stairs and signs;
- (3) The Secretary of the Interior Standards for Rehabilitation set forth within the Code of Federal Regulations (36 C.F.R. §67.7(b)), as may be relevant;
- (4) The effect of the proposed change on the historic district neighborhood;
- (5) The impact of the proposed change on other protected features on the property, such as gardens, landscaping, fences, walls and walks;
- (6) Whether the proposed method of construction, renovation or restoration could have an adverse impact on the structure or site, or adjacent buildings or structures;
- (7) Any applicable provisions of the City's Design Guidelines.

Relevant City Code Sections:

Sec. 34-157. - General standards for issuance. [re: Special Use Permits]

- a) In considering an application for a special use permit, the city council shall consider the following factors:
- [...]
 - 7. When the property that is the subject of the application for a special use permit is within a design control district, city council shall refer the application to the BAR or ERB, as may be applicable, for recommendations as to whether the proposed use will have an adverse impact on the district, and for recommendations as to reasonable conditions which, if imposed, that would mitigate any such impacts. The BAR or ERB, as applicable, shall return a written report of its recommendations to the city council.

Sec. 34-162. - Exceptions and modifications as conditions of permit. [re: Special Use Permits]

- a) In reviewing an application for a special use permit, the city council may expand, modify, reduce or otherwise grant exceptions to yard regulations, standards for higher density, parking standards, and time limitations, provided:
 - 1. Such modification or exception will be in harmony with the purposes and intent of this division, the zoning district regulations under which such special use permit is being sought; and
 - 2. Such modification or exception is necessary or desirable in view of the particular nature, circumstances, location or situation of the proposed use; and

- 3. No such modification or exception shall be authorized to allow a use that is not otherwise allowed by this chapter within the zoning district in which the subject property is situated.
- b) The planning commission, in making its recommendations to city council concerning any special use permit application, may include comments or recommendations regarding the advisability or effect of any modifications or exceptions.
- c) The resolution adopted by city council to grant any special use permit shall set forth any such modifications or exceptions which have been approved.

Sec. 34-283. - Administrative review. [re: BAR review of alterations]

- a) Notwithstanding any contrary provision of this article, the director of neighborhood development services may review, and may approve or deny, applications for certificates of appropriateness, in the following situations:
 - 1. Exterior alterations which are shown, through adequate documentation, to have been approved for a tax credit under either the federal rehabilitation tax credit program or the similar Virginia state tax credit program;

[...]

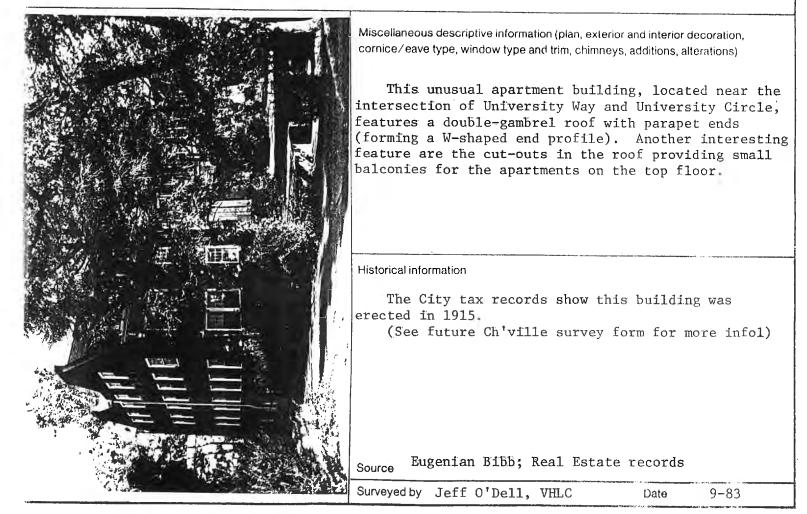
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	Identification	
	STREET ADDRESS: 64 University Way HISTORIC NAME: The Lyndhall Apartments MAP & PARCEL: 5-48 DATE / PERIOD: 1915 CENSUS TRACT AND BLOCK: 7-211 STYLE: Colonial Revival PRESENT ZONING: R-3 HEIGHT (to cornice)OR STORIES: 2½ Storeys ORIGINAL USE: Rental Property(apts) Mall-Quest DIMENSIONS AND LAND AREA: 97' x 142' (15,183 sq. ft.) PRESENT USE: Rental Property (apts.) SURVEYOR: Good PRESENT OWNER: 1902 Greenbrier Drive DATE OF SURVEY: Bibb 1902 Greenbrier Drive Charlottesville, VA SURCES: City/County Records	
	entire ARCHITECTURAL DESCRIPTION	
	Londhall was one of Charlottesviple's first large apartment buildings. By breaking the roof up into two smaller sections and recessing the third storyey dormers into the roof behind a balustrade, it maintains the scale of what was at that time still a neighborhood of large single-family residences. The building is 2 ¹ / ₂ storeys tall and 7 bays wide. Construction is of brick laid in Flemish bond. It is set on a high basement, also of brick laid in Flemish bond. There is a stepped water table. The building is sheltered by two parallel, high-pitched, truncated gable roofs with concrete-capped parapt gables. There is an entablature with modillions and dentil moulding on the facade. Above it, a Chinese Chippendale roof balustrade conceals two wide 3-bay domers set into the roof. A single wall dommer eight bays wide extends across the(enitre rear elevation. The walls of both front and rear domers are covered with the same slate as the roof. There are six large rectangular capped interior chimeys. The hould of soft windows have jack arches, concrete sills, and architrave trim and are the same height at all levels. The double-sash windows have jack arches, concrete sills, and architrave trim and are the same height at all levels. The souther same shallow one storey portico covers the center bay of the facade. Fluxed Tuscan columns support an entablature with frights and dental moulding with a wrought iron balustrade above. The entablature and balustrade continue across the two flanking bays, supported on plain Tuscan pilasters. The first level wall of these three center bays is plastered. At the second level, there are paneled spanderels below the windows in these is incised in concrete at each side of the steps. A two-storey port covers the front half of the south end of the building. There is an open porch with concrete floor and brick piers at the basement level. An entrance door in the forst bay, with a transom and a single sidelight, originally gave non-temant diners access to the basement dining nedestais and	лал
	HISTORICAL DESCRIPTION	
	Annie S. Lindsay and Shirley Knox Hall-Quest bought this lot in the new University Place subdivision in 1915 (ACDB 161-88). According to tax records, the building was erected the same year. Mrs. Hall-Quest sold her half to Mrs. Lindsay's husband James H. Lindsay in 1917 (City DB 30-295), and Mrs. Lindsay deeded him the other half in 1922 (DB 50-181). The Lynd Company bought the property from the Lindsay heirs in 1965 (DB 270-557) and sold it two years later to the W & R Company (DB 291-79), which sold it to the present owner in 1974 (DB 355-44, 374-304). These served meals to the tenants and others in the neighborhood. Kitchens were added to the individual apartments in 1937, and the public dining room was closed.	
	SIGNIFICANCE This early 20th century apartment house is a good example of the Colonial Revival style and maintains the domestic scale of the neighborhood.	

HISTORIC LANDMARKS COMMISSION - DEPARTMENT OF COMMUNITY DEVELOPMENT

Town/City Charlotte Historic name Lyndhall A Wood frame (sidin Frick (bond:	-	Common name	, 🗆	
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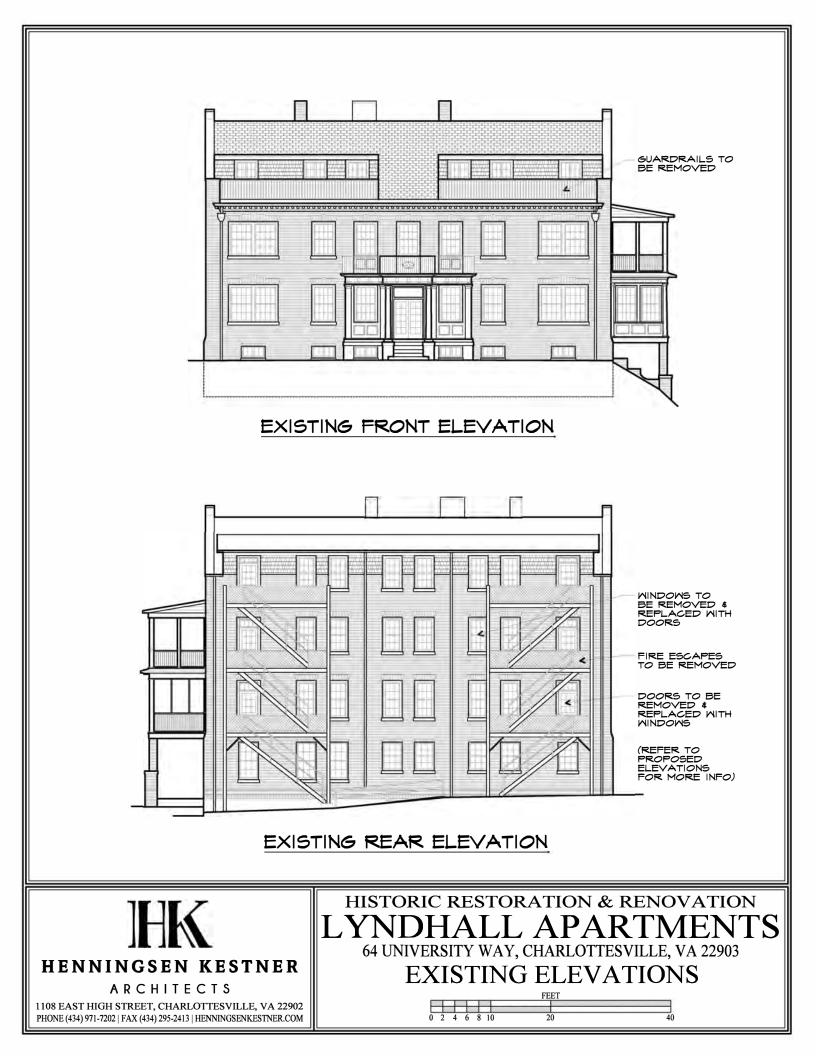
HISTORIC RESTORATION & RENOVATION LYNDHALL APARTMENTS 64 UNIVERSITY WAY, CHARLOTTESVILLE, VA 22903

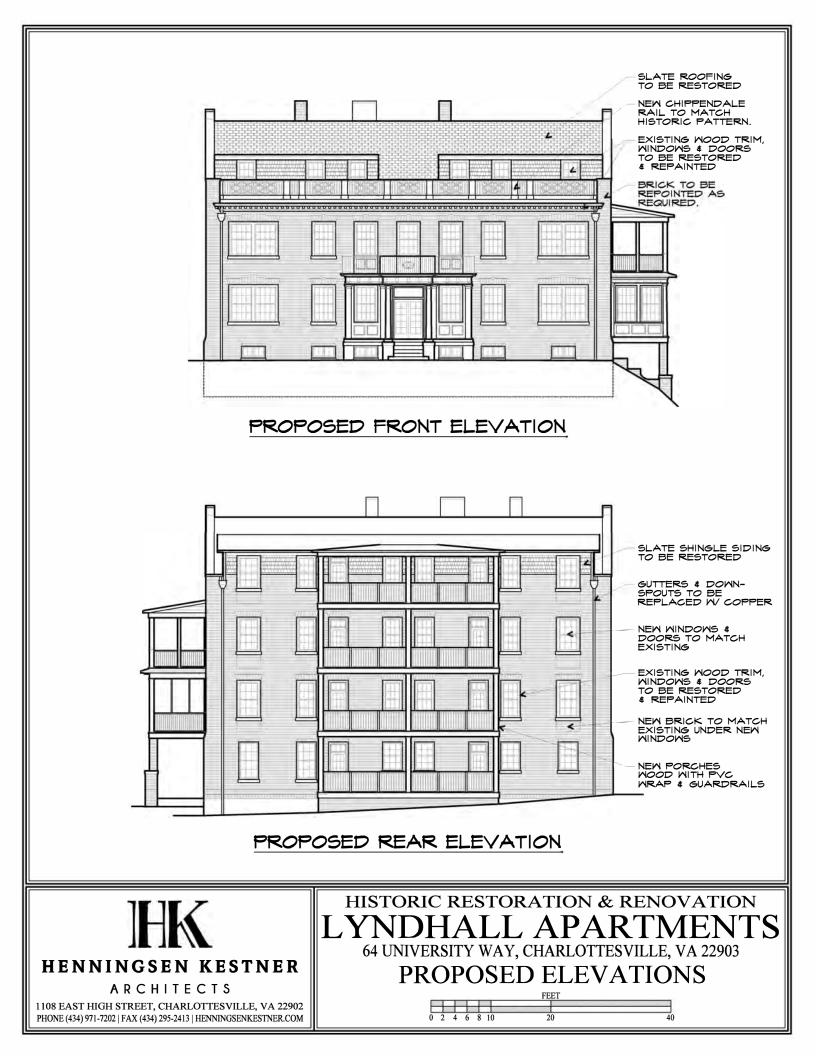


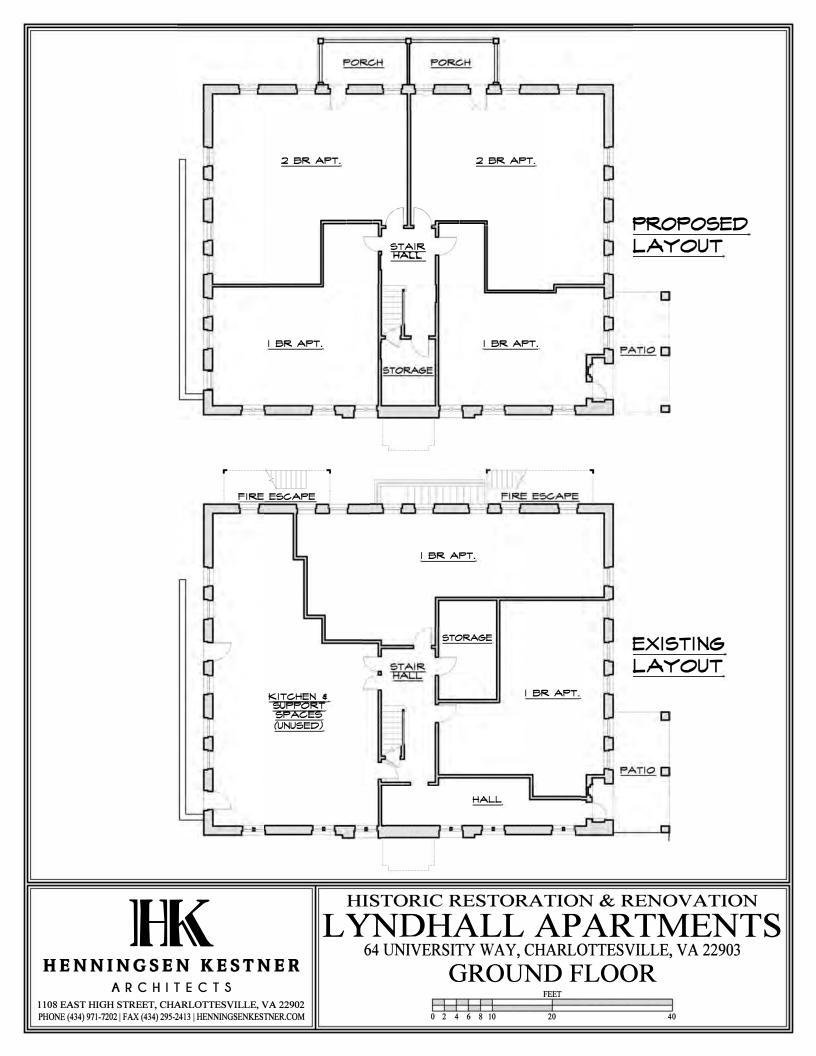
SPECIAL USE PERMIT B.A.R. INFORMATION

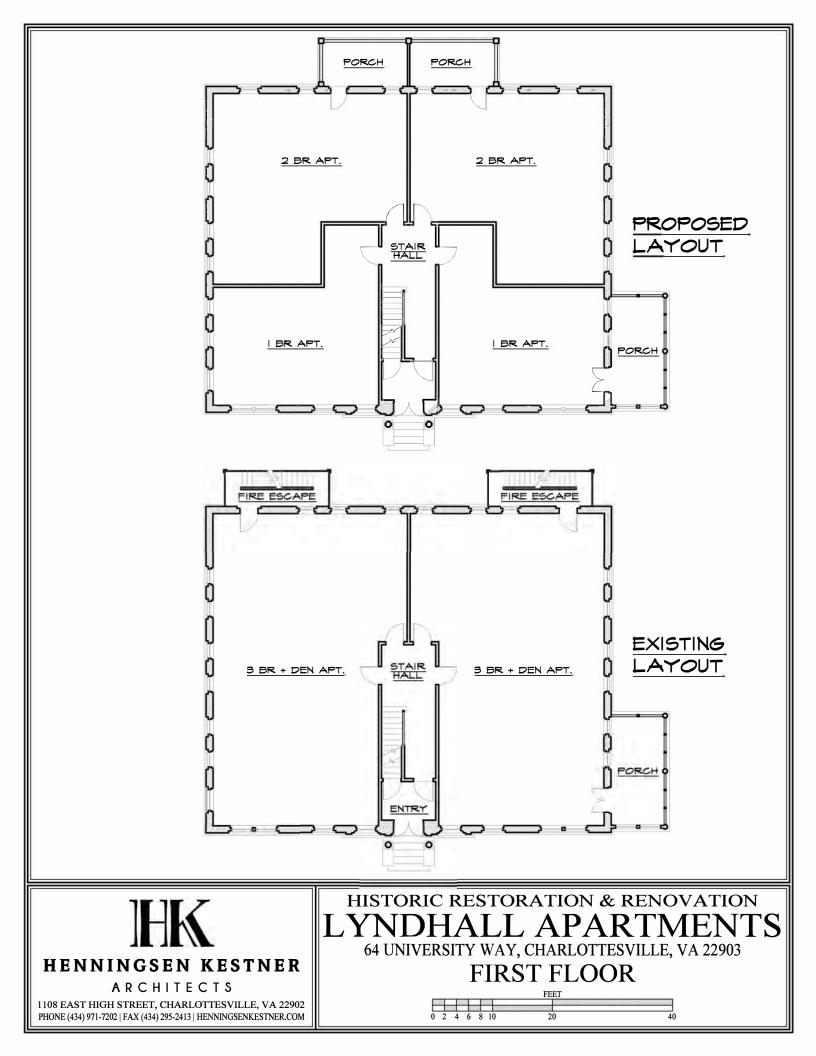


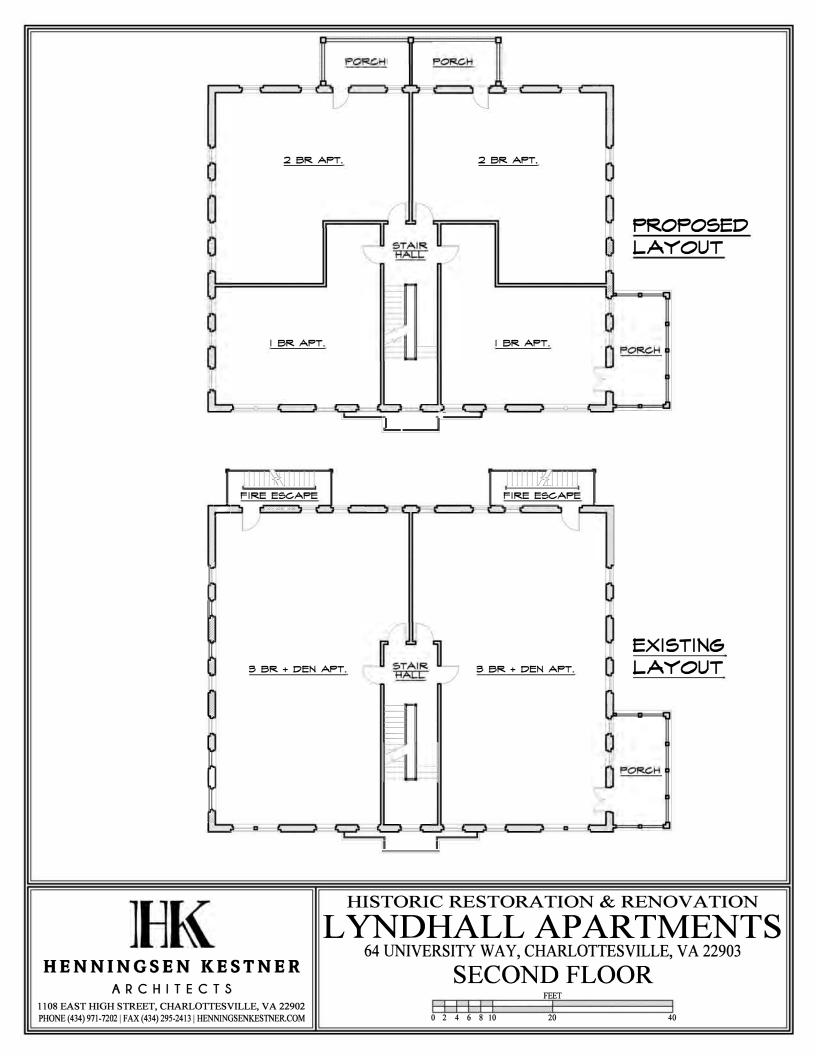
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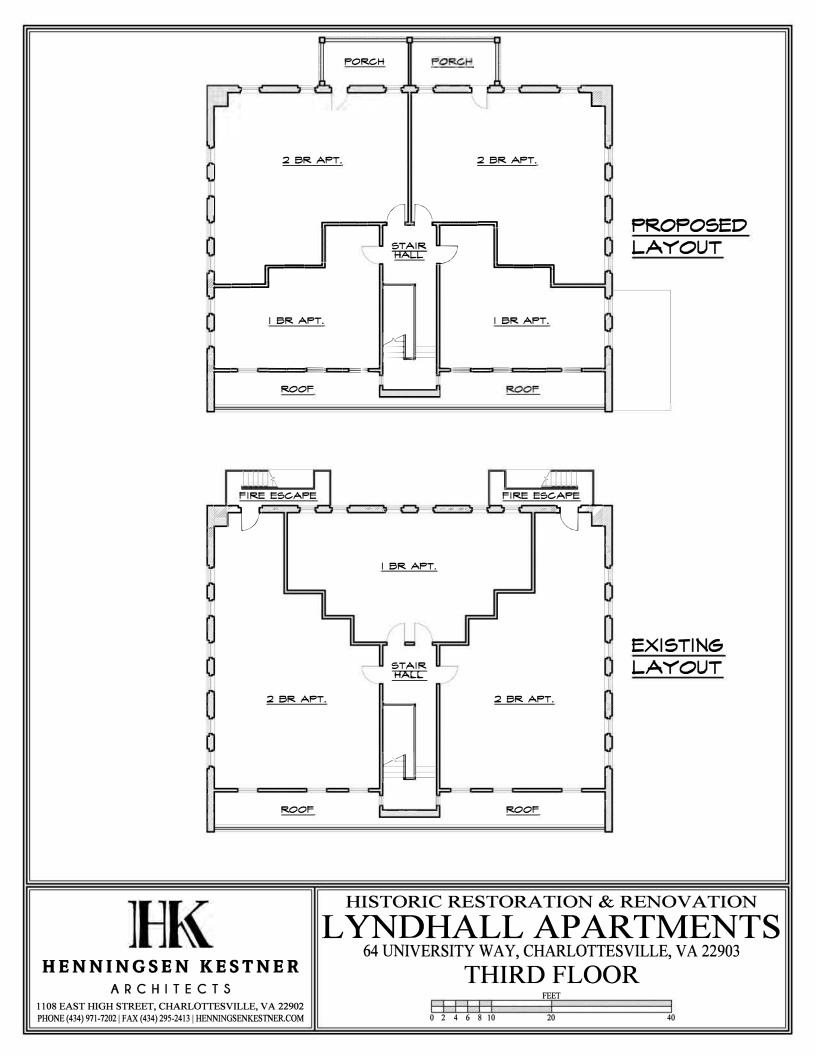


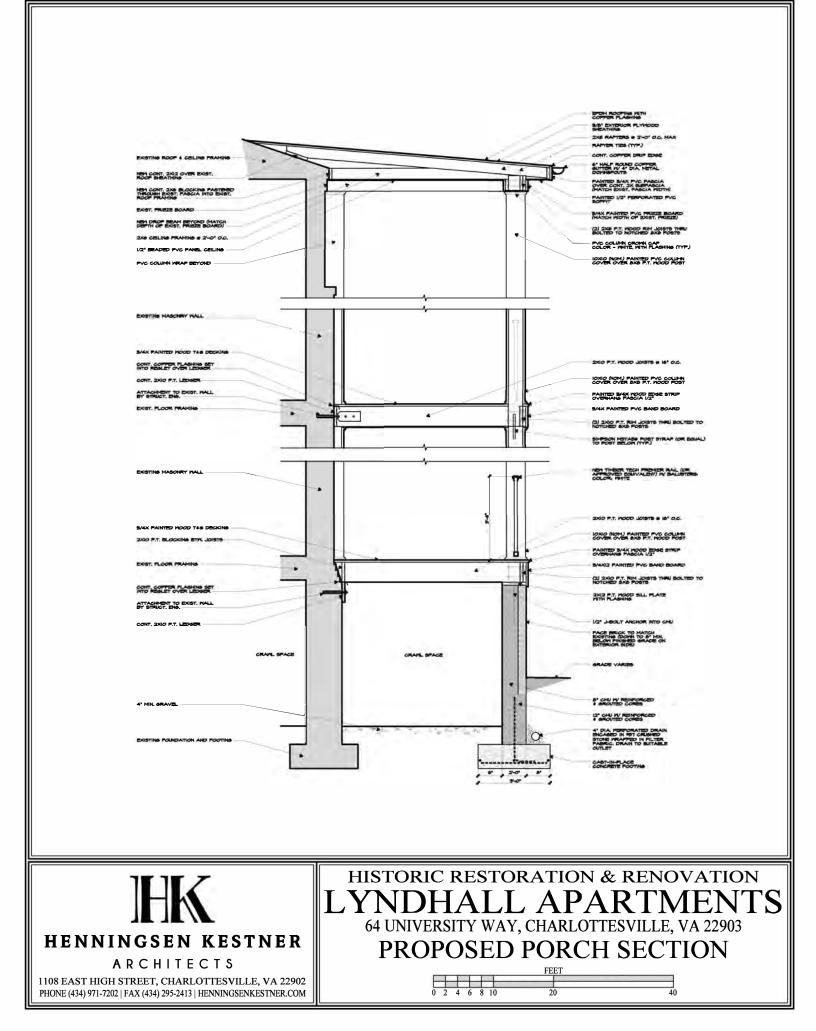


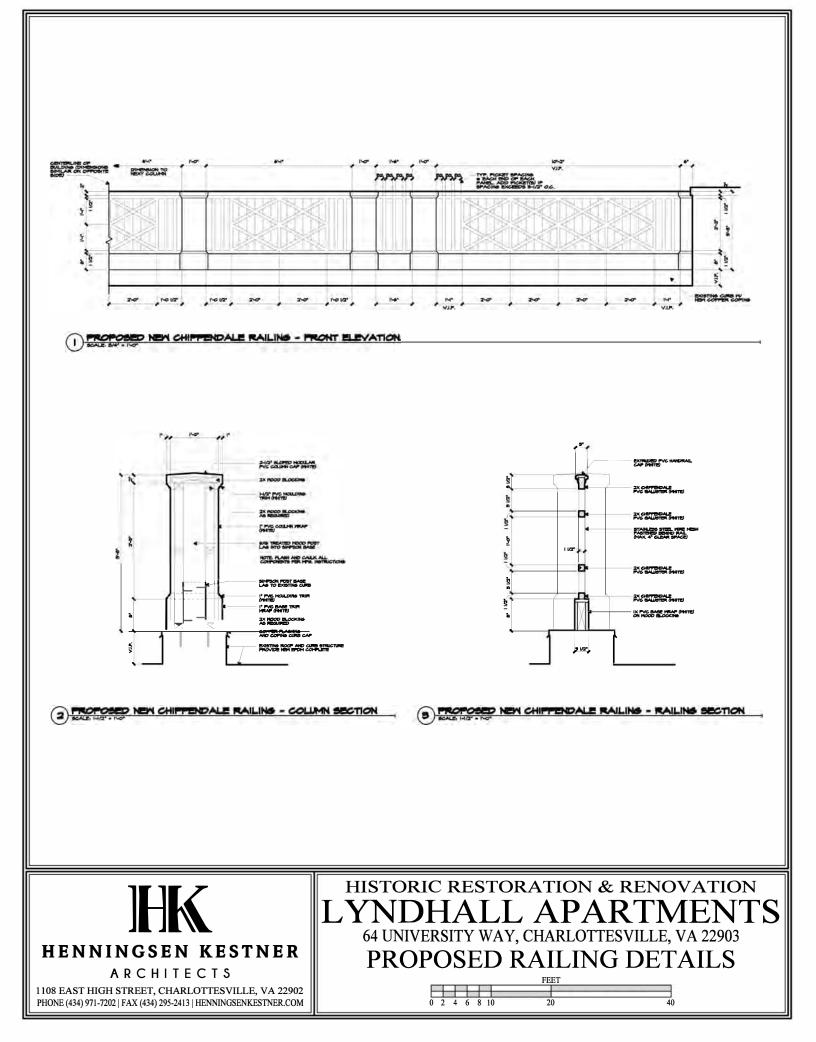














HISTORIC RESTORATION & RENOVATION LYNDHALL APARTMENTS 64 UNIVERSITY WAY, CHARLOTTESVILLE, VA 22903



SPECIAL USE PERMIT APPLICATION INFORMATION



A R C H I T E C T S 1108 EAST HIGH STREET, CHARLOTTESVILLE, VA 22902 PHONE (434) 971-7202 | FAX (434) 295-2413 | HENNINGSENKESTNER.COM



10 March, 2021

City of Charlottesville Department of Neighborhood Development Services City Hall Post Office Box 911 Charlottesville, VA 22902

RE: Lyndhall Apartments - Updated Special Use Permit Narrative

On behalf of Neighborhood Investments, LLC, we submit this request for a Special Use Permit for the Historic Restoration and Renovation of Lyndhall Apartments, tax parcel 50048000, located at 64 University Way in Charlottesville's R-3H zoning district.

There are three components of the requested Special Use Permit:

1.) An increase in residential density to 48 DUA from the 21 DUA permitted by-right (up to 87 is permitted with SUP). The current use as a 9-unit apt. building is a legal non-conforming use in the R3-H district due to the limited lot size. Our request for increased density is explained further below.

2.) Reduction of the side yard setback requirement from 1' per every 4' of height (minimum 10') to the 10' minimum. Although the building is existing and we are not proposing any changes that affect the side yard setbacks, this issue must be addressed as it is also a legal non-conforming condition.

3.) Reduction of the 3' parking setback from the side property lines. Neighboring properties on both sides are currently paved up to the property lines, and are separated from the subject property by grade changes and existing retaining walls. The property is currently paved up to the property line on the North side, and the property immediately to the South (where we are proposing to expand the paving to the property line) has the same owner as the subject property. Current compliance with the requirements of Section 34-981 regarding drainage will not be impacted by the requested improvements.

We seek this Special Use Permit as part of our proposed restoration of the building, which has received preliminary approval from the Virginia Department of Historic Resources and National Park Service for Historic Rehabilitation Tax Credits, as it is listed as a "Contributing Structure" within the Rugby Road – University Corner Historic District.

This historic apartment building was constructed in 1915 with 12 units (4 per floor on 3 floors) over a basement level (above grade on 3 sides), which housed a communal dining room, commercial kitchen, and support spaces. The apartments themselves originally did not have their own kitchens, so when the building was reconfigured sometime around 1936, the units on the upper floors were combined, kitchens were added, and 2 new apartments were carved out of the dining room and support spaces in the basement. Currently, the building has 9 units, 2 units per floor on the lower three floors, and three smaller units on the top floor. The

conversion was not planned thoughtfully however, and created awkward layouts featuring kitchens and bedrooms that can only be accessed through other bedrooms, to cite the worst example.

Since the original apartment entrances on the upper floors are still intact, the historic preservation architect consultants who were engaged to provide guidance (Hill Studio of Roanoke, VA), suggested that we "uncombine" the units on the main floors and go back to using all 4 original entrance doors on each floor to access 4 smaller apartments, as the building was originally designed. This approach has yielded better 1-2 bedroom apartments that are more in keeping with the original layout of the building, but now include the kitchens, baths, closets, etc. that tenants demand in today's rental market. For the sake of consistency and efficiency in terms of stacking structure, plumbing, etc., we are proposing to duplicate the layout of the first and second floors in the basement, which brings the total proposed number of units in the building to 16.

Exterior improvements to the building are limited to restoration of the exterior to it's historic appearance on the front and side facades, and the replacement of unsightly and deteriorated exterior fire escapes that were added to the rear of the building with covered exterior porches. Site improvements consist of: Widening of the driveway on the North side of the building for safer vehicle access, and replacement of existing retaining walls; Repaving and restriping of existing rear parking lot to increase parking capacity; Creation of landscaped patio area on the South side of the building for recreational use by residents; Landscape improvements; Installation of new and/or replacement utilities (water, sewer, electrical, and fire sprinkler line) into the building.

The following is a list of specific areas of concern noted in the Special Use Permit application, with our responses outlining how each issue is addressed in our proposed plan:

Section 34-158(a)(5) Information and data identifying how many, if any, existing dwelling units on the development site meet the city's definition of an "affordable dwelling unit" and whether any such existing units, or equivalent affordable units, will remain following the development.

Response: The owner has indicated that the existing building does not currently have any units that meet the city's definition of an "affordable dwelling unit". It is not anticipated that the renovated building will have affordable dwelling units, which are not required, as the building envelope falls under the 1.0 FAR threshold.

Section 34-157(a)(1) Whether the proposed use or development will be harmonious with existing patterns of use and development within the neighborhood.

Response: The existing building is listed as a "Contributing Structure" within the Rugby Road – University Corner Historic District, and exterior improvements have received preliminary approval from the VA Dept. of Historic Resources and National Park Service for Historic Rehabilitation Tax Credits. The building has been in continuous use as student housing since it's construction in 1915, and the proposed renovation will not change that use.

Section 34-157(a)(2) Whether the proposed use or development and associated public facilities will substantially conform to the city's comprehensive plan.

Response: The proposed use and increase in residential density conforms to the city's comprehensive plan, as the site is located within a "High Density Residential" zone on the General Land Use Plan. Although no affordable dwelling units are proposed as part of this project, it is our belief that if approved, the increase in residential density within this existing building will serve the purpose of reducing market pressure on affordable dwelling units elsewhere in the city. The proximity of the building to UVA grounds and the Corner District, as well as the existing sidewalks, bike lanes, and bus lines in the immediate vicinity of the building would make a density increase in this particular location especially likely to promote the goals of the Comprehensive plan in regards to walkability and transportation.

Section 34-157(a)(3) Whether proposed use or development of any buildings or structures will comply with all applicable building code regulations.

Response: The proposed building renovation will comply with all applicable building code regulations.

Section 34-157(a)(4)(a) Traffic or parking congestion.

Response: The proposed improvements to the parking area on the building site conform to current parking regulations for the proposed unit size and count. We do not anticipate additional traffic or parking pressure to the neighborhood as a result of the proposed use.

Section 34-157(a)(4)(b) Noise, lights, dust, odor, fumes, vibration, and other factors which adversely affect the natural environment.

Response: The proposed use will not create any of the adverse impacts to the natural environment listed above.

Section 34-157(a)(4)(c) Displacement of existing residents or businesses.

Response: The proposed renovation of the building will not displace any existing residents or businesses. If approved, the density increase in this location may help to reduce such displacement elsewhere in the city.

Section 34-157(a)(4)(d) Discouragement of economic development activities that may provide desirable employment or enlarge the tax base.

Response: The proposed use will not discourage economic development activities.

Section 34-157(a)(4)(e) Undue density of population or intensity of use in relation to the community facilities existing or available.

Response: Although we are asking for an increase in residential density, we do not feel that the proposed increase represents an undue increase in population density for this area. This building shares a block with several other historic student housing apartment buildings, and is located in a high density housing zone on the Comprehensive Plan. We are not proposing to expand the existing building envelope, and the proposed unit mix, if approved, will result in 16 one and two bedroom units with 24 bedrooms total. This is fewer than would be allowed by-right for a less sensitive renovation that would gut the interior, or for new construction on the property, which would allow 7 four bedroom units resulting in 28 bedrooms.

Section 34-157(a)(4)(f) Reduction in the availability of affordable housing in the neighborhood.

Response: The proposed project will not reduce the availability of affordable housing in the neighborhood.

Section 34-157(a)(4)(g) Impact on school population and facilities.

Response: As the past and proposed future use of the building is college student housing, we do not anticipate much if any impact to local school populations or facilities.

Section 34-157(a)(4)(h) Destruction of or encroachment upon conservation or historic districts

Response: As stated above, the building is a Contributing Structure within an established Historic District, and the renovation will be performed in conformance with all applicable VADHR and NPS requirements for Historic Preservation Tax Credits.

Section 34-157(a)(4)(i) Conformity with federal, state and local laws, as demonstrated and certified by the applicant.

Response: The project will conform to all applicable federal, state, and local laws.

Section 34-157(a)(5) Whether the proposed use or development will be in harmony with the purposes of the specific zoning district in which it will be placed.

Response: The property is located within an R-3H zoning district. Both aspects of the proposed renovation (the historic preservation of the existing building, and the increased residential density, if approved) are harmonious with the purposes of the R-3H zoning district.

Section 34-157(a)(6) Whether the proposed use or development will meet applicable general and specific standards set forth within the zoning ordinance, subdivision regulations, or other city ordinances or regulations.

Response: All applicable general and specific standards (other than those addressed by the SUP request itself) will be met by the proposed project.

Section 34-157(a)(7) When the property that is the subject of the application for a special use permit is within a design control district, city council shall refer the application to the BAR or ERB, as may be applicable, for recommendations as to whether the proposed use will have an adverse impact on the district, and for recommendations as to reasonable conditions which, if imposed, that would mitigate any such impacts. The BAR or ERB, as applicable, shall return a written report of its recommendations to the city council.

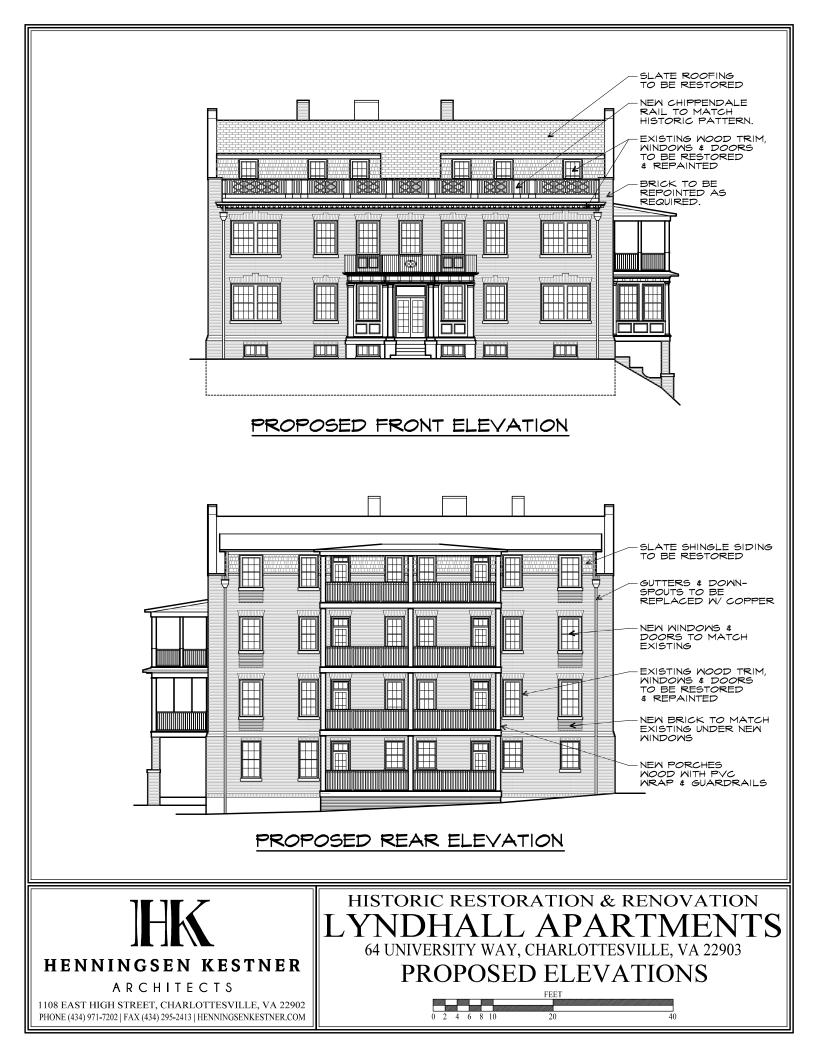
Response: It is our understanding that the application to the BAR for review has been made by staff as part of the SUP process, and that the proposal will be considered by the Board during the March 16th meeting.

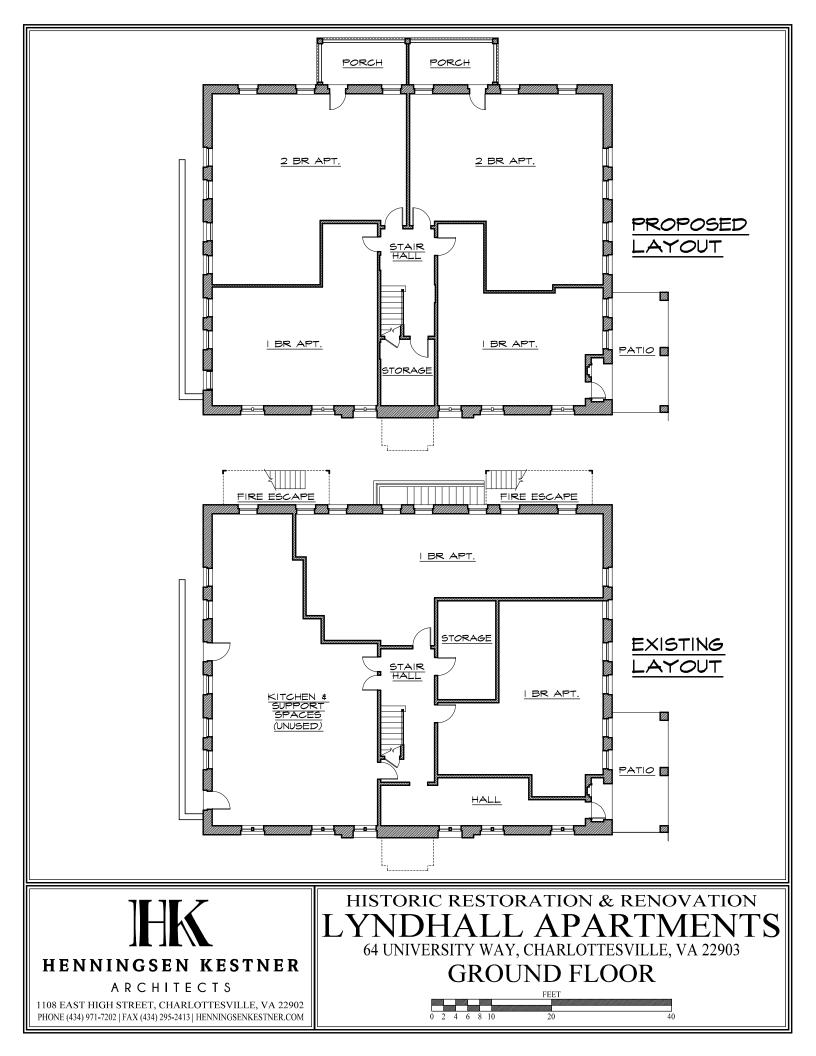
Please do not hesitate to contact us should you have any questions, or require any additional information.

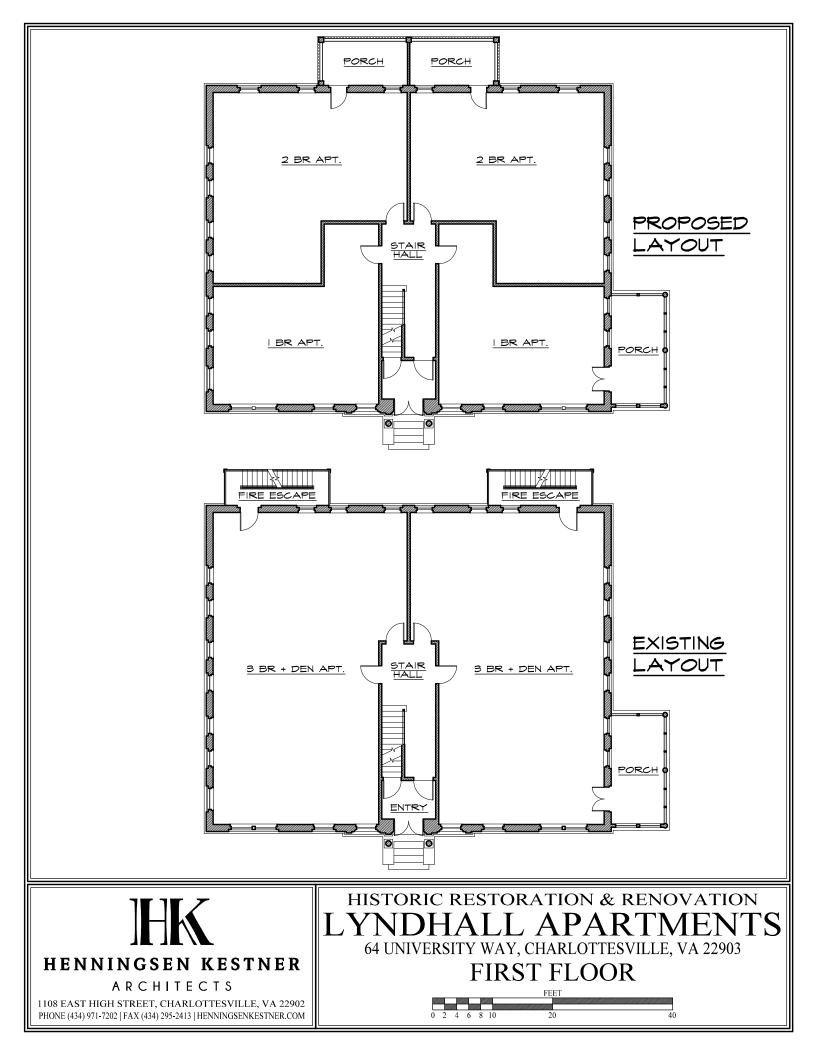
Thank You,

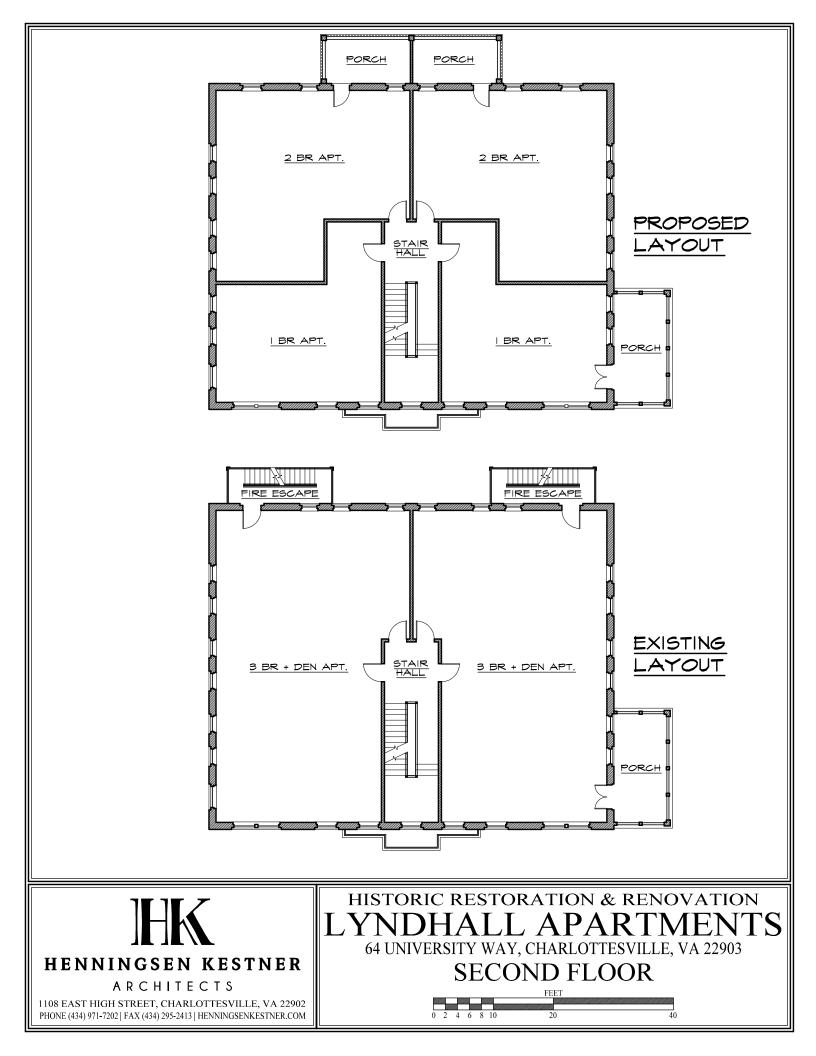
Christian E. Henningsen, AIA Project Architect

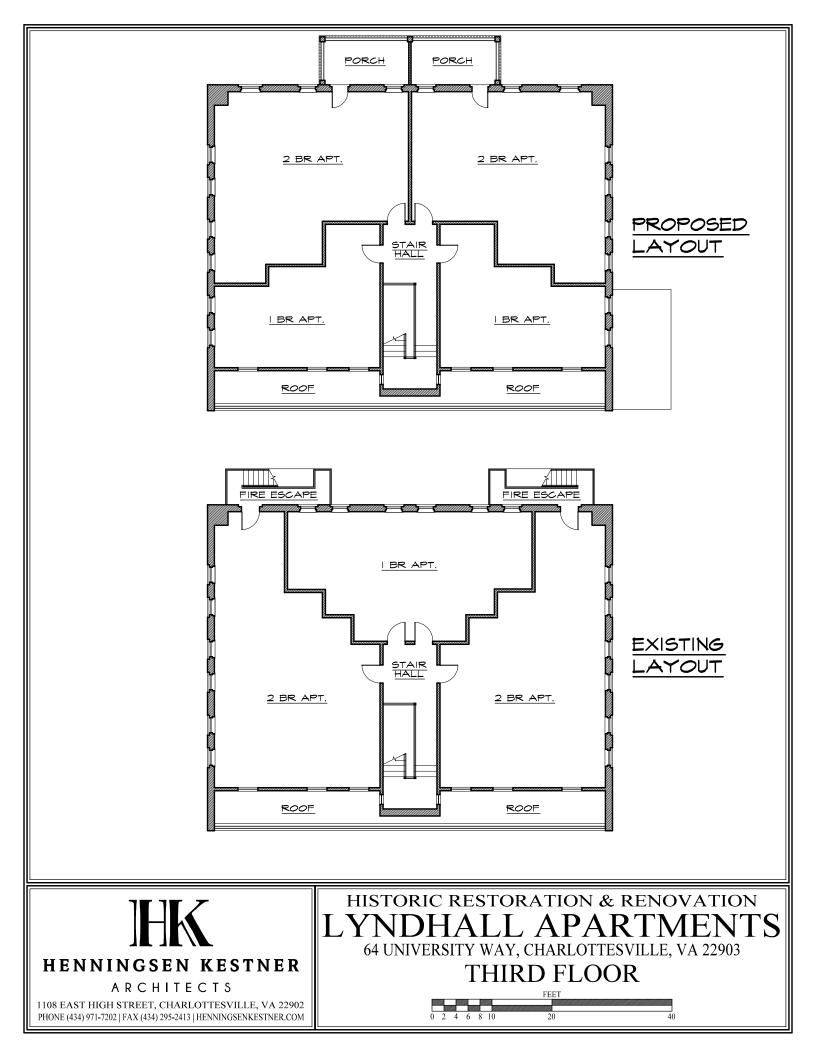














STAIR HALL WITH 4 ORIGINAL UNIT ENTRY DOORS PER FLOOR



TYPICAL KITCHEN (ACCESSED THROUGH BEDROOM)



DETERIORATED PLASTER (TYPICAL THROUGHOUT THE BUILDING)



TYPICAL BATHROOM

HISTORIC RESTORATION & RENOVATION YNDHALL APARTMENTS 64 UNIVERSITY WAY, CHARLOTTESVILLE, VA 22903

INTERIOR CONDITIONS

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