City of Charlottesville Board of Architectural Review Staff Memo December 15, 2020

Project Introduction

City County Courts Complex Market Street/7th Street Parking Garage 0 East Market Street, TMP 530159000 801-805 East Market Street, TMP 90137000 Portion of 8th Street NE Right of Way Downtown ADC District Owner: City of Charlottesville & County of Albemarle Applicant: Scott Hendrix, City of Charlottesville Project: Demolition of structures, new parking garage





Background:

0 East Market StreetYear Built:N/A, parking lotDistrict:Downtown ADC DistrictStatus:N/A

805 East Market Street, GuadalajaraYear Built:Constructed after 1964District:Downtown ADC DistrictStatus:Contributing

801 East Market Street, Lucky SevenYear Built:Constructed after 1964District:Downtown ADC DistrictStatus:Contributing

Prior BAR Reviews

N/A

Application

• Presentation Combined Courts Parking Structure on East Market Street (13 pages).

Prelim discussion to introduce this project to the BAR.

Discussion

This presentation will allow the project team for the planned parking structure—a component of the City-County Courts Complex--to introduce to the BAR the scope of and schedule for this multi-phased project. At the completion of this discussion, no BAR action is required.

The project area is within the City's Downtown ADC District and the two existing structures are *contributing*.* The City Code requires BAR approval for the exterior alterations to a property within the district and for the demolition of any *contributing structurers* within the district. (*When adopting the Downtown ADC District City Council designated all structures as contributing, regardless of age or design.)

There will be two CoA requests for this project.

- 1. <u>Demolition of the existing buildings at 801 and 805 East Market Street</u>. Pertinent Design Guidelines
 - Chapter 7 Demolition and Moving

Note: Staff prepared a preliminary review of the standards for considering demolitions. See below.

- 2. <u>Design for the proposed parking structure</u>. Pertinent Design Guidelines
 - Chapter 2 Site Design and Elements
 - Chapter 3 New Construction and Additions
 - Chapter 6 Public Design and Improvements

Note: In prior correspondence with the applicant, staff suggested the following issues for discussion:

- How will this incorporate the East High Street Streetscape project?
- What is planned for the small parcel at the 9th Street corner?
- Articulation of the façade, so that is not a long, monolithic street wall.
- Use the 8th Street entrance [from Market Street] as a break in the façade. Can it appear *open* through to the north side of the structure? Not as a second vehicular entrance, but to create permeability from Market Street through to 8th Street. (For example, the CODE Building's throughway between Water Street and the Mall.)

Suggested Motions

No action will be taken.

Criteria, Standards, and Guidelines

Review Criteria Generally

Sec. 34-341(a) 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 conservation district design guidelines; and
- 2) The proposal is incompatible with the historic, cultural or architectural character of the conservation district in which the property is located.

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.

Sec. 34-277. - Certificates of appropriateness; demolitions and removals.

- (a) No contributing structure located within a major design control district, and no protected property, shall be moved, removed, encapsulated or demolished (in whole or in part) unless and until an application for a certificate of appropriateness has been approved by the BAR, or the city council on appeal, except that:
 - (1) The moving, removing, encapsulating or demolition, in whole or in part, of any contributing structure or protected property shall be allowed pursuant to an order of the city's building code official, without the permission of the BAR or city council on appeal, upon the determination of the building code official that the building or structure is in such a dangerous, hazardous or unsafe condition that it could reasonably be expected to cause death or serious injury before review under the provisions of this article. Upon such a determination, the building code official shall deliver a copy of his order to the director of neighborhood development services and to the chairman of the BAR; and
 - (2) Where the moving, removing, encapsulation or demolition of any contributing structure or protected property will disturb or affect fewer than twenty-five (25) square feet, total, of exterior wall, roof or other exterior surfaces, such activity shall be deemed an alteration subject to the review process set forth within section 34-275, above.
- (b) Review of the proposed moving, removing, encapsulation or demolition of any contributing structure or protected property shall be limited to the factors specified in section 34-278, below.
- (c) The BAR, or council on appeal, may make such requirements for, and conditions of approval as are necessary or desirable to protect the safety of adjacent buildings, structures, or properties, and of any persons present thereon; and, in the case of a partial removal, encapsulation or demolition:
 - (1) To protect the structural integrity of the portion(s) of a building or structure which are to remain following the activity that is the subject of a permit, or
 - (2) To protect historic or architecturally significant features on the portion(s) of a building or structure which are to remain following the activity that is the subject of a permit.

(d) Failure to obtain the permit required by this section shall subject the property owner to the civil penalty described within Article I, section 34-86(b) (i.e., not to exceed twice the fair market value of the building or structure).

Factors for Considering Demolitions

Sec. 34-278. - Standards for considering demolitions. The following factors shall be considered in determining whether or not to permit the moving, removing, encapsulation or demolition, in whole or in part, of a contributing structure or protected property:

- (a) The historic, architectural or cultural significance, if any, of the specific structure or property, including, without limitation:
- (a) 1. The age of the structure or building;

<u>Staff</u>: [Draft comments.] Construction of the structures at 801 and 805 East Market Street occurred c1964. There are no structures on 0 East Market Street. (See Sanborn Maps in the Appendix.)

(a) 2. Whether it has been listed on the National Register of Historic Places [NRHP], or the Virginia Landmarks Register [VLR];

<u>Staff</u>: [Draft comments.] The project area is not within the *Charlottesville Historic District*, listed on the VLR (1980) and NTHP (1982), nor are the existing structures individually listed or eligible for listing.

(a) 3. Whether, and to what extent, the building or structure is associated with an historic person, architect or master craftsman, or with an historic event;

Staff: [Draft comments.] Not applicable.

(a) 4. Whether the building or structure, or any of its features, represent an infrequent or the first or last remaining example within the city of a particular architectural style or feature;

<u>Staff</u>: [Draft comments.] The two structure do not; however, the Lucky Seven sign is arguably unique within the City.

(a) 5. Whether the building or structure is of such old or distinctive design, texture or material that it could not be reproduced, or could be reproduced only with great difficulty; and

Staff: [Draft comments.] Not applicable.

(a) 6. The degree to which distinguishing characteristics, qualities, features or materials remain;

Staff: [Draft comments.] Not applicable.

(b) Whether, and to what extent, a contributing structure is linked, historically or aesthetically, to other buildings or structures within an existing major design control district, or is one (1) of a group of properties within such a district whose concentration or continuity possesses greater significance than many of its component buildings and structures.

Staff: [Draft comments.] Not applicable.

(c) The overall condition and structural integrity of the building or structure, as indicated by studies prepared by a qualified professional engineer and provided by the applicant or other information provided to the board;

Staff: [Draft comments.] TBD. No formal application has been submitted.

(d) Whether, and to what extent, the applicant proposes means, methods or plans for moving, removing or demolishing the structure or property that preserves portions, features or materials that are significant to the property's historic, architectural or cultural value;

Staff: [Draft comments.] TBD. No formal application has been submitted.

(e) Any applicable provisions of the city's design guidelines (see section 34-288(6).

Staff: [Draft comments.] TBD. No formal application has been submitted.

Pertinent Design Guidelines for proposed new structure

Chapter 2 – *Site Design and Elements* Link: III: Site Design and Elements

- Plantings
- Walls and Fences
- Lighting
- Walkways and Driveways

Chapter 3 – *New Construction and Additions* Link: <u>IV: New Construction and Additions</u>

- Setback, including landscaping and site improvements
- Spacing
- Massing and Footprint
- Height and Width
- Scale
- Roof
- Orientation

- Parking Areas and Lots
- Garages, Sheds, and Other Structures
- Utilities and Other Site Appurtenances
- Windows and Doors
- Street-Level Design
- Foundation and Cornice
- Materials and Textures
- Color palette
- Details and Decoration, including lighting and signage
- Chapter 6 *Public Design and Improvements* Link: <u>VII: Public Improvements</u>
- C. Public Buildings & Structures

1. Public buildings should follow design guidelines for new construction.

Sanborn Maps

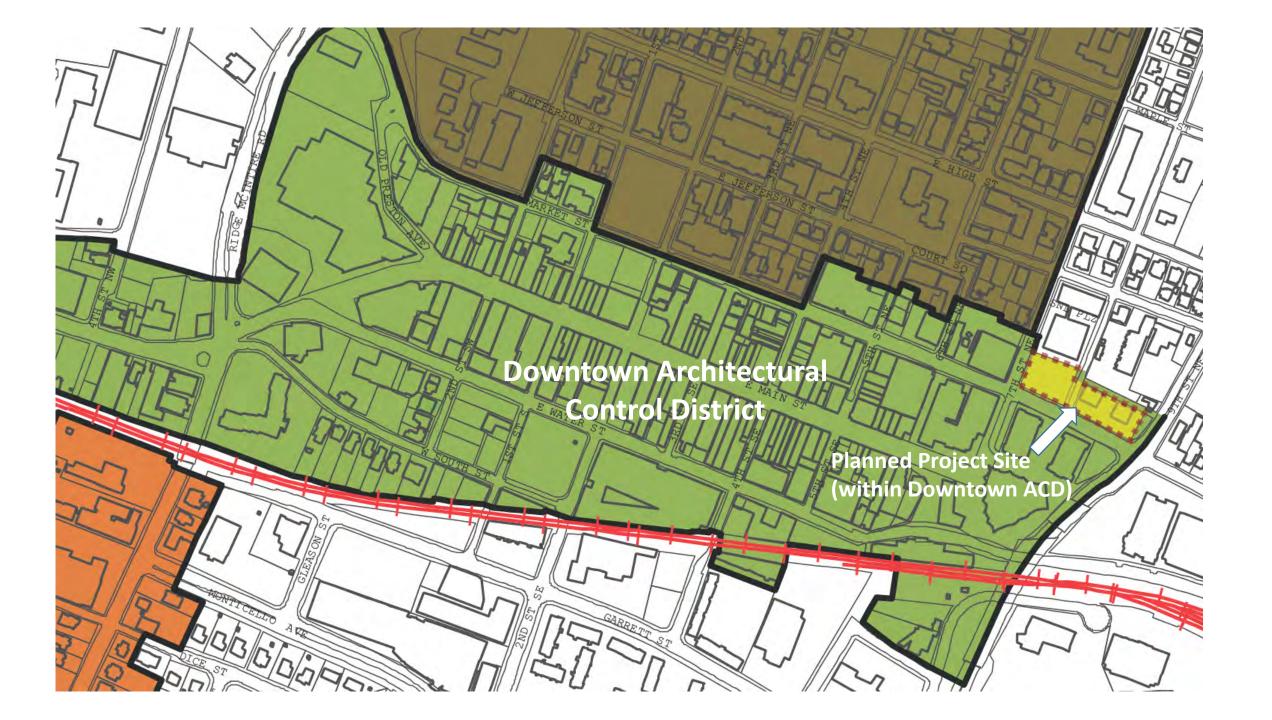


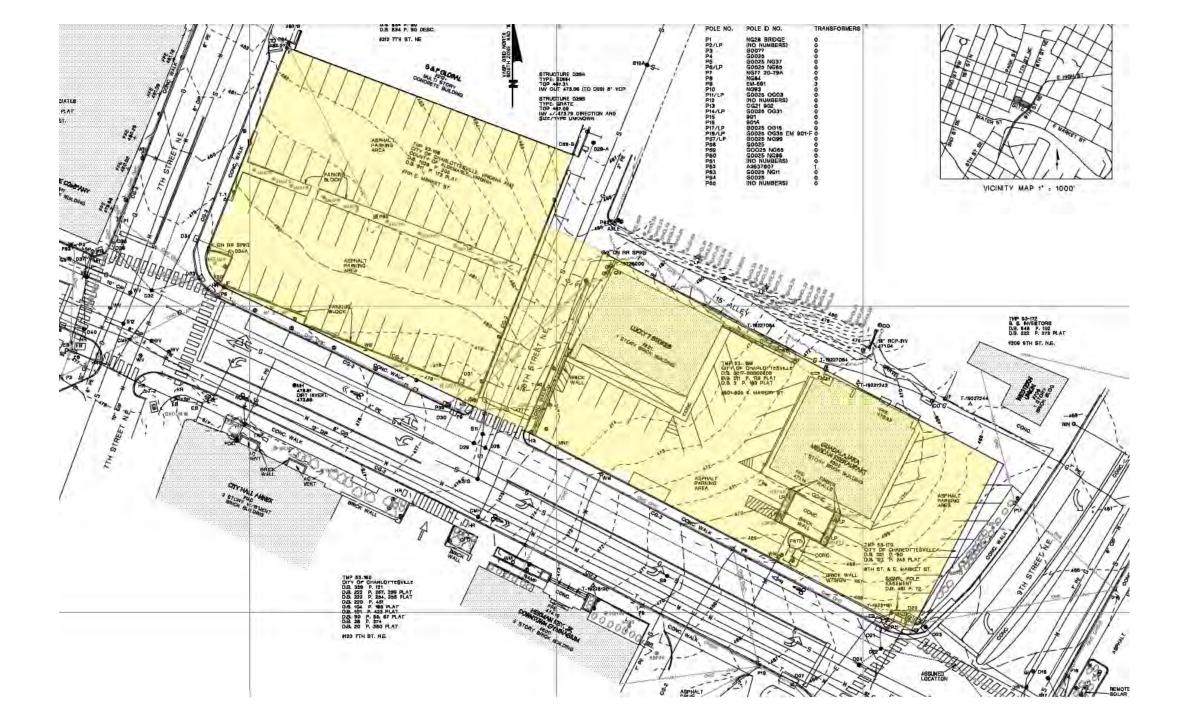




City of Charlottesville Albemarle County

Combined Courts Parking Structure on East Market Street





Understanding of Zoning Code for This Project

1- Zoning District:

- Downtown Architectural Control District (ADC)
- Architectural Design Control District & Individually Protected Properties
- Of note, the east end of the subject property abuts the Entrance Corridor District at 9th Street, but, is not contained within that district

2 – Zoning Regulations:

- Height Restrictions:

The following height regulations shall apply to buildings and structures within the Downtown Corridor district, except as provided within section 34-558(a) (stepback requirement):

(1) Minimum: Forty-five (45) feet.

(2) Maximum: Seventy (70) feet, subject to streetwall regulations.

(3) With special use permit: One hundred one (101) feet.

- Streetwall Regulations:

(a) Stepback requirement. The minimum height of the streetwall of any building or structure shall be forty (40) feet and the maximum height of the streetwall shall be forty-five (45) feet, containing exactly three (3) interior floors. After forty-five (45) feet, there shall be a minimum stepback of twenty-five (25) feet along the length of the streetwall. However, any streetwall fronting upon a numbered street within this district between Ridge Street and 10th Street, East shall, after forty-five (45) feet, be required to have a stepback of five (5) feet. These streetwall/stepback requirements shall not apply to any building facade along Water Street; if a building has frontage along Water Street and any other street, then only its facade along Water Street is exempt from these requirements.

(b) Setbacks.

(1) Primary and linking street frontage. At least seventy-five (75) percent of the streetwall of a building must be built to the property line adjacent to a primary street. For the remaining portion of streetwall (i.e., twenty-five (25) percent), the maximum permitted setback is twenty (20) feet; however, (i) if streetscape trees are provided to the standards set forth in_section 34-870, or (ii) pursuant to a special use permit granted by city council, up to fifty (50) percent of the streetwall of a building may be set back twenty (20) feet.

(2) Side and rear setback, adjacent to any low density residential district: Twenty (20) feet, minimum.

(3) Side and rear setback, adjacent to any other zoning district: None required.

Understanding of Zoning Code for This Project (continued)

- Buffer Regulations

Adjacent to any low-density residential district, side and rear buffers (S-2 type) shall be required, ten (10) feet, minimum.

- Density Regulations

Residential density shall not exceed forty-three (43) DUA; however, up to two hundred forty (240) DUA may be allowed by special use permit. The minimum density required for multifamily developments (new construction only) shall be twenty-one (21) DUA.

- Mixed Used Development – Additional Requirements

(a) [Reserved.]

(b) No ground floor residential uses may front on a primary street, unless a building fronts on more than one (1) primary street, in which case ground floor residential uses may front on one (1) primary street. Under no circumstances, however, shall any ground floor residential uses front on Main Street, Market Street or Water Street.

(c) All entrances shall be sheltered from the weather, and lighted.

(d) Where any building or development occupies one (1) or more parcels constituting an entire city block, courtyards shall be provided (subject to the street wall requirements set forth, above, within this division). Such courtyards shall be accessible from adjacent streets

- Off-Street Loading Areas

Off-street loading areas may not face public right-of-way.

Understanding of Zoning Code for This Project (continued)

Zoning Classification: Mixed Use/Downtown ACD; By Right Uses:

- Bed & Breakfast (Residential & Related Uses)
- Covenant/Monastery (Residential & Related Uses)
- Residential Treatment; 1-8 residents (Residential & Related Uses)
- Animal Boarding/Grooming (General and Misc. Commercial)
- Art Studio, workshop or Gallery up to 10,000sf (General and Misc. Commercial)
- Artistic Instruction up to 4,000sf (General and Misc. Commercial)
- Auditoriums, max capacity less than 300 persons (General and Misc. Commercial)
- Assembly (outdoor), Amphitheater (General and Misc. Commercial)
- Bakery (wholesale) up to 4,000sf (General and Misc. Commercial)
- Banks & Financial Institutions (General and Misc. Commercial)
- Business & Professional Offices (General and Misc. Commercial)
- Catering (General and Misc. Commercial)
- Data Centers up to 4,000sf (General and Misc. Commercial)
- Day Care Facility (General and Misc. Commercial)
- Dry Cleaning Establishments (General and Misc. Commercial)
- Elementary & High Schools (General and Misc. Commercial)
- Health Clinic up to 4,000sf (General and Misc. Commercial)
- Libraries (General and Misc. Commercial)
- Medical Office (General and Misc. Commercial)

- Micro-producers (General and Misc. Commercial)
- Municipal Government (General and Misc. Commercial)
- Music Hall (General and Misc. Commercial)
- Hotels, 100+ Guestrooms (General and Misc. Commercial)
- Other Offices (General and Misc. Commercial)
- Philanthropic Agencies (General and Misc. Commercial)
- Public Health Clinic (General and Misc. Commercial)
- Houses of Worship (General and Misc. Commercial)
- Parking Garage (General and Misc. Commercial)
- Photography Studio & Processing (General and Misc. Commercial)
- Radio and TV Broadcast Station (General and Misc. Commercial)
- Recreation Facilities, Indoor > 10,000sf (General and Misc. Commercial)
- Restaurants; fast-food and full service (General and Misc. Commercial)
- Surface Parking Lot < 20 spaces (General and Misc. Commercial)
- Technology-Based Business (General and Misc. Commercial)
- Transit Facility (General and Misc. Commercial)
- Retail/Pharmacy up to 4,000sf (Retail)
- Consumer Service Businesses up to 10,000sf (Retail)
- Convenience Store (Retail)
- Laboratory (medical or pharmaceutical) < 4,000sf (Industrial Use)

Other Zoning Considerations

Other Zoning Considerations –

District A (the Downtown Architectural Design control District, "DADC"): All buildings within this overlay district are deemed by city council to be "contributing structures," except that, with respect to certain properties added to this district on or after January 17, 2006, city council has designated only certain buildings as "contributing structures," as specifically identified on a map included within the design guidelines for this district, a copy of which is available within the department of neighborhood development services."

The existing Lucky 7 and Guadalajara buildings are considered contributing structures. BAR approval is required for demolition and removal of these buildings





Other Zoning Considerations (continued)

Other Zoning Considerations –

8th Street Moving Forward: 8th Street bisects the two blocks of land associated with this project. We do not yet know how 8th Street would be addressed, but, it may be required that 8th Street be abandoned in some form.

Albemarle County Considerations

Partnership Requirements (excerpted from December 2018 agreement)

2. Parking Structure on the East Market Street Parcel

The City shall construct the Parking Structure on the East Market Street Parcel pursuant to the following terms:

- A. Purpose. The City intends to construct the Parking Structure to meet the parking needs of the City. The Parking Structure is also significantly important to the County because one of the bases for the County investing in the expansion and renovation of the County Courts as described in this Agreement is the availability of convenient vehicular parking for those persons working in and using the County Courts and their related offices.
- B. Design of the Parking Structure. The City shall have sole discretion in the design of the Parking Structure, subject to the following:
 - Providing Parking Structure Design Plans to the County. During the City's design process for the Parking Structure and until the City's final approval of its design, the City shall provide the original and each revision of the Parking Structure design plans to the County for the County's review and comment. The purpose for the County's review and comment of the Parking Structure design plans is to ensure that the requirements of Section 2(C) are satisfied.
- 2. Changes to the Parking Structure Design After Its Approval. The City shall not change the design of the Parking Structure after the final approval of its plans by change order or otherwise without the County's express written consent if the design change would change or affect in any way the requirements of Section 2(C) being satisfied. County approval shall not be unreasonably withheld.
- C. Parking Spaces Allocated to the County. The City shall provide parking spaces to the County within the Parking Structure as follows:
 - Number of County Parking Spaces. The City shall provide 90 dedicated parking spaces for exclusive use and control by the County and persons working in and using the County Courts, or any other purpose (the "County Parking Spaces") as provided in this subsection.
- 2. Location of the Parking Spaces. The 90 County Parking Spaces shall be located on the ground level within the Parking Structure to the fullest extent feasible, and exclusive of any parking spaces required to be located on the ground level to comply with the Americans with Disabilities Act. If the design of the Parking Structure does not allow all 90 County Parking Spaces to be located on the ground level, as many of the County Parking Spaces as possible shall be on the ground level and any remaining County Parking Spaces shall be located on the next level above or below the ground level subject to design considerations and applicable State or federal regulatory requirements. For the purposes of this Agreement, "ground level" means the level of the Parking Structure that is at or nearest to the level of the ground around the Parking Structure. Because of the different elevations of East Market Street and 7th Street, it is possible for more than one level of the Parking Structure to be ground level.
- 3. <u>Access to Sidewalks Outside of the Parking Structure</u>. All 90 County Parking Spaces shall be located to provide convenient pedestrian access to sidewalks outside of the Parking Structure to allow persons working in and using the County Courts to safely walk to and from the County Courts.
- 4. <u>Controlled Access</u>. The Parking Structure shall be designed to provide controlled access to the fullest extent feasible to the County Parking Spaces when the County has the exclusive right to use the County Parking Spaces for its purposes as provided in Section 2(C)(6). The techniques and systems to control access shall be agreed to between the City and the County while the Parking Structure is being designed. County approval shall not be unreasonably withheld.

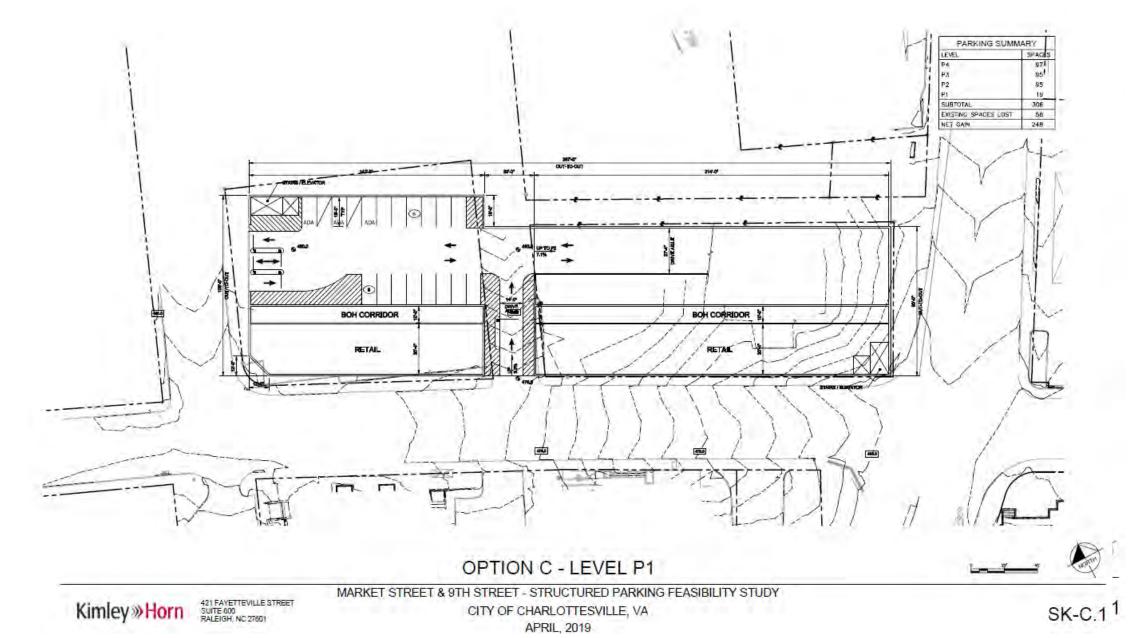
- 5. <u>County Parking Space Circulation, and Dimensions</u>. The design of the Parking Structure shall provide safe and convenient ingress and egress from the City streets to the County Parking Spaces, access, and internal circulation shall meet the minimum requirements of City Code § 34-975, and the dimensions of each County Parking Space shall meet the minimum dimensions for a parking space for a standard vehicle (8.5 feet by 18 feet) or a compact vehicle (8 feet by 16 feet) as provided in City Code § 34-977. The ratio of County Parking Spaces for standard vehicle and compact vehicles shall be the same as it is for other parking areas within the Parking Structure.
- 6. When the County has Exclusive Right to Occupy the County Parking Spaces. The County shall have exclusive control over access to and the right to determine the use of the County Parking Spaces as follows:
 - a. <u>During Regular Court Hours</u>. Each Monday through Friday, from 7:00 a.m. until 6:00 p.m., unless the day is a court holiday.
 - b. During Special Court Sessions or Events. The County shall also have exclusive control over access to and the use of the County Parking Spaces on any weekend day or evening after 6:00 p.m. when the County or any County Court knows that a judicial proceeding or other County Court event will be held on those days or during those times. The County shall provide the City advance notice of the judicial proceeding or other County Court event that will be held on a weekend day or in the evening after 6:00 p.m.
- 7. When the County does not have Exclusive Right to Occupy the County Parking Spaces. At any time when the County does not have exclusive control of them as provided in Section 2(C)(6), the County Parking Spaces shall be under the control of the City and may be open to the public or otherwise used as the City determines to be appropriate.
- 8. <u>Separate Lease</u>. Before the County begins using the County Parking Spaces, the County and the City will enter into a lease for the County Parking Spaces. The lease will be for a minimum term of 20 years, for a rent of not more than \$1.00 per year, and will permit the County to renew the lease for one time for a period not to exceed 20 years for a rent of not more than \$1.00 per year and will otherwise be consistent with the terms and conditions of this Agreement. The lease shall contain a section which provides the County Parking Spaces become unavailable. The lease will make proximity as close as possible to the County Courts the City's first priority in providing alternative parking spaces.
- D. <u>When Construction Shall Begin</u>. The City shall begin construction of the Parking Structure no later than May 1, 2022.
- E. When a Certificate of Occupancy Must be Issued and County Entitled Use. The City shall issue a certificate of occupancy for the Parking Structure, or at least for the County Parking Spaces, by November 30, 2023, subject to the following:
 - <u>Coordination</u>. One of the primary objectives of this Agreement is to ensure that parking spaces are available to persons working in and using the County Courts and their related offices when the General District Court Project is completed. The Parties intend for the City's construction of the Parking Structure and for the General District Court Project to be completed as simultaneously as practicable. In furtherance of that intention:
 - a. <u>Meetings</u>. Representatives from the County and the City who will be managing the General District Court Project and the construction of the Parking Structure for their respective localities shall meet to discuss coordinating the timely completion of the two projects. The

meetings shall begin during the design phases for the respective projects and be held periodically as the representatives determine to be necessary.

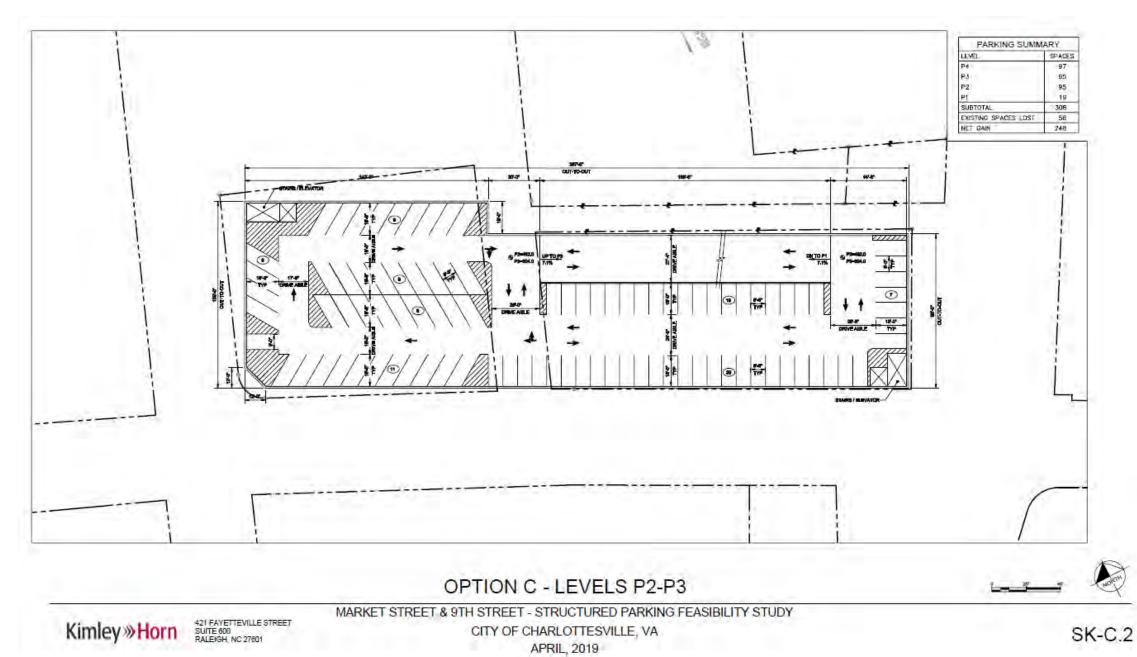
- b. <u>Schedule for the General District Court Project</u>. The County shall provide to the City the County's schedule for completing the General District Court Project and provide any revisions to the schedule whenever it changes. The County will provide the original schedule to the City at least three years before the planned completion date of the General District Court Project.
- c. <u>Schedule for the Parking Structure</u>. The City shall provide to the County the City's schedule for completing the Parking Structure and provide any revisions to the schedule whenever it changes. The City shall provide the original schedule to the County within 30 days after the County provides the City its original schedule for the General District Court Project.
- 2. Temporary Alternative Parking if the Parking Structure is not Timely Completed. If the General District Court Project receives a certificate of occupancy on or after November 30, 2023 and before the certificate of occupancy for the Parking Structure has been issued, the City shall provide 100 parking spaces for the exclusive use for those persons working in and using the County Courts and their related offices until the County is able to occupy the Parking Structure and use the County Parking Spaces. These 100 parking spaces shall be located in the City-owned parking structure located on Market Street Commonly known as the "Market Street Garage."
- F. <u>Signs</u>. The City agrees to install and maintain signs in public areas, including along sidewalks, between the Parking Structure, Court Square, and the Project Property as described in Section 5(A) to inform pedestrians how to get to and from those properties.
 - Sign Plan. Before the City installs the signs, it shall develop and provide to the County a
 proposed sign plan, which the County shall review and be subject to approval by the County
 Executive. The County Executive shall not unreasonably withhold approval of the sign plan.
- <u>Costs</u>. The City shall pay all costs to make or purchase, install, and maintain the signs required by this section.
- G. Failure of the City to Complete Construction of the Parking Structure. If the City fails to complete construction of the Parking Structure so that it is unable to provide to the County the County Parking Spaces by November 30, 2023 or within one year after the General District Court Project is completed, whichever is later, at the option of the County:
 - Provide Parking in the Market Street Garage. The City shall provide 100 spaces in the Market Street Garage at or below Level 2 as those levels are identified on the date of this Agreement for the exclusive use by the County, subject to the terms and conditions of Sections 2(C)(4), 2(C)(5), 2(C)(6), 2(C)(7), and 2(F); or
 - Reconvey Interest in East Market Street Parcel, Allow the County to Use the Parcel for Parking, and Pay the County. The City shall convey a one-half Interest in the East Market Street Parcel to the County, allow the County to use the East Market Street Parcel for parking, and pay the County, as follows:
 - a. <u>Reconveyance</u>. Subject to a City Council ordinance, the City shall convey to the County a one-half interest in the East Market Street Parcel for the amount it paid to the County pursuant to Section 1 or the then-current appraised value of the one-half interest, whichever is less, less one-half of the fair market rental value for the City's sole occupation of the East Market Street Parcel for the entire time the City was the sole owner of the parcel; and

Proof of Concept Design Exercise

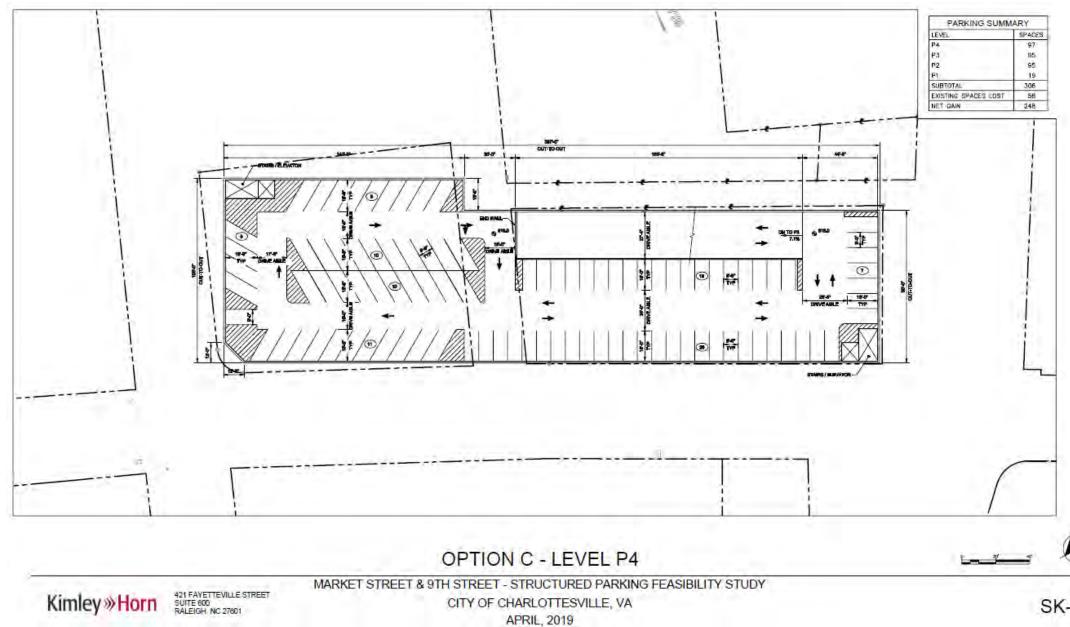
The following design represents only a proof of concept. It likely will bear little resemblance to the actual building



Proof of Concept Design Exercise (continued)



Proof of Concept Design Exercise (continued)



SK-C.3

Questions? Comments? Suggestions?