

**From:** Scala, Mary Joy  
**Sent:** Friday, February 20, 2015 10:52 AM  
**To:** Powe, Gregory; Woodard, Keith  
**Subject:** BAR Action - Feb 17, 2015 - 200 2nd Street SW

February 20, 2015

Market Plaza, LLC  
c/o Woodard Properties  
224 14<sup>th</sup> Street NW  
Charlottesville, VA 22902

**Certificate of Appropriateness Application (Final details)**

BAR 14-09-01  
200 2<sup>nd</sup> Street SW  
Tax Parcel 280069000, 280071000-280075000  
Market Plaza LLC, Owner/ Powe Studio Architects, Applicant New Urban Mixed-Use Development  
New Urban Mixed-Use Development

Dear Applicant,

The above referenced project was discussed before a meeting of the City of Charlottesville Board of Architectural Review (BAR) on February 17, 2015. The following action was taken:

**The BAR approved (6-0) the building perspectives with elevations and details to come back to the BAR to confirm the design intention:**

- 1. Handrail along Water Street;**
- 2. Remove brick pillar at top of stair;**
- 3. No brises soleil on east elevation;**
- 4. Modify top of building to minimize crenelations;**
- 5. Terrace dividers;**
- 6. Remove two light poles at bottom of stair;**
- 7. Explore options to remove entry barrier to plaza from South Street;**
- 8. Landscape plan;**
- 9. Lighting plan;**
- 10. Signage plan;**
- 11. Confirm final materials, windows, metal colors;**
- 12. Elevation drawings to show corner details resolved.**

If you need the meeting audio I can email it to you when I receive it. If you have any questions, please contact me at 434-970-3130 or [scala@charlottesville.org](mailto:scala@charlottesville.org).

Sincerely yours,

Mary Joy Scala, AICP  
Preservation and Design Planner

Mary Joy Scala, AICP  
Preservation and Design Planner  
City of Charlottesville  
Department of Neighborhood Development Services  
City Hall – 610 East Market Street  
P.O. Box 911  
Charlottesville, VA 22902

**CITY OF CHARLOTTESVILLE  
BOARD OF ARCHITECTURAL REVIEW  
STAFF REPORT  
February 17, 2015**



**Certificate of Appropriateness Application**

BAR 14-09-01

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Tax Parcel 280069000, 280071000-280075000

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New Urban Mixed-Use Development

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**Background**

This property is located in the Downtown ADC District. The site is currently used for parking. A building used by the City Department of Parks and Recreation recently burned and was removed.

The City of Charlottesville has given consent, as owner of this property, for the applicant to seek land use approvals (see attached letter dated July 24, 2014). The applicant was chosen out of four firms who submitted proposals on this site for a mixed-use development that would include incorporation of the current City Market and 102 public parking spaces. The City will continue to operate City Market. Closing 1<sup>st</sup> Street between Water Street and South Street is an option offered by the City, but a public hearing must be held by Council before it can be closed. Negotiations for a purchase and development agreement are currently underway.

September 16, 2014 – The BAR recommended (8-0) to City Council that the Special Use Permit (SUP) to allow increased density (from 43 units per acre to 60 units per acre) and additional building height (from 70 feet to 101 feet), with an exception for a 12 foot setback on Water Street, for the redevelopment of 200 2<sup>nd</sup> Street SW into a mixed use development including the City Market and other public assembly events that may be in excess of 300 people, will not have an adverse impact on the Downtown Architectural Design Control (ADC) District, and the BAR recommends approval of the SUP, subject to the usual BAR review.

The BAR also made preliminary comments regarding the proposed design of the building and site:

- Massing is thoughtful, tallest part in right place;
- Plaza side is more successful than Water/2<sup>nd</sup> Street facades;
- Revisit forcing context with 25 ft. modules, be less literal in modulating facades, use details of wall to break down plane, think of it as single large composition;
- Simplify base, upper and lower elevations need to hang together more, fenestration on brick base needs work, Deco effect on upper brick stories is good and reflects warehouse-industrial context;
- Revisit NW glass corner that incorrectly reads as an entrance;
- Revisit enormous, projecting balconies, prefer negative corners;
- Need thoughtful design of intersections of glass and masonry corners;
- Revisit metal spine above stairs on South Street terraces;
- Want bolder pedestrian connection from 2<sup>nd</sup> Street to plaza;
- Like the change in brick color, like the tactility of brick material, would be concerned if all glass, don't like strong contrast between brick colors.
- Revisit design of 1<sup>st</sup> Street stairs and waterfall and area between stairs and building, simplify stairs, make stairs more gentle, follow topo more closely, want the space to be there.

December 1, 2014 - City Council approved the SUP with conditions.

December 16, 2014 - The BAR approved (8-0) the massing and general site layout as submitted; and the applicant shall return to the BAR with further approval for the design details of the entrance and stair area, and including: a comprehensive signage plan, detailed landscape plan; "plaza layout" plan including site

amenities and furnishings; window specifications; building and paving materials; wall sections; lighting; and location of mechanical units and trash areas; and  
The BAR unanimously supports the curtain wall on the plaza side of the building [rather than the brick grid]; and the BAR does not support trees on the plaza.

January 20, 2015 – The BAR accepted applicant's deferral request (7-0); Some of the items the BAR asked to see were: concise submittal with correct versions of all drawings, architectural elevation drawings, make solid band on top before stepback, then no brick above, no mall brick for pavers, planters should be brick next to building, final design of perforated railing, overall lighting plans (may come later), plaza plan with changes to lighting (Keith's design lighting fixtures along 1<sup>st</sup> Street). [Please refer to the January 20, 2015 minutes for a full discussion.]

The BAR also made a recommendation to City Council regarding a Special Use Permit: they recommended (7-0) that a proposed temporary location for City Market at 100 E Water Street would have no adverse effects on the ADC district.

February 2, 2015 – City Council approved Special Use Permit for temporary location for City Market at 100 E Water Street, subject to the following conditions:

1. The Farmer's Market shall be easily visible from adjacent vehicular rights-of-way, easily accessible from adjacent sidewalks, and shall be arranged in a manner that facilitates a comfortable flow of pedestrians among the various vendor stands within the Market.
2. The special use permit shall expire on December 31, 2017.

### **Application**

The applicant is asking for final approval. Next steps for the applicant will be site plan review, and City Council will hold public hearings regarding the closing of First Street and the sale of the property.

The applicant's submittal addresses:

- Updates to the tower stepbacks on Water Street and 2<sup>nd</sup> Street SW elevations;
- details of exterior enclosure modifications (balconies, stepbacks, ground floor planters, entry canopies);
- modifications to the grand stair and plaza (materials, lighting); and
- architectural and wall section drawings.

### **Zoning District Regulations**

The property is currently zoned Water Street Corridor (WSD) mixed use zoning district with ADC historic district overlay.

Minimum height: 40 feet; maximum 70 feet, with up to **101 feet allowed with SUP.**

Density: 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. **[The SUP allows 60 DUA]**

Stepback: For properties with frontage on the north side of South Street between Ridge Street and 2nd Street SW, the maximum height of the streetwall of any building or structure shall be forty-five (45) feet. After forty-five (45) feet, there shall be a minimum stepback of twenty-five (25) feet along the length of such street wall. **[The SUP requires, along both Water Street and 2<sup>nd</sup> Street SW, a 5-10 foot stepback at the streetwall height, which shall be between 25-45 feet.]**

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 five (5) 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) *Setback, Water Street:* A minimum setback of five (5) feet shall be required for all buildings located on Water Street. **[The SUP requires a building setback of 7-12 feet on Water Street.]**

Other mixed use regulations:

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

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

(3) Where any building or development occupies one 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.

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

Parking: Non-residential developments in the *Parking Modified Zone* shall provide 50% of the required parking; residential developments shall provide 1 space per unit. Parking requirements may be fulfilled by the property owner or developer through several alternatives outlined in the code. Affordable dwelling units do not require parking.

For context, nearby building heights include:

Waterhouse (World Stride) has a SUP for 82.6 feet (7 stories).

The Landmark Hotel (under construction) has 101 feet height (9 stories) plus an appurtenance level.

The Water Street parking garage is 4 stories.

The rear of Jefferson Theater, Live Arts and the terraces are all 4-5 stories.

The Pink Warehouse is 3 stories.

## **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**

- (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;*
- (8) Any applicable provisions of the City's Design Guidelines.*

### **Pertinent Design Review Guidelines for New Construction**



## **A. Introduction**

### **3. Building Types**

#### *e. Multi-lot*

*Often new commercial, office, or multiuse buildings will be constructed on sites much larger than the traditionally sized lots 25 to 40 feet wide. Many sites for such structures are located on West Main Street and in the 14th and 15th Street area of Venable neighborhood. These assembled parcels can translate into new structures whose scale and mass may overwhelm neighboring existing structures. Therefore, while this building type may need to respond to the various building conditions of the site, it also should employ design techniques to reduce its visual presence. These could include varying façade wall planes, differing materials, stepped-back upper levels, and irregular massing.*

### **B.Setback**

- 1. Construct new commercial buildings with a minimal or no setback in order to reinforce the traditional street wall.*
- 2. Use a minimal setback if the desire is to create a strong street wall or setback consistent with the surrounding area.*
- 3. Modify setback as necessary for sub-areas that do not have well-defined street walls.*
- 4. Avoid deep setbacks or open corner plazas on corner buildings in the downtown in order to maintain the traditional grid of the commercial district.*
- 5. In the West Main Street corridor, construct new buildings with a minimal (up to 15 feet according to the zoning ordinance) or no setback in order to reinforce the street wall. If the site adjoins historic buildings, consider a setback consistent with these buildings.*
- 6. On corners of the West Main Street corridor, avoid deep setbacks or open corner plazas unless the design contributes to the pedestrian experience or improves the transition to an adjacent residential area.*
- 7. New buildings, particularly in the West Main Street corridor, should relate to any neighborhoods adjoining them. Buffer areas should be considered to include any screening and landscaping requirements of the zoning ordinance.*
- 8. At transitional sites between two distinctive areas of setback, for instance between new commercial and historic commercial, consider using setbacks in the new construction that reinforce and relate to setbacks of the historic buildings.*

### **C. Spacing**

- 2. Commercial and office buildings in areas that have a well-defined street wall should have minimal spacing between them.*
- 3. In areas that do not have consistent spacing, consider limiting or creating a more uniform spacing in order to establish an overall rhythm.*
- 4. Multi-lot buildings should be designed using techniques to incorporate and respect the existing spacing on a residential street.*

### **D. Massing & Footprint**

- 1. New commercial infill buildings' footprints will be limited by the size of the existing lot in the downtown or along the West Main Street corridor. Their massing in most cases should be simple rectangles like neighboring buildings.*
- 2. New infill construction in residential sub-areas should relate in footprint and massing to the majority of surrounding historic dwellings.*
- 3. Neighborhood transitional buildings should have small building footprints similar to nearby dwellings.*
  - a. If the footprint is larger, their massing should be reduced to relate to the smaller-scaled forms of residential structures.*
  - b. Techniques to reduce massing could include stepping back upper levels, adding residential roof and porch forms, and using sympathetic materials.*
- 4. Institutional and multi-lot buildings by their nature will have large footprints, particularly along the West Main Street corridor and in the 14<sup>th</sup> and 15<sup>th</sup> Street area of the Venable neighborhood.*
  - a. The massing of such a large scale structure should not overpower the traditional scale of the majority of nearby buildings in the district in which it is located.*
  - b. Techniques could include varying the surface planes of the buildings, stepping back the buildings as the structure increases in height, and breaking up the roof line with different elements to create smaller compositions.*

## **E. Height and Width**

- 1. Respect the directional expression of the majority of surrounding buildings. In commercial areas, respect the expression of any adjacent historic buildings, which generally will have a more vertical expression.*
- 2. Attempt to keep the height and width of new buildings within a maximum of 200 percent of the prevailing height and width in the surrounding sub-area.*
- 3. In commercial areas at street front, the height should be within 130 percent of the prevailing average of both sides of the block. Along West Main Street, heights should relate to any adjacent contributing buildings. Additional stories should be stepped back so that the additional height is not readily visible from the street.*
- 4. When the primary façade of a new building in a commercial area, such as downtown, West Main Street, or the Corner, is wider than the surrounding historic buildings or the traditional lot size, consider modulating it with bays or varying planes.*
- 5. Reinforce the human scale of the historic districts by including elements such as porches, entrances, storefronts, and decorative features depending on the character of the particular sub-area.*
- 6. In the West Main Street corridor, regardless of surrounding buildings, new construction should use elements at the street level, such as cornices, entrances, and display windows, to reinforce the human scale.*

## **F. Scale**

- 1. Provide features on new construction that reinforce the scale and character of the surrounding area, whether human or monumental. Include elements such as storefronts, vertical and horizontal divisions, upper story windows, and decorative features.*
- 2. As an exception, new institutional or governmental buildings may be more appropriate on a monumental scale depending on their function and their site conditions.*

## **G. Roof**

### *Roof Forms and Pitches*

- a. The roof design of new downtown or West Main Street commercial infill buildings generally should be flat or sloped behind a parapet wall.*
- b. Neighborhood transitional buildings should use roof forms that relate to the neighboring residential forms instead of the flat or sloping commercial form.*
- c. Institutional buildings that are freestanding may have a gable or hipped roof with variations.*
- d. Large-scale, multi-lot buildings should have a varied roof line to break up the mass of the design using gable and/or hipped forms.*
- e. Shallow pitched roofs and flat roofs may be appropriate in historic residential areas on a contemporary designed building.*
- f. Do not use mansard-type roofs on commercial buildings; they were not used historically in Charlottesville's downtown area, nor are they appropriate on West Main Street.*

## **H. Orientation**

- 1. New commercial construction should orient its façade in the same direction as adjacent historic buildings, that is, to the street.*
- 2. Front elevations oriented to side streets or to the interior of lots should be discouraged.*

## **I. Windows and Doors**

- 1. The rhythm, patterns, and ratio of solids (walls) and voids (windows and doors) of new buildings should relate to and be compatible with adjacent historic facades.*
  - a. The majority of existing buildings in Charlottesville's historic districts have a higher proportion of wall area than void area except at the storefront level.*
  - b. In the West Main Street corridor in particular, new buildings should reinforce this traditional proportion.*
- 2. The size and proportion, or the ratio of width to height, of window and door openings on new buildings' primary facades should be similar and compatible with those on surrounding historic facades.*
  - a. The proportions of the upper floor windows of most of Charlottesville's historic buildings are more vertical than horizontal.*
  - b. Glass storefronts would generally have more horizontal proportions than upper floor openings.*
- 3. Traditionally designed openings generally are recessed on masonry buildings and have a raised surround on frame buildings. New construction should follow these methods in the historic districts as opposed to designing openings that are flush with the rest of the wall.*

4. Many entrances of Charlottesville's historic buildings have special features such as transoms, sidelights, and decorative elements framing the openings. Consideration should be given to incorporating such elements in new construction.
5. Darkly tinted mirrored glass is not an appropriate material for windows in new buildings within the historic districts.
6. If small-paned windows are used, they should have true divided lights or simulated divided lights with permanently affixed interior and exterior muntin bars and integral spacer bars between the panes of glass.
7. Avoid designing false windows in new construction.
8. Appropriate material for new windows depends upon the context of the building within a historic district, and the design of the proposed building. Sustainable materials such as wood, aluminum-clad wood, solid fiberglass, and metal windows are preferred for new construction. Vinyl windows are discouraged.
9. Glass shall be clear. Opaque spandrel glass or translucent glass may be approved by the BAR for specific applications.

#### **K. Street level Design**

1. Street level facades of all building types, whether commercial, office, or institutional, should not have blank walls; they should provide visual interest to the passing pedestrian.
2. When designing new storefronts or elements for storefronts, conform to the general configuration of traditional storefronts depending on the context of the sub-area. New structures do offer the opportunity for more contemporary storefront designs.
3. Keep the ground level facades(s) of new retail commercial buildings at least eighty percent transparent up to a level of ten feet.
4. Include doors in all storefronts to reinforce street level vitality.
5. Articulate the bays of institutional or office buildings to provide visual interest.
6. Institutional buildings, such as city halls, libraries, and post offices, generally do not have storefronts, but their street levels should provide visual interest and display space or first floor windows should be integrated into the design.
7. Office buildings should provide windows or other visual interest at street level.
8. Neighborhood transitional buildings in general should not have transparent first floors, and the design and size of their façade openings should relate more to neighboring residential structures.
9. Along West Main Street, secondary (rear) facades should also include features to relate appropriately to any adjacent residential areas.
10. Any parking structures facing on important streets or on pedestrian routes must have storefronts, display windows, or other forms of visual relief on the first floors of these elevations.
11. A parking garage vehicular entrance/exit opening should be diminished in scale, and located off to the side to the degree possible.

#### **L. Foundation and Cornice**

1. Distinguish the foundation from the rest of the structure through the use of different materials, patterns, or textures.
2. Respect the height, contrast of materials, and textures of foundations on surrounding historic buildings.
3. If used, cornices should be in proportion to the rest of the building.
4. Wood or metal cornices are preferred. The use of fypon may be appropriate where the location is not immediately adjacent to pedestrians.

#### **M. Materials and Textures**

1. The selection of materials and textures for a new building should be compatible with and complementary to neighboring buildings.
2. In order to strengthen the traditional image of the residential areas of the historic districts, brick, stucco, and wood siding are the most appropriate materials for new buildings.
3. In commercial/office areas, brick is generally the most appropriate material for new structures. "Thin set" brick is not permitted. Stone is more commonly used for site walls than buildings.
4. Large-scale, multi-lot buildings, whose primary facades have been divided into different bays and planes to relate to existing neighboring buildings, can have varied materials, shades, and textures.
5. Synthetic siding and trim, including, vinyl and aluminum, are not historic cladding materials in the historic districts, and their use should be avoided.
6. Cementitious siding, such as HardiPlank boards and panels, are appropriate.

7. Concrete or metal panels may be appropriate.
8. Metal storefronts in clear or bronze are appropriate.
9. The use of Exterior Insulation and Finish Systems (EIFS) is discouraged but may be approved on items such as gables where it cannot be seen or damaged. It requires careful design of the location of control joints.
10. The use of fiberglass-reinforced plastic is discouraged. If used, it must be painted.
11. All exterior trim woodwork, decking and flooring must be painted, or may be stained solid if not visible from public right-of-way.

#### **O. Details and Decorations**

1. Building detail and ornamentation should be consistent with and related to the architecture of the surrounding context and district.
2. The mass of larger buildings may be reduced using articulated design details.
3. Pedestrian scale may be reinforced with details.

#### **Discussion and Recommendations**

The BAR should determine if any additional information is needed to complete the approval. The BAR previously requested the following changes and additional details:

1. Concise submittal with correct versions of all drawings and architectural elevation drawings to resolve modeling issues;
2. Building stepback design: Study the top; consider no brick above.
3. Building details: Final details are needed for brises soleil, and perforated railings.
4. Wall sections: Submit detailed wall sections;
5. Entrance and grand stair area: Fill in the base and add perforated metal railings.
6. Pavers: Quiet down the paving brick selection; do not use Mall brick (4x12). (NOTE: Previous boards approved the same color bricks as on the Mall, but 4x8 size, for the side streets and City Hall plaza to distinguish these areas from the Halprin design.)
7. Plaza plan: Lose the columns; use Keith Woodard's design for light poles/fixtures along 1<sup>st</sup> Street;
8. Planters should be brick next to building on Water Street.

These items may be submitted later:

Overall Lighting Plan: Photometric and cut sheets for the lighting fixtures must be submitted to the BAR.

Signage plan: A comprehensive signage plan may be submitted at any time for BAR, then City Council approval. The previously shown signage above the second floor window sills has been removed from the drawings.

#### **Suggested Motion**

Having considered the standards set forth within the City Code, including City Design Guidelines for New Construction, I move to find that the proposed new building satisfies the BAR's criteria and guidelines, and is compatible with this property and other properties in the Downtown ADC District, and that the BAR approves the following final details as submitted: ....

The applicant should return to the BAR for further approval of the following design details: ....



# MARKET PLAZA

an urban, mixed-use development

Powe Studio Architects, PC  
In Association with Keith O. Woodard, RA

Market Plaza, LLC | A Joint Venture  
Led By Woodard Properties

BOARD OF ARCHITECTURAL REVIEW  
Charlottesville, VA | February 17, 2015

## AREAS OF FURTHER STUDY:

- BUILDING STEP BACKS
- EXTERIOR DETAILS
- GRAND STAIR AND PLAZA
- DETAILED SECTIONS

WATER STREET STUDIO

• TIMMONS GROUP, INC.

• DESIGN DEVELOP, LLC.





Market Plaza on Market Day

Plaza from First and South Streets: Overall





From Second and Water Streets: Previous Submission





From Second and Water Streets: Revised Design





From First and Water Streets: Overall





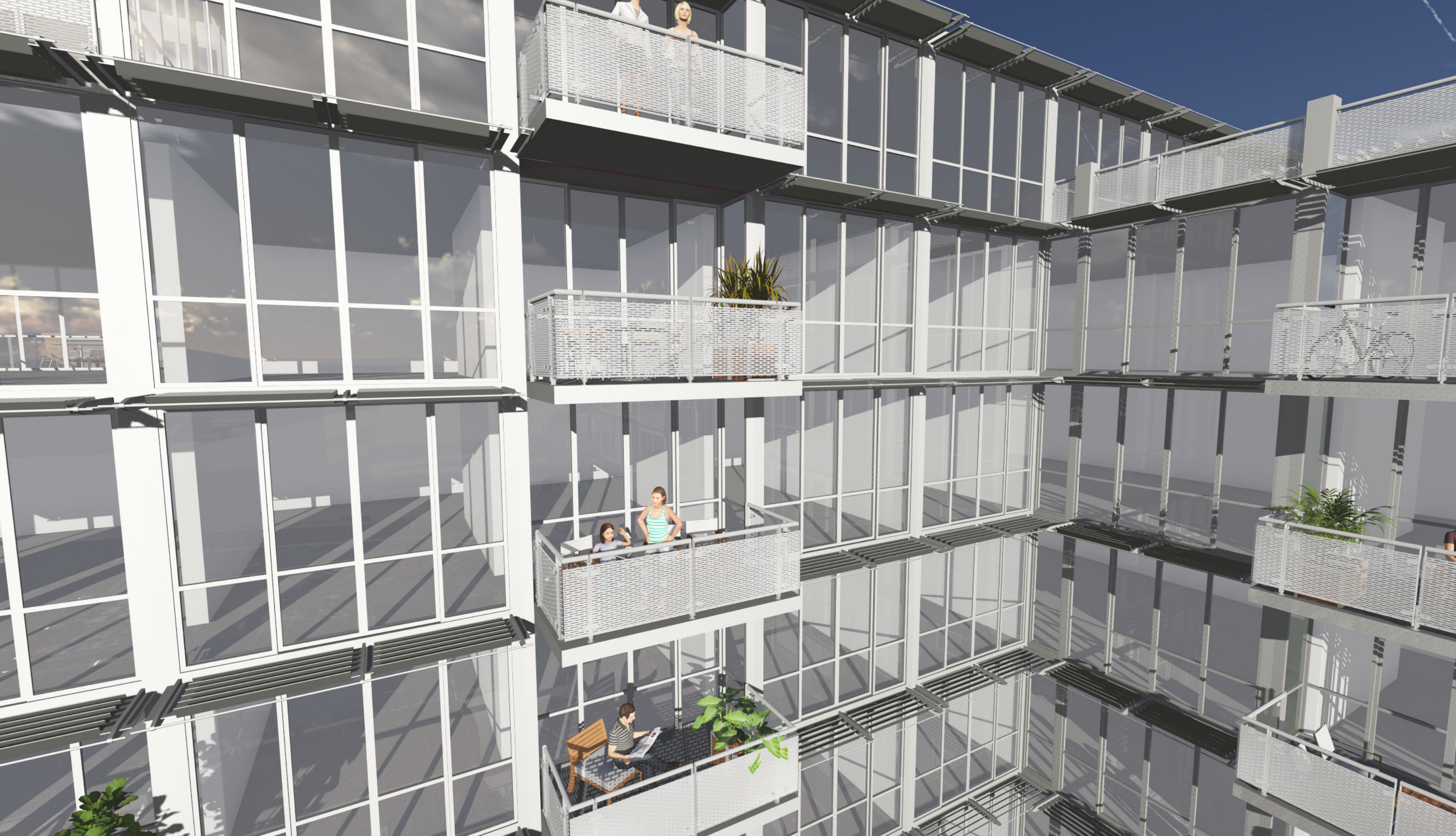
From Second and South Streets: Overall





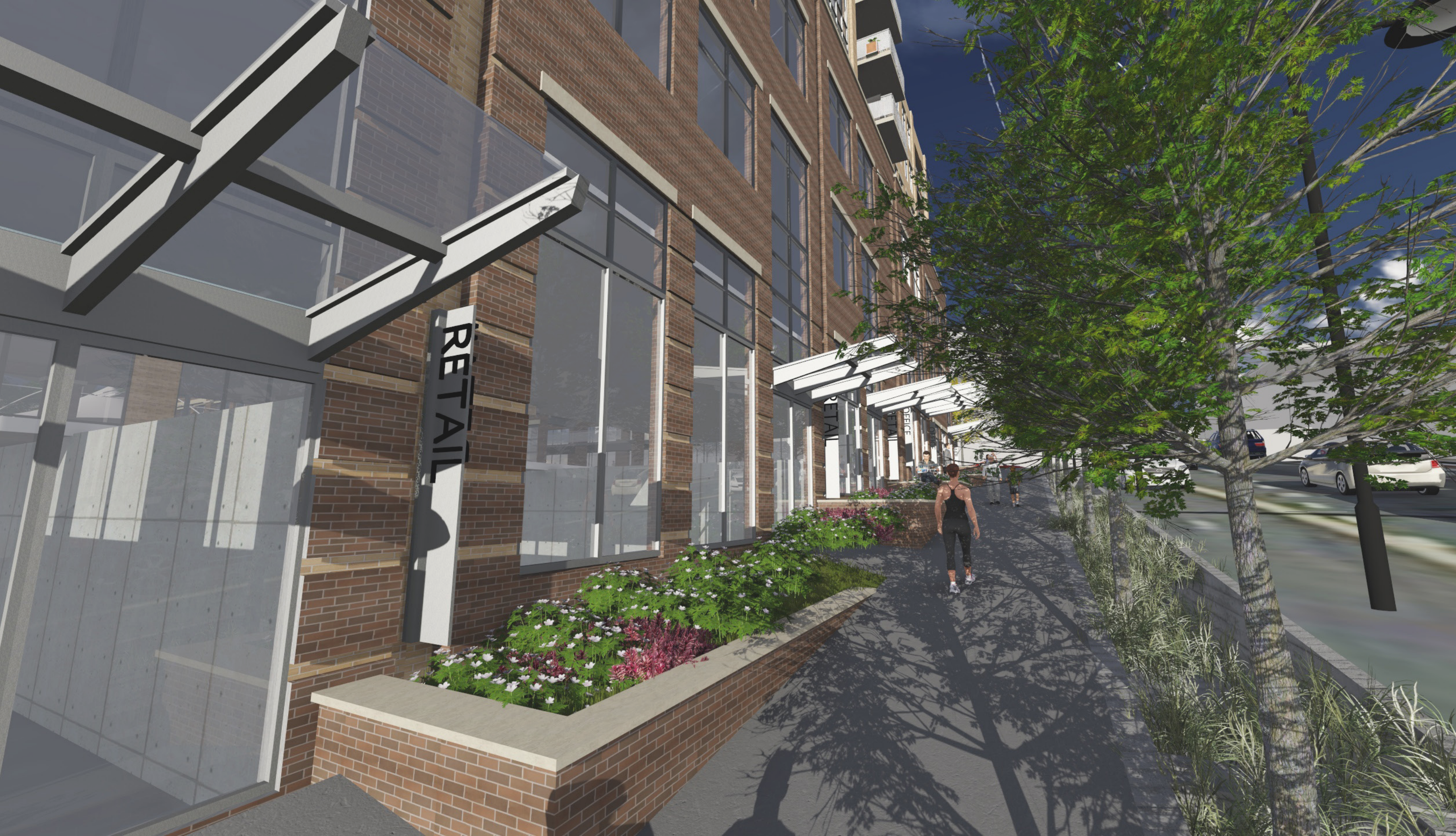
Upper Level Second Street Wall: Close Up





Curtain Wall Interior Corner: Close-Up





Water Street at Pedestrian Level





Grand Stair Birdseye





Pedestrian Connection to and from Downtown Mall



Pedestrian Connection to and from Downtown Mall

Detail View - Grand Stair Looking From Downtown Mall Towards South Street





Pedestrian Connection to and from Downtown Mall



Pedestrian Connection to and from Downtown Mall

### Plaza Level Looking From South Street To Downtown Mall





Site Plan - Market Plaza on Weekday





Plaza Overall at Pedestrian Level