CITY OF CHARLOTTESVILLE
DEPARTMENT OF NEIGHBORHOOD DEVELOPMENT SERVICES
STAFF REPORT TO THE ENTRANCE CORRIDOR REVIEW BOARD (ERB)

ENTRANCE CORRIDOR (EC)
CERTIFICATE OF APPROPRIATENESS

DATE OF PLANNING COMMISSION MEETING: November 14, 2017

**Project Name:** 1801 Hydraulic Road, Hillsdale Place  
**Planner:** Mary Joy Scala, AICP  
**Applicant:** Bignell Watkins Hassler Architects PC  
**Applicant’s Representative:** Kevin Lyon  
**Applicant’s Relation to Owner:** Architect

**Application Information**

**Property Street Address:** 1801 Hydraulic Road  
**Property Owner:** Riverbend Development, Inc., Alan Taylor  
**Tax Map/Parcel #:** Tax Map 41B, Parcel 2 (Online Records: 41B002000)  
**Total Square Footage/Acreage Site:** 9.064 acres  
**Comprehensive Plan (Land Use Plan) Designation:** Mixed Use  
**Current Zoning Classification:** HW Highway Corridor with Entrance Corridor (EC) Overlay  
**Entrance Corridor Overlay Districts:** §34-307(a)(1) Route 29 North from corporate limits to Ivy Road, and §34-307(a)(2) Hydraulic Road from corporate limits to the 250 Bypass  
**Current Usage:** One-story vacant building that was most recently occupied by K Mart and Gold’s Gym (building to be partially demolished)

**Background**

A site plan is being reviewed concurrently, which will be approved administratively.

[Note: The site planner has noted that the property is in close proximity to the 29/Hydraulic Small Area Plan where there has been discussion surrounding increased walkability of this area and enhanced access for both bicyclists and pedestrians. Staff recognizes this site will have two phases of development, the latter phase to include the overall redevelopment of the site. The construction of Streets That Work (STW) improvements will most likely make sense for the second phase of this site’s redevelopment. Coordination between the developer, City and TJPDC will be required given the 29/Hydraulic ongoing planning process.]

**Applicant’s Request**

The current request is for approval of a certificate of appropriateness to partially demolish,
renovate, and reconstruct an existing one-story commercial building with surface parking. The applicant states that the project aims to maintain the current building footprint, reusing portions of the existing structure and walls. A new plaza area will be created as a focal point for the shops and restaurants.

The parking lot will be renovated with new striping and landscaping. The Site/Landscape Plan (page 3) shows four “Future” outlots but these are not included on the actual site plan and are not part of this approval.

There are three existing two-way vehicular entrances, off Hydraulic Road, Hillsdale Drive, and India Road. The Hillsdale Drive entrance no longer allows left turns northbound, but northbound traffic could enter the site at the rear of the building. The Hydraulic Road entrance allows left turns eastbound, but there is no traffic signal.

Proposed landscaping includes adding 17 Red Maple, 6 Japanese Katsura, 19 Kentucky Coffeetree, 13 White Oak, 5 Northern Red Oak, 12 Willow Oak, 31 Littleleaf Linden, and 10 Japanese Zelcova. Proposed shrubs include Red Osier Dogwood, Dwarf Fothergilla, China Girl Holly, and Andorra Juniper.

Building materials consist of brick, split face concrete masonry units, metal/ribbed metal siding, wood cladding, wood-effect manufactured stone, and aluminum composite panels.

Proposed building signage is generally shown.

**Standard of Review**

The Planning Commission serves as the entrance corridor review board (ERB) responsible for administering the design review process in entrance corridor overlay districts. This development project requires a site plan, and therefore also requires a certificate of appropriateness from the ERB, pursuant to the provisions of §34-309(a)(3) of the City’s Zoning Ordinance. The ERB shall act on an application within 60 days of the submittal date, and shall either approve, approve with conditions, or deny the application. Appeal would be to City Council.

**Standards for considering certificates of appropriateness:**

In conducting review of an application, the ERB must consider certain features and factors in determining the appropriateness of proposed construction, alteration, etc. of buildings or structures located within an entrance corridor overlay district. Following is a list of the standards set forth within §34-310 of the City Code:

§34-310(1): Overall architectural design, form, and style of the subject building or structure, including, but not limited to: the height, mass and scale;

The one-story building is approximately 200’ x 609’ in overall dimensions. The raised parapets range in height from 11- 15 feet, with a 19 foot high tower in the plaza area.
The building form is a well-articulated rectangular box, with varying parapet heights. In the center the retail spaces step back approximately 40 feet to create an outdoor plaza area.

**Staff Analysis:**
A well-articulated building of this height, mass and scale is appropriate in this location, because it is considered to be a Phase I use. In the future, a multi-story building built to the street frontages would add prominence to this important corner.

**e§34-310(2): Exterior architectural details and features of the subject building or structure:**

The facades are articulated with materials, colors, varied parapet heights, glass area, and canopies.

The Hydraulic Road façade is well-articulated with a generous amount of storefront glass, and a plaza area that adds interest.

The facade that faces Route 29 has no glass, but is otherwise articulated with color, materials, and vegetated wire trellis.

The rear wall is only slightly visible from Route 29, and has mostly split face block and painted masonry.

The Hillsdale Road façade has glass only at the entryway. That wall is mostly split face block that is not well-articulated, given its visibility from Hydraulic Road.

Nine types of lighting fixtures (page 20) are proposed on the building and plaza:
L1 Wall mount Barnlight Electric
L2 Wall mount Luminus Argon
L3 Sign light   BK Lighting
L4 Wall mount Luminis Eclipse
L5 Wall mount BK lighting
L6 Wall mount Luminus Quanta
L7 Linear wall wash light Insight Medley
L8 Wall mount Invue Entri
Pedestrian light Luminus Maya
Existing parking lot pole lights will be relocated and re-used.

Mechanical equipment will be screened on the roof with the raised parapets.

Signage shown consists of wall signs located at maximum 20 feet height. Additional signage identifying Hillsdale Place at each road frontage is possible. The applicant has expressed interest in applying for a Comprehensive Signage Plan for larger or more signage than the ordinance permits.

**Staff Analysis:** The proposed contemporary design looks intentional for this corner location.
Staff recommends additional articulation, preferably using more brick, on the Hillsdale Road façade (the existing facade is currently painted brick and CMU) to complement the Whole Foods building.

New lighting, including building and pole lighting, may not exceed twenty feet mounting height. The fixtures all appear to be dark sky-friendly, but staff has requested cut sheets to verify. Staff does not recommend the use of L-7 to outline the building, unless the light source is fully concealed. It may not be mounted above 20 feet height.

All new signage requires separate, individual sign permit approvals. The signage as shown on the buildings appears to generally comply. In staff opinion, a Comprehensive Signage Plan (that would be reviewed by the ERB and City Council) is not necessary. Each tenant in a shopping center is allowed two signs; a corner tenant is allowed three, with 75 square feet aggregate maximum. In addition, one freestanding sign, maximum 30 square feet, is permitted per road frontage. Staff recommends that the signage appears to be lit white at night, or halo lit with white light.

§34-310(3): Texture, materials and color of materials proposed for use on the subject building or structure:

The proposed building materials consist of:
- Walls (see page 19): brick (5 colors), wood effect manufactured stone (Eldorado Vintage Ranch), wood cladding (Alaskan Yellow Cedar), metal/ribbed metal siding (Vintage finish), Aluminum composite panel (2 colors), Metal (2 colors), Paint (5 colors), Split face CMU (3 colors), Vegetated wire trellis, and Architectural cast stone masonry
- Canopies: Metal
- Storefront and entrance doors: Not specified
- Building and Plaza Lighting:
  - L1 Wall mount Barnlight Electric
  - L2 Wall mount Luminus Argon
  - L3 Sign light BK Lighting
  - L4 Wall mount Luminis Eclipse
  - L5 Wall mount BK lighting
  - L6 Luminus Quanta
  - L7 Linear wall wash light Insight Medley
  - L8 Wall mount Invue Entri
  - Pedestrian light Luminus Maya
- Site Lighting: Existing
- Clear glass: Not specified

Staff Analysis: The building materials are a mix of appropriate materials, including brick. All glass must be specified as clear, with minimum 70% visible light transmittance (VLT). All lighting shall be dark sky compliant when installed.

§34-310(4): Design and arrangement of buildings and structures on the subject site:
The location of the building is existing and non-conforming, and the site plan is currently under review. Landscaping, lighting and parking will be compliant with current City site plan regulations.

There are existing City sidewalks located along Hydraulic Road, Route 29, and Hillsdale Drive. There is a pedestrian connection from Hillsdale Drive to the building, but none from Hydraulic Road or India Road. There is a City sidewalk from Route 29 along India Road, but only on the north side.

**Staff Analysis:** The design and arrangement of the building on site is appropriate for the Phase I development. Staff recommends that a pedestrian walkway be added along the main entry drive from the Hydraulic Road City sidewalk to the building plaza area, and that a City sidewalk be added to the south side of India Road from Route 29 to the walkway on the west side of the building.

§34-310(5): The extent to which the features and characteristics described within paragraphs (1)-(4), above, are architecturally compatible (or incompatible) with similar features and characteristics of other buildings and structures having frontage on the same EC street(s) as the subject property.

**Staff Analysis:** The goals are to make the site function well for the users of this site and the entrance corridor, and to have an attractive development that is compatible with its surrounding context.

The site design will function as well as possible, with the addition of pedestrian connectors as recommended. Compared to other buildings and structures having frontage on the same EC street, this building will be compatible, with the recommendation that the Hillsdale Drive frontage is further articulated.


Relevant sections of the guidelines include:

*Section 1 (Introduction)*

The Entrance Corridor design principles are expanded below:

- **Design For a Corridor Vision**
  New building design should be compatible (in massing, scale, materials, colors) with those structures that contribute to the overall character and quality of the corridor. Existing developments should be encouraged to make upgrades consistent with the corridor vision. Site designs should contain some common elements to provide continuity along the corridor. New development, including franchise development, should complement the City’s character and respect those qualities that distinguish the City’s built environment.

- **Preserve History**
Preserve significant historic buildings as well as distinctive architecture from more recent periods. Encourage new contemporary design that integrates well with existing historic buildings to enhance the overall character and quality of the corridor.

**Facilitate Pedestrian Access**
Encourage compact, walkable developments. Design pedestrian connections from sidewalk and car to buildings, between buildings, and between corridor properties and adjacent residential areas.

**Maintain Human Scale in Buildings and Spaces**
Consider the building scale, especially height, mass, complexity of form, and architectural details, and the impact of spaces created, as it will be experienced by the people who will pass by, live, work, or shop there. The size, placement and number of doors, windows, portals and openings define human scale, as does the degree of ground-floor pedestrian access.

**Preserve and Enhance Natural Character**
Daylight and improve streams, and retain mature trees and natural buffers. Work with topography to minimize grading and limit the introduction of impervious surfaces. Encourage plantings of diverse native species.

**Create a Sense of Place**
In corridors where substantial pedestrian activity occurs or is encouraged, or where mixed use and multi-building projects are proposed, one goal will be creating a sense of place. Building arrangements, uses, natural features, and landscaping should contribute, where feasible, to create exterior space where people can interact.

**Create an Inviting Public Realm**
Design inviting streetscapes and public spaces. Redevelopment of properties should enhance the existing streetscapes and create an engaging public realm.

**Create Restrained Communications**
Private signage and advertising should be harmonious and in scale with building elements and landscaping features.

**Screen Incompatible Uses and Appurtenances:**
Screen from adjacent properties and public view those uses and appurtenances whose visibility may be incompatible with the overall character and quality of the corridor, such as: parking lots, outdoor storage and loading areas, refuse areas, mechanical and communication equipment. Where feasible, relegate parking behind buildings. It is not the intent to require screening for utilitarian designs that are attractive, and/or purposeful.

**Respect and Enhance Charlottesville’s Character**
Charlottesville seeks new construction that reflects the unique character, history, and cultural diversity of this place. Architectural transplants from other locales, or shallow imitations of historic architectural styles, for example, are neither appropriate nor desirable. Incompatible aspects of franchise design or corporate signature buildings must be modified to fit the character of this community.

*Section 2 (Streetscape)*

**Staff Analysis:** The street trees and landscaping will create a nice frontage and a comfortable place to walk. An additional City sidewalk is recommended.
Section 3 (Site):

Staff Analysis:

The site features are appropriate. An additional pedestrian walkway is recommended.

Section 4 (Buildings):

Staff Analysis:

The building design is generally appropriate with additional articulation on the Hillsdale Drive façade. Conditions of approval also address lighting and signage, which can have major impacts on the compatibility and appropriateness of new development.

Section 5 (Individual Corridors):

Route 29 North (North Corporate limits to 250 Overpass) Vision:
As Route 29 traffic enters the City this area should serve to calm traffic and create a transition from auto-oriented, suburban development to more pedestrian-friendly, urban scale development. Planting and maintaining street trees along the existing Route 29 sidewalks, and locating buildings close to the road will assist in this effort. Although wide roads and large traffic volumes discourage pedestrian crossings, a pedestrian environment can be encouraged within developments. Providing walking and driving linkages between developments and providing for transit will also create alternatives to having to drive on Route 29. Individual building designs should complement the City’s character and respect the qualities that distinguish the City’s built environment. This corridor is a potential location for public way-finding signage.

Hydraulic Road (from the Corporate limits to 250 Bypass) Vision
There is potential for redevelopment of the older sites along the corridor including K-Mart Plaza and Dominion Power. Large new buildings should be designed to reduce mass. Opportunities include: building closer to Hydraulic Road, adding landscaping along the streets and in parking lots, and creating pedestrian and auto connectivity within and between developments. A new road could provide access to sites to the north. Preserving a stream buffer and extending a greenway along Meadow Creek are additional needs. West of Rt. 29 pedestrian connections would be important if older commercial and residential properties along Hydraulic Road are redeveloped

Public Comments Received
There have been no public comments received to date.

Staff Recommendations
The design is generally appropriate, with the following recommended conditions of approval:
1. Additional articulation on the Hillsdale Road façade, preferably using more brick;

2. Signage requires separate permits. All signage shall appear to be lit white at night.

3. The L-7 fixture shall not be used to outline the building, unless the light source is fully concealed, and not mounted above 20 feet height.

4. All glass must be specified as clear, with minimum 70% visible light transmittance (VLT).

5. A pedestrian walkway shall be added along the main entry drive from the Hydraulic Road City sidewalk to the building plaza area, and a City sidewalk shall be added to the south side of India Road from Route 29 to the walkway on the west side of the building.

**Suggested Motion**

1. “I move to approve with staff’s recommended conditions the Entrance Corridor Certificate of Appropriateness application for Hillsdale Place at 1801 Hydraulic Road.”

**Alternate Motion**

1. “I move to defer (or deny) the Entrance Corridor Certificate of Appropriateness application for Hillsdale Place at 1801 Hydraulic Road. until the following concerns are addressed…..”

**Attachments:**

EC Application Form and Hillsdale Place Submittal Package (21 pages)
The ‘Hillsdale Place’ project is the proposed transformation of an existing vacant building into a vibrant neighborhood shopping center. The project is within Charlottesville's Entrance Corridor district, at the intersection of Seminole Trail and Hydraulic Road. The project aims to maintain the boundaries of the existing building's footprint, while providing substantial improvements to the character and attractiveness of the property.

Portions of the existing structure and walls will be reused as part of the larger tenant spaces, and the central structural bays will be reduced to accommodate an approximately 8,000 SF plaza lined with shops and restaurants. The plaza is intended to be a new focal point and gathering space for the property and will include ample seating, enhanced lighting, and other pedestrian amenities.

The design concept of the center is intended to be ‘transitional-contemporary’, with details, materials, proportions, and colors that are compatible with the Charlottesville vernacular. The primary facade will consist of durable, high quality materials including brick, architectural concrete masonry, wood and wood-effect cladding, and metal. The new building front will primarily be brick and metal cladding, with an emphasis on architectural interest at the pedestrian scale. The design includes textural brick patterns, vertically proportioned storefronts with upgraded fenestration, and horizontal metal canopies to provide cover and shade.

As part of the building improvements, the parapet wall heights will be raised to screen rooftop equipment that is currently visible from surrounding roadways. Less visible sides of the building will be articulated with material fields of color and areas of new landscaping. This treatment will be a substantial improvement over the monotone existing walls. The unsightly portion of the structure that currently contains loading bays and chain link fencing fronting Seminole Trail will also be removed as part of the project.
Hillsdale Place
Charlottesville, Virginia

Site/Landscape Plan
Scale = 1"=100'

Note: For conceptual illustration only. Design, dimensions, colors, materials, and the location of signs and doors are subject to change.
## ZONING ORDNANCE REQUIREMENTS

### Tree Requirements

<table>
<thead>
<tr>
<th>Section</th>
<th>Requirements</th>
<th>Calculations</th>
<th>Compliance</th>
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</thead>
<tbody>
<tr>
<td>All developments, public or private, requiring submission and approval of a site plan, shall include provisions for preservation and planting of trees on the site to the extent that at least one tree shall be planted on each lot and each landscaped area, and trees shall be provided on corners will be provided at corners where space permits.</td>
<td>125' x 150'</td>
<td>1800 SF</td>
<td>Meets area requirement</td>
</tr>
<tr>
<td>Streetscape trees shall be planted with even spacing in a row, at intervals sufficiently to allow for their healthy growth and development.</td>
<td>125' x 150'</td>
<td>1800 SF</td>
<td>Meets area requirement</td>
</tr>
<tr>
<td>One (1) large tree shall be required for every forty (40) feet of road frontage, or portion thereof, of twenty-five (25) feet or more.</td>
<td>125' x 150'</td>
<td>1800 SF</td>
<td>Meets area requirement</td>
</tr>
<tr>
<td>Where permitted, one (1) medium tree shall be required for every twenty-five (25) feet of road frontage, or portion thereof, of ten (10) feet or more.</td>
<td>125' x 150'</td>
<td>1800 SF</td>
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### Landscape Schedules

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<th>Common Name</th>
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<th>CNDL</th>
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<td>Acer saccharum</td>
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<td>27K</td>
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<td>1</td>
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<td>Red Maple</td>
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<td>11K</td>
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<td>1</td>
<td>Salix babylonica</td>
<td>River Birch</td>
<td>10K</td>
<td>6K</td>
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<td>Japanese Snowbell</td>
<td>5K</td>
<td>3K</td>
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### Note:
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### Landscape Compliance and Schedules

<table>
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</table>
Site Context / Surrounding Retail Development

Existing Whole Foods

Existing Whole Foods

Seminole Square

Barracks Road Shopping Center

Barracks Road Shopping Center

Shops at Stonefield

Shops at Stonefield

Shops at Stonefield

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Hillsdale Place
Charlottesville, Virginia

16121.00

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Existing Views from Street

View From Seminole Trail

View From India Road

View From Hydraulic Road

View From Hydraulic Road and Hillsdale Drive

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Existing Building Conditions

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Hillsdale Place
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Existing Vs. Proposed

Existing Conditions

Proposed

Existing Conditions

Proposed

Existing Vs. Proposed

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Hillsdale Place
Charlottesville, Virginia

Illustrative Rendering

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Charlottesville, Virginia
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Illustrative Rendering

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Proposed Materials

B-1 Brick
Yankee Hill Dark Ironspot

B-2 Brick
Taylor Brick #317 Red

B-3 Brick
Taylor 320 Gray

B-4 Brick
Carolina Ceramics Pebble Beach Velour

B-5 Brick
Carolina Ceramics Topaz Velour

S-1 Wood Effect Manufactured Stone
Eldorado Vintage Ranch

M-1 Metal / Ribbed Metal Siding
AEP Span HR-36 Panel "Vintage" Finish

M-2 Aluminum Composite Panel
Alpolic - Mist White

M-2A Aluminum Composite Panel
Alpolic - Aluminum AGT GRAY

M-3 Metal - Dark Bronze

M-4 Metal - Silver/Clear Anodized

M-5 Paint - Match M-3

C-1 Split Face CMU
Echelon Autumn Tan

C-2 Split Face CMU
Echelon Dark Chocolate

C-3 Split Face CMU
Echelon Brick Red

V-1 Vegetated Wire Trellis

PC-1 Architectural Cast Stone Masonry
Rockcast - Buckskin

P-1 Paint - Match C-1

P-2 Paint - Match C-2

P-3 Paint - Match C-3

P-4 Paint - Match M-1

Note: For conceptual illustration only. Design, dimensions, colors, materials, and the location of signs and doors are subject to change.
Proposed Fixtures

Note: All Fixtures delivering 3000 or more lumens to be specified as full cutoff.

L-1 Wall Mount Light Fixture
Barnlight Electric “Original” Dark Bronze Finish

L-2 Wall Mount Light Fixture
Luminis Argon - Silver Finish

L-3 Sign Light
B-K Lighting - Black Finish

L-4 Wall Mount Light Fixture
Luminis Eclipse

L-5 Wall Mount Light Fixture
B-K Lighting Alpine Series - Black Finish

L-6 Wall Mount Light Fixture
Luminis Quanta - Silver Finish

L-7 Linear Wall Wash Light
Insight Medley

L-8 Wall Mount Light Fixture
Invue Entri - Black

Pedestrian Light
Luminis Maya

Hillsdale Place
Charlottesville, Virginia

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Entrance Corridor Review Application (EC)
Certificate of Appropriateness

Please Return To:
City of Charlottesville
Department of Neighborhood Development Services
P.O. Box 911, City Hall
Charlottesville, Virginia 22902
Telephone (434) 970-3130 Email scala@charlottesville.org

Please submit one (1) hard copy and one (1) digital copy of application form and all attachments.
Please include application fee as follows: New construction project $375; Additions and other projects requiring BAR approval $125; Administrative approval $100.
Make checks payable to the City of Charlottesville.

The Entrance Corridor Review Board (ERB) meets the second Tuesday of the month.
Deadline for submittals is Tuesday 3 weeks prior to next ERB meeting by 3:30 p.m.

 Owner Name__ Alan R. Taylor, Riverbend Development __ Applicant Name__ Kevin Lyon __
 Project Name/Description__ Hillsdale Place __ Parcel Number__ TAX MAP 41B, PARCEL 2 __
 Project Street Address__ 1601 Hydraulic Road, Charlottesville, VA 22901 __

Applicant Information
Address: Bignell Watkins Hasser Architects P.C.
One Park Place, STE. 250, Annapolis, MD 21401
Email: klyon@bigwaha.com
Phone: (W) 410-224-2727 (C) 410-598-6440

Property Owner (if not applicant)
Address: Riverbend Development, Inc.
455 Second St., SE, STE. 400
Email: alan@riverbenddev.com
Phone: (W) 434-245-4970 (C)

Signature of Applicant
I hereby attest that the information I have provided is, to the best of my knowledge, correct.

Signature  Date
Kevin Lyon  10/20/17

Property Owner Permission (if not applicant)
I have read this application and hereby give my consent to its submission.

Signature  Date
Alan R. Taylor  10/20/17

Description of Proposed Work (attach separate narrative if necessary):
See attached narrative.

Attachments (see reverse side for submittal requirements):
See attached presentation package.

For Office Use Only
Received by: ___________________ Approved/Disapproved by: ___________________
Fee paid: ________Cash/Ck. # ________ Date: _________________
Date Received: ___________________ Conditions of approval: ___________________

Revised 2016