### CITY OF CHARLOTTESVILLE

# DEPARTMENT OF NEIGHBORHOOD DEVELOPMENT SERVICES PLANNING COMMISSION

### PRELIMINARY DISCUSSION: SPECIAL USE PERMIT

**Author of Memo:** Brian Haluska, Neighborhood Planner

**Date of Meeting:** September 9, 2014

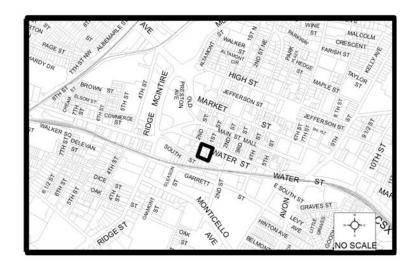
**RE:** Market Plaza (100 block of West Water Street)

### Background

Greg Powe of Powe Studio Architects, PC; acting as agent for Market Plaza, LLC has submitted a special use permit for a mixed-use development at the 100 block of Water Street West. The request is for additional height and residential density.

The site plan proposes a new building with 70 residential units and 75,971 square feet of commercial space. The project also shows approximately 270 parking spaces, and an outdoor plaza that would be home to the City Market. The property is further identified on City Real Property Tax Map 28 Parcels 69, 71, 72, 73, 74, and 75. The site is zoned WS (Water Street District Corridor) with an Architectural Design Control District Overlay Zone and Parking Modified Zone. The property is approximately 1.18 acres.

### Vicinity Map



### **Preliminary Analysis**

#### Reason for Special Use Permit

The applicant is requesting a special use permit for additional height and density.

The maximum height permitted by right in the Water Street zoning district is 70 feet, with an additional 31 feet permitted by special use permit. The applicant shows a maximum building height of 101 feet.

The maximum by-right residential density in the Water Street corridor is 43 dwelling units per acre, with 240 units per acre permitted by special use permit. The applicant is requesting density of 60 dwelling units an acre.

### **Questions for Discussion**

- Massing and Scale The proposed building would be 9 stories tall, and would be a focal point of persons traveling down Water Street in either direction. The building is adjacent to one and two-story structures on 2<sup>nd</sup> Street SW, as well as buildings on South and Water Streets that range from 2 to 4 stories.
- Setbacks The applicant has requested an increased setback on Water Street to provide for the City's requested streetscape improvements.

## **Attachments**

Special Use Permit Submission Booklet



- 1 Building Narrative
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### Supplemental Information

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- A2 Parking Level 2
- A3 Parking Level 1
- A4 Plaza Level
- A5 2nd Level Mezzanine Offices
- A6 3rd Level Offices
- A7 4th Level Offices
- A8 5th Level Residences
- A9 6th Level Residences
- A10 7th Level Residences
- All 8th Level Residences
- A12 9th Level Residences
- A13 Appurtenance Level Residences
- A14 North / South Section
- A15 East / West Section
- A16 East West Section

Market Plaza is a proposed 300,000 SF vertical urban mixed-use development including residential, office, retail and parking components, focused around a dramatic half acre civic plaza which will be home to the City Market, City festivals and other civic events, and weekday recreational activities. The dynamic mix of uses is conceived to maximize the potential of one of the few remaining key undeveloped parcels in downtown Charlottesville, Virginia.

The mixed-use functions will be vertically layered as follows:

Market Plaza: the focus of this destination complex is a half acre civic plaza designed to be the home of the City Market on market days, and used for festivals and family recreational activities during the other days of the week, oriented southward and eastward to capture the morning sun, and accessed by a grand stairway directly aligned with First Street (the street to be closed to extend the plaza) and convenient elevator. Above the brick and stone plaza will be canvas "sail" sculptural elements providing shade for market goers and weekday visitors alike. The weekday focus of the plaza is a water fountain with several programmable vertical water jets contained in a very shallow pool flush with the plaza, illuminated in the evenings, and turned off for full plaza access to market vendors on market days.

**City Market:** On weekends, the civic plaza is designed to accommodate 110 market vendors, 40 of which are located in an indoor/outdoor "market pavilion" at the west end of the plaza. An additional 20 vendors can be accommodated along South Street which can be closed during market days (while maintaining necessary emergency fire route).

**Retail:** Stepping up Water Street are four retail and café spaces, some of which also open onto the plaza. The Market Pavilion, accessed off the plaza and from a Second Street building entrance, will become one of the City's major events spaces when not used for City Market, with catering kitchen and storage support spaces.

**Office:** above the retail on levels 3 and 4 (and a partial level 2), accessed off a Water Street lobby, is 52,000 SF of Class A office space, bringing as many as 250 office workers downtown.

**Residential:** 69 luxury condominium apartment units terrace up from level 5 through level 9 plus rooftop penthouses (roof appurtenance), with rooftop recreational terrace and partial green roof. The residences will be a mix of contemporary one, two and three bedroom apartments, many with dens, some with large terraces, all with spacious balconies, designed with both "empty nesters" and "young urban professionals" in mind.

Parking & Loading: Accessed from Water Street near First Street (at the site's lowest street elevation) is a three level parking garage directly under the plaza which extends into the First Street right-of-way, extending down another two full levels below Water Street, 102 public parking spaces, with an additional 69 reserved spaces for residents (22 of which may be tandem spaces) and approximately 85 spaces reserved for office workers during regular office hours (current total parking count is approximately 275 parking spaces). To minimize curb cuts and non-retail openings into the building, service vehicles will also access the loading dock area through the garage entrance, the upper level providing in excess of 10 feet clear ceiling height.

**Building Massing & Architectural Expression:** The nine story building is "L" shaped, overlooking the civic plaza which is south and east of the building to capture the morning sun. The building massing and architecture of are highly articulated, varying in expression on each facade to respect the context, scale and character of the varying neighboring conditions on each side of the site.

The building steps up in a series of dramatic terraces from the South Street warehouses, also creating roof terraces for 12 of the residences. Along Water Street the building is setback more than 60 feet from the predominantly 3 story building facades across Water Street to the north. A three story building base projects 5 feet forward of the residential tower above, and is expressed in 30 feet wide bays, each of differing masonry and glass architecture, with the scale and detailing reminiscent of the historic downtown buildings. This projected base extends all the way around the building, becoming two stories (because of increased street elevation) with expressed projected 20 feet wide 5 feet deep varying facades facing the two story Second Street buildings across the street, with the plaza facades base providing rich brick detailing for two stories above the plaza. The residential tower above this base, on both Water and Second Streets, steps back 5 feet beyond the building base, then recedes a further 5 feet on each the top two floors plus penthouse level.

The residential architecture facing Water and Second Streets is a highly articulated composition of brick with punched windows, expressing the floor-to-ceiling living room glass, punched bedroom windows and deeply recessed and projected balconies vertically aligning up the building. On the plaza side, the residential tower takes on a more contemporary character with very popular floor-to-ceiling glass brushed aluminum finished curtain wall expression above the brick and glass base, as these quiet facades frame the plaza.

**Urban Streetscape:** The building is set back a generous 22 feet from the existing Water Street curb (12 feet setback from property line), with the sidewalk climbing 16 feet up Water Street between two landscaped bands, the outer 8 feet wide band serving as a bio-filter stepping down the steep street grade, with water tolerant grasses, shrubs and perennials, water weirs at regular intervals and Heritage River Birch trees spaced every 15 feet, and inner landscape band planting interspersed by retail and lobby entrances every 30 foot building bay. Rain water will be captured from portions of the roof and recycled through this bio-filter (and/ or plaza rainwater if technical/regulatory issues can be resolved), held in a cistern and recycled for use in site planting irrigation. South Street will have a wide sidewalk able to also accommodate market vendor tents, (an expansion option for City Market), with a row of Swamp White Oak trees in tree grates, "woonerf" edged for a gentle transition from sidewalk to street in the event that the street is closed to vehicles for pedestrian use only, (while also providing sufficient street width (20 feet clear) to accommodate emergency vehicle passage), should the City opt to close South Street along the south side of the plaza during City Market and Festival events. The Second Street sidewalk will also be detailed as a "woonerf", with contrasting materials defining the edge between sidewalk and street, with extensions with Red Maple tree planting at the residential and event/market entrances, also defining street side loading areas along this narrow street. We are proposing that the segment of Second Street SW between South and Water Streets be reversed to flow northward to permit an option to close the South Street segment on Market days. A grand stone clad stairway transitions pedestrians up from Water and First Streets to the plaza, centered on the First Street r.o.w., flanked by a cascading water feature on the left and a landscaped band on the right, with nearby convenient elevator. A sidewalk east of the plaza within the First Street r.o.w. will follow the natural existing grade of the neighboring parking lot property to the east, varying in width from 5 to 8 feet, to provide a bicycle and pedestrian through way.

Gregory Powe, AIA and Keith O. Woodard, RA

### 1. Harmony with Existing Patterns of Use:

Market Plaza will become a major focal point within downtown Charlottesville, providing a civic outdoor gathering place for the City's residents and visitors, assuring a permanent home downtown for our City Market, helping animate and complete the retail character along Water Street, while brining 100 new downtown residents and upwards of 250 new office workers downtown to support the Mall and other downtown businesses. The program of uses maximizes the value of one of a very few remaining downtown underdeveloped city blocks, with this mix of residential, office and commercial retail, café and events uses. It also provides 102 public parking places plus private spaces for each residential unit and for office executives (also providing office customers to lease parking spaces in the underutilized Water Street Garage).

The building is massed and detailed to be respectfully contextual to the neighboring buildings, while also bringing a dramatic new terraced profile to the downtown skyline.

### 2. Conforming to Comprehensive Plan:

Market Plaza will contribute significantly to forwarding the goals of the City's comprehensive Plan:

- 1. Land Use: The dynamic mix of uses planned for Market Plaza: 69 residences, 50,000 SF of office, 17,000 SF of retail, furthers many of the goals of the comprehensive plan for downtown, bringing new downtown economic activity and increased City tax base.
- **2. Community Facilities:** the creation of the major urban plaza and urban park space contributes significantly to the quality of life of downtown Charlottesville.
- **3. Economic Sustainability:** 250 new office workers and 100 new downtown residents will contribute to the growth of the downtown economy, benefitting all downtown businesses.

The scale of the project will stimulate the (re)development of the entire downtown south neighborhood and help jump start the redevelopment envisioned in the Strategic Investment Area predominantly directly south of this property.

Street oriented- retail/café will reinforce and help complete the Water Street commercial street corridor, and an events space will become one of the largest meeting venues in town, overlooking the plaza fountain.

- **4. Environment:** The streetscape around the property will provide environmentally responsible landscape design, with a bio-filter planting strip, a significant number of new trees and ground plantings to enhance the streetscape quality.
- **5. Housing:** The project will significantly increase the downtown housing stock with the addition of 69 new urban residences to the heart of downtown.
- **6. Transportation:** Market Plaza will provide 270 on site public and private parking, all underground so as to eliminate unsightly downtown surface parking, accessed from the Water Street arterial.

7. Historic Preservation & Urban Design: Market Plaza is designed to be respectful to its surrounding cultural and historic contexts. Its streetscape, massing, street wall detailing, generous plantings and major plaza/urban park amenity contribute significantly to enhancing the downtown neighborhood.

### 3. Compliance with Building Code Regulations

This high-rise vertical mixed-use complex will be designed to the latest building codes and life safety standards. Its fire resistant all-concrete structure and fully sprinklered spaces will meet today's most stringent life safety standards. Its careful planning will effectively separate its six different functions while creating a dynamic synergy between its complimentary uses. Its mechanical and electrical systems will be designed to be environmentally responsible through energy saving systems. Its storm water management system will dramatically reduce current storm water into the City system through the use of such elements as green roof, rain water bio-filter filtration and cistern storage for reuse for the development's significant landscape plantings.

#### 4. Neighborhood Conditions

The Market Plaza concept has been carefully conceived to be respectful of its neighborhood context, urbane in its urban design, environmentally responsible, maximizing the positive economic impacts on the City and its Mall and other downtown businesses:

- Traffic or parking congestion: The project anticipates a pedestrian friendly environment. The vehicular access to the complex is only from the Water Street arterial, providing 102 public parking spaces, a private parking space for each of its 69 residential units (22 of which will be tandem spaces), and office parking at a rate of 1 space per +/- 600 SF, plus abundant underutilized available monthly parking at the Water Street Garage one block away.
- Natural environment: the proposed residential, office and retail uses are not noise or pollution generators. Mechanical systems including cooling towers to be screened on the rooftop and have sound attenuators and isolators. Any food service kitchens will be vented per stick building codes. Systems will be designed following energy conservation principles. Several "green architecture" elements will be incorporated including rain water reuse, green roofs, etc.
- Displacement of existing residents or businesses: this is one of the few properties in downtown which is totally vacant and in need of redevelopment to complete the urban fabric of the downtown south neighborhood. No businesses or residents will be displaced and we shall increase the downtown residential population by upwards of 100 residents (69 apartments) and upwards of 250 office workers (52,000 SF) who will increase business for Mall and other downtown businesses
- Discouragement of economic development: We shall increase the tax base of the City substantially through the development of 69 new residences, 20,000 SF of new office space and more than 17,000 SF of retail/restaurant/events space. With 100+ new downtown residents and 250+ new downtown office workers, business for downtown commercial enterprises will also increase.
- Undue density of population or intensity of use: This project enhances public amenities in the City with the contribution of a major urban park and civic plaza. This scale of development is encouraged through the downtown zoning which was planned with an awareness of the existing downtown infrastructure.

- Reduction in the availability of affordable housing in the neighborhood: This project does not displace any affordable housing.
- Impact on school population and facilities: The new residences are anticipated to be mainly be purchased by "empty nesters" and "young urban professionals" so school aged population is not likely to increase appreciably.
- Destruction of or encroachment upon conservation or historic districts: No historic or culturally significant buildings are displaced by developing this unsightly surface parking lot. The building is massed and detailed to be respectful of its surrounding historic and cultural contexts.
- Conformity with federal, state and local laws: the building will be designed in conformance with all building codes and regulations, including current State Building Codes, City Zoning and other applicable ordinances, Federal ADA and other standards and regulations.

### 5. Harmony with Existing Zoning District

The building is in compliance with all WSD zoning requirements with the following exceptions which are the subject of this Special Use Permit application:

- Water Street Street Wall: The Water Street street wall setback requirement is 5 feet. We request an increased street wall setback to 12 feet to accommodate a wider planting and sidewalk area. Also along South Street, the streetwall is not continuous where the plaza meets the street.
- Residential Dwelling Units per Acre: The as-of-right residential density in a mixed-use building is 43 units per acre. SUP permits up to 240 DUA. We request a residential density to permit up to 70 dwelling unit total which would be approximately 60 DUA (combined lot area is approximately 51,358 SF or 1.18 acres).
- Building Height: Permitted as-of-right building height is 70 feet, up to 101 feet with SUP approval. We are requesting an average building height of 101 feet (the concept is 98 feet above the plaza, with some surrounding streets above plaza level, with Water Street both above and below plaza level.)
- Assembly Space: Permitted as-of-right for up to 300 people, or greater than 300 occupants with SUP approval. We request a special use permit to accommodate the 8,650 +/- SF market pavilion with a maximum occupant load of 576.
- Farmer's Market: We request a special use permit to accommodate the farmer's market.

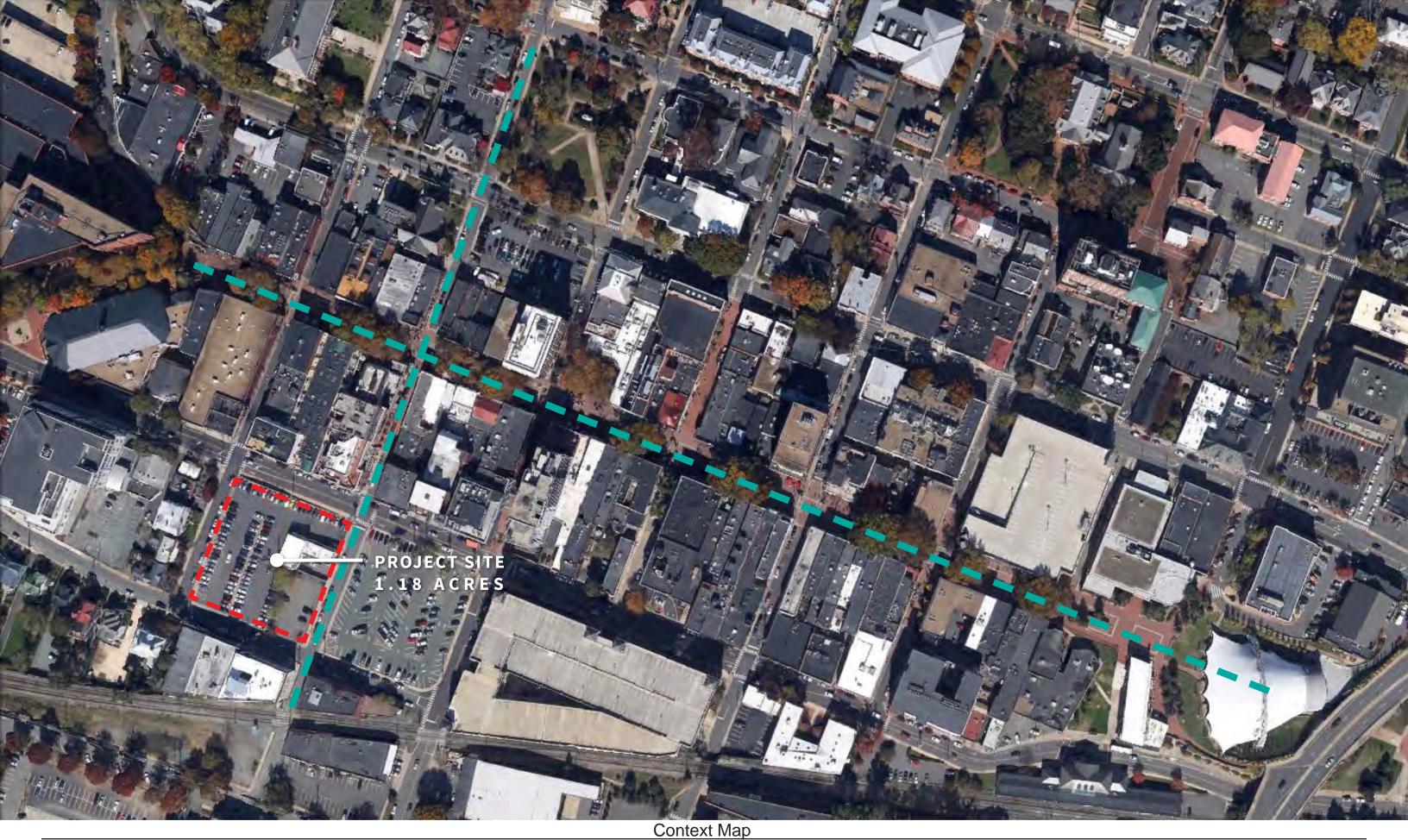
The following chart compares Water Street Zoning District (WSD) requirements with our project provisions:

Zoning Summary	Water Street District: WSD	Market Plaza Concept			
As-of Right Uses	Mixed-use: multifamily, retail, office	All proposed uses compliant: retail, office, residential, parking			
Height max.	min 40 ft, max 70 feet: SUP up to 101 Ft	Building height less than 101 ft, complaint with SUP			
South St. Stepback	45 ft, step back 45 ft	Not applicable to this block; building does step back building per these regs.			
Water St Setback	5 feet	12 ft setback for wider streetscape requested			
Street Wall	First, Second & South St: zero 75% frontage, 5 ft 25% frontage	Project complies, continuous street walls, except no street wall for open space along South Street for Plaza			
Residential Density	multifamily mixed-use: min 21 DUA	n/a			
	multifamily = 43 DUA	complies with SUP			
	multifamily SUP: up to 240 DUA	proposed 70 units = 60 DUA, within SUP requirements			
Add'l requirements	no residential on ground floor	compliant			
	loading off street	loading docks accessed through garage to minimize curb cuts on public sidewalks			
Parking Reqt's	In Parking Exempt Overlay District	102 public spaces and 160+ private spaces = +/- 270 spaces provided			

### 6. Zoning and other City Ordinances Compliance

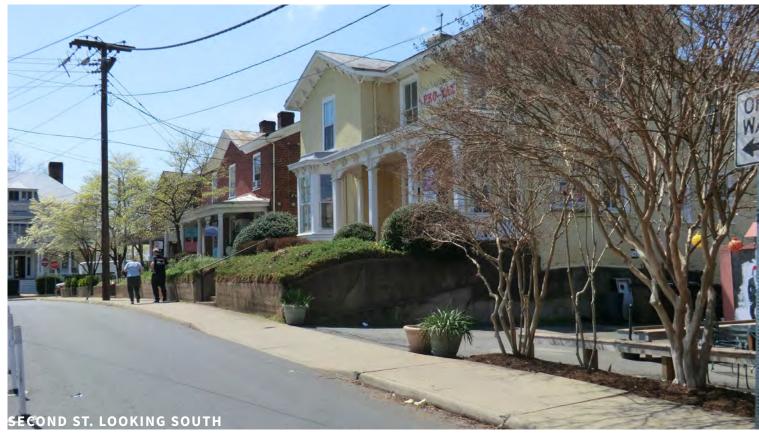
The proposed building meets all of the city zoning requirements with the exception requested in the above section 5 of this narrative. The project will be designed to meet all other applicable City of Charlottesville codes and regulations.

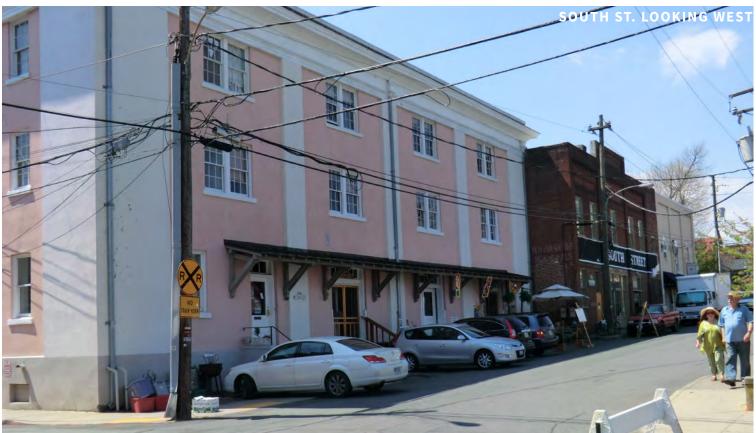
City Market Plaza	Building A	Areas Sur	nmary			
<b>Building Areas</b>	Resident	Office	Retail	Plaza	Parking	Total GSF
PH: Apartment	6279					6279
Level 9: Apartment	16287					16287
Level 8: Apartment	18726					18726
Level 7: Apartment	21335					21335
Level 6: Apartment	22233					22233
Level 5: Apartment	23133					23133
Level 4: Office		23463				23463
Level 3: Office		25139				25139
Level 2: Office		7309				7309
Plaza Level: Retail	1431	749	14981	24390		41551
Water Street (P1)			4330		29890	34220
P2: Parking					41095	41095
P3: Parking					30622	30622
Total Gross Areas: SF	109424	56660	19311	24390	101607	311392
Total Leasable Areas	94605	52245	17741			
Parking Spaces	Single	Tandem	Total			
Level P-1	64		64			
Level P-2	112	11	123			
Level P-3	81	11				
Total Spaces	257	22	279			
Market Stalls	Single	W/ Truck	Total			
Plaza Single	26	24	50			
Plaza Triple	20		20			
Pavilion Single	28		28			
Pavilion Double	12		12			
Total City Market Stal		24	110			
South St Single (optio	20		20			
Total W/ Expansion	106	24	130			

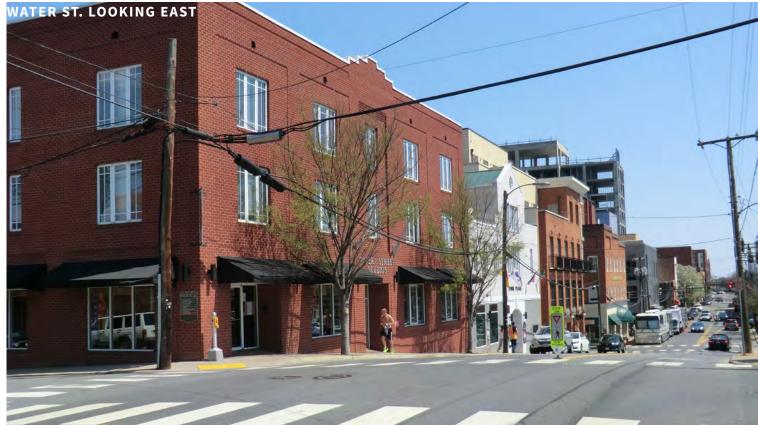


Market Plaza | Context Photos



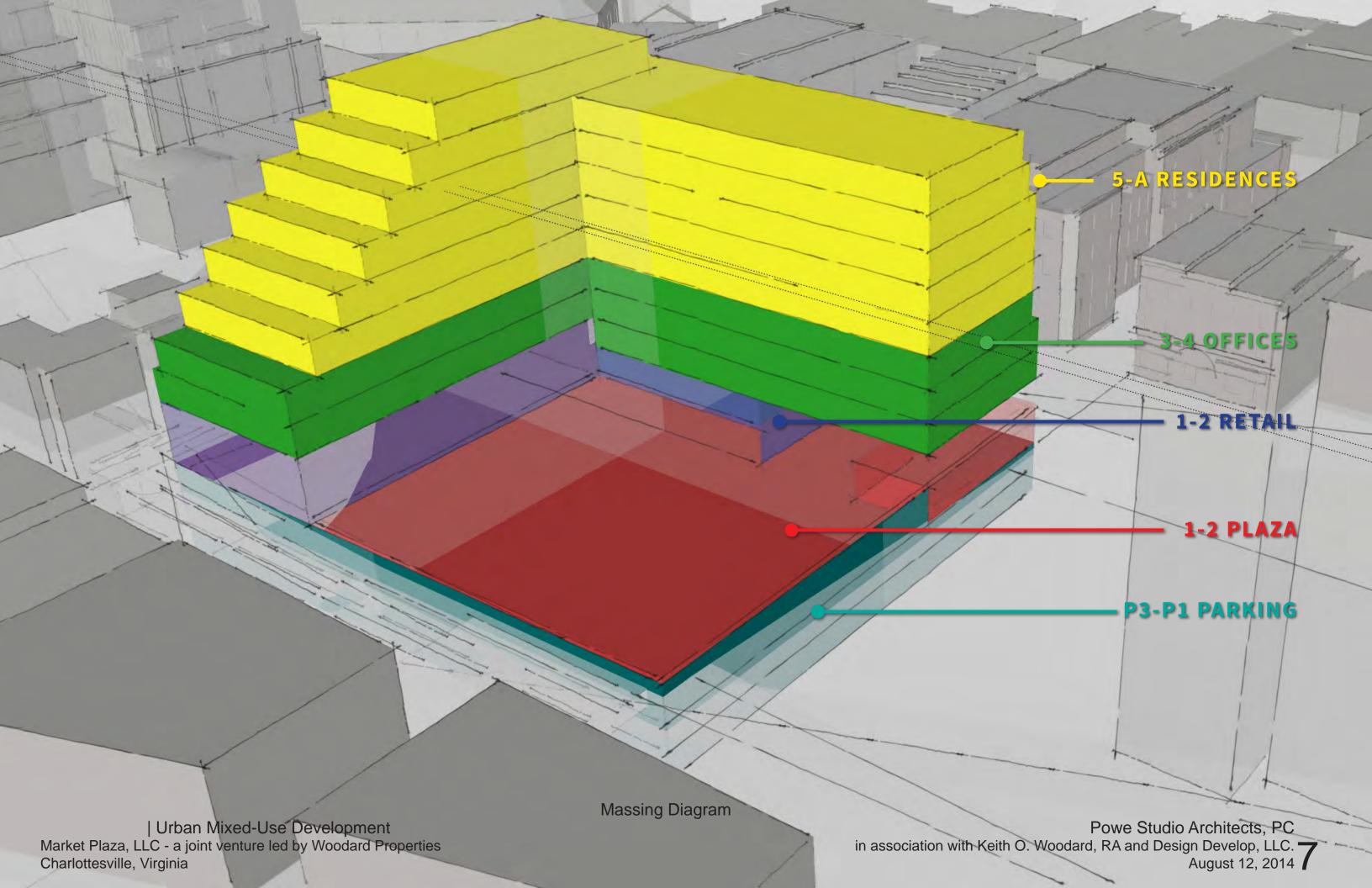


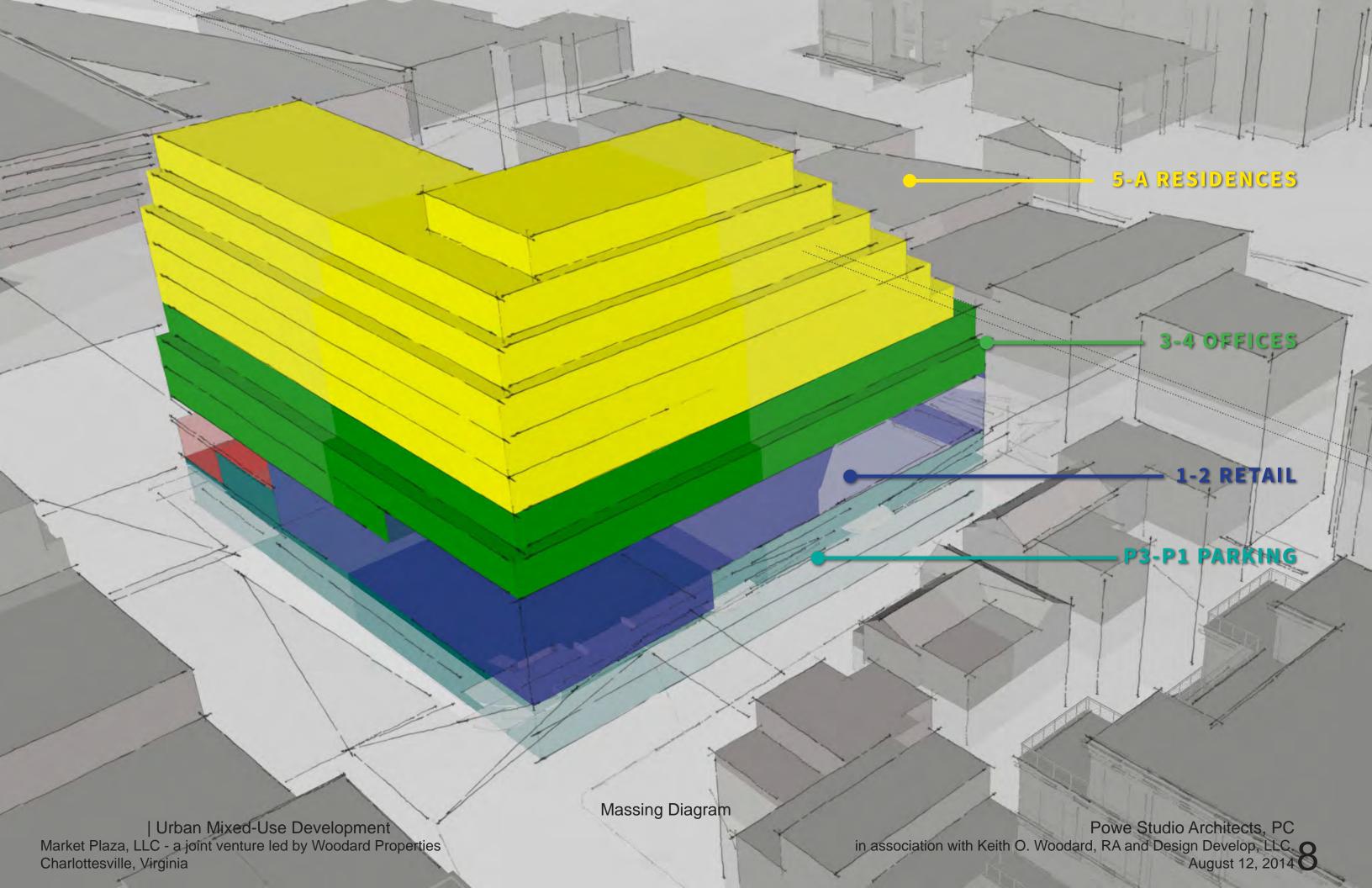




| Urban Mixed-Use Development Market Plaza, LLC - a joint venture led by Woodard Properties Charlottesville, Virginia

Powe Studio Architects, PC in association with Keith O. Woodard, RA and Design Develop, LLC.
August 12, 2014





















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First Street Elevation





































Project Name: MARKET PLAZA

LID Checklist Points	LID Measure	<b>Total Points</b>
5 points or 1 point for each 18% of the total acreage	Compensatory Plantings (see city buffer mitigation manual). 90% of restorable stream buffers restored.	
7 points or 1 point for each 7% of parking and driveway surface area	Pervious pavers for parking and driveways with stone reservoir for storage of 0.5 inches of rainfall per impervious drainage area. Surface area must be >1,000 ft.² or ≥ 50% of the total parking and driveway surface area.	
5 points or 1 point for each 6% of parking surface area eliminated.	Shared parking (must have legally binding agreement) that eliminates > 30% of on-site parking required. FOORINT ELIMINATED BY SUBSURFACE GARAGE	5
8 points	Impervious Disconnection. Follow design manual specifications to ensure adequate capture of roof runoff. (e.g. cisterns, dry wells, rain gardens).	8
8 points or 1 point for each 10% of site treated.	Bioretention. Percent of site treated must exceed 80%. Biofilter surface area must be ≥ 5% of impervious drainage area.	
8 points or 1 point for each 10% of lots treated	Rain gardens. All lots, rain garden surface area for each lot $\geq$ 200 ft. <sup>2</sup> .	
8 points or 1 point for each 10% of site treated	Designed/constructed swales. Percent of site treated must exceed 80%, achieve non-erosive velocities, and able to convey peak discharge from 10-year storm.	
8 points or 1 point for each 10% of site treated	Manufactured sand filters, filter vaults (must provide filtering rather than just hydrodynamic). Percent of site treated must exceed 80%. Sizing and volume for water quality treatment based on manufacturer's criteria.	
8 points	Green rooftop to treat ≥ 50% of roof area.	
TBD, not to exceed 8 points	Other LID practices as approved by NDS engineer.	
5 points	Off-site contribution to project in city's water quality management plan. This measure to be considered when on site constraints (space, environmentally sensitive areas, hazards) limit application of LID measures. Requires preapproval by NDS director.	
	TOTAL POINTS (must equal 10 or more)	13

Submitted by:	CRAIG KOTARSKI	
-	(Name of applicant)	(John)
Approved by:	(City Engineer)	(date)

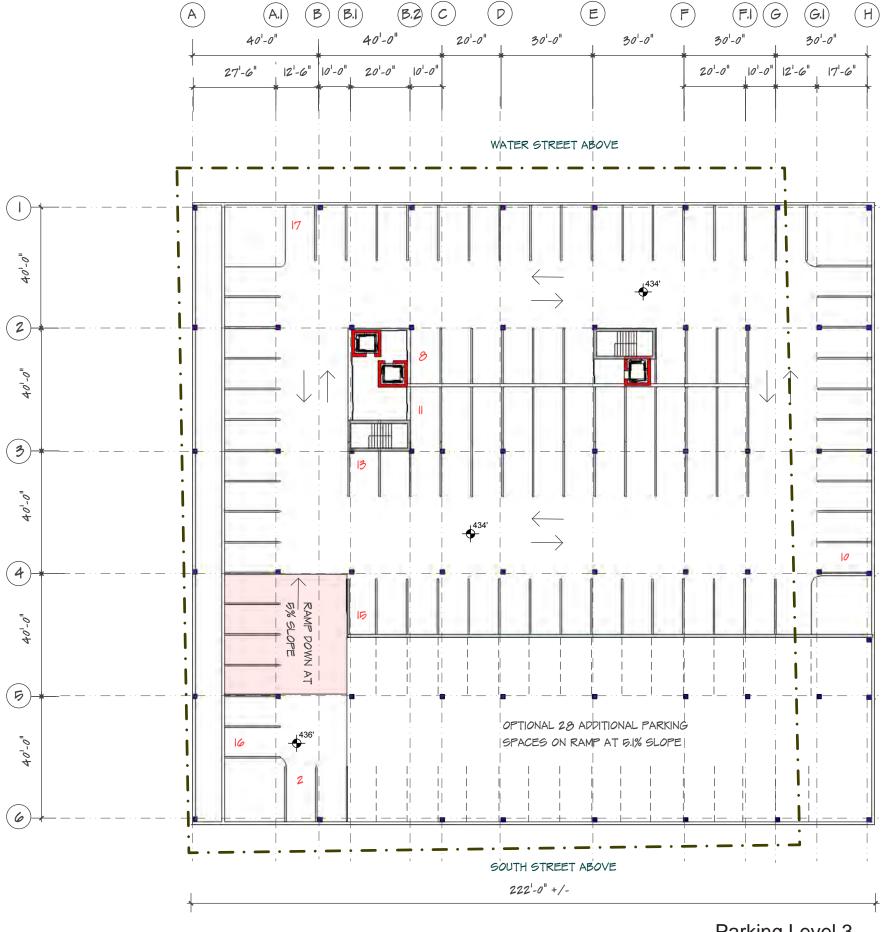


Street	Method 1	Method 2	
Water	103'-10"	102'-4"	
2nd	90'-10"	90'-10"	
South	96'-10"	93'-10"	
1st	103'-10"	108'-10"	
Total	395'-4"	395'-10"	
Average	98'-10"	98'-11.5"	

Method 1: Height at center point of property

Method 2: Height at center point of building elevation

Appendices to follow this page.



Parking Level 3

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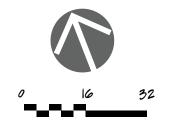
PARKING

SINGLE SPACES: 81

TANDEM SPACES: II

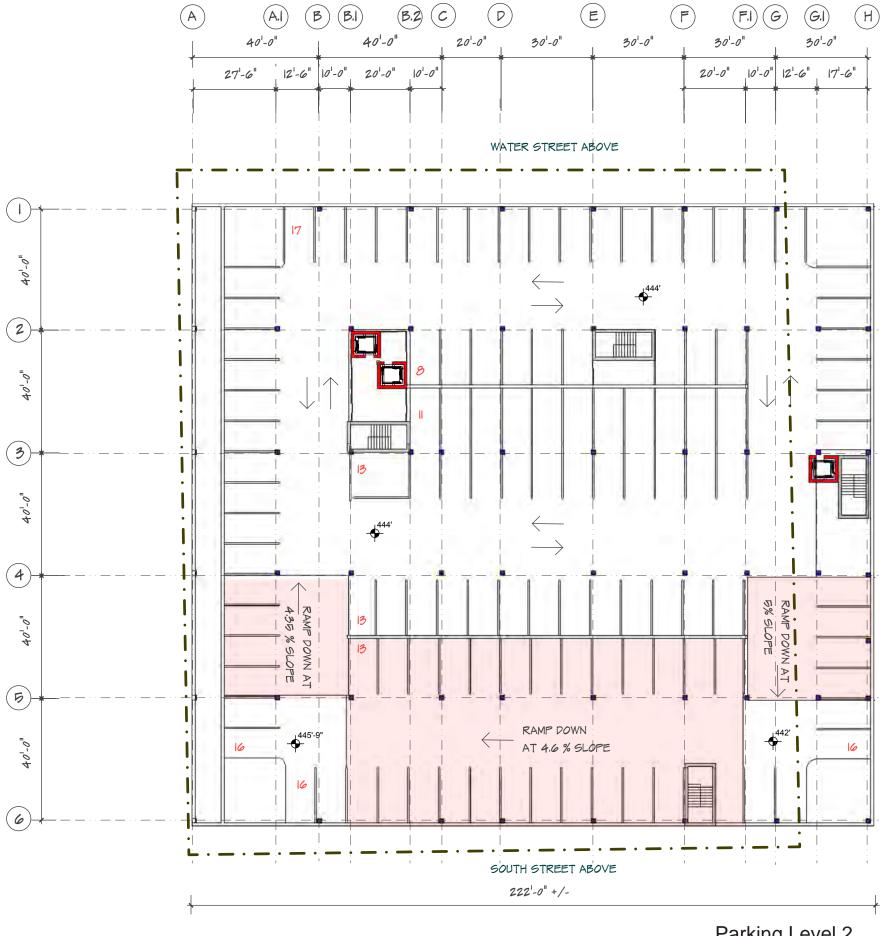
P3 LEVEL SPACES: 92

TOTAL SPACES IN BUILDING: 279



PRELIMINARY CONCEPT SKETCHES: FOR REVIEW ONLY ALL DIMENSIONS +/-

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Parking Level 2

| Urban Mixed-Use Development Market Plaza, LLC - a joint venture led by Woodard Properties Charlottesville, Virginia

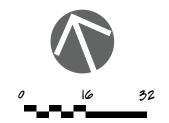
PARKING

SINGLE SPACES: 112

TANDEM SPACES: II

P2 LEVEL SPACES: 123

TOTAL SPACES IN BUILDING: 279



PRELIMINARY CONCEPT SKETCHES: FOR REVIEW ONLY ALL DIMENSIONS +/-

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PARKING

SINGLE SPACES: 64

TANDEM SPACES: 0

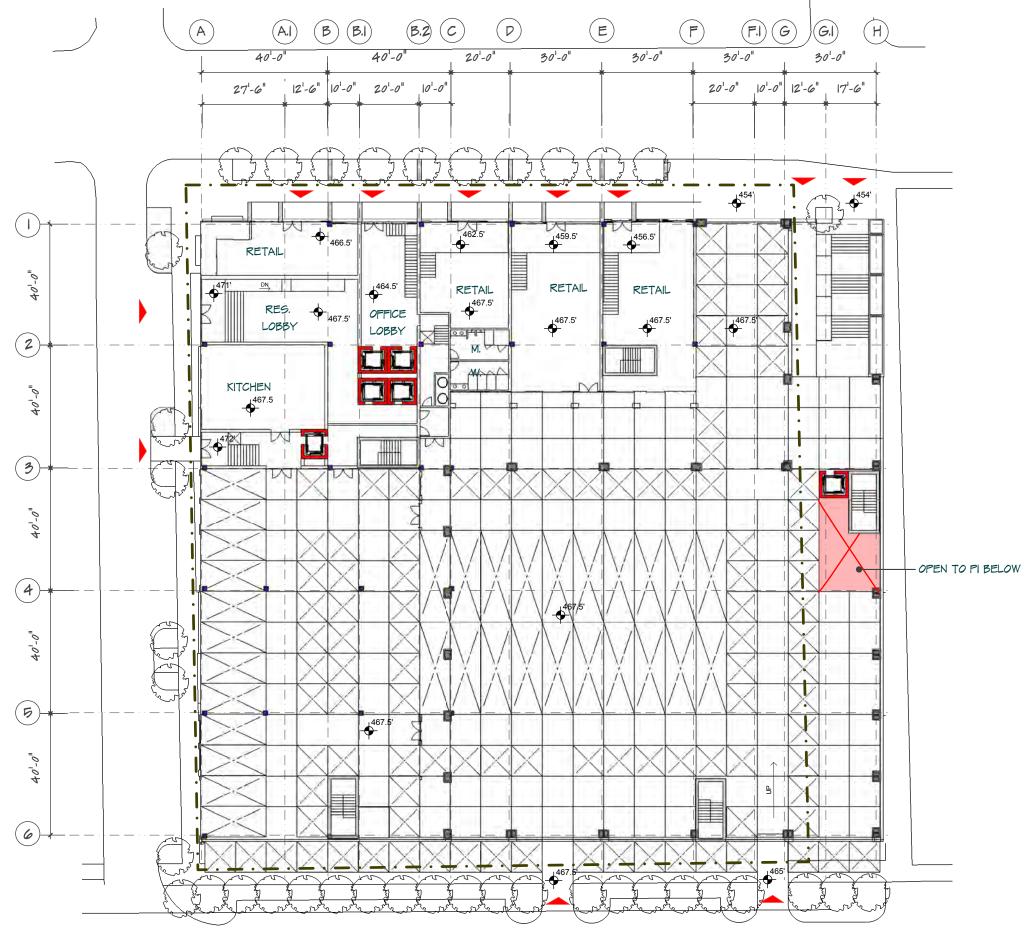
FIRST FLOOR SPACES: 64

TOTAL SPACES IN BUILDING: 279

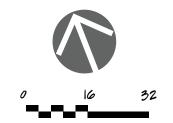


PRELIMINARY CONCEPT SKETCHES: FOR REVIEW ONLY ALL DIMENSIONS +/-

Parking Level 1



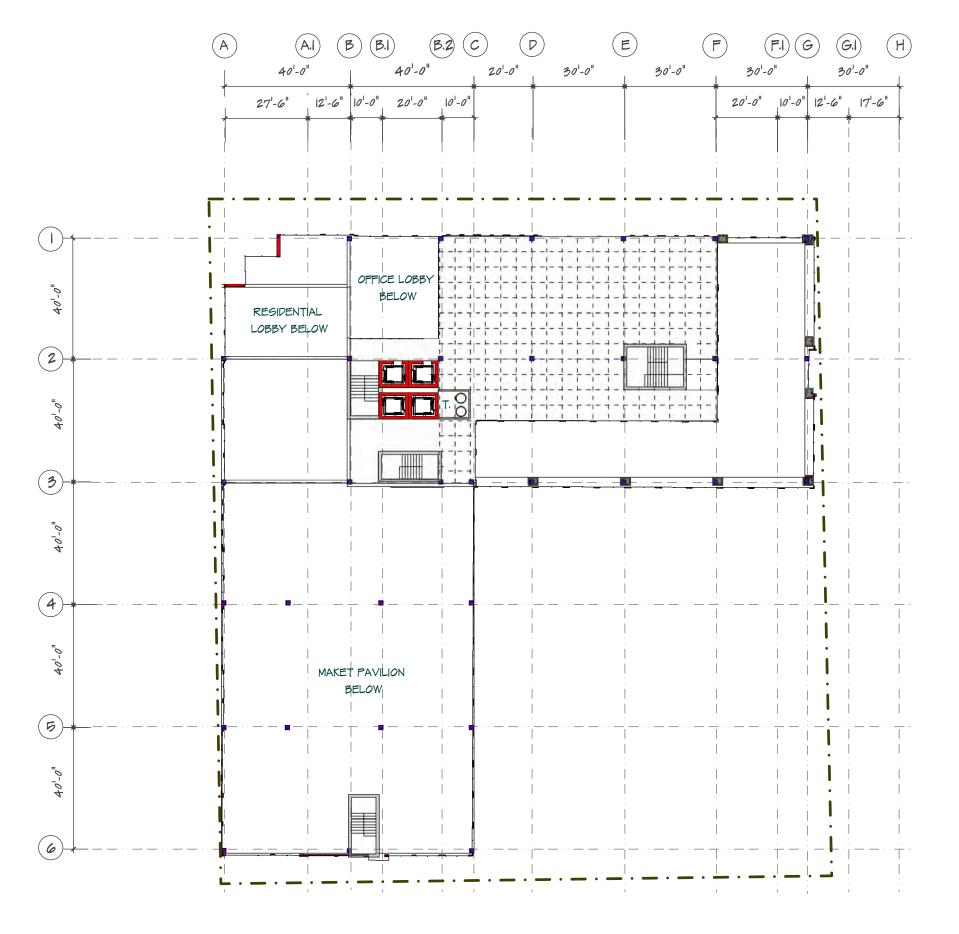
CITY MARKET STALLS			
PLAZA			
SINGLE STALLS: 26			
SINGLE WITH TRUCK SPACE: 24			
TRIPLE STALLS (30'): 20			
PAVILION			
SINGLE: 28			
DOUBLE: 12			
TOTAL: 110			
SOUTH STREET EXPANSION			
SINGLE: 20			

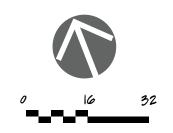


Plaza Level

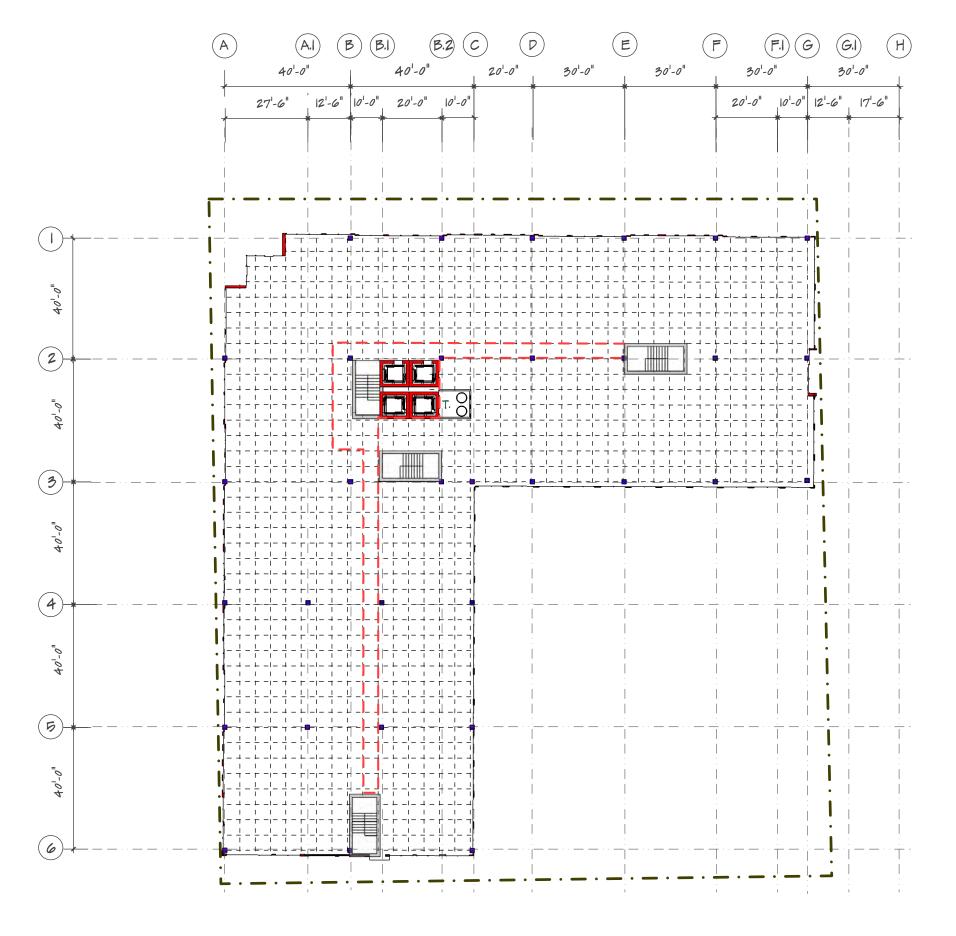
| Urban Mixed-Use Development Market Plaza, LLC - a joint venture led by Woodard Properties Charlottesville, Virginia Powe Studio Architects, PC in association with Keith O. Woodard, RA and Design Develop, LLC.

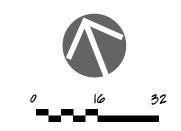
August 12, 2014



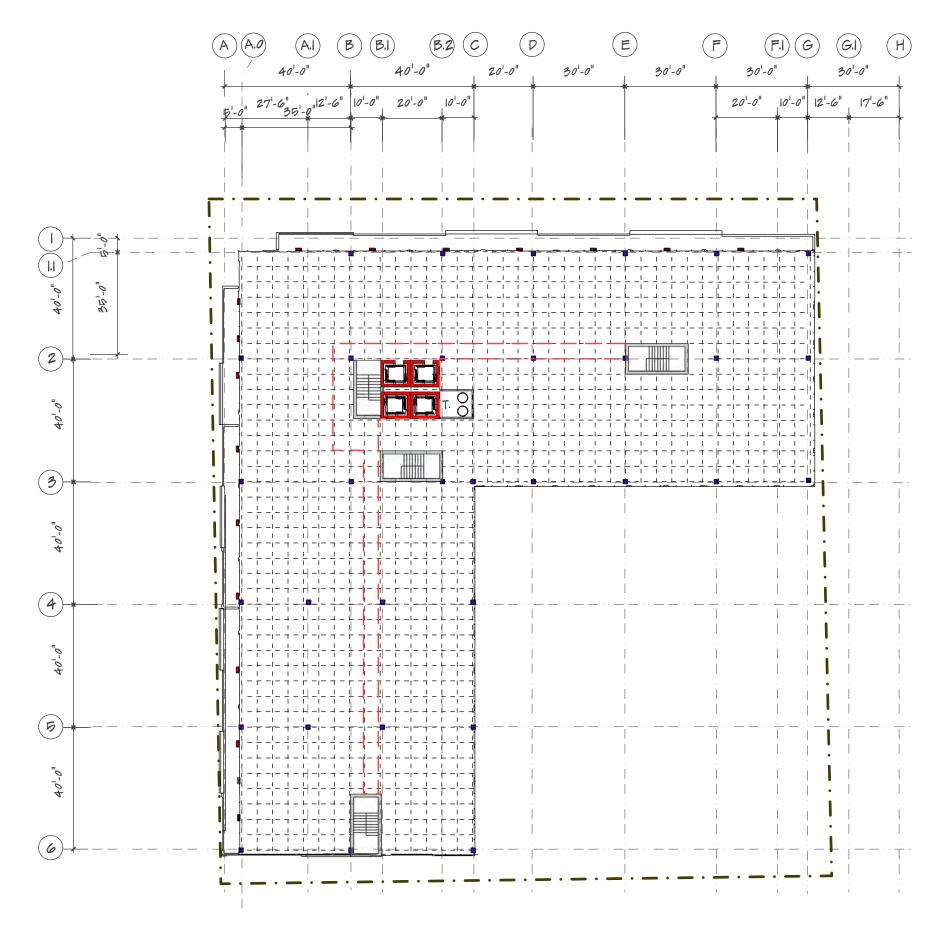


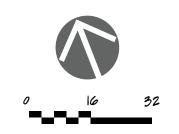
2nd Level Mezzanine - Offices



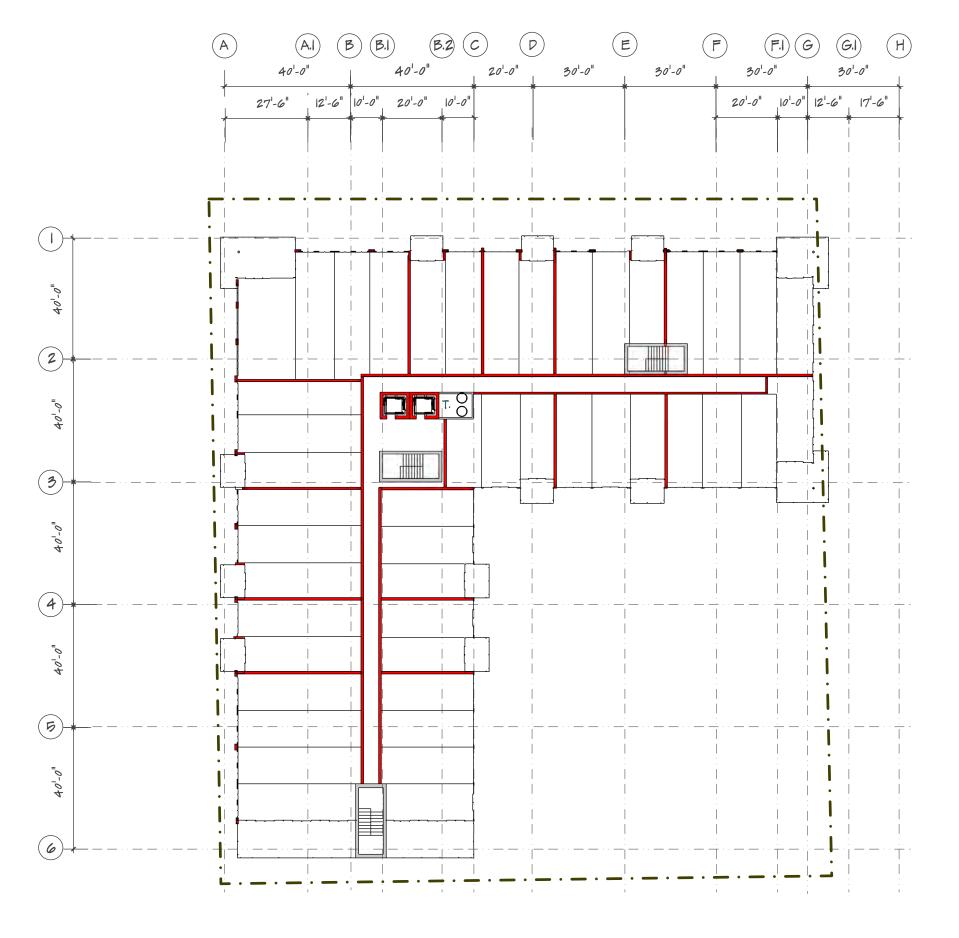


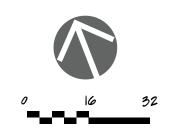
3rd Level - Offices

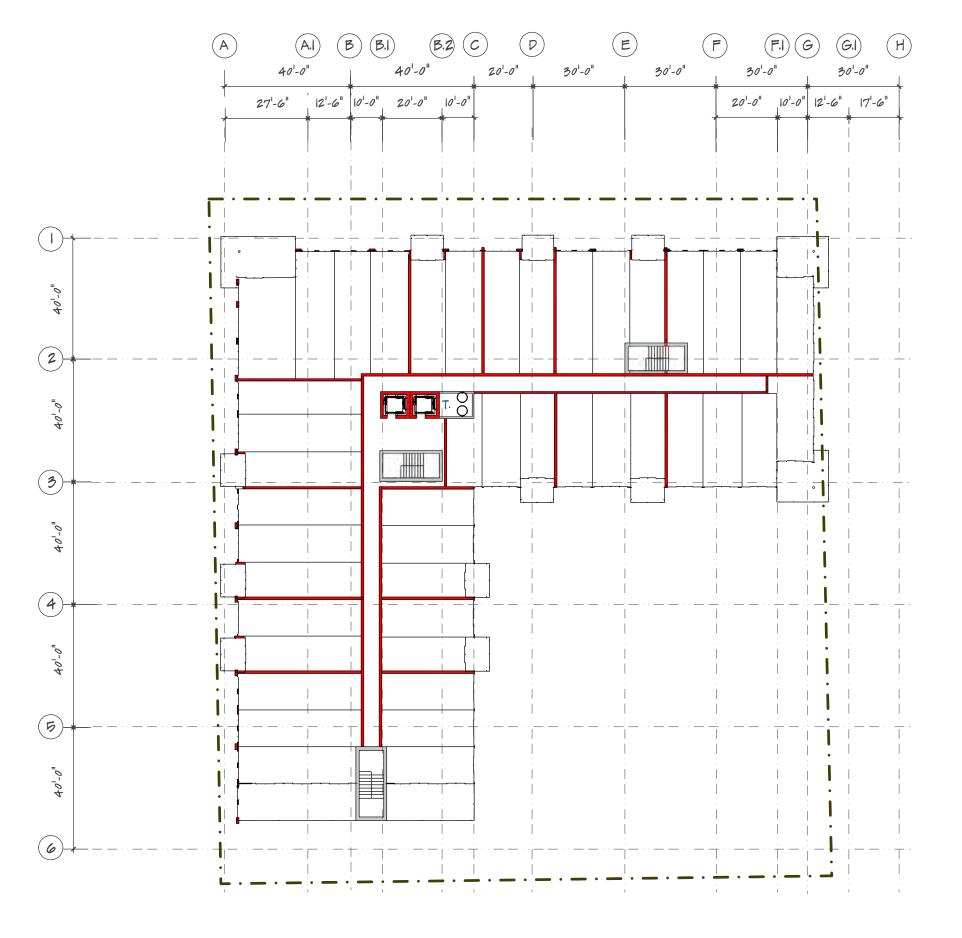


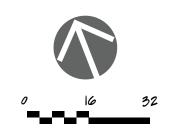


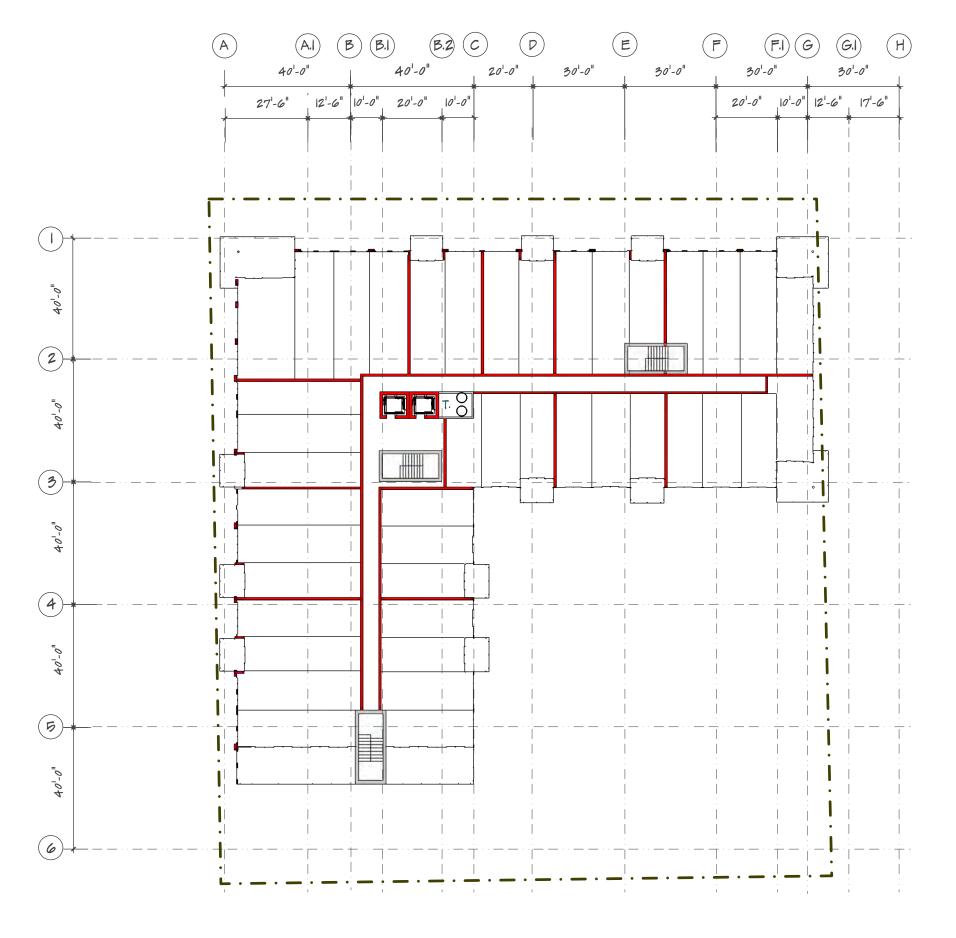
4th Level - Offices

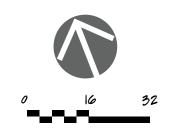


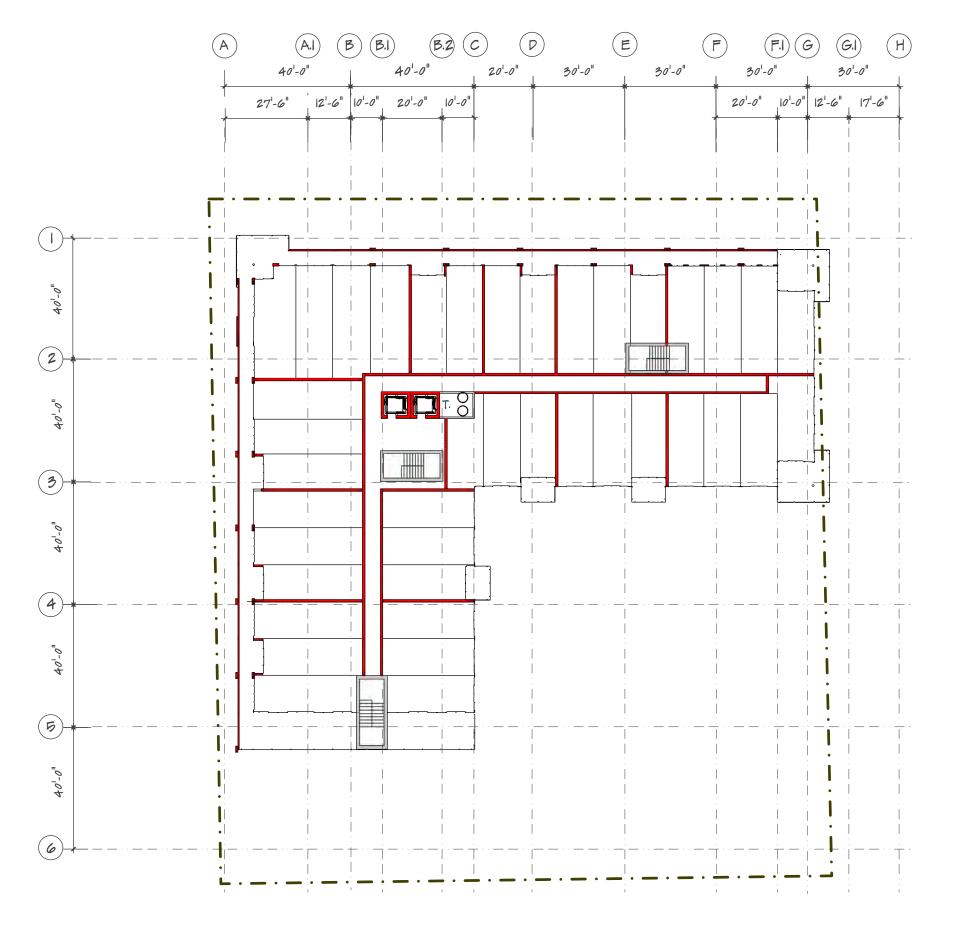


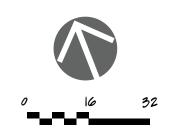


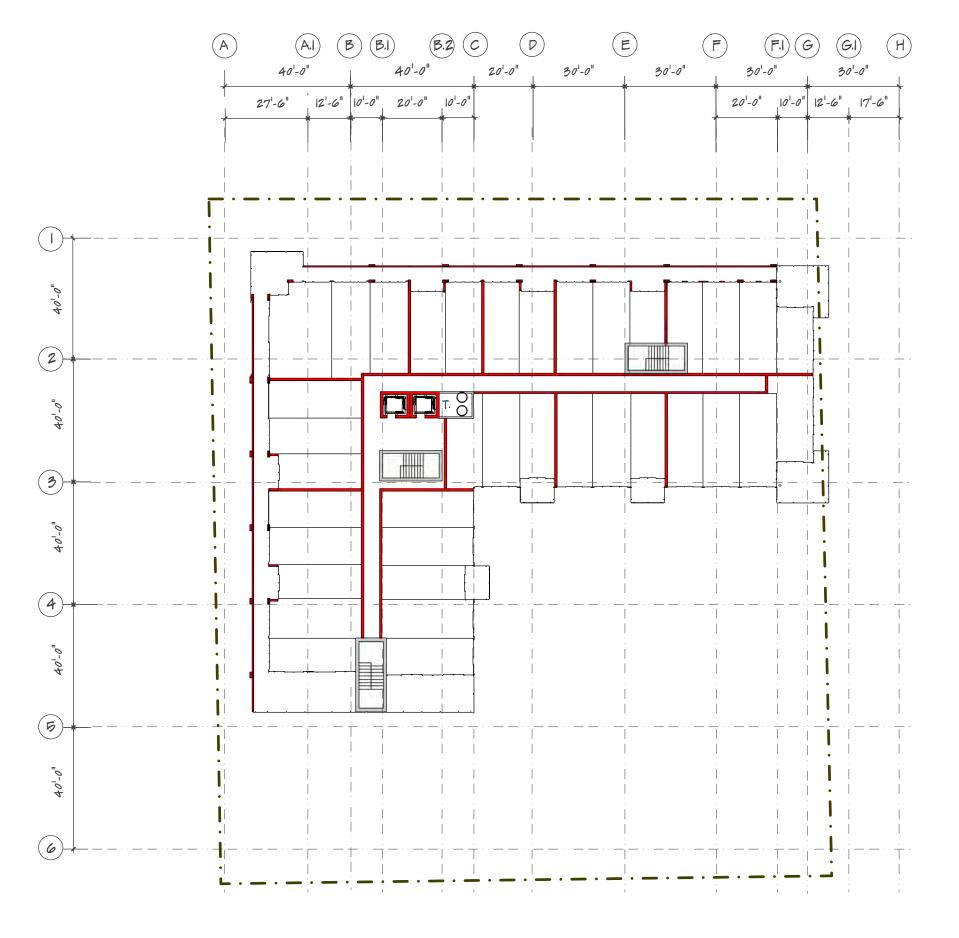


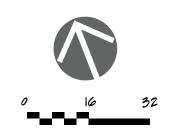


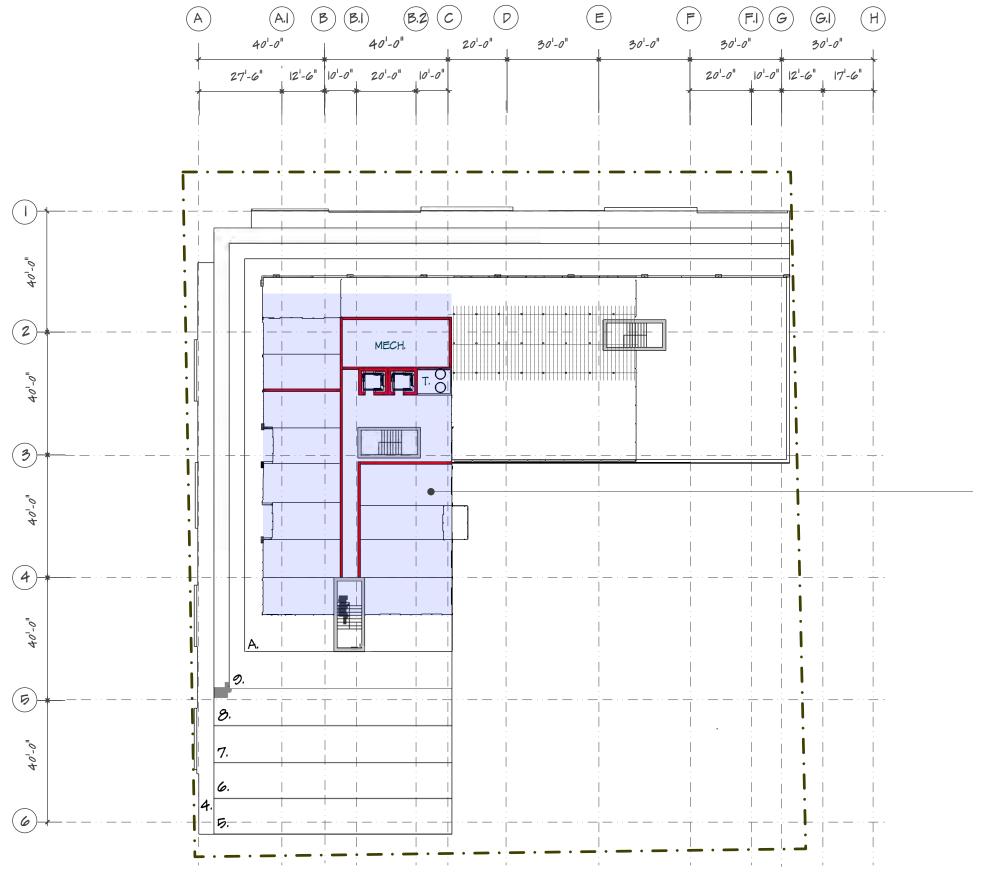




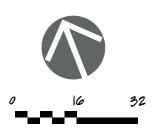








SHADED AREA REPRESENTS 6,400 +/- SF (25,600 +/- TOTAL ROOF AREA SF)



PRELIMINARY CONCEPT SKETCHES: FOR REVIEW ONLY ALL DIMENSIONS +/-

Appurtenance Level - Residences

