

TLHP-2014-0115

TLHP-2014-0116

TLHP-2014-0117

TLHP-2014-0118

106, 108, 110 & 112 EDWARDS FERRY ROAD NE

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GC/H-1 Overlay District

Requests for Demolition

Agenda items 10c, 10d, 10e & 10f

## The Proposal:

1. Demolish the four (4) contributing historic buildings at 106, 108, 110 and 112 Edwards Ferry Road NE, primary resources in the Leesburg National Register Historic District and locally designated Old & Historic District, to construct a new courthouse facility.

## Resource Descriptions:

106 Edwards Ferry Road NE

- Year built: circa 1880 (1854?)
- Architectural style: Frame vernacular
- Status: Contributing resource in the Leesburg National Register Historic District and the O&HD.



## Resource Descriptions:

108 Edwards Ferry Road NE

- Year built: circa 1870 (2<sup>nd</sup> floor added: circa 1910)
- Architectural style: Frame vernacular
- Status: Contributing resource in the Leesburg National Register Historic District and the O&HD.



# Resource Descriptions:

110 Edwards Ferry Road NE

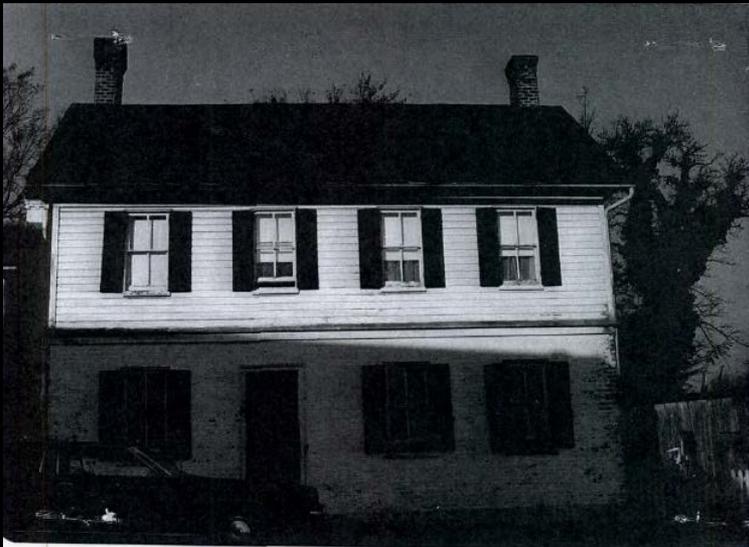
- Year original house built: circa 1860 (circa 1830)
- Year of major addition: 1890s (circa 1910)
- Architectural style: Frame vernacular
- Status: Contributing resource in the Leesburg National Register Historic District and the O&HD.



# Resource Descriptions:

112 Edwards Ferry Road NE

- Year original house built: circa 1800 (1813-20)
- Year of major addition: circa 1895 (before 1878)
- Architectural style: Federal/Adamesque
- Status: Contributing resource in the Leesburg National Register Historic District and the O&HD.





The four buildings on Edwards Ferry Road NE

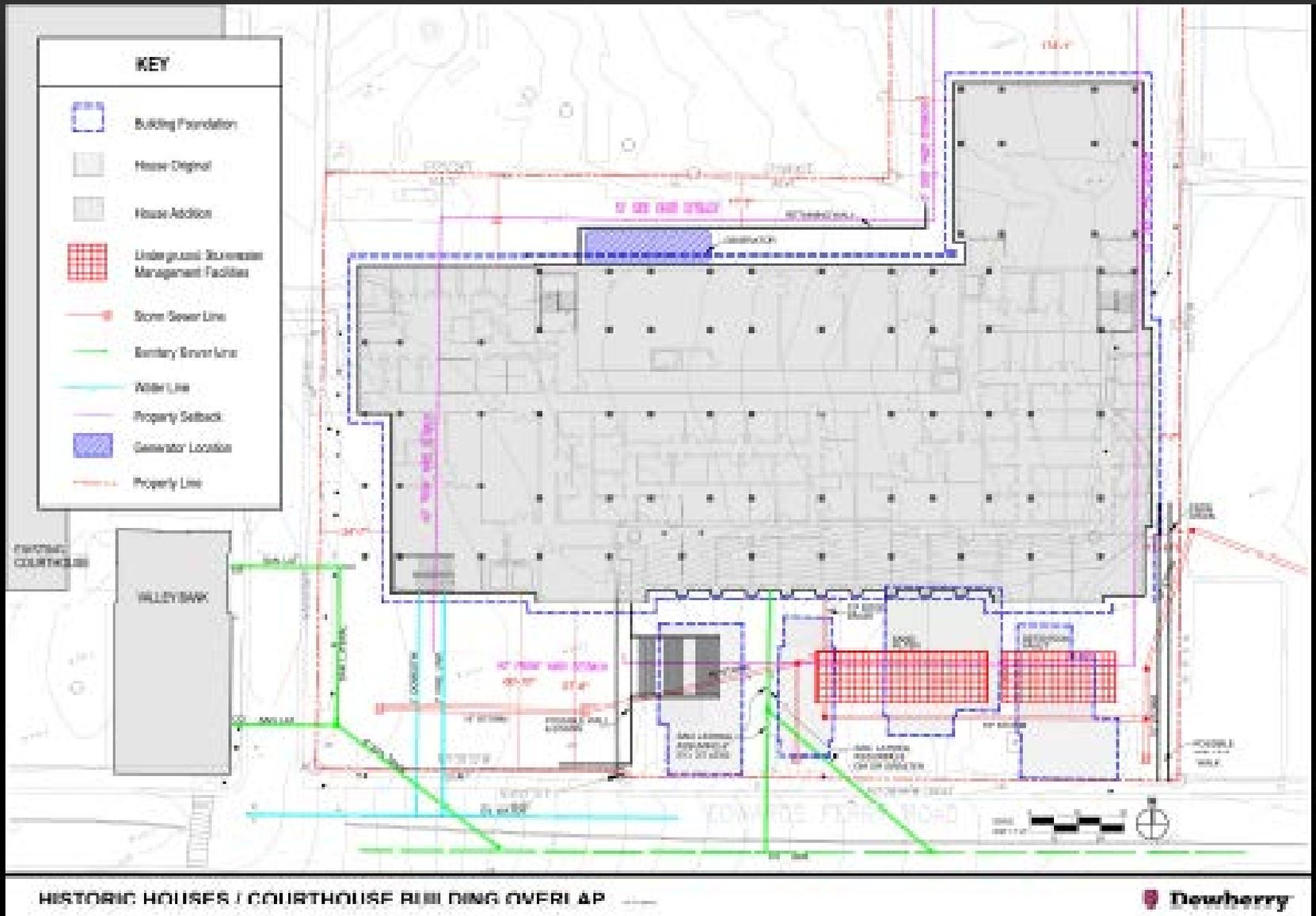




The four buildings on Edwards Ferry Road NE



Proposed New District Courthouse



# Proposed New District Courthouse

## Procedure\* for review of demolition requests:

*"On a case-by-case basis the BAR will evaluate whether or not the demolition of any primary building will have a detrimental effect upon the immediate context of the Old & Historic District."*

1. Is the building designated 'historic' in the architectural survey?
  - The answer is "yes" for all four buildings.

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\*as per Sections 3.10.1 and 7.5.8 of the ZO and the O&HD Design Guidelines

## Procedure for review of demolition requests:

*"On a case-by-case basis the BAR will evaluate whether or not the demolition of any primary building will have a detrimental effect upon the immediate context of the Old & Historic District."*

2. If the answer to #1 is "yes", then is it a resource that contributes to the architectural and historic integrity of the property, neighborhood, and historic district?

A property is considered to be 'non-contributing' if it does not have or retain integrity of any of the following:

- LOCATION
- DESIGN
- SETTING
- MATERIALS
- WORKMANSHIP
- ASSOCIATION
- FEELING

## Procedure for review of demolition requests:

*"On a case-by-case basis the BAR will evaluate whether or not the demolition of any primary building will have a detrimental effect upon the immediate context of the Old & Historic District."*

3. If the answer to #2 is in the affirmative for all seven criteria, then does the building retain structural integrity?

To document the building's structural condition the BAR may ask the applicant for:

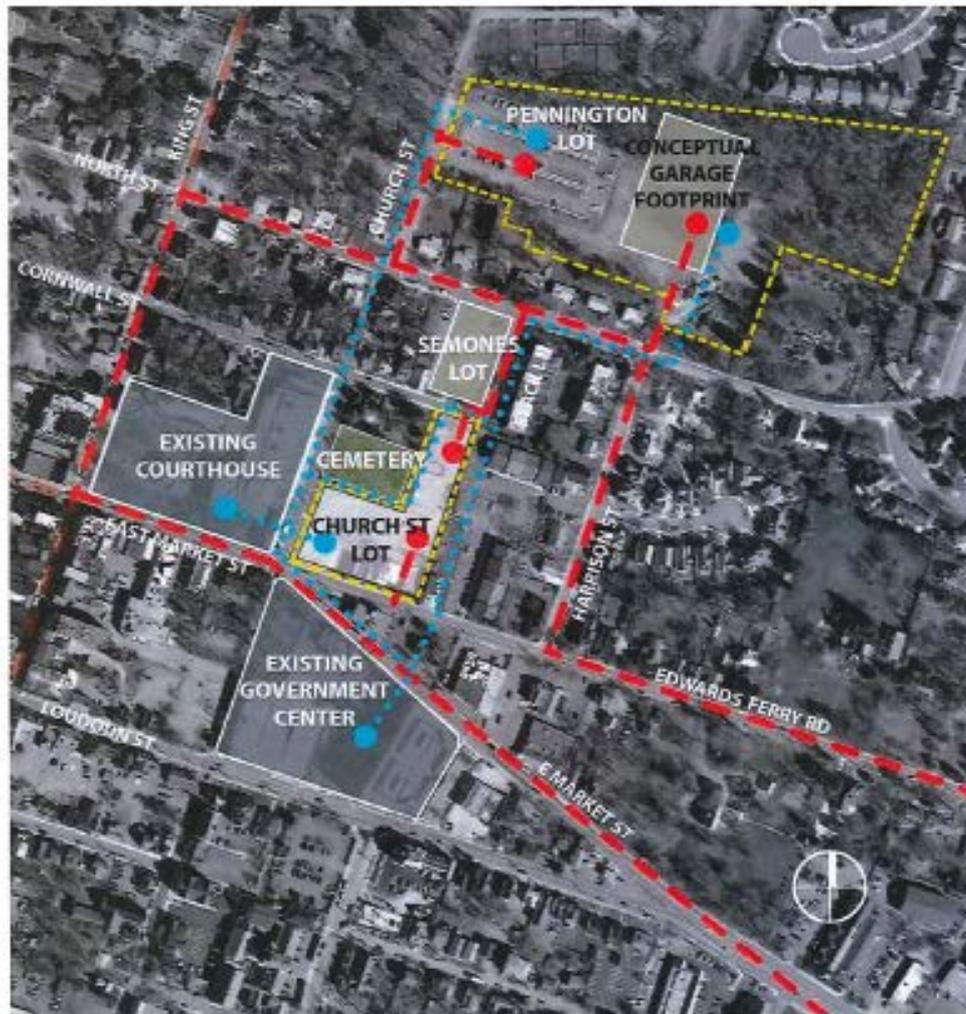
- A site visit.
- The testimony of expert witnesses.
- An economic and structural feasibility study for rehab and reuse.
- A relocation feasibility study (after all other alternatives are explored.)
- A structural engineering report (for relocation scenario.)

# Procedure for review of demolition requests:

## 4. Consideration of Post-Demolition Plans

*"The BAR shall consider, and applicants shall be required to provide, for all principal structures to be demolished, post-demolition plans for any site governed by this article and the appropriateness of such plans to the architectural character of the district."*

- Two alternative designs for the New District Courthouse are contemplated as were shown to the BAR on August 4, 2014.
- No conceptual alternative was developed by the applicant that retained one or more of the contributing historic resources in place.
- Primary reasons cited by applicant for the requested demolitions include: new building design/footprint, stormwater infrastructure, staging for construction.
- Rezoning is required for previous approval under TLZM-1998-0155



## SCOPE

- NEW COURTHOUSE BUILDING
- PENNINGTON PARKING GARAGE
- EXISTING BUILDING RENOVATION
- TUNNEL CONNECTION
- STREETScape FROM PARKING GARAGE TO COURTHOUSE
- REMOVAL OF 4 HISTORIC HOUSES
- VALLEY BANK CONVERSION
- SITE UTILITY RECONFIGURATION
- TRAFFIC IMPROVEMENTS

Scope of work for courthouse expansion



MASSING OPTION 1



MASSING OPTION 2



MASSING OPTION 3



MASSING OPTION 4

# Massing studies for courthouse expansion



Preferred massing alternative for new courthouse



1



2



3

# 5 elevation concepts for new courthouse



4



5

5 elevation concepts for new courthouse



2



5

Selected elevation concepts for new courthouse



Preferred elevation concept for new courthouse

# Preliminary Findings: Significance & Integrity

- Important to keep county courthouse in downtown Leesburg.
- Important to maintain integrity and character of Old & Historic District as directed by Zoning Ordinance regulations and Town Plan.
- New information has been revealed regarding the historical background of these four properties since the historic survey was last updated in 1998.
- All 4 buildings are designated as 'historic' in the architectural survey.
- All four buildings retain integrity of location, design, setting, materials, workmanship, feeling, and association, therefore, should retain 'contributing' status in the historic districts.
- Applicant provides information that potentially challenges integrity of 'design' and 'materials' in the submitted application.

# Preliminary Findings: Significance & Integrity

- Eligibility for individual listing on the National Register of Historic Places is not a specific guideline, standard or requirement for the BAR to consider in review of a demolition request.
- If the four contributing historic buildings are demolished the Leesburg National Register Historic District boundary would likely be reduced in size during the next survey/NR update.
- In addition to historic district impact there are three other relational components of significance to consider when reviewing the collective demolition of these four contributing historic buildings:
  - ✓ Long-term ownership of the properties by the Slack family;
  - ✓ The evolution of the streetscape in the immediate vicinity;
  - ✓ The overall evolution of residential architecture along Edwards Ferry Road NE in the Town of Leesburg.

## Preliminary Findings: Significance & Integrity

- A copy of the intensive-level architectural and archeological survey report prepared in 2007 by Shaffer, Wilson, Sarver & Gray for the old jail has been provided by the applicant.
- A copy of the archeological survey report prepared by John Milner Associates for the recent archeological work completed on site in 2014 should also be submitted, when available.

# Preliminary Findings: Condition & Reuse Potential

- Loudoun County (Owner) invested in the upgrade of the four contributing historic buildings for adaptive use as office space when purchased in 1980.
- The Owner has maintained the property in good condition and has followed Certificate of Appropriateness procedures for most, if not all, exterior alterations.
- Two(?) of the four contributing historic buildings are currently occupied and used as office space by the Owner.
- The applicant states that all four contributing historic buildings are structurally sound.
- Some historic interior features have been retained.

## Preliminary Findings: New Construction

- The Concept Plan associated with the previous zoning approval for the same site approved in 1998 retained the four contributing historic buildings in place.
- The new courts facility was to be located at the same setback as the four contributing historic buildings along Edwards Ferry Road.
- The estimated size of the new courts facility at the time was 60,000 sq. ft., 35% smaller than the current programmed space of 92,000.
- The applicant has stated that thirteen (13) conceptual layouts for the New District Courthouse were considered during the conceptual planning phase, none of which included the preservation of any of the four contributing historic buildings currently owned, used, and maintained by the county.

## Preliminary Findings: New Construction

- The New District Courthouse is proposed with a setback similar to the other historic court buildings located on the block to the west.
- The proposed building footprint of the New District Courthouse only overlaps with one of the four contributing historic buildings.
- Proposed stormwater infrastructure and utility connections are shown where three of the four contributing historic buildings currently stand.
- The applicant states that the area where the four contributing historic buildings currently stand is also needed for staging construction of the New District Courthouse building.
- It seems arguable that stormwater infrastructure, utility connections, and construction staging could be redesigned/relocated in a manner that avoids demolition of the four contributing historic buildings.

## Preliminary Findings: New Construction

- Several other contributing resources in the historic district are located in close proximity to the proposed construction site so staff encourages that an analysis of the anticipated impacts of demolition and new construction on other contributing historic resources be provided by the applicant.
- The proposed demolition of the four contributing historic buildings may be an action that would require mitigation of adverse impacts under certain federal and state permitting, program, or funding requirements.

## Preliminary Findings: Relocation Study

- Staff recommends that relocation of any of the four contributing historic buildings should only be considered after all other alternatives are exhausted and complete demolition is the only other option as encouraged in the guidelines.
- The current argument provided by the applicant that relocation of the buildings is not warranted is not well-supported.
- Issues and concerns to be addressed by the relocation feasibility study are provided in the staff report including structural evaluation, cost estimates and marketing strategy.

## Staff Recommendation:

Staff recommends that review of the four Certificate of Appropriateness applications for demolition of the contributing historic buildings at 106, 108, 110 and 112 Edwards Ferry Road NE be CONTINUED by the Board of Architectural Review to a mutually agreed upon date that may include a series of meetings as outlined in the staff report.

Staff also strongly encourages the BAR to keep the public hearing associated with the review of this application open over the course of these meetings to allow for ongoing comment by concerned citizens and any other affected parties.

## Recommended Meeting Schedule

**Meeting #1** – Review of property significance & contributing status

Suggested date: January 5, 2015 BAR Work Session

**Meeting #2** – Site visit

Suggested date: BAR Special Meeting, date to be determined

**Meeting #3** – Discussion on condition, integrity, and adaptive reuse potential for historic buildings

Suggested date: January 21, 2015 BAR Regular Business Meeting

-OR- February 2, BAR Work Session

## Recommended Meeting Schedule

**Meeting #4** – Discussion on New District Courthouse siting, appearance, construction staging and stormwater infrastructure

Suggested date: February 2, BAR Work Session -OR- February 16, 2015 BAR Regular Business Meeting

**Meeting #5** – Review of Historic Building Relocation Feasibility Study, if needed

Suggested date: February 16, 2015 BAR Regular Business Meeting -OR- March 2, 2015 BAR Work Session