

## Agenda

### PLANNING COMMISSION REGULAR DOCKET TUESDAY, August 13, 2013 – 5:30 P.M. CITY COUNCIL CHAMBERS

I. **PLANNING COMMISSION GATHERING** -- 4:30 P.M. (Held in the NDS Conference Room)  
Commissioners gather to communicate with staff. (4:30-5:30 P.M.)

II. **REGULAR MEETING** -- 5:30 P.M.

A. COMMISSIONERS' REPORTS

B. UNIVERSITY REPORT

C. CHAIR'S REPORT

1. Announce Nominating Committee

D. DEPARTMENT OF NDS

E. MATTERS TO BE PRESENTED BY THE PUBLIC NOT ON THE FORMAL AGENDA

F. CONSENT AGENDA

(Items removed from the consent agenda will be considered at the end of the regular agenda)

1. Minutes - May 28, 2013 – Work Session

2. Minutes - June 11, 2013 – Pre meeting

3. Minutes - June 11, 2013 – Regular meeting

4. Minutes - June 25, 2013 – Joint City County Planning Commission Work Session

5. Minutes - June 25, 2013 – Work Session

G. **Tonsler Park Master Plan Presentation** (10 minutes)

III. **JOINT PUBLIC HEARINGS (Beginning at 6:00 P.M.)**

H. **JOINT PUBLIC HEARINGS**

**1. SP-13-06-09 – 925 East Market Street:** An application for a special use permit to allow for increased density from the by-right allowance of 43 DUA to 89 DUA at the property located at 925 E. Market Street. The applicant proposes up to 56 units and 20,090 sf. of commercial space. The property is zoned Downtown North (DN) and further identified on City Real Property Tax Map 53, Parcel 286 with frontage on E. Market Street and 10<sup>th</sup> Street NE. Downtown North allows for up to 120 DUA by Special Use Permit for Mixed Use developments. The total site area is 27,540 square feet or approximately 0.63 acres and the Land Use Plan generally calls for Commercial. **Report prepared by Mike Smith, Neighborhood Planner.**

**2. ZT-13-01-10 Planned Unit Development Districts code changes -** An ordinance to amend and reordain Article V. Planned Unit Development Districts of the Zoning Ordinance of the Code of the City of Charlottesville, 1990, as amended, to provide clarifications to existing text and to revise required submissions and process for preapplication and application. **Report prepared by Brian Haluska, Neighborhood Planner.**

IV. **REGULAR AGENDA (continued)**

I. **Presentation by PLACE Design Task Force** (10 minutes)

J. **Preliminary Discussion**

1. Water Street Promenade PUD

## K. FUTURE MEETING SCHEDULE

Date and Time	Type	Items
Tuesday August 27, 2013 – 5:00 PM	Work Session	Joint Work session with City Council for Comprehensive Plan Implementation
Tuesday, September 10, 2013 – 4:30 PM	Pre- Meeting	
Tuesday, September 10, 2013 – 5:30 PM	Regular Meeting	Meadowbrook Flats -1138 Emmet Street 1. Critical Slopes Waiver Request 2. Entrance Corridor Application Review SUP –217 West High Street (multifamily) 723 Nalle St – Infill SUP Rezoning & SUP - 601 Concord Ave (outside kennel/pens) Garrett Street Closure Request PUD – Water Street Promenade – Coal Tower Property ZTA – ADU Ordinance clarification

### Anticipated Items on Future Agendas

- LID Guideline Review
- Zoning Text Amendment - PUD ordinance updates
- Rezoning – Lyman Street
- Entrance Corridor - 5<sup>th</sup> Street Station

**Persons with Disabilities may request reasonable accommodations by contacting [ada@charlottesville.org](mailto:ada@charlottesville.org) or (434)970-3182**

**PLEASE NOTE: THIS AGENDA IS SUBJECT TO CHANGE PRIOR TO THE MEETING.**

**PLEASE NOTE: We are including suggested time frames on Agenda items. These times are subject to change at any time during the meeting.**

**LIST OF SUBDIVISIONS APPROVED ADMINISTRATIVELY  
7/1/2013 TO 7/31/2013**

1.      TMP 22B- 172 Lot 55-A                              One new residential lot  
          Cleveland Avenue                              Draper Aden Associates  
          File No. 1512                                    Final  
  Final Signed: 7/23/13  
  Signed by: Ebony Walden & Genevieve Keller
2.      TMP 29 – 232.1 & 233.3                            Boundary Adjustment  
          Cherry Avenue                                 Roudabush, Gale & Associate, Inc.  
          File No. 1513                                    Final  
  Final Signed: 7/25/13  
  Signed by: Ebony Walden & Genevieve Keller
3.      TMP 51-28    One new lot  
          Locust Avenue                                 Commonwealth Land Surveying, LLC  
          File No. 1514                                    Final  
  Final Signed: 7/19/13  
  Signed by: Michael Smith & Genevieve Keller

**Planning Commission Work session  
May 28, 2013  
Minutes**

**Commissioners Present:**

Ms. Genevieve Keller (Chairperson)  
Mr. Kurt Keesecker  
Mr. Dan Rosensweig  
Ms. Lisa Green  
Ms. Natasha Sienitsky  
Mr. Michael Osteen  
Mr. John Santoski

**Staff Present:**

Missy Creasy  
Willy Thompson  
Michael Smith  
Ebony Walden  
Rich Harris

Ms. Keller convened the Charlottesville Planning Commission meeting at 5:00 pm and turned the meeting over to Ms. Creasy.

Ms. Creasy provided a hand out on Robert's Rules of Order and highlighted the duties of the members and the role of the chairperson.

Mr. Harris gave an overview of how using Robert's Rules would help with future meetings. He also showed the proper way to end a debate and take control of the meeting.

**PUD Ordinance Clarification**

Ms. Creasy stated that staff was asked to review the PUD standards to determine any additions which would be helpful for obtaining sufficient information to evaluate applications. She turned the meeting over to Mr. Thompson to go over the PUD ordinance revisions.

Mr. Thompson stated that staff tried to take what is in the code now and improve it to make things more consistent. He provided a summary of the staff report.

Mr. Santoski noted that an applicant should apply for a PUD before they do anything to the property.

Mr. Harris clarified that by right is just what it is by right. A developer has the rights that are already there and can move forward even if there is a pending application.

Mr. Thompson stated that staff can't stop an applicant from doing that which is by right.

Ms. Green feels that the plan that was shown for Stonehenge was not a by right plan.



Mr. Harris stated that the applicant was able to clear the land at Stonehenge before applying for a PUD under the existing code.

Ms. Creasy stated that the applicant from Stonehenge could obtain a land disturbance permit by right without having a plan of development. She also stated that the applicant did nothing illegal by clearing the land.

Ms. Keller noted if the standards of review were looked at and the applicant did not qualify, they could be voted down.

Ms. Green feels that the Planning Commission is pushed to approve things that they may not want approved.

Ms. Creasy stated that staff recommends to the applicant that they to do certain things but cannot require anything outside the legal requirements.

Ms. Walden stated that the real question is if an owner can clear their land without a development plan and the answer is yes as long as they meet regulations.

Ms. Creasy stated that staff has added as much language as legally possible to assist the applicant when applying for a PUD.

Mr. Thompson stated that in code section 34- 517, staff tried to make the language consistent with other sections of the zoning ordinance. If a plan is submitted, it should be in conformance with what was approved. Any changes have to go back through the entire process.

Mr. Rosensweig felt that there were conflicting requirements in section 34-515. He feels an intent and purpose needs to be added. If the application is fully completed when it comes to the Planning Commission, there will be less opportunity for dialogue.

Mr. Keesecker noted that a diagram at the bringing the application process brought to the Planning Commission would be helpful. He feels the Planning Commission should come up with language for discussion and having the neighborhood involved makes the conversation more robust.

Mr. Thompson stated that adding language to paragraph one would give the applicant a range of options to do things visually.

Ms. Green feels the Planning Commission needs to get ahead of concerns involving PUD applications.

Mr. Keesecker suggested that it would be nice if staff could have a neutral meeting with the neighborhood.

Ms. Keller is comfortable with the diagram suggestion and the other items staff has added to the text.

Mr. Santoski is not sure that enough preliminary activities are taking place and there are some things that we just don't know. He wanted to know the procedure for a pre-meeting.

Ms. Creasy explained that the planner and engineer conduct a pre-application meeting before the applicant submits the application. She also explained what is given to the applicant to prepare them with the things they need before submitting an application.

Mr. Keesecker would like to find a way to facilitate a meeting with the public, applicant and staff concerning applications.

Mr. Rosensweig wanted to know if that could happen.

Ms. Creasy stated that if something has to happen then we will make it happen.

Ms. Ebony stated that the issue would be who would be invited to the meeting.

Ms. Creasy also stated that there is an involved process of getting notices out and getting people to the meetings. She also informed them that if a massive amount of information is sent, people will begin to ignore paperwork.

Mr. Thompson stated that if an applicant has a lot of support from the public then that usually means they have been interacting with them. If there is opposition, then you know the applicant has not informed the public of their intentions.

Ms. Keller asked if they should reserve the meeting to specific projects that they are unable to vote on.

Mr. Osteen feels that only certain neighborhoods will need meetings

Ms. Green asked where in the code it says you have to notify property owners that are within 500ft.

Ms. Creasy stated that the code only says adjacent property, but we choose to notify property owners that are within 500ft.

Mr. Santoski suggested adding adjacent neighborhood associations.

Ms. Creasy stated that they currently do go out to the neighborhood associations.

Ms. Keller would not be in favor of having a meeting for every PUD. There should be some guidance on when would we have a facilitated meeting.

Mr. Osteen suggested having public comment at the preliminary discussion.

Mr. Harris stated that there is no state or city code stating that an applicant has to play nicely with others. They should have the option of whether they want a facilitated meeting.

### **PUD Ordinance**

Mr. Rosensweig would like to see some language noting that the rezoning modifications are vested. When the Planning Commission looks at a concept plan they can ask what is vested in the PUD zoning.

Ms. Creasy stated how do we reconcile what is in the concept plan to what is in the final PUD.

Mr. Harris stated that you don't want the extra requirement attached to the concept plan.

Mr. Keesecker asked why a PUD couldn't have different requirements.

Mr. Thompson stated that requirements are modified in a PUD proposal.

Ms. Keller feels that having something stating that a PUD can vary from other applications would be helpful. Staff will provide a guidance document

Ms. Green suggested defining the housing types and knowing what "minor change" means.

Ms. Sienitsky asked if having some comparable research from other localities would be helpful to see what others are doing.

Members of the Planning Commission suggested having a work session to discuss the waiver list.

Mr. Rosensweig suggested making the language tighter so staff can reject an application when it is incomplete.

Mr. Keesecker feels we should not rock the boat on PUDs until they take a look at the small area plans on how to piece things together. He feels they should create unique solutions and complement existing conditions.

### **Public Comment**

LJ Lopez, feels that the developer should be rewarded when they make good choices. He suggested approving the preliminary site plan and having some sort of mechanism to meet multiple criteria. He also suggested having some form of check list so the applicant would know if they have completed the necessary requirements for an application.

Frank Stoner, suggested putting the 18ft road requirement on the concept plan and allowing it to be justified at site plan level.

Meeting adjourned at 7:01.

**CITY OF CHARLOTTESVILLE  
PLANNING COMMISSION PRE MEETING  
TUESDAY, June 11, 2013 -- 4:30 P.M.  
NDS CONFERENCE ROOM**

**Planning Commissioners present**

Ms. Genevieve Keller  
Mr. Dan Rosensweig  
Mr. Kurt Keesecker  
Mr. John Santoski  
Mr. Mike Osteen  
Ms. Lisa Green

**Staff Present:**

Ms. Missy Creasy, Planning Manager  
Mr. Marty Silman, Civil Engineer  
Mr. Brian Haluska, Neighborhood Planner  
Mr. Mike Smith, Neighborhood Planner  
Mr. Richard Harris, Deputy City Attorney

The Commission began to gather at 4:30 and was called to order at 5:00pm.

Ms. Keller made a motion to convene a closed session which was second by Mr. Rosensweig and approved by all commissioners.

Closed session

Mr. Keesecker moved to certify the closed session and Mr. Santoski seconded. All Commissioners voted in favor.

Ms. Creasy answered a question concerning the public hearing item for West Main Street.

The discussion adjourned at 5:29pm.

**MINUTES**  
**CITY OF CHARLOTTESVILLE**  
**PLANNING COMMISSION**  
**TUESDAY, June 11, 2013- 5:30 P.M.**  
**CITY COUNCIL CHAMBERS**

Commissioners Present:

Ms. Genevieve Keller (Chairperson)  
Mr. Dan Rosensweig  
Mr. Michael Osteen  
Ms. Lisa Green  
Mr. John Santoski  
Mr. Kurt Keesecker  
Mr. David Neuman, Ex-officio, UVA Office of the Architect

Staff Present:

Ms. Missy Creasy, AICP, Planning Manager  
Mr. Michael Smith, Neighborhood Planner  
Mr. Brian Haluska, AICP, Neighborhood Planner  
Mr. Marty Silman, Assistant City Engineer

Also Present

Mr. Richard Harris, Deputy City Attorney

**REGULAR MEETING**

**A. COMMISSIONERS' REPORTS**

Commissioners gave their reports. Mr. Osteen reported on the Tree Commission and BAR. Mr. Rosensweig outlined items from the Housing Advisory Committee.

**B. UNIVERSITY REPORT**

Mr. Neuman provided his report including a road closure announcement for mid-June and the progress of summer sessions at UVA.

**C. CHAIR'S REPORT**

The Chair provided her report. She noted that Mr. Santoski and Mr. Keesecker had been reappointed for additional planning commissioner terms.

**D. DEPARTMENT OF NDS**

Ms. Creasy provided her report and stated that there will be a joint meeting with Albemarle County Planning Commission later this month for a presentation on the Long Range Transportation Plan. She also provided a time line for next steps in the Comprehensive Plan review process.

**E. MATTERS TO BE PRESENTED BY THE PUBLIC NOT ON THE FORMAL AGENDA**

No speakers were present.

**F. CONSENT AGENDA**

1. Minutes - April 9, 2013 – Regular meeting
2. Minutes - May 14, 2013 – Pre meeting
3. Minutes - May 14, 2013 – Regular meeting

Mr. Santoski made a motion to accept the consent agenda  
Mr. Osteen seconded the motion.  
All in favor  
Motion Carries.

## G. JOINT PUBLIC HEARINGS

1. **ZT-13-04-08 West Main Street Requirements** - An ordinance to amend and reordain §34-621 and §34-641 Density of the Zoning Ordinance of the Code of the City of Charlottesville, 1990, as amended, to clarify that exclusively multi-family residential buildings are not permitted in the West Main North and West Main South Zoning Districts. **Report prepared by Ebony Walden and Brian Haluska, Neighborhood Planners.**

Mr. Haluska provided the staff report.

Mr. Keesecker made a motion to recommend the change to the ordinance as presented.  
Mr. Santoski seconded the motion  
Ms. Creasy recorded the vote.

Green	Yes
Osteen	Yes
Rosensweig	Yes
Keesecker	Yes
Santoski	Yes
Keller	Yes

Motion passes.

## IV. REGULAR AGENDA

### H. Critical Slope Waiver Requests

#### a. Seminole Square Expansion

Mr. Smith provided the staff report.

Ms. Green stated that she is an employee of Albemarle County and although there is a pending lawsuit she is not involved and may continue to hear this case.

Several questions and concerns were discussed by staff and the commission such as; what is needed to obtain a waiver.

Ms. Keller informed the public that the Planning Commission is no longer allowed to grant waivers, they can only recommend to City Council.

Mr. Scott Collins and Mr. Fred Payne, the applicant and representative of the applicant, spoke on the Critical Slope Waiver request.

The Commission had concerns relating to capacity of the storm water facility once a retaining wall is built and whether or not an easement is needed.

Mr. Silman, Civil Engineer stated that a current up to date analysis is need, so staff can make a determination.

Mr. Payne feels that the easement does define the basin and although conditions may change over time, the legal interest in the property does not. Mr. Payne believes that the City established that easement at 416' and anything above that level is private property. Mr. Payne believes the installation of the walls will not interfere with an increase in storm water since the walls do not go below the 416' easement.

The Commission wanted to know how a determination would be made that the water won't go pass the 416 elevation as noted on the plans and wanted to know what impact this would have on the public.

Mr. Silman explained that the information needed is an analysis of current conditions, which the applicant had not provided.

The Commission feels the applicant needs to bring this application back with more information.

Mr. Rosensweig made a motion to defer the application.

Mr. Santoski seconded the motion

Ms. Creasy recorded the vote.

Green	Yes
Osteen	Yes
Rosensweig	Yes
Keesecker	Yes
Santoski	Yes
Keller	Yes

Motion Carries

### **b. Pepsi Cola Plant Expansion**

Mr. Smith provided the staff report.

Mr. Fred Payne feels that this is the same issue as the previous discussion.

Ms. Green asked if there are issues with parking and Mr. Smith stated that there were.

Mr. Keesecker asked Mr. Silman if there is a protocol in making the decision about the expansion and Mr. Silman stated that there was.

Mr. Keesecker made a motion for deferral.

Ms. Green seconded the motion.

Ms. Creasy recorded the vote.

Green	Yes
Osteen	Yes
Rosensweig	Yes
Keesecker	Yes
Santoski	Yes
Keller	Yes

Motion Carries

Mr. Rosensweig made a motion at 7:22 pm to adjourn

June 11, 2013

**CERTIFICATION OF PLANNING COMMISSION CLOSED MEETING**

I move that this Commission certify by a recorded vote that to the best of each Commissioner's knowledge only public business matters lawfully exempted from the open meeting requirements of the Virginia Freedom of Information Act and identified in the Motion convening the closed session were heard, discussed or considered in the closed session.

Motion by: K Keesecker

Second by: J Santoski

Ayes: G Keller

Noes: \_\_\_\_\_

D Rosenweijg

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M Osteen

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L Green

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J Santoski

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K Keesecker

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N Sientiskij not present

*McCreary*



June 11, 2013

**MOTION FOR A CITY PLANNING COMMISSION CLOSED SESSION**

Pursuant to section 2.2-3712 of the Virginia Code, I hereby move that the Planning Commission close this open meeting and convene in closed session for consultation with legal counsel regarding specific legal matters involving the Commission's review of specific requests for waivers of the City's requirements for developing areas defined as critical slopes, as authorized by Virginia Code sec. 2.2-3711 (A) (7).

Motion by: G Keller

Second by: D Rosenweig

Ayes: G Keller

D Rosenweig

M Osteen

L Green

J Santoski

K Keesecker

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Noes: \_\_\_\_\_

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N Sientzky - not present

M. Casey

**Joint Work Session  
Albemarle County &  
City of Charlottesville Planning Commissions  
June 25, 2013  
City Space  
Minutes**

**Commissioners Present:**

Ms. Genevieve Keller (Chairperson)  
Mr. Kurt Keesecker  
Mr. Dan Rosensweig  
Ms. Lisa Green  
Ms. Natasha Sienitsky  
Mr. Michael Osteen  
Mr. John Santoski

**County Commissioners Present**

Mr. Calvin Morris-Chairperson  
Mr. Russell (Mac) Lafferty  
Mr. Bruce Dotson  
Mr. Don Franco  
Mr. Thomas Loach  
Mr. Richard Randolph  
Mr. Ed Smith  
Ms. Julia Monteith, AICP, Senior Land Use Planner for University of Virginia

**Staff Present:**

Jim Tolbert, Director NDS  
Missy Creasy, Planning Manager  
Brian Haluska, Neighborhood Planner  
Michael Smith, Neighborhood Planner  
Rich Harris, Deputy City Attorney  
Wayne Cilimberg, Planning Director  
Elaine Echols, Principal Planner  
Andrew Sorrell, Senior Planner  
Greg Kempner, County Attorney  
Sarah Rhodes, MPO Program Manager, TJPDC

Ms. Keller convened the Charlottesville Planning Commission meeting at 5:00 pm.

Mr. Morris convened Albemarle County Planning Commission at 5:00 pm.

Ms. Keller turned the meeting over to Sarah Rhodes the MPO Program Manager from the TJPDC and she gave a brief presentation on the Metropolitan Planning Organization's (MPO) 2040 Long Range Transportation Plan update. She explained how this is federally funded and what items needed to be included in the plan. She explained how the plan was developed and the process in which data was collected and analyzed.

Ms. Rhodes explained Scenarios 2A and 2B including the commonalities and differences. Performance measures were developed using categories in line with those included in the City and County's Comprehensive Plans. Each locality was given work papers for their locality and this meeting was an opportunity for the commissions to provide feedback on the process.

### **Questions and Discussion**

Mr. Rosensweig asked why traffic for commercial industrial was seen as always a negative in the model. Ms. Rhodes stated that indicator was specific to land consumption.

Mr. Lafferty wasn't sure how individual projects were chosen for 2A and 2B and if the combinations make sense. Ms. Rhodes stated that groupings were needed for the assessment. These were combinations which provided for that assessment.

Mr. Randolph wanted the selection criteria for the scenarios more clearly defined and along with the cost of each project/scenario. He feels 2A and 2B create winners and losers. Scenario 2B benefits his district and 2A doesn't. How does the LRTP as a whole move Charlottesville and Albemarle towards a multi-modal community.

Mr. Franco wanted to take the sheet and cross things off that were alike in both A and B. He really had a hard time seeing if it made sense because of these repetitions. He would have like to have seen projects broken down more specifically and wondered how this impacts the comp plan.

Ms. Green noted this affects bike planning negatively. She saw a lot of road widening projects. She would like to see how landscaping would be addressed. She would like to see more of what the public wants. She asked if they were building this with the bypass in mind. Ms. Rhodes stated that they are building with the assumption that the bypass will be built.

Mr. Lafferty stated that we have no idea how much federal money we will receive. He feels without financial figures we don't know if we can make choices. Ms. Rhodes stated that we do have some cost estimates but they are very preliminary.

Mr. Lafferty asked if the areas where most accidents occur were looked at like the intersection of Rio Rd and US29. Ms. Rhodes stated that the Rio Rd intersection is in the long term plan.

Mr. Rosensweig asked how the grade separation interacts with a multimodal 29. What about grade separation at 29? Ms. Rhodes stated that they did not look at 29 with the interchanges in the capacity development project scenario analysis because interchanges cannot be modeled.

Mr. Morris would like both sides of 29 brought together. He would also like 250 and Pantops looked at. He feels there is a need to get across both of them as well.

Mr. Rosensweig feels there are more projects than money. Ms. Rhodes stated that they didn't want the commission to get caught up in the details of the projects, but how they connect to the comp plan.

Mr. Franco feels that widening of Pantops will be a plus and a minus.

Mr. Dotson feels we need to keep in mind what we are being asked to do – to look for comp plan consistency. He could not do that based on the scenarios but was able to do so looking at projects. He feels we are being asked a simple question, but one that is hard to answer. He was able to provide pros and cons for individual projects but not for the scenarios.

Ms. Monteith noted that names to the scenarios may be helpful as well as a different map scale.

Ms. Rhodes stated that the goals included in the worksheets were picked because they seemed to connect best to the LRTP.

Mr. Franco asked what criteria commissioners should look at.

Mr. Keesecker has had similar thoughts and feels a diagram would successfully connect the dots. He feels it would be easier to look at the projects if you could see them in a visual.

Ms. Keller would like to see how the projects work together and what data was used.

Ms. Rhodes stated that they used the travel demand model and data from VDOT crashes.

Mr. Lafferty felt if 29 became a boulevard with bike lanes and with buses stopping everywhere there still would be a lot of traffic on 29 North. He is not sure such an approach can actually work.

Mr. Loach could not do this exercise. He thought it might be helpful for the community advisory councils to review.

Mr. Randolph stated that there are three proposals for 29 and would like to caution us in thinking in these terms. There is concern for the local traffic on 29.

Mr. Dotson noted that some projects are consistent with the Comprehensive plans but others would need additional details to make an assessment.

Ms. Rhodes provided some insight on how projects were included in the scenarios. She asked for feedback on how the Commissioners would connect the scenarios to each locality's Comprehensive Plan goals and asked if there was another way it could be done.

The Commissioners generally felt that their review of the possible projects in the scenarios was coming late in the long range transportation plan update process and felt that their assessment should come earlier as the scenarios are being developed.

Mr. Rosensweig sees a lot of common themes in what has been discussed. He feels projects are missing that would build “places and spaces” and other projects may be better able to address this.

Ms. Keller stated that perhaps each commission should consider their own areas. This process seems more concerned about land disturbance than place making.

Ms. Green stated that based on qualitative modeling we need to find a model where we move people. Then we would have a better way of accessing things.

Ms. Rhodes stated that the fact needs to be accepted that we will be building some roads.

Ms. Green suggested taking the scenarios and seeing the “what if” of how traffic is shifted and what the indirect impacts would be.

Mr. Randolph asked who would benefit from each project. Should the county be paying for road improvements when they aren’t benefiting from them?

Both localities would like to see this again with a third round of scenarios. They both suggested having smaller work sessions.

Ms. Keller recessed the Charlottesville work session at 6:00pm and Mr. Morris adjourned the County work session at 6:00pm.

**Planning Commission Work session  
June 25, 2013  
City Space  
Minutes**

**Commissioners Present:**

Ms. Genevieve Keller (Chairperson)  
Mr. Kurt Keesecker  
Mr. Dan Rosensweig  
Ms. Lisa Green  
Ms. Natasha Sienitsky  
Mr. Michael Osteen  
Mr. John Santoski

**Staff Present:**

Mr. Jim Tolbert-Director NDS  
Ms. Missy Creasy  
Mr. Michael Smith  
Mr. Brian Haluska  
Mr. Rich Harris

Ms. Keller convened the Charlottesville Planning Commission meeting at 6:05 pm and turned the meeting over to Mr. Haluska.

**Discussion**

Mr. Haluska went over the two processes staff is requesting in order to update the PUD (Planned Unit Development) Ordinance. Housekeeping items will be forwarded to public hearing in the next few months with the knowledge that additional discussions on complex issues in the coming year. He then reviewed the PUD information handout.

Ms. Keller asked if the blue box on the handout was a summary of changes provided to the PUD ordinance. It was noted that it reflects current standards.

Mr. Osteen wanted to know what the blue box was missing.

Mr. Haluska provided background on the items contained in the blue box.

Mr. Osteen feels a PUD should be a development type where one could experiment with road widths.

Ms. Keller feels the blue box will be a very helpful tool when someone wants to apply for a PUD.

Mr. Keesecker would like the first sentence in 34-491 reworded. Maybe a developer should provide their own matrix.

Mr. Haluska stated that this was suggested after the Sunrise PUD but had not been noted since then.

Ms. Keller asked if there was ever a time a PUD application was denied or kept from coming to the planning commission because it only contained 2 acres (not over 2 acres)?

Ms. Creasy stated that we have never had any projects on that two acre mark. She stated that this allows for flexibility when there is two acres of land for the overall proposal.

Mr. Haluska stated that Johnson Village, Cherry Hill and Village Place had four phases and they weren't contiguous to each other.

Mr. Osteen likes the idea because he feels it brings neighborhoods together.

Mr. Haluska provided descriptions of other proposed changes contained in the document.

Mr. Keesecker asked how to get ideas across without a 3D presentation.

Ms. Creasy stated that it gives examples of how an applicant can present the material.

Mr. Keesecker feels there is a simple visual way to do this.

Ms. Creasy suggested stopping the sentence at "this visual".

Mr. Harris feels that the word "acceptable" should stay.

Ms. Green would like to be careful with the wording. She would like to see the criteria listed in language that everyone can understand. She also wanted clarity on 34- 515.2.

Mr. Haluska stated that this indicates the pre-application review process.

Ms. Keller asked if there was a requirement for the narrative to extend to the pre-application.

Mr. Rosensweig asked how people interpret the language and do people need some sort of visual concept to provide clarity.

Mr. Haluska stated that it is factual based. It will be clear that the applicant has taken proffers into consideration since if there are no proffers offered, a letter must be submitted stating such.

Ms. Creasy stated that if they sign the letter it eliminates the discussion about whether proffers were considered.

Ms. Keller asked if there was a flip side to having them sign a letter if they wanted to offer proffers.

Mr. Santoski wanted clarification on whether a land owner can cut down trees and do things to their property if it's "by right".

Ms. Creasy confirmed yes - they have the legal right to clear property with the proper permitting.

Ms. Sienitsky asked if a developer should have a concept plan before they present an application and Mr. Haluska stated yes.

Mr. Haluska provided additional information on utilities. In 34-517(6)-9 the phasing plan, the fire department could request any information deemed necessary. He stated that it is better to confirm capacity at this stage of the project.

Mr. Santoski asked what if the utilities do not meet capacity.

Ms. Creasy stated that they would have to come up with plan with the utilities department to address the upgrades needed.

Ms. Creasy stated that she would like to get the housekeeping issues to public hearing as soon as possible.

Ms. Green would like to see data added so that we will know what we approved is what is on the ground.

Mr. Keesecker would like to know the advantages and disadvantages of the PUD process. It would be nice to anticipate what the future holds.

Many PUD items were tabled for future discussion. Planning Commissioners were encouraged to forward any additional information to Mr. Haluska by email.

### **Public Comment**

Bill Emory would like to see the formal process feed information into the MPO. He would like to see the railroad crossing on Meade Ave included into the Long Term Transportation Plan.

Don Franco feels developers should be given credit for what they present in their presentation. The blue box should be used to let the developer know what staff would like to see. He would like developers to have a chance to sell the concept plan to staff. He feels there is a lot of back and forth in the process and would love to see an internal process.

Meeting adjourned at 7:21pm





P.O. Box 911 Charlottesville, VA 22902  
*"A World Class City"*

## MEMORANDUM

TO: Planning Commission

FROM: Brian Daly, Director

DATE: August 1, 2013

SUBJECT: Tonsler Park Master Plan

After a lengthy and comprehensive community planning process, the Parks and Recreation Advisory Board endorsed the attached Draft Master Plan for Tonsler Park. The Advisory Board's action, per the City's Adopted Park Master Planning Process, is to forward to the Planning Commission the Draft Master Plan for the park.

The plan features:

- Renovating the basketball courts and lighting system
- Adding a loop walking trail around the park
- Altering the athletic field (removing the outfield fence) so it can be used for more purposes
- Construction of a new field house adjacent to the recreation center
- Addition of a picnic shelter/pavilion
- Exploring possible establishment of trail connections to adjacent neighborhoods
- Addition of a spray/water play feature near the playground
- Potential for expanded parking if needed in the future
- More community festivals and activities at the park and in the recreation center
- Longer hours of operation and more days of the week for the recreation center

We request that the Planning Commission review the Draft Master Plan and Report and provide staff with any input and comment prior to the Draft Master Plan being sent to City Council for their deliberation and action.



Tonsler Park

Public Comment via email, phone

I'll just quickly summarize the things I'd like to see at Tonsler:

- a fitness trail behind/beside the playground
- a trail along the west side of the park (it could be part of the fitness trail) that starts at Cherry near the old seafood restaurant and leads out of the park on to the adjacent private lot (with landowner permission of course) and ultimately up to 5th as far south on 5th street as possible. Another spur could lead to Forest Hills Park. From there, pedestrians would have a shorter walk to the RTF access point at Christian Aid, or they could cross 5th to the access point on the east side at the new development/sewer line.

I realize the second ask is not something the City can deliver on its own, but I think it would be a tremendous benefit to the residents of Fifeville to be able to access the RTF without having to smell the exhaust fumes on 5th.

I also support the additional inside space

\*\*\*\*\*

I remember Tonsler Park as THE place to go when I was a growing up. It seems a shame that all that space is just sitting there with nothing going on, and I appreciate the opportunity to voice my suggestions.

I think it would be nice to have a running track around the NW section of the park. Second,.. better basketball rims and plenty of lights for night occasions (like the tournament that was held this past summer that NEVER received any recognition. Third,.. larger shelter area for meetings, events, birthday parties..etc. Fourth,.. a amphitheater for out door events.

These are my suggestions for a generational park that would cater to and span all ages.

\*\*\*\*\*

I haven't been able to attend any of the meetings on Tonsler park but I did want to make sure I shared some thoughts on the upcoming redevelopment. This is an exciting opportunity for our neighborhood and an exciting opportunity for Charlottesville. With out spending too much time on detail (which I can provide if you like) I want to share the following thoughts:

1. Gardens: I love the potential for community building in having small well designed plots for rent on a sliding scale. Encouraging folks from Orangdale/Prospect to join those who live closer to Main Street is critical for the park's future and gardens can be a good vehicle for this. There is also a lot of support locally right now.
2. Parking: PLEASE do not radically increase parking, if it can be made more efficient that is fine but this should not be a parking lot with swings. Most folks who use the park walk and that should be encouraged.

3. Safety: Better/safer trail to Prospect/Orangdale, better crossing on Cherry. What happened to the CDBG design?

4. Building: It tends to seem under-utilized, good for meetings and activities but it never appears to be bursting. I'd focus on maximizing utilization before spending \$\$ on expanding. \$\$ is better spent on designing the outdoor space.

5. Water: Make the water fountains work and work well.

\*\*\*\*\*

Draft Tonsler master plan has no space for a vegetable garden for learning for children, garden of diversity. Seem to be tremendous support and enthusiasm for the idea. Seems to be "yes yes" until final when its "no no" for community gardens. 4-H was going to get involved.

\*\*\*\*\*

What makes the city think a new and improved park will end up any different than the current one???? Surely the city can find something more beneficial to spend money on?? I love city parks and there are others that need are utilized and safer that need improvements. I'm just scratching my head wondering, "what are you all thinking". Have you driven past there in the last few years? People don't want their children to go there, they didn't before and they won't after the improvements. Get Real!!!!!!!!!!!!!!!!!!!!!!

\*\*\*\*\*

Your intentions are well intended but in my opinion a big waste of money. You're trying to do something that that neighborhood doesn't either want, need or appreciate. Look how long the wooden structure went unused by blacks or whites and others. There current structures are used more by whites than blacks but not enough to justify redoing the park. As far as a spray park--there's one nearby--why another one plus its dangerous--children like to run but its too slippery and they fall and hit head.

Please use the funds instead to hire a police officer 24/7 to control the brown bag drinkers, the pot smokers and the other misfits before revamping the park.

\*\*\*\*\*

Please add me to the list of citizens strongly protesting the loss of the baseball field at Tonsler Park. I'm sure that you're more than aware of the arguments on both sides but I feel that baseball in Charlottesville and Albemarle County has lost enough and it's time to stop the bleeding.

\*\*\*\*\*

I am writing in support of a baseball field at Tonsler Park. There are only a few sites in Charlottesville for little league baseball, and we cannot afford to lose the field at Tonsler Park.

\*\*\*\*\*

I am a resident of Fifeville and I am eager that proposed changes to Tonsler Park work to wipe out the CONTINUING presence of drug trafficking. Many of the park's features--the baseball fields in particular--are not used enough by the public and this lack of use encourages unsavory characters and drug use. Whichever plan that you select really MUST include features that will welcome the many families in the neighborhood and discourage more dangerous behavior. From my point of view, the following would help return the park to residents, and keep it out of the hands of drug pushers and drunks.

- 1.) Spray park for children
- 2.) Farmer's market
- 3.) Venue for events
- 4.) Playground for children
- 5.) Basketball courts
- 6.) Open multi-use field for children and dogs to play
- 7.) Community garden space

Also, the way the park is organized now makes the areas behind the clubhouse more dangerous and marginal. The new plan must integrate and open the spaces better.

\*\*\*\*\*

Many of us who live in the neighborhoods surrounding Tonsler park feel like it would make sense for the local community to have a large all-purpose field for playing soccer, football, etc. vs. the poorly used and restrictive baseball diamond that is currently installed. The community seems to have few baseball players but a several groups that play pickup soccer in the outfield or on the lighted tennis courts as well as a lot of folks who play basketball.

Thank you for your consideration.

\*\*\*\*\*

I would like to throw my support behind a multi-use rectangular field rather than the current baseball diamond at Tonsler Park. I currently don't use Tonsler very much even though it is close to me, but if there was a multi-use space where I could play football or soccer I would be happy to go,

\*\*\*\*\*

I'd like to put in my 2 cents on Tonsler park as a resident of Fifeville (I live at 600 Dice Street) and regular user of the park (lived in the neighborhood for 8 years). First of all I'd like to applaud the city for seeking input from residents and for the proposed plan that appears to have taken a lot of good thoughts into consideration. I'd like to list what I see as the most important aspects/items with regard to the renovation of the park as we try to make Tonsler a safe and attractive center of our neighborhood (and city).

- Safety: I think that safety will be (and has already) increase as folks use the park. Lighting at night helps but by far the most important ingredient is people, families, kids playing basketball, etc. I am NOT a big fan of spending money on a larger police/security presence although I do think that our Sheriff would be wise to keep a presence in all such public areas.

- Multi-use playing field: The baseball field is the most under-used asset in the park. I've never seen anyone from the neighborhood using the diamond and to be honest I don't think I've every even seen an actual baseball game there. The fence and base-paths make it almost useless from Soccer (which is played in the park) and Football which is another popular activity for the youth of our neighborhood. I love the plan of making a very big all purpose field. . . . I think we will find that a wider breadth of communities from the area would begin using the less populate back part of the park.

- Dogs: Accommodating folks with pets is an easy way to get more people into the park. Stands with bags for waste, possibly a penned in area or just a walking trail. . . all ways make it more dog friendly.

- Water: At the very least the city needs to upgrade water access, when the main building is locked there are no working water fountains which is unacceptable during the summer. Some sort of water feature would be cool as well and bring more kids. . it gets hot and we want kids outside!!

- Basketball: There is a group running a tournament on Sundays, please get them involved in making the basketball courts not just great for playing on but also for watching basketball. The Sunday tournaments are fabulous as far as utilization . . .

- Vendors: Consider that it would be great if there were easy places for food trucks to setup or for caterers to setup at the park, electrical hookups, waste outlets, someone should discuss with vendors who have been setting up in the park for the basketball tournament. I don't think the city needs to get into the business of selling food/ice-cream, etc. . but there are plenty of small private vendors who would love to serve this need.

- Buildings: I am NOT a fan of spending a lot of money on the buildings. The current main building is appropriate although it might need renovation, I don't use it much but it is a good meeting place for the community and for groups working with citizens from our area.

- Access; Bike stands, bike paths on Cherry, Cross walks. . .

- Street Scape: I would be a fan of raising up the area near the street. Folks like to sit in view of Cherry Ave and it would be nice to have more of a buffer/transition area. . perhaps if there is grading elsewhere this could be looked into. Currently it steps off steeply to the basketball courts and everyone stands/sits on the sidewalk. . .

\*\*\*\*\*

Thank you for the opportunity to comment on the Tonsler Park Plan. It appears to be a great plan, and I especially support the fitness trail loop around the park perimeter with stations and the potential trail connections outward toward the Rivanna Trail. There are very few connections to RTF from this area of the City. Thank you

\*\*\*\*\*

Dear Parks and Recreation Advisory Board,

Thank you for turning your attention on our neighborhood park -- it is a much loved park, and thoughtful improvements will be very exciting. I live close by (on Nalle St.), use the park frequently, and wanted to pass along my thoughts about the proposed park design diagram.

- **Trail connections:** Developing trail connections to adjacent neighborhoods is a wonderful idea. These new links would improve the park in multiple, critical ways. I think all efforts to achieve these connections would be very well founded. I live close by and visit the park with my small child often. However, I am deterred by the fact that we must walk on the very busy stretch of Cherry Ave. to get there, and sometimes choose to walk to parks that are more distant to avoid that walk. The two sides of the park that do not border streets are currently very underused as well, and access here would help.
- **Entry at Northwest corner:** Please improve the very steep, deteriorating ramp at the northwest corner! This is one of the most used access points to the park and deserved a better, more comfortable entry). Linking this to a path along the edge that leads to the playground area would also be nice.
- **Sycamore Grove:** The plan diagram appears to locate the new basketball courts on the site of an existing grove of Sycamore trees. These trees add stature, identity, as well as much needed shade to the park. This park has very few noteworthy existing elements, and these trees are one of these select assets. While I am certainly not in support of preserving trees just for the sake of it, these trees would be a loss. Could the courts be situated to avoid losing these trees? In the same vein, the new parking is proposed where a double row of trees shades an entry walk. If parking is needed here, could the trees be selectively maintained between the parking (maybe removing only every other pair?)
- **Open play area:** Replacing the diamond field with an open play field would be a major, welcome improvement to the park! It would attract much greater use for a much wider variety of purposes. In addition, it would create a more welcoming feel for the adjacent areas. Currently, the tall chain-link fence feels confining and oppressive. Other parks have been dedicated to baseball fields in the city, and they are not saturated with use. I visit the park several times

every week and, almost every time, the field is empty. When I have seen the field in use, it is a use such as soccer that would be better served by an open field than the baseball field.

- **Shade for the playground/new trees along edge:** The new playground could benefit from some shade. Planting a double row of tall canopy trees all along the northeast edge of the open play area, along the playground edge, would create a comfortable place to sit to watch kids, and would make the equipment more welcoming. This would also be useful for parents who might be watching kids in both the field and the playground to have a place between the two to sit with a vantage point for both.
- **Picnic Shelter:** The proposed picnic shelter would be better used if it were more integrated with the active use areas in the park. In other parks in Charlottesville, this is shown to work well (Greenleaf, Forest Hills, Lower Washington Park) to have the picnic area adjacent to active play, and I think it would here as well. It could be sited along the edge of the open play area by the spray plaza, or where "benches" are shown between the basketball and spray plaza. Parents are often doing their best to have picnics with their kids on the benches at the edges of the playground and could benefit from the added amenities.
- **Storm pipe / Stream:** Could the piped stream that runs through the northwest edge of the play field be daylighted? This could bring more natural character to the park and have an educational, as well as improved ecological benefit. The streams in this neighborhood are multiple but hidden; it would help reveal the neighborhood's identity to be able to see and interact with it. The northwest edge in this zone could be designed as a native stream woodland for passive recreation.
- **Field house:** I question the purpose and need of an additional building? However, if the program and need is there, I wonder if the building could be sited in one of the areas of the park that is lacking in use and current development, such as where the picnic shelter is shown on the plan? It would be great to preserve the grove of ironwood. The trees are quite mature and healthy, and the space they create is a nice feature of the park. Disuse of the grove area might stem from a lack of program here, as well as the disrepair of the paving. It could be effective to remove the paving and replace it with a gravel or grass surface with concrete pads for picnic tables or benches or games such as shuffleboard, bocce, etc.
- **Steep hillside:** The steep hillside between the tennis courts and the parking is obviously a challenge to activate. It does make up a good portion of the park's real estate, though. There are few areas in Charlottesville that offer a perch at a high elevation with a nice view. Creating at least one wider terrace on the hillside with places to sit might invite greater use.
- **Amphitheater:** The amphitheater is not really used, but appears to be preserved on the new diagram. Removing just the bandstand from it would actually help it be a more inviting place to sit without a defined program.

Thanks for considering my comments. I look forward to seeing the changes to the park unfold.

\*\*\*\*\*



A dog park would be highly desirable in Tonsler. The region beyond the baseball diamond is rarely used and overgrown. This could be designated an off-leash area which would allow dogs to run free. Receptacles for dog waste should be provided to facilitate clean up. Dogs would be confined in this area and the owners responsible for clean up. This would enable pet owners and others to enjoy the park equally.

\*\*\*\*\*

Dear Park officials:

I have been a long-standing resident in Fifeville and have seen the park through some changes (as I have been in the neighborhood since 1989). I worked with Mary Newton on the Children's Committee when we built the wooden structures that are now gone (just to give you a history: not to offer any opinion about that removal...).

Ok: one of the problems in the park system I see in terms of equity is the addition of the Smith pool (which is not really affordable and accessible for the neighbors, though it is "walkable": in other words: I don't use it as it is too expensive for my son and I, and I notice most who do use it are driving-traffic). With the change in Forest Hills to a spray park (which is nice in theory, but still sees many head injuries with the surface and is NOT a pool, as was there), there is NO WALKABLE POOL for the surrounding area. I need to drive to Washington Park or Onesty for a public pool, and I can imagine this is the same for all south of me (south of Cherry) as well as my neighbors. I do think this was a big loss, and, though it would be expensive of course and is not in the plan, is an issue that the city should consider (EITHER MAKE SMITH AFFORDABLE FOR NEIGHBORS AT THE PUBLIC POOL RATES OR BUILD A SIMPLE POOL AT TONSLER...or REINSTATE ONE AT FOREST HILLS).

A long shot, but there you have it.

I do enjoy walking to Tonsler to the play structures with my son (who is almost 4). My only comment on current accessibility there is we need more traffic vigilance from the police force to make this walk safe: cross-walk violations are not enforced, nor are speeding violations enforced in that corridor or in our residential streets (though they do seem to be enforced just across Ridge, with significant signs and enforcement: a little ironic, as you enter Belmont, I assume, there, but it smacks of more enforcement for speeding past a GRAVEYARD than speeding past a PARK just across Ridge.... Hopefully you are smiling at these capital letters and realizing the irony enough to enforce/change that process....

Thanks so much for reading, and considering my comments (and for all of your work). I have seen major positive changes in the parks, and appreciate all that you do.







# Benjamin E. Tonsler Park



August 13, 2013

Charlottesville Planning Commission



**2009 Aerial Photo**  
**Tonsler Park**



# Plan Themes

- Community gathering spot
- Activity center for youth and families
- Increase fitness and play options
- Increase programming & hours of operation





# Community Gathering

- More benches
- Picnic shelter
- Longer hours of operation (Rec Center)
- Expanded parking

# Activity Center for Youth

- Add small sprayground
- Increase programming at Rec Center
- See list of ideas from local youth in appendix



# Fitness and Recreation

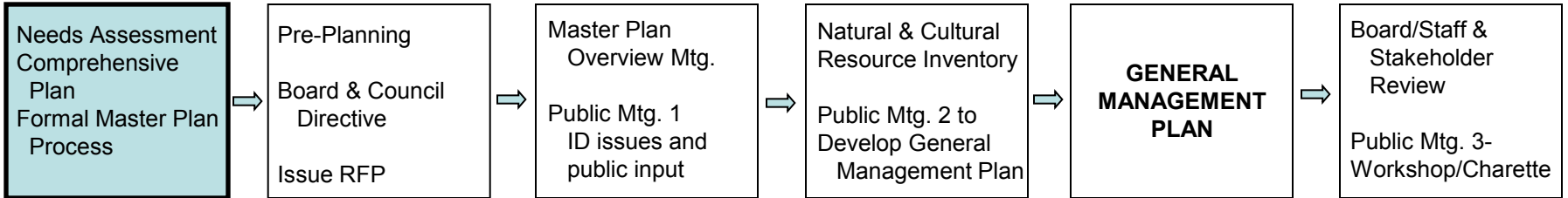
- Rebuild basketball courts
- Open up field in back to all uses
- Add loop trail with distance markers
- Build field house addition to Rec Center

# Expanded Park size and hours of operation

- Seek acquisition of adjacent lands for park expansion
- Connect Park to adjacent neighborhoods with trails
- Increase hours of operation and add Sunday

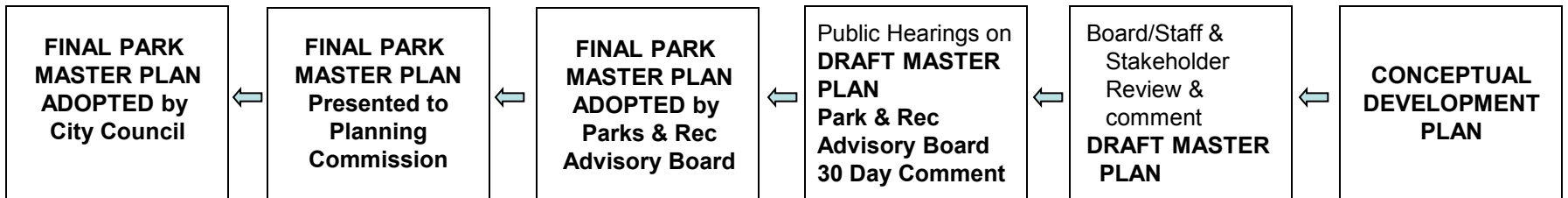


# Parks and Recreation Department Park Master Planning Process



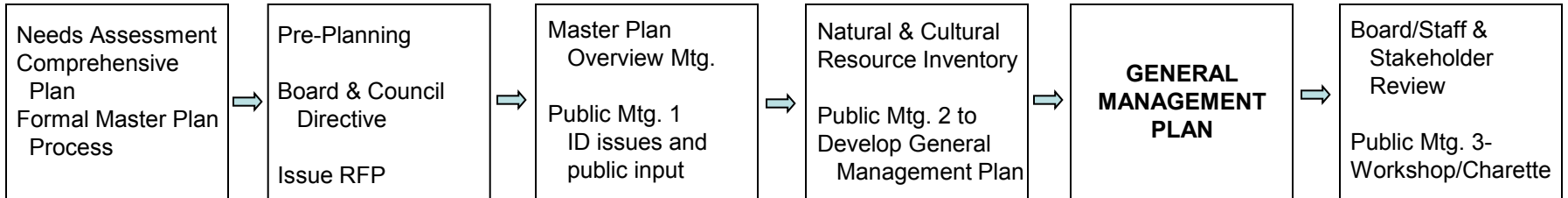
## WHY Create a Formal Planning Process ?

- Provide the community with a consistent, transparent and open process to master plan park and recreational facilities.
- Ensure that best management practices in park and recreation planning and operations are addressed in the planning process.
- Ensure that Park Master Plans are created within the context of the entire park system, the needs of the community and the City Comprehensive Plan.
- Provide the community with a strategic long-range vision for future park improvements, and a sound basis for future CIP funding and development.



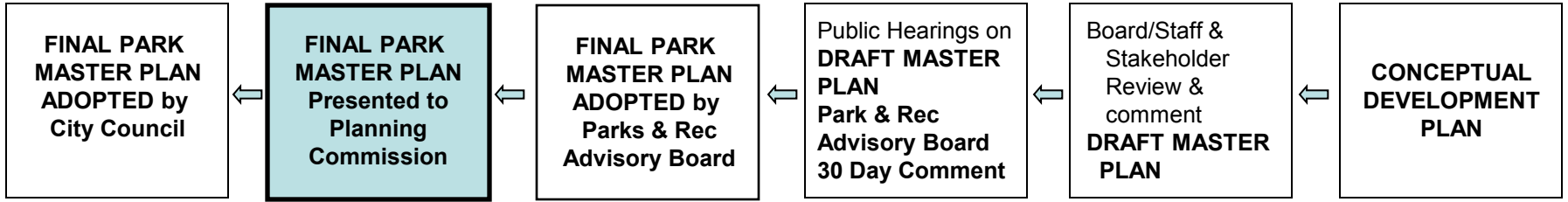


# Parks and Recreation Department Park Master Planning Process



Planning Commission  
**Park Master Plan is Presented**  
Sends to City Council with Comments

**PUBLIC SESSION**



# Planning Timeline

- Meeting 1 – Park overview September 28
- Meeting 2 – Public input November 8
- Meeting 3 – Planning charette December 13
- Draft Master Plan January 29
- Public Hearing – P&R Adv. Bd. March 26
- P&R Advisory Board adoption June 19
  
- Planning Commission Tonight
  
- City Council August 19







**CITY OF CHARLOTTESVILLE**  
**DEPARTMENT OF NEIGHBORHOOD DEVELOPMENT SERVICES**  
**STAFF REPORT**



**APPLICATION FOR A SPECIAL USE PERMIT**

**PLANNING COMMISSION AND CITY COUNCIL JOINT  
PUBLIC HEARING**

**DATE OF HEARING: August 13, 2013**  
**APPLICATION NUMBER: SP-13-06-09**

**Project Information**

**Project Planner:** Michael Smith, Neighborhood Planner

**Applicant:** CMB Development, LLC

**Applicants Representative:** Guy Blundon

**Applicable City Code Provisions:** 34-156 through 34-164 (Special Use Permits), 34-800 through 34-827 (Site Plans), 34-870 (Streetscape Trees), Section 34-596 through 34-603 (Downtown North Corridor), Sec-34-1200(Definitions)

**Application Information**

**Property Street Address:** 925 E. Market Street

**Tax Map/Parcel #:** TM 56, Parcels 3 & 4

**Total Square Footage/Acreage Site:** 22, 529.92 square feet or .632 acres

**Comprehensive Plan (Land Use Plan) Designation:** Office

**Current Zoning Classification:** Downtown North Mixed Use

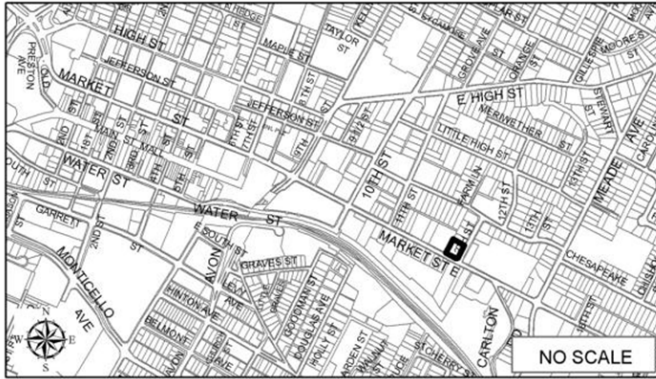
**Tax Status:** No delinquent taxes

**Applicant's Request:**

The applicant has submitted a preliminary site plan and special use permit application that proposes a mixed use development at 925 East Market Street. The site plan proposes demolition of the existing structure (ABC Preschool) and construction of a mixed use development with 56 residential units and 20, 090 square feet of commercial space located on the ground floor and first floor. There is structured parking proposed, consisting of two parking levels with a total of 95 spaces. Per the code, the required amount of parking for this use is 95 spaces.

The applicant has submitted a special use permit for increased density from 43 dwelling units per acre to 89 dwelling units per acre.

**Vicinity Map:**



**Standard of Review:** The Planning Commission must make an advisory recommendation to the City Council concerning approval or disapproval of a special permit or special use permit for the proposed development based upon review of the site plan for the proposed development and upon the criteria set forth.

Section 34-157 of the City Code sets the general standards of issuance for a special use permit.

- (1) Whether the proposed use or development will be harmonious with existing patterns of use and development within the neighborhood;
- (2) Whether the proposed use or development and associated public facilities will substantially conform to the city's comprehensive plan;
- (3) Whether proposed use or development of any buildings or structures will comply with all applicable building code regulations;
- (4) Whether the proposed use or development will have any potentially adverse impacts on the surrounding neighborhood, or the community in general; and if so, whether there are any reasonable conditions of approval that would satisfactorily mitigate such impacts. Potential adverse impacts to be considered include, but are not necessarily limited to, the following:
  - a) Traffic or parking congestion;
  - b) Noise, lights, dust, odor, fumes, vibration, and other factors which adversely affect the natural environment;
  - c) Displacement of existing residents or businesses;
  - d) Discouragement of economic development activities that may provide desirable employment or enlarge the tax base;
  - e) Undue density of population or intensity of use in relation to the community facilities existing or available;
  - f) Reduction in the availability of affordable housing in the neighborhood;
  - g) Impact on school population and facilities;
  - h) Destruction of or encroachment upon conservation or historic districts; and,
  - i) Conformity with federal, state and local laws, as demonstrated and certified by the applicant
  - j) Massing and scale of project;



- (5) Whether the proposed use or development will be in harmony with the purposes of the specific zoning district in which it will be placed; and
- (6) Whether the proposed use or development will meet applicable general and specific standards set forth within the zoning ordinance, subdivision regulations, or other city ordinances or regulations.

City Council may grant an applicant a special permit or special use permit, provided that the applicant's request is in harmony with the purposes and standards stated in the zoning ordinance (Sec. 34-157(a)(1)). Council may attach such conditions to its approval, as it deems necessary to bring the plan of development into conformity with the purposes and standards of the comprehensive plan and zoning ordinance.

In reviewing an application for a special use permit, the City Council may expand, modify, reduce or otherwise grant exceptions to yard regulations, standards for higher density, parking standards, and time limitations, provided: (1) Such modification or exception will be in harmony with the purposes and intent of the zoning district regulations under which such special use permit is being sought; (2) Such modification or exception is necessary or desirable in view of the particular nature, circumstances, location or situation of the proposed use; and (3) No such modification or exception shall be authorized to allow a use that is not otherwise allowed by this ordinance within the zoning district in which the subject property is situated. The Planning Commission may include comments or recommendations regarding the advisability or effect of the modifications or exceptions. The resolution adopted by Council shall set forth the approved modifications or exceptions.

## **Background: (Relevant Code Sections)**

### **Landscaping**

- Section Sec. 34-869(d) and Sec. 34-870(e): The applicant is proposing to address tree cover requirements by installing street trees along E. Market and 10<sup>th</sup> Street. The applicant will be required to apply the standards established in Sec. 34-870(e) regarding streetscape trees in the City's ROW.

### **Density**

- Sec. 34-600 allows mixed use buildings and developments having 25% to 75% of the gross floor area designed and occupied for residential use, 120 dwelling units an acre (DUA) may be allowed by SUP. The gross floor area of this site is 79,529 square feet, with 59,439 square feet dedicated for residential use. The residential component of this project occupies roughly 74% of this site.

### **Height**

- Section 34-598 states five (5) stories are allowed on primary streets in the Downtown North zoning district. As depicted in the architectural rendering, it appears this structure has six (6) stories, however, per the definition of "basement" in the City's zoning ordinance, the first story is technically a basement.

**Project Review (Standards of Review):**

- 1. Whether the proposed use or development will be harmonious with existing patterns of use and development within the neighborhood.**

**Existing patterns of use and development adjacent to this site:**

<b>Direction</b>	<b>Use</b>	<b>Zoning</b>
North	Surface Parking Lot	DN
South	Office Building(LexisNexis, RKG)	D
East	Mixed-Use(Office and Residential)	DN
West	Auto Repair Shop	DN

- Staff believes the proposed development will be harmonious with existing patterns of use and development within the neighborhood. This development is consistent with the recent patterns of development (City Walk, CFA Institute, The Randolph) within the neighborhood and provides residential density at a location within walking and biking distance of the Downtown Transit Station, Downtown Mall, and other major employers.
- 2. Whether the proposed use or development and associated public facilities substantially conform to the city’s comprehensive plan.**
    - The 2007 Comprehensive Plan designated this area as “office, while the 2013 Comprehensive Plan update designates this area as “mixed-use.” Both designations are consistent with the proposed use.
  - 3. Whether proposed use or development of any buildings or structures will comply with all applicable building code regulations.**
    - A preliminary site plan associated with the SUP proposal has been submitted and is currently under review. The project will be required to submit a building permit application and adhere to building code regulations.
  - 4. Whether the proposed use or development will have any potentially adverse impacts on the surrounding neighborhood. Impacts to be considered include, but are not necessarily limited to, the following:**
    - a. Traffic or parking congestion**
      - This development will result in an increase in traffic at this site, however, staff does not believe this increase will have an adverse effect on the neighborhood. Per the ITE Trip Generation Calculations, this development

will result in 851 daily trips, with 84 AM peak trips and 148 PM peak trips. Although these figures appear high, staff believes this development will attract a younger, active community, who value living within walking and biking distance to areas where they work, as well as shop and dine. Furthermore, this project will be located within walking distance of the Downtown Mall, encouraging alternative modes of transportation, whether by bus or the free trolley.

The applicant has proposed to install sidewalks along E. Market Street and 10<sup>th</sup> St. NE, completing a gap in the sidewalk network of both streets. Parking will be contained within a two-level parking garage. All 95 required spaces will be located within this parking structure.

**b. Noise, light, dust, odor, fumes, vibrations, and other factors, which adversely affect the natural environment, including quality of life of the surrounding community.**

- The proposed use will result in an increase in noise, light, and fumes, however, staff does not believe an increase in these factors will adversely affect the natural environment or quality of life in the surrounding community.

**c. Displacement of existing residents or businesses;**

- ABC Preschool currently occupies this site, however, will be relocating soon to a new building which is currently under construction at 1011 and 1015 E. Market Street.

**d. Discouragement of economic development activities that may provide desirable employment or enlarge the tax base;**

- This development will positively impact economic development activities in the surrounding neighborhood.

**e. Undue density of population or intensity of use in relation to the community facilities existing or available;**

- The City's Utilities Division has provided comments on the preliminary site plan associated with this project and does not believe this development will have an adverse impact on existing community facilities.

**f. Reduction in the availability of affordable housing which will meet the current and future needs of the city;**

- This development will be required to implement the requirements of Sec. 34-12 accordingly. The applicant has elected to contribute funds to the

City's Affordable Housing fund. The total amount of payment required of the applicant into the fund will be \$122,444.36.

**g. Impact on school population and facilities;**

- Staff does not foresee many families occupying these units, as these units are primarily designed to attract young professionals, singles, or retired couples seeking smaller living spaces and a more urban lifestyle. Staff does not believe this development will have an adverse impact on school populations and facilities.

**h. Destruction of or encroachment upon conservation or historic districts;**

- The site is currently not within a historic district and does not contain any historic structures. However, a block west of this site, particularly at the 9<sup>th</sup> Street NE and E. Market Street intersection, an Architectural Design Control District begins and extends substantially westward, notably in the Downtown Mall and Court Square districts.

**i. Massing and scale of the project**

- Although the density is appropriate at this location, staff has reservations regarding the massing and scale of this project. The applicant has designed this structure consistent with the code requirements reflected in the zoning ordinance for Downtown North however, from an urban design perspective, the building presents a substantially different experience for pedestrians than the current structure. Staff believes the massing and scale may have an adverse impact on the surrounding community, however would like to note that if this development was proposing a by-right density of 43 DUA, a structure similar to the massing and scale proposed would be allowed by-right.

**Reasonable conditions of approval that would satisfactorily mitigate impact on the surrounding neighborhood.**

- As a measure to mitigate the potential massing/scale and traffic/congestion impacts, staff recommends incorporating streetscape and streetwall improvements to enhance the experience for pedestrians, cyclists, and motorists. Staff suggests narrowing the street width of 10<sup>th</sup> St. and E. Market St. to incorporate a landscaped buffer between the curb and sidewalk. Additionally, staff suggests the applicant incorporate a stepback in the design of this building, as depicted in the architectural rendering submitted.

**Requested exceptions and modifications.**

- None requested

**Attachments:**

- SUP Application
- Preliminary Site Plan
- Letter of Support

**Public Comments Received:**

Staff received significant public comment, primarily from the residents of The Randolph, a condominium building located on 10<sup>th</sup> Street N.E., adjacent to this site. The residents of The Randolph expressed some concerns with traffic and parking congestion, particularly moving vans and delivery trucks possibly parking on-street. The residents also requested the applicant address dumpster service appropriately, as this was not currently shown on the site plan.

Staff also received comment from Great Eastern Management Company, who voiced strong support for both the site plan and special use permit.

**Staff Analysis**

Staff believes this site is appropriately located near transit, commercial, and employment services to adequately support the desired density in this proposal. Staff believes the density proposed at this site will not overwhelm the surrounding neighborhood, as many of the tenants attracted to live at this development will hopefully work at nearby companies, electing to walk, bike, or utilize transit rather than drive. This development will be walkable, bikeable, and transit supportive, elements of a healthy lifestyle the City encourages. Although staff has expressed reservation regarding the massing and traffic impacts associated with this development, staff believes these impacts can be mitigated with the noted conditions.

**Staff Recommendation**

Staff recommends approval with the conditions noted below.

**Suggested Motions:**

1. “I move to recommend the approval of this Special Use Permit application for the 925 E. Market Street Mixed Use Development at 925 E. Market Street, Tax Map 56, Parcel 286 for increased density to 89 DUA on the basis that the proposal would serve the interests of the general public welfare and good zoning practice.”
2. “I move to recommend the approval of this Special Use Permit application for the 925 E. Market Street Mixed Use Development at 925 E. Market Street, Tax Map 56, Parcel 286 for increased density to 89 DUA with the following conditions, exceptions and/or modifications:

1. Narrowing of the street width at 10<sup>th</sup> Street NE and E. Market Street to incorporate sidewalk and landscape buffer, as approved by the City Traffic Engineer.
2. Establishing a setback in the design and construction of the building consistent with the architectural rendering submitted in the SUP application.

On the basis that the proposal would serve the interests of the general public welfare and good zoning practice”

3. “I move to recommend the denial of this Special Use Permit application for the 925 E. Market Street Mixed Use Development at 925 E. Market Street, Tax Map 56, Parcel 286 for increased density to 89 DUA that the proposal would not serve the intent of the general public welfare due to the following:

Please complete both sides of this application.

RECEIVED

JUN 25 2013

NEIGHBORHOOD DEVELOPMENT SERVICES



### Site Plan Preliminary Application

Please return to: City of Charlottesville  
Department of Neighborhood Development Services  
P.O. Box 911, City Hall  
Charlottesville, Virginia 22902  
Telephone: 434-970-3182 Fax: 434-970-3359

Fees: \$1,300 (Residential Use) plus \$20 per dwelling unit; \$1,800 (Non-Residential Use) plus \$20 per 100 SF of building area; \$400 administrative fee for Stormwater Management Plan review; \$150 administrative fee for Stream Buffer Mitigation Plan review; \$150 administrative fee for Conservation Plan approval; checks payable to the City of Charlottesville.

DEADLINE is 10:00 A.M. on Wednesday submittal days.

Project Name 925 E. Market St.

Tax Map and Parcel TM 53 Parc. 286 Existing Zoning DN - Downtown North.

Special Overlay Zoning: ADC (Architectural Design Control) or ECH (Entrance Corridor Historic Overlay District)

Physical Street Address/Location 925 E. Market St.

Project Description 56 unit residential building with 18,944 SF Commercial

Total Project Area 27,540 (0.63 Acs) sq. ft Residential Use X Non-Residential Use X

Is total project site area greater than 6000 square feet?        If Yes, then applicant must submit a Stormwater Management Plan and \$400 administrative fee.

Is the project site located in the 100-foot Stream Buffer Zone?        If Yes, then applicant must submit a Stream Buffer Mitigation Plan and \$150 administrative fee.

Contact Person Justin Shimp, P.E. - Shimp Engineering, P.C.

Address 201 E. Main St, Suite M City Charlottesville State VA Zip 22902

Day time Phone (434) 207-8086 Fax        E-mail Justin@shimp-engineering.com

Owner of Property 923 E. Market St, LLC. Contact Name       

Address 923 E. Market St. City Charlottesville State VA Zip 22902

Daytime Phone (        ) Fax        E-mail       

Applicant Guy Blundon - GMB Development, LLC Contact Name       

Address P.O. Box 54 City Somerset State VA Zip 22972

Daytime Phone (        ) Fax        E-mail       

**Right of Entry- Property Owner Permission**

I, the undersigned, hereby grant the designated officer Of the City of Charlottesville the right to enter my property for the purpose of the inspection and monitoring for Compliance with the approved Site Plan for this project.

Signature [Handwritten Signature] Print GMB Development, LLC Date 6/21/2013

**For Office Use Only**

Site Plan Received: 6/25/13 Drawing Date        Revision Date        Approved       

Amount Received: \$6,720.00 Date Paid 6/25/2013 Check # 5832

Submitted By Justin Shimp Receipt #        Application #

## Fees Schedule & Calculation

### Fees:

Residential Use	\$ 1300
Fee per dwelling unit	\$ 20
Non-Residential or Mixed Use	\$ 1800
Fee per 100 sq. ft. building area	\$ 20
Stormwater Management Plan	\$ 400
Stream Buffer Mitigation Plan	\$ 150
Conservation Plan	\$ 150

### Residential Use

Item	Quantity	Fee
Base fee		
# of Dwelling Units	56	\$1,120
Stormwater Management Plan		
Stream Buffer Mitigation Plan		
Conservation Plan		
<b>TOTAL FEE REQUIRED</b>		<b>\$1,120</b>

### Non-Residential or Mixed Use

Item	Quantity	Fee
Base fee	1	\$1,800
Total building sq. ft. ÷ 100 sq. ft.	190	\$3,800
Stormwater Management Plan		
Stream Buffer Mitigation Plan		
Conservation Plan		
<b>TOTAL FEE REQUIRED</b>		<b>\$5,600</b>

Total: \$6,720



**925 East Market Street  
Charlottesville, Virginia**

**Application for Special Use Permit**

**Executive Summary**

Woodard Properties and CMB Development, LLC are proposing to develop a mixed-use apartment and office property on the northwest corner of East Market Street and Tenth Street in the City of Charlottesville. The site is 27,540 square feet or approximately .63 acres and slopes to the south down to East Market Street. The project proposed will contain 56 Class A apartments in 59,439 square feet of residential space including 7 studios, 32 one bedroom apartments, 16 two bedroom apartments and 1 three bed room apartment. There will be 20,090 square feet of office space and 31,315 square feet of structured parking providing for 38 parking spaces for commercial use and 57 spaces for residential use. This will exceed 1 parking space per apartment unit and 1 per 500 square feet of office space. The property is identified as Tax Map 53, Parcel 286. The property is zoned North Downtown Corridor.

The property will serve the growing downtown professional population in both the apartment and office capacities. The property enjoys close proximity to the popular downtown mall and is close to employment centers at SNL, Lexus Nexus, CFA, and City courts and professional buildings. The project has been designed to ensure pedestrian access to the downtown area while offering a secure environment to its residential and commercial inhabitants. The project provides street life and commercial activity on Market Street where none currently exists.

**Special Use Request**

The applicant is requesting a Special Use Permit for the project to permit an increase in the by-right density from 43 dwelling units per acre to 91 dwelling units per acre, below the maximum SUP density of 120 units per acre.

**Will the use or development be harmonious with the existing patterns and development within the neighborhood?**

Yes. The mixed use project under consideration is in an area of multi-family residential and office use. The property is surrounded to the west and north by land utilized for auto repair services. Immediately to the east of the property is a 7 level multi-family condominium with office use on the street elevation. To the south is a two-level parking structure and diagonally across the intersection is a three-level office structure. A variety of office retail and single and multi-family residences are within the one-block radius of the building.

**Will the development and associated public facilities substantially conform to the City's Comprehensive Plan?**

Yes, the project will conform to the City's Comprehensive Plan for the Downtown North Corridor neighborhood. There are adequate public utilities to the property and the property is served by the Charlottesville Area Transit system. The development will provide for sidewalks on East Market Street where none exist currently and will continue them up Tenth Street where none exist.

**Will the proposed use or development of any buildings and structures comply with all applicable building code regulations?**

Yes, the project will comply with all applicable building code regulations.

**Whether use or development will have any potentially adverse impacts on surrounding neighborhood or community in general: and, if so, whether there are any reasonable conditions of approval that would satisfactorily mitigate impacts. Potential adverse impacts to be considered include, but are not necessarily limited to the following:**

**Traffic or parking congestion:**

The project's proximity to employment generators in the downtown area will encourage bicycle and pedestrian transportation as well as public transportation and will tend to discourage single occupancy automobile use by residents. The property is served by mass transit, City bus route #1A . The property will also be "bicycle-friendly," offering secure parking areas for bicycles. While encouraging transportation other than automobile, the property offers ample parking for its residential and commercial tenants. Each apartment will have one secure parking space on the property. A high percentage of these spaces are covered. The office space will have 2 spaces per thousand square feet of office. The residential and office uses often do not overlap as residential parking demand increases in the evening and office demand decreases in the evening. Consequently, residents are expected to have access to more spaces than the above stated dedicated spaces.

**Noise, lights, dust, odor, fumes, vibration, and other factors which adversely affect the natural environment.**

The property will not contribute to any factors that adversely affect the natural environment. The site is currently fully utilized as a one-story pre-school building with associated site amenities. Site lighting will comply with city ordinances and be screened from shedding unwelcomed light on neighbors to the property.

**Displacement of existing residents or businesses.**

The site has been used recently as a pre-school facility. The current tenant is relocating and building a new structure, and the site will be vacant within a few months. This will be prior to the commencement of construction on the proposed project. Consequently, the proposed project will not displace any existing residents or businesses.

**Discouragement of economic development activities that may provide desirable employment or enlarge the tax base.**

The project will not discourage any economic development activity. To the contrary, the development will bring new office activity to a site that will be vacant shortly. The residential and commercial users of the property will create business for local merchants thereby adding to the tax base.

**Undue density of population or intensity of use to the community facilities existing or available.**

The project's density and intensity of use is compatible with the facilities existing in the community. Its mixed office and multi-family uses are in harmony with uses in this area of Charlottesville.

**Reduction in availability of affordable housing in the neighborhood.**

There is no affordable housing on the property currently and , consequently, will cause no reduction in affordable housing. The project will comply with Section 34-12 of the Charlottesville Code of Ordinances and will contribute accordingly to the City's Affordable Housing Fund.

**Impact on school population and facilities.**

The project's target market will be young professionals and professional adults wanting to be in the downtown area. It is expected that the building will not be attractive to parents with school age children, consequently the impact on the school population and facilities is expected to be very low.

**Destruction of or encroachment upon conservation or historic districts.**

The project is not in a historic district and does not contain any historic structure.

**Conformity with Federal, State and local laws as demonstrated and certified by the applicant.**

The project will comply with all state, federal and local laws, and the applicant will certify to this effect.

**Massing and scale of the property**

The project's massing and scale will be consistent with surrounding buildings and potential future buildings indicated by building as-of-right height.

The property slopes 22 feet, or two-stories, over its 185' length along Tenth Street. Consequently, any story on grade at the north end of the site is two stories above grade at the south or Market Street end of the site. The building is located on 2 primary streets and complies with the five-story limitation in the zoning ordinance. The building has one basement level and 5 stories. The Market Street and 10<sup>th</sup> Street elevation of the proposed basement level is currently a steep embankment with no sidewalk. This basement level in the proposed plan is occupied by office space and provides for street activity and a new sidewalk along East Market Street. The proposed building has a street wall setback along the entire Market Street elevation. The bulk of the elevated portion of the building is set back approximately 30 feet along Tenth Street and equally set back from its western neighbor on Market Street. The building is approximately 15 feet lower than its neighbor directly across Tenth Street and has one less floor level. The building is smaller than the by right zoning for its neighbors to the south side of Market Street.

**Whether the proposed use or development with the purposes of the specific zoning district in which it will be placed.**

Yes, the project is in harmony with the existing North Downtown Corridor, which provides for multi-family and office use.

**Whether the proposed use or development will meet applicable general and specific standards set forth within the zoning ordinance, subdivision regulations, and other city ordinances or regulations.**

Yes, the proposed development will meet applicable general and specific standards set forth within the zoning ordinance, subdivision regulations, and other city ordinances or regulations.

**When the property that is the subject of the SUP application is within a design control district.**

The property is not in a design control district and the property is not in a historic district or entry corridor, and is not subject to BAR review.



# GREAT EASTERN MANAGEMENT COMPANY

DEVELOPMENT ■ CONSTRUCTION ■ FINANCE ■ MANAGEMENT

July 30, 2013

Ms. Missy Creasy  
Planning Manager  
City of Charlottesville  
P.O. Box 911  
Charlottesville, VA 22902

Re: 925 East Market Street  
Tax Map 53 Parcel 286

Ms. Creasy:

On behalf of Jefferson Medical Building Limited Partnership, owner of the Jefferson Medical Building and an appurtenant parking lot that abuts the 925 East Market Street property, we wish to express our wholehearted support for the pending special use permit application requested for the Market Street property.

Sincerely,

Jamie E. Boyers, on behalf of  
Jefferson Medical Building Limited Partnership

G:\DOCS\WP\JEFFMED\Creasy.925EastMarketSupport.07.30.13.doc

# 925 EAST MARKET STREET CHARLOTTESVILLE, VIRGINIA

**dBF**

Associates  
Architects

P.O. Box 78  
Charlottesville, VA 22902  
(434) 977-2791  
(434) 977-0593 (FAX)

925 EAST MARKET STREET  
CHARLOTTESVILLE, VIRGINIA



### INDEX TO DRAWINGS

SHT NO.	DRAWING TITLE	DATE
T1	TITLE SHEET	06-25-13
<b>ARCHITECTURAL</b>		
A1	BASEMENT FLOOR PLAN	06-25-13
A2	FIRST FLOOR PLAN	06-25-13
A3	SECOND FLOOR PLAN	06-25-13
A4	THIRD/FOURTH FLOOR PLAN	06-25-13
A5	FIFTH FLOOR PLAN	06-25-13
A6	EXTERIOR ELEVATIONS	06-25-13
A7	EXTERIOR ELEVATIONS	06-25-13
A8	SITE SECTIONS	06-25-13

FLOOR	COMMERCIAL AREA	PARKING AREA	RESIDENTIAL AREA	TOTAL
BASEMENT	9,397 s.f.	19,991 s.f.		29,388 s.f.
FIRST	9,234 s.f.	19,724 s.f.		28,958 s.f.
SECOND	3,469 s.f.		12,259 s.f.	15,727 s.f.
THIRD			15,727 s.f.	15,727 s.f.
FOURTH			15,727 s.f.	15,727 s.f.
FIFTH			15,727 s.f.	15,727 s.f.
TOTAL	22,099 s.f.	39,715 s.f.	59,439 s.f.	121,253 s.f.

CORNER	ELEVATION	WALL	AVERAGE
NORTH	465.50'	N/E	464.75'
EAST	464.00'	E/S	454.75'
SOUTH	445.50'	S/W	445.50'
WEST	455.50'	W/N	460.50'
OVERALL AVERAGE			457.375'

FLOOR	COMMERCIAL AREA	RESIDENTIAL AREA	TOTAL
BASEMENT	7,950 s.f.		7,950 s.f.
FIRST	7,797 s.f.	11,787 s.f.	19,584 s.f.
SECOND	3,187 s.f.	15,013 s.f.	18,200 s.f.
THIRD		15,013 s.f.	15,013 s.f.
FOURTH		15,013 s.f.	15,013 s.f.
FIFTH		15,013 s.f.	15,013 s.f.
TOTAL	18,844 s.f.	56,796 s.f. (74.95%)	75,640 s.f.

APPLIED TO	CARS
COMMERCIAL	9 CARS
COMMERCIAL	38 CARS
RESIDENTIAL	57 CARS
TOTAL	104 CARS

	STUDIO	1 BR	1 BR/DEN	2 BR	3 BR	TOTAL UNITS	TOTAL BEDROOMS
2nd FLOOR RESIDENTIAL	2	2	6	2	0	12	14
3rd FLOOR RESIDENTIAL	2	2	6	5	0	15	20
4th FLOOR RESIDENTIAL	2	2	6	5	0	15	20
5th FLOOR RESIDENTIAL	1	2	6	4	1	14	20
TOTAL	7	8	24	16	1	56	74 (132)

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JUN 25 2013

NEIGHBORHOOD DEVELOPMENT SERVICES

NO DESCRIPTION DATE

REVISIONS

TITLE SHEET

SCALE NA

DATE 6-25-13  
DWN BY JDB  
CHECKED BY RJFJR

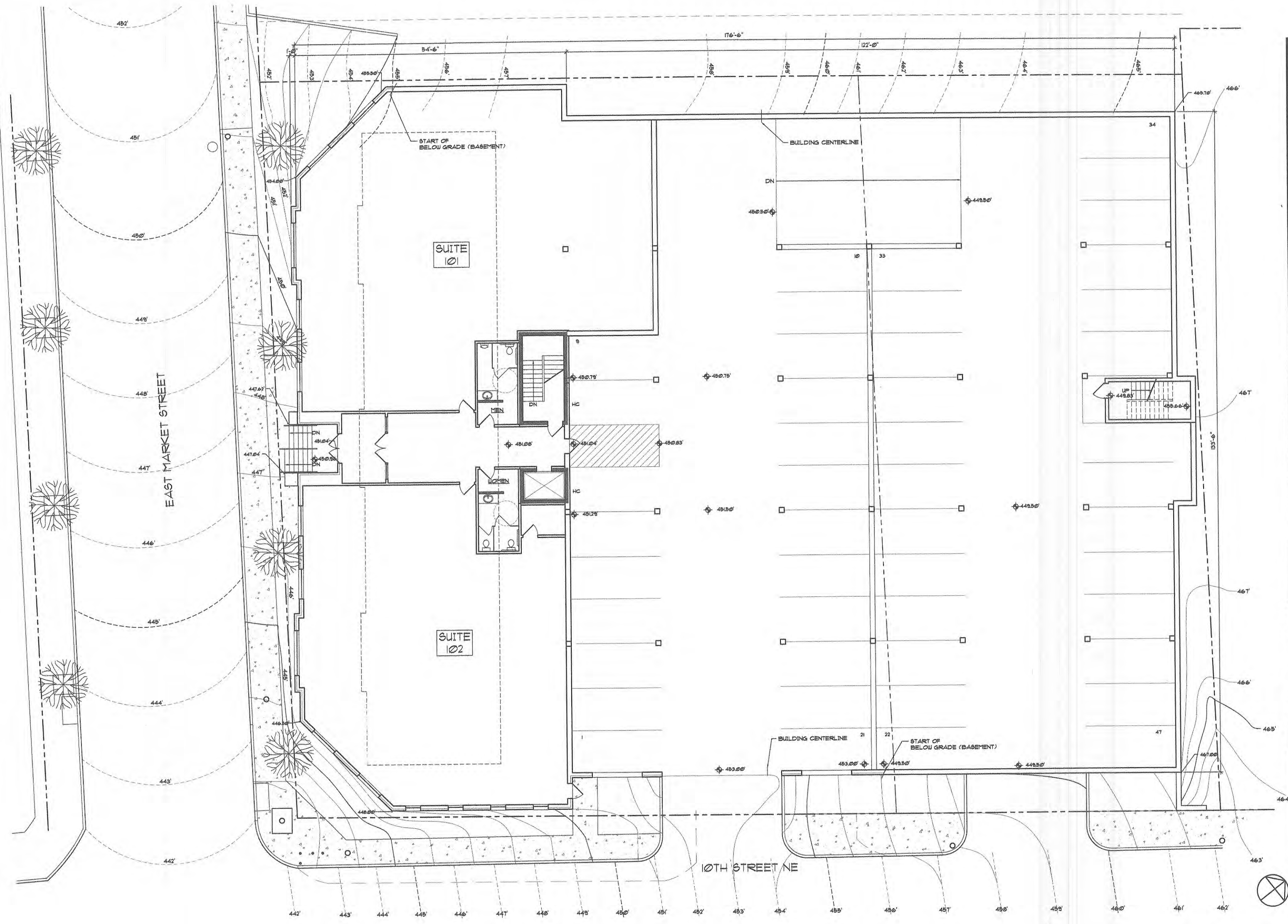
PROJECT NO  
V1302

DRAWING NO

**T1**

OF 1





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 Architects

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 (434) 977-0593 (FAX)

925 EAST MARKET STREET  
 CHARLOTTESVILLE, VIRGINIA

NO	DESCRIPTION	DATE
REVISIONS		
BASEMENT FLOOR PLAN		
8,387 s.f. COMMERCIAL 15,581 s.f. PARKING		
SCALE 1/8" = 1'-0"		
DATE 6-25-13		
DWN BY JDB		
CHECKED BY RJFJR		
PROJECT NO V1302		
DRAWING NO A1		
		OF 6

**925 EAST MARKET STREET**  
CHARLOTTESVILLE, VIRGINIA

NO	DESCRIPTION	DATE
REVISIONS		
FIRST FLOOR PLAN		

8,234 s.f.  
COMMERCIAL  
15,734 s.f.  
PARKING

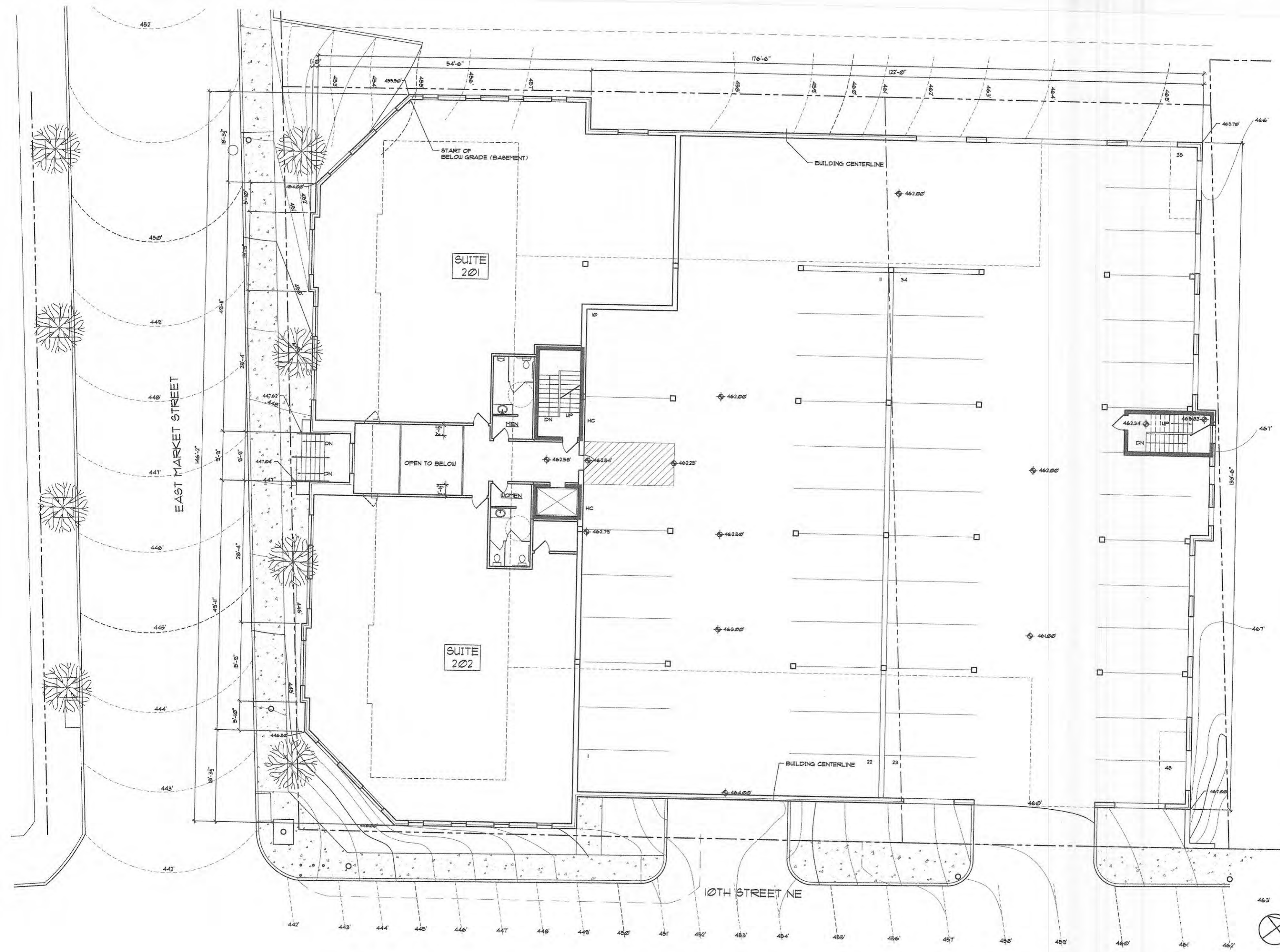
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DATE 6-25-13  
DWN BY JDB  
CHECKED BY RJFJR

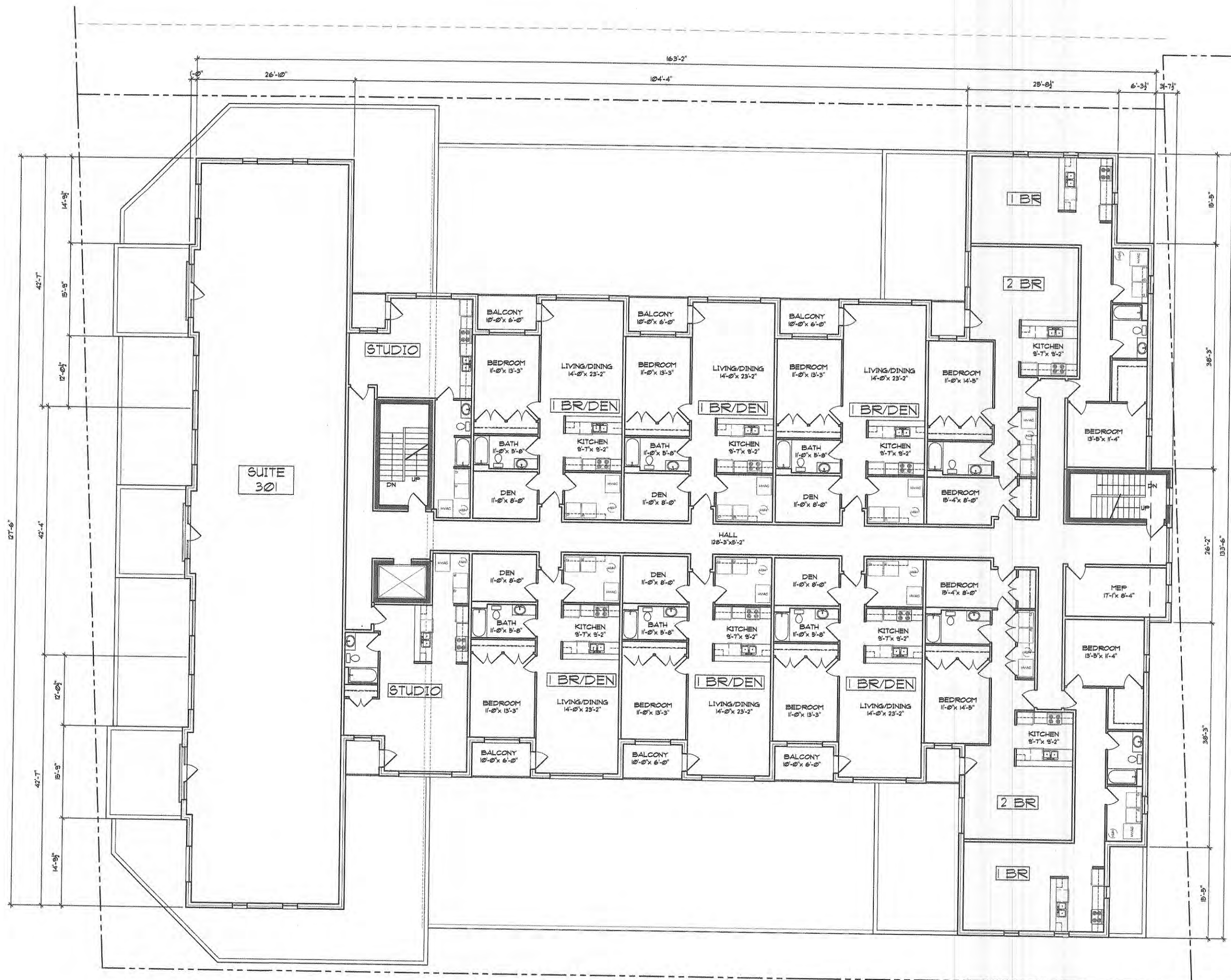
PROJECT NO  
**V1302**

DRAWING NO

**A2**  
OF 6







SUITE 301

UNIT SUMMARY

	STUDIO	1 BR	1 BR/DEN	2 BR	3 BR	TOTAL UNITS	TOTAL BEDROOMS
2nd FLOOR	2	2	6	2	0	12	14
3rd FLOOR	2	2	6	5	0	15	20
4th FLOOR	2	2	6	5	0	15	20
5th FLOOR	1	2	6	4	1	14	20
TOTAL	7	8	24	16	1	56	74 (132)

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925 EAST MARKET STREET  
CHARLOTTESVILLE, VIRGINIA

NO DESCRIPTION DATE

REVISIONS

SECOND FLOOR PLAN

3,469 s.f. COMMERCIAL  
12,258 s.f. RESIDENTIAL

SCALE  
1/8" = 1'-0"

DATE 6-25-13

DWN BY JDB

CHECKED BY RJFJR

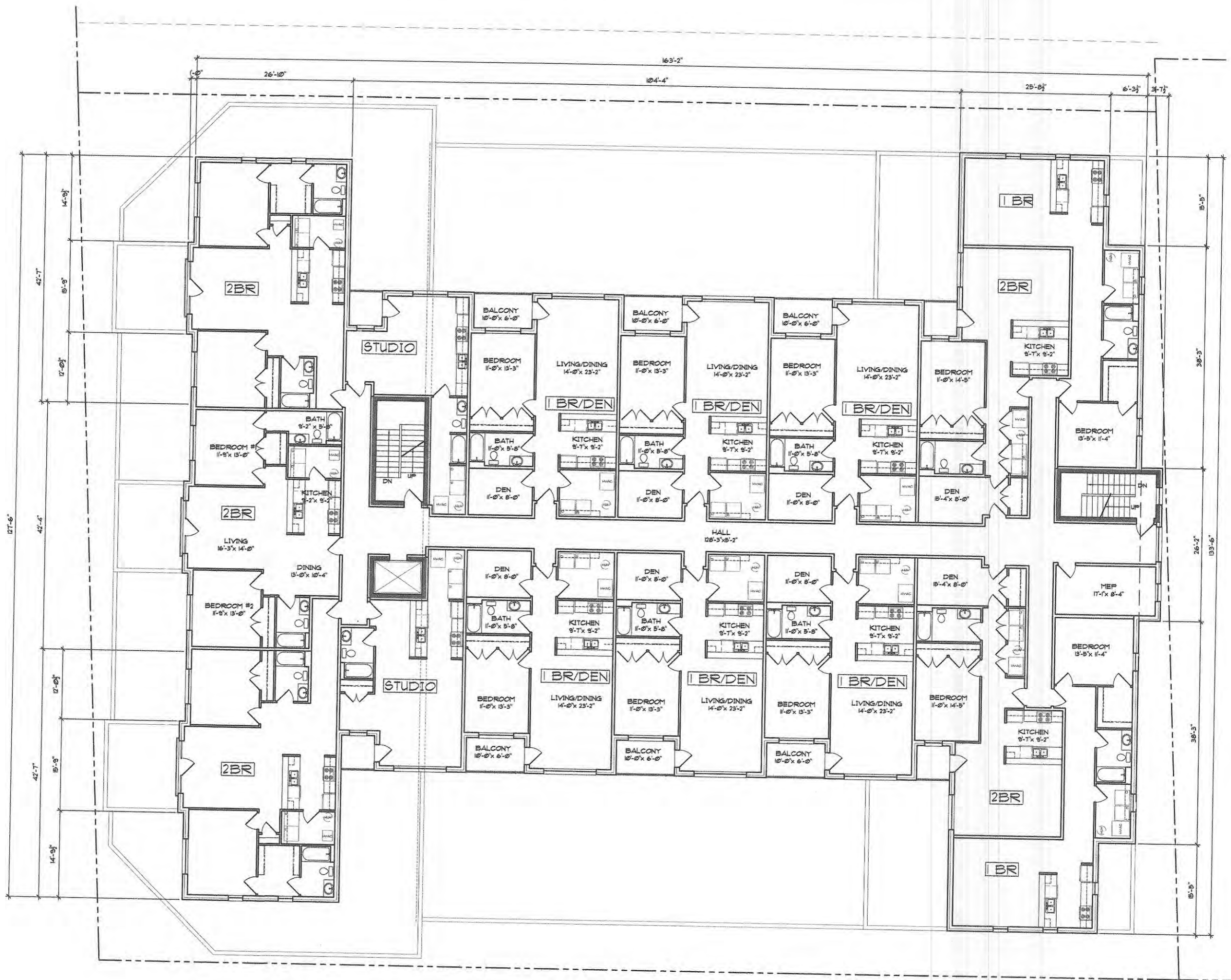
PROJECT NO

V1302

DRAWING NO

A3

OF 8



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(434) 977-0593 (FAX)

**925 EAST MARKET STREET**  
CHARLOTTESVILLE, VIRGINIA

NO DESCRIPTION DATE

REVISIONS

**THIRD/  
FOURTH  
FLOOR PLAN**

15,727 s.f.  
RESIDENTIAL

SCALE  
1/8" = 1'-0"  
0 5 10

DATE 6-25-13

DWN BY JDB

CHECKED BY RJFJR

PROJECT NO

**V1302**

DRAWING NO

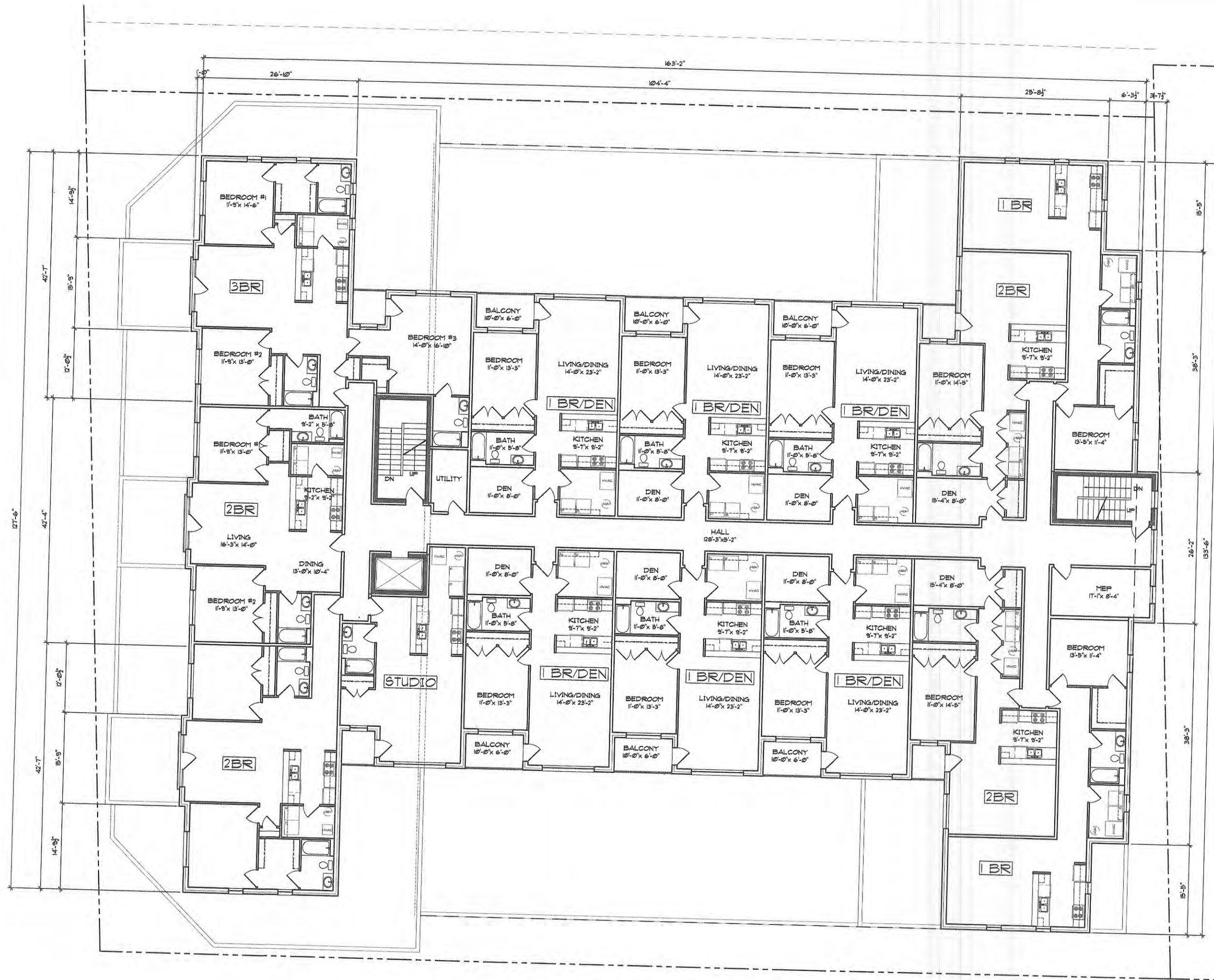
**A4**

OF 8

UNIT SUMMARY	STUDIO	1 BR	1 BR/DEN	2 BR	3 BR	TOTAL UNITS	TOTAL BEDROOMS
2nd FLOOR RESIDENTIAL	2	2	6	2	0	12	14
3rd FLOOR RESIDENTIAL	2	2	6	5	0	15	20
4th FLOOR RESIDENTIAL	2	2	6	5	0	15	20
5th FLOOR RESIDENTIAL	1	2	6	4	1	14	20
<b>TOTAL</b>	<b>7</b>	<b>8</b>	<b>24</b>	<b>16</b>	<b>1</b>	<b>56</b>	<b>74 (132)</b>







UNIT SUMMARY							
	STUDIO	1 BR	1 BR/DEN	2 BR	3 BR	TOTAL UNITS	TOTAL BEDROOMS
2nd FLOOR RESIDENTIAL	2	2	6	2	0	12	14
3rd FLOOR RESIDENTIAL	2	2	6	5	0	15	20
4th FLOOR RESIDENTIAL	2	2	6	5	0	15	20
5th FLOOR RESIDENTIAL	1	2	6	4	1	14	20
<b>TOTAL</b>	<b>7</b>	<b>8</b>	<b>24</b>	<b>16</b>	<b>1</b>	<b>56</b>	<b>74 (132)</b>

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**925 EAST MARKET STREET**  
CHARLOTTESVILLE, VIRGINIA

NO DESCRIPTION DATE  
REVISIONS  
**FIFTH FLOOR PLAN**

15,727 s.f.  
RESIDENTIAL  
SCALE  
1/8" = 1'-0"  
0 5 10

DATE 6-25-13  
DWN BY JDB  
CHECKED BY RJFJR

PROJECT NO  
**V1302**

DRAWING NO

**A5**

OF 8





2 10th STREET ELEVATION



1 EAST MARKET STREET ELEVATION

**dBF**  
Associates  
Architects

P.O. Box 78  
Charlottesville, VA 22902  
(434) 977-2791  
(434) 977-0593 (FAX)

925 EAST MARKET STREET  
CHARLOTTESVILLE, VIRGINIA

NO	DESCRIPTION	DATE
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REVISIONS  
EXTERIOR  
ELEVATIONS

SCALE  
1/8" = 1'-0"  
0 1 5 10

DATE 6-25-13  
DWN BY JDB  
CHECKED BY RJFJR

PROJECT NO  
V1302

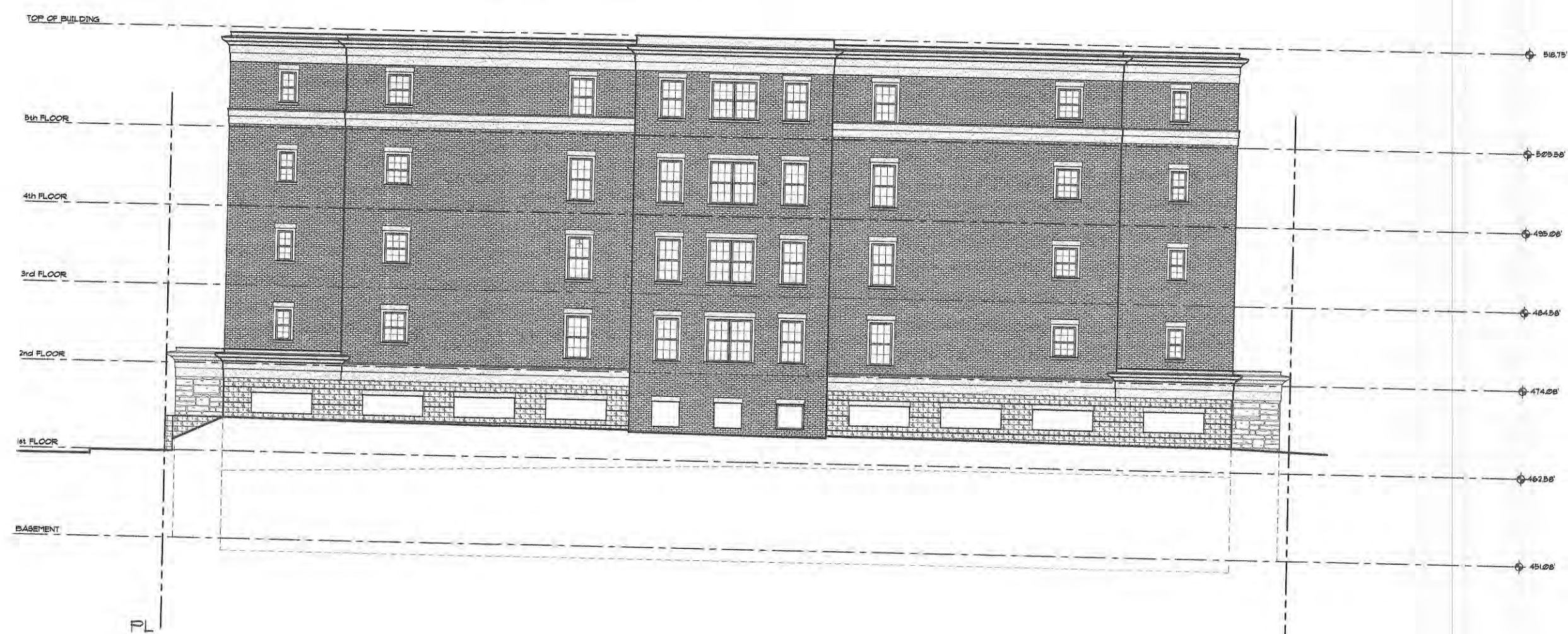
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A6

OF 8





2 WEST ELEVATION



1 NORTH ELEVATION

**dBF**  
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Architects

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Charlottesville, VA 22902  
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(434) 977-0593 (FAX)

925 EAST MARKET STREET  
CHARLOTTESVILLE, VIRGINIA

NO	DESCRIPTION	DATE
REVISIONS		
EXTERIOR ELEVATIONS		

REVISIONS

EXTERIOR ELEVATIONS

SCALE  
1/8" = 1'-0"

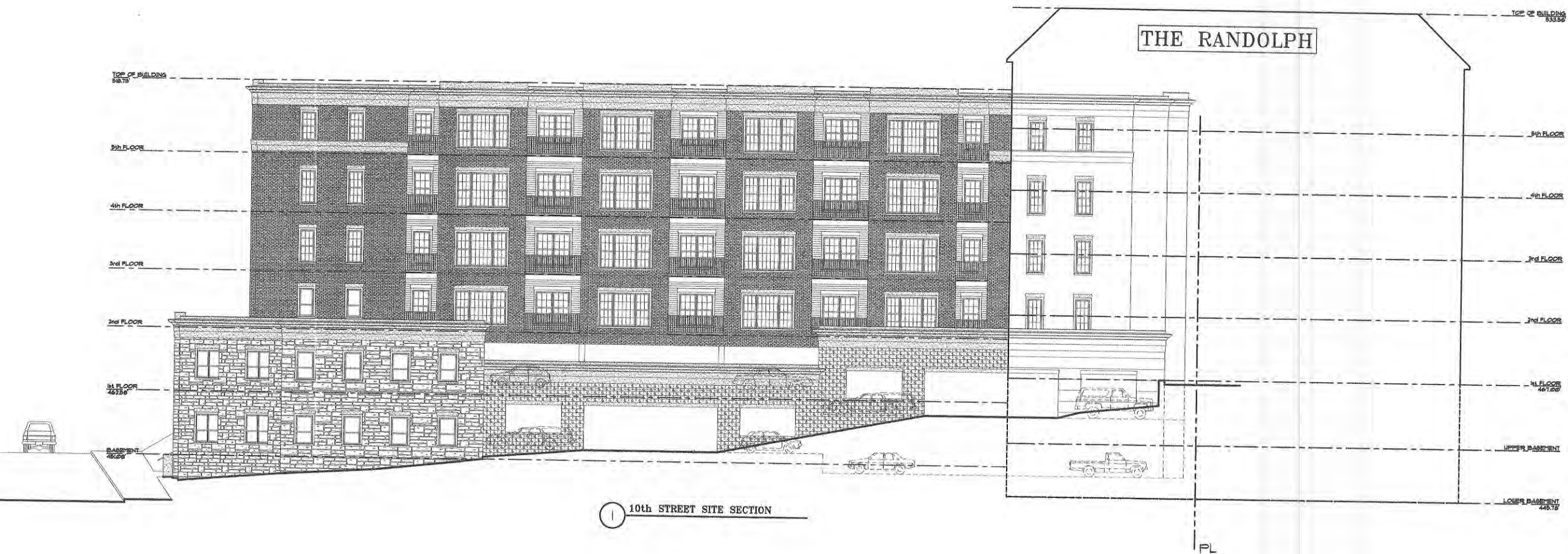
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PROJECT NO  
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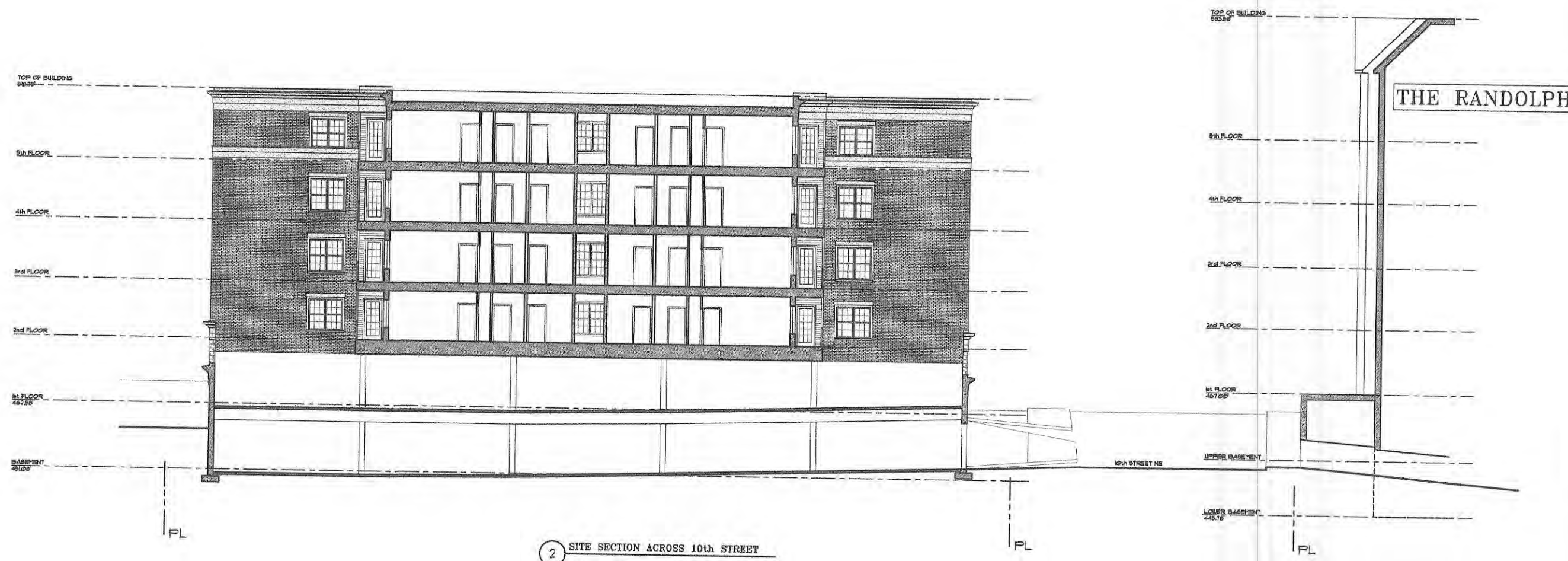
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**A7**

OF 8





1 10th STREET SITE SECTION



2 SITE SECTION ACROSS 10th STREET

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Architects

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(434) 977-0593 (FAX)

925 EAST MARKET STREET  
CHARLOTTESVILLE, VIRGINIA

NO	DESCRIPTION	DATE
----	-------------	------

REVISIONS  
SITE SECTIONS

SCALE  
1" = 10'-0"  
0 5 10

DATE 6-25-13  
DWN BY JDB  
CHECKED BY RJFJR

PROJECT NO  
V1302

DRAWING NO  
A8

OF 8



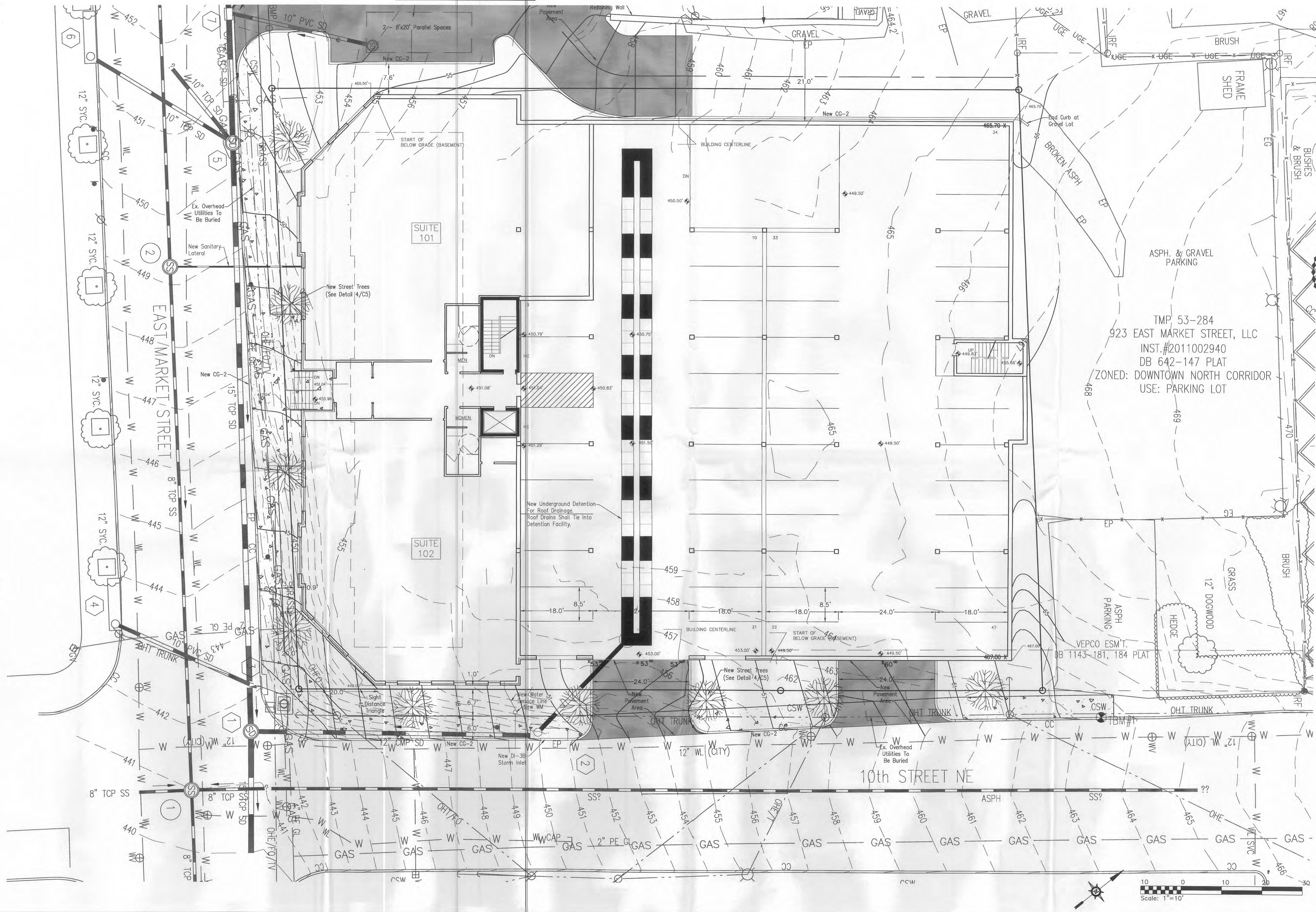








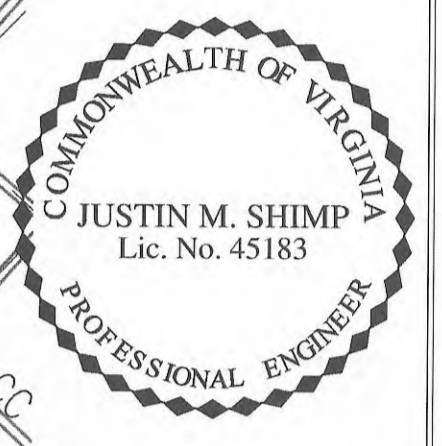
REFER TO SHEET C5



TMP 53-284  
 923 EAST MARKET STREET, LLC  
 INST. #2011002940  
 DB 642-147 PLAT  
 ZONED: DOWNTOWN NORTH CORRIDOR  
 USE: PARKING LOT

VEPCO ESM'T.  
 DB 1143-181, 184 PLAT

**SHIMP ENGINEERING, P.C.**  
 ENGINEERING - LAND PLANNING - PROJECT MANAGEMENT  
 201 E. MAIN ST., SUITE M  
 CHARLOTTEVILLE, VA 22802  
 PHONE: (434) 207-8086  
 JUSTINSHIMP-ENGINEERING.COM



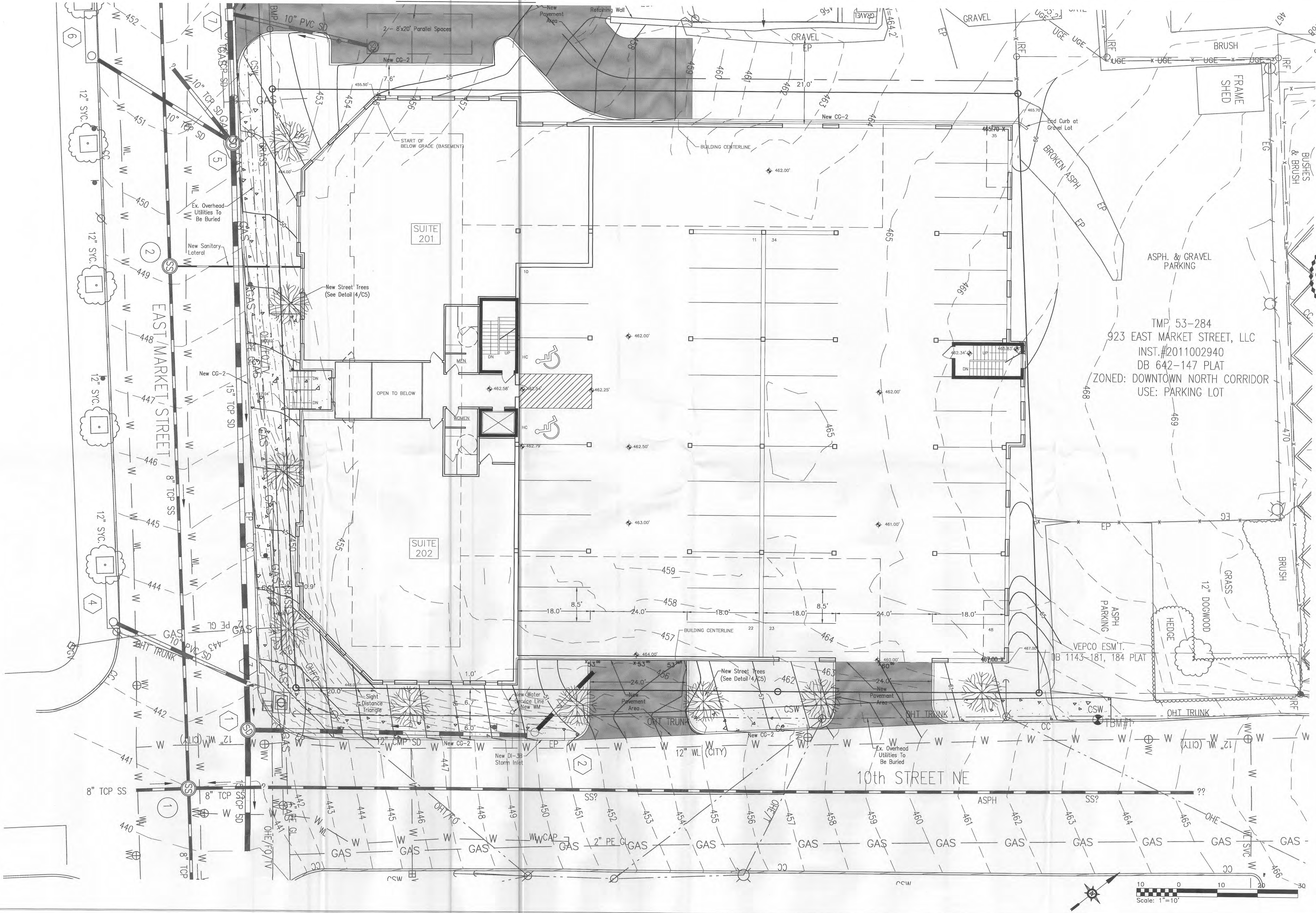
**LEVEL 1 PARKING, SITE,  
 & UTILITY PLAN**

**PRELIMINARY SITE DEVELOPMENT PLAN FOR  
 925 EAST MARKET STREET  
 CHARLOTTEVILLE, VIRGINIA**

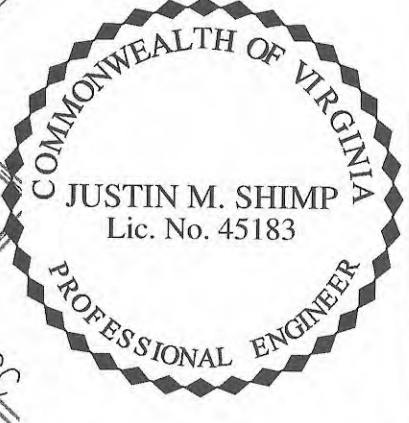
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Sheet No.	C3 OF 5
File No.	13.018



REFER TO SHEET C5



**SHIMP ENGINEERING, P.C.**  
 ENGINEERING - LAND PLANNING - PROJECT MANAGEMENT  
 201 E. MAIN ST., SUITE 100  
 CHARLOTTEVILLE, VA 22802  
 PHONE: (540) 207-8086  
 JUSTIN@SHIMP-ENGINEERING.COM



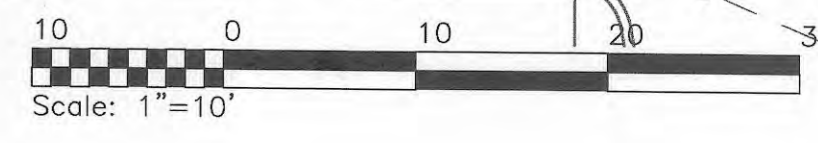
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 INST.#2011002940  
 DB 642-147 PLAT  
 ZONED: DOWNTOWN NORTH CORRIDOR  
 USE: PARKING LOT

LEVEL 2 PARKING, SITE & UTILITY PLAN

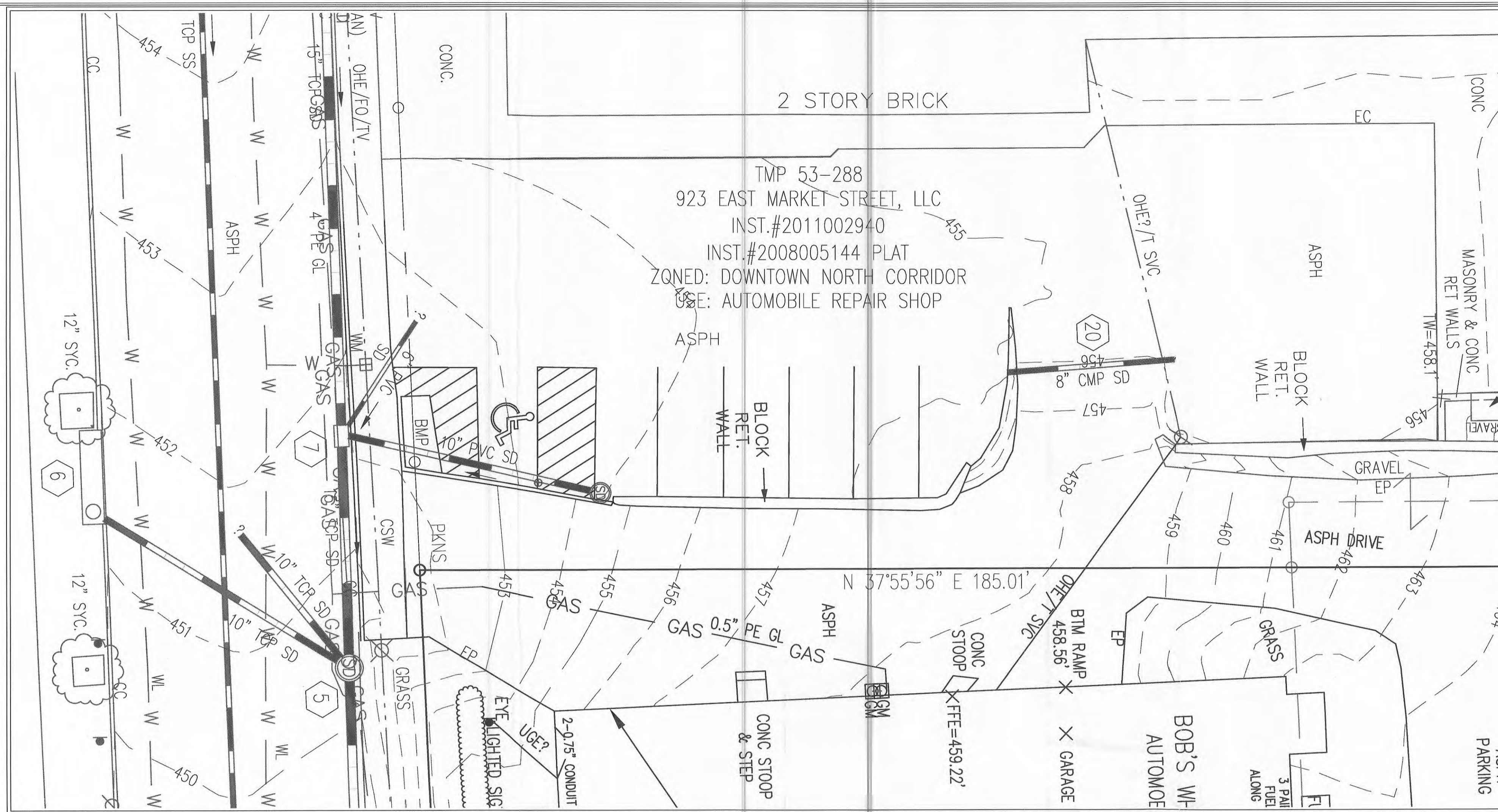
Rev #	Date	Description

PRELIMINARY SITE DEVELOPMENT PLAN FOR  
**925 EAST MARKET STREET**  
 CHARLOTTEVILLE, VIRGINIA

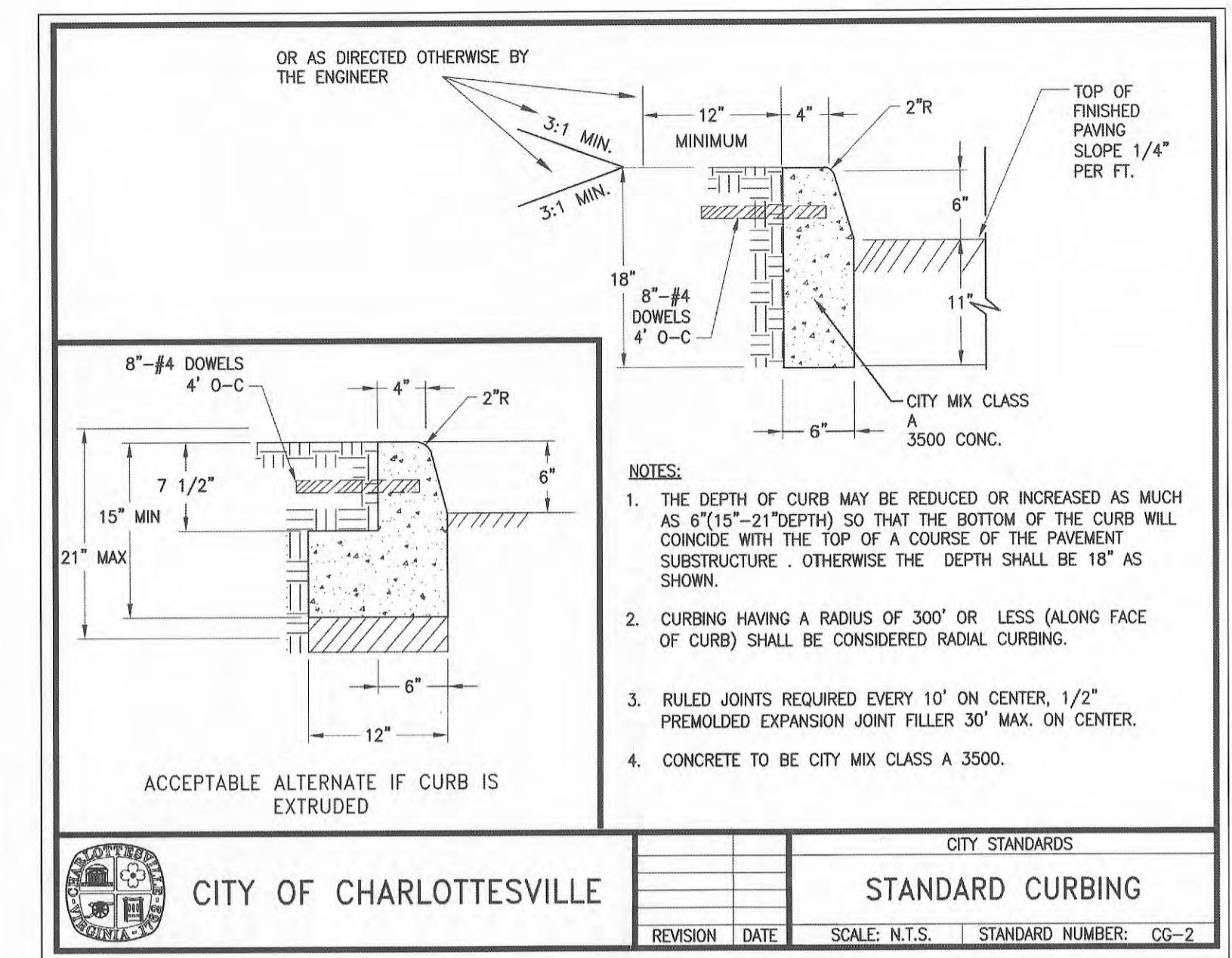
Date	06/25/2013
Scale	1" = 10'
Sheet No.	C4 OF 5
File No.	13.018







1 ADJACENT PARKING IMPROVEMENTS DEMO DETAIL  
 C5 SCALE: 1"=10'



3 TYPICAL NEW PAVEMENT SECTION  
 C5 Not To Scale

LANDSCAPE SCHEDULE							
Plant Symbol	Planting Type	Botanical Name	Common Name	Min. Cal./Height	Quantity	Canopy SF	Total Canopy SF
	Street Tree	Platanus occidentalis	Sycamore	2" Cal.	9	1362	12258
						TOTAL SF:	12258

LANDSCAPING NOTES:

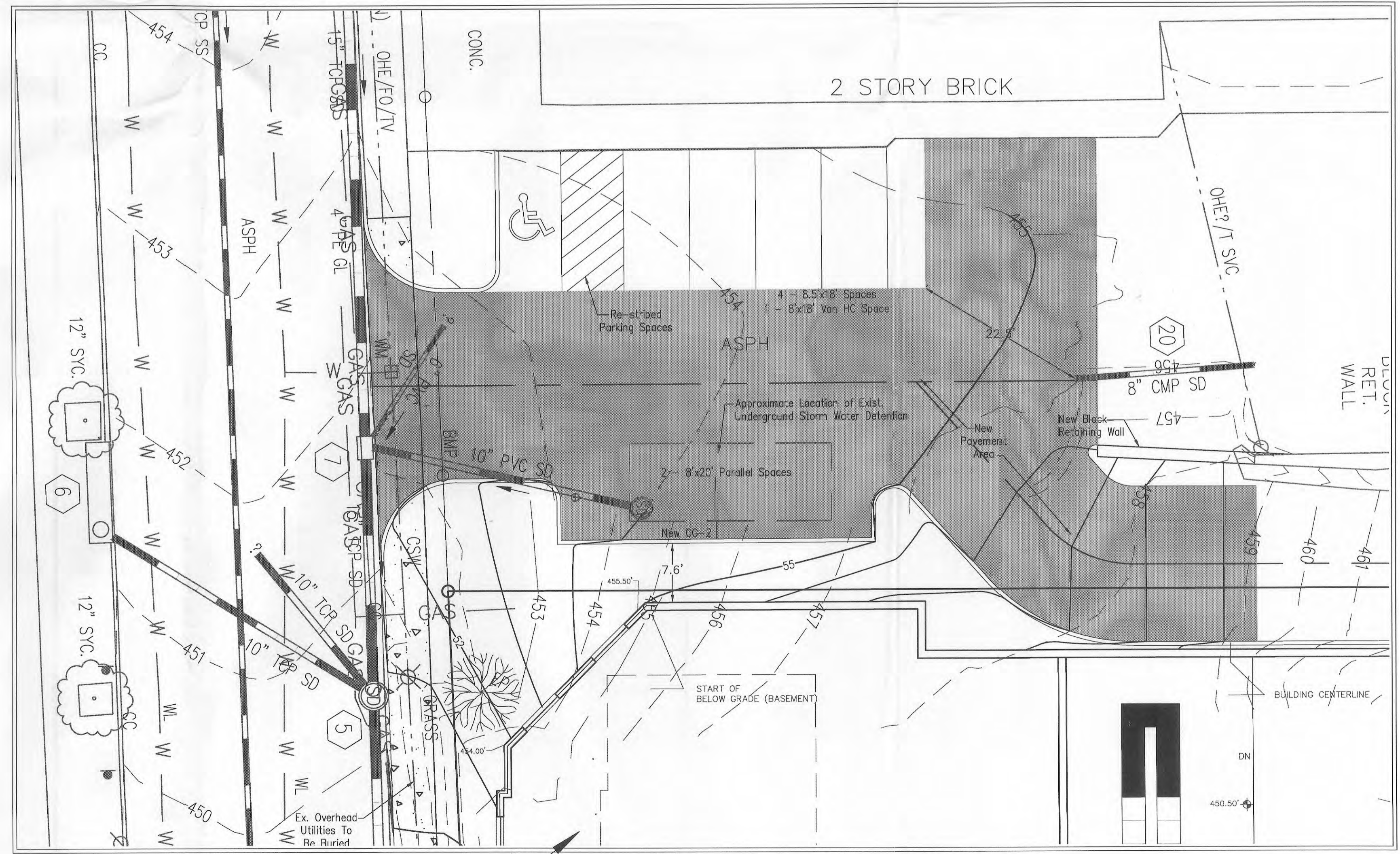
TREE COVER REQUIREMENT (SEC 34-869):  
 10% FOR A DEVELOPMENT ZONED FOR RESIDENTIAL USE AT A DENSITY OF 20 OR MORE UNITS PER ACRE.  
 27,540 X .10 = 2,754 SF REQUIRED  
 12,258 SF OF CANOPY AREA PROVIDED. SEE TABLE ABOVE.

STREETSCAPE REQUIREMENT (SEC 34-870):  
 NO STREETSCAPE TREES ARE REQUIRED FOR THIS SITE PER SEC 34-870.A.1.  
 PROVIDED: 9 TREES

SCREENING REQUIREMENT (SEC 34-872):  
 SCREENING IS NOT REQUIRED AS THERE IS NO ADJACENT LOW DENSITY RESIDENTIAL TO SCREEN FROM.

PARKING LOTS - SCREENING AND LANDSCAPING REQUIREMENTS (SEC 34-873):  
 "THE TERM 'PARKING LOT' SHALL MEAN AND REFER ONLY TO A PARKING LOT CONTAINING 20 OR MORE SPACES"  
 NEW OUTDOOR PARKING SPACES PROVIDED = 0  
 ALL OFFSTREET PARKING PROPOSED WITH THIS SITE IS PROVIDED WITH TWO COVERED PARKING DECKS.  
 NO LANDSCAPING REQUIRED

4 LANDSCAPING SCHEDULE AND REQUIREMENTS  
 C5



2 ADJACENT PARKING IMPROVEMENTS PLAN DETAIL  
 C5 SCALE: 1"=10'



ADJACENT PARKING IMPROVEMENTS

Rev #	Date	Description



**CITY OF CHARLOTTESVILLE  
NEIGHBORHOOD DEVELOPMENT SERVICES**



**MEMORANDUM**

To: Planning Commission  
Missy Creasy AICP, Planning Manager  
From: Brian Haluska AICP, Neighborhood Planner  
Date: July 11, 2013  
Re: Planned Unit Development Zoning Text Amendment

---

**Background**

The Planning Commission initiated a review of the Planned Unit development ordinance at their September 11, 2012 meeting, citing concerns about the amount of information required in a PUD application, and whether the information was sufficient to permit the Commission to conduct a complete review of the proposed rezoning.

Following two work sessions on the topic of PUDs, the Commission has agreed on a two pronged approach to editing the PUD ordinance. The first revisions will be minor changes to the ordinance that clarify and expand on the information required from applicants in a complete PUD rezoning application. These changes are being brought forward in this memo. The intent of bringing these changes forward as soon as possible is so that any future PUD applications can benefit from the guidance in the modified regulations.

The Commission has agreed to spend additional time to review the PUD ordinance for major changes that could fundamentally change the role the PUD ordinance plays in the City's land use strategy. Staff anticipates that this process will take considerable time, given the broad nature of the topics that have been raised, as well as the importance accorded the PUD process in the City's Comprehensive Plan.

**Objective**

To modify the Planned Unit Development section of the City's Zoning Ordinance to clarify the types of information an applicant must provide to the City in order to permit a complete and thorough review of the proposal by the Planning Commission and City Council.

**Proposed Changes**

- Rewording Sec. 34-491 for clarity.
- Change to Sec. 34-492 that gives Council the authority to determine if a PUD with multiple parcels that are not contiguous can be approved.

- Change to Sec. 34-501(a)(1) to clarify what is meant by low-density residential zoning.
- Change to Sec. 34-504 to permit Council to waive parking requirements.
- Change to Sec. 34-515(1) that would elaborate on the type of materials required for a pre-application.
- Change to Sec. 34-515(2) that clarifies the data on residential uses required for a pre-application.
- Change to Sec. 34-515(3) that would add a requirement for a narrative in a pre-application.
- Addition of Sec. 34-515(4) that would require a preliminary proffer statement with a pre-application.
- Addition of Sec. 34-516(b)(5) that would require a proposed land disturbance plan with an application for a PUD.
- Changes to Sec. 34-517(3) that elaborates on the utility data required to be included on a PUD Development Plan.
- Additions to Sec. 34-517(4) that would require additional data on proposed residential uses in the PUD Development Plan.
- Additional Sections 34-517(6) through 34-517(9) that would require a PUD Development Plan to include:
  - Phasing plan if needed
  - Verification of adequate service from the City Utilities Department
  - Verification of adequate fire flow from the Fire Department
  - Any additional information as deemed necessary by the Director of NDS.
- Clarifications in Sec. 34-518 that the approval of the PUD establishes the location of the streets, and that the approval does not relieve the applicant of any other obligations to comply with other applicable laws.

### **Suggested Motions**

1. I move to recommend approval of ZT-13-01-10, an ordinance to amend and re-ordain Article V – Planned Unit Development Districts of the Zoning Ordinance of the Code of the City of Charlottesville, 1990, as amended, to provide clarifications to existing text, outline information and process required for pre-application, provide updated listing of requirements for a PUD Development Plan and clarify approval requirements on the basis that the changes would serve the interests of public necessity, convenience, general public welfare and/or good zoning practice.
2. I move to recommend denial of ZT-13-01-10, an ordinance to amend and re-ordain Article V – Planned Unit Development Districts of the Zoning Ordinance of the Code of the City of Charlottesville on the basis that the changes would not serve the interests of public necessity, convenience, general public welfare or good zoning practice.

### **Attachments**

Proposed Draft of the Planned Unit Development Ordinance, dated June 26, 2013

## **DIVISION 1. - GENERALLY**

### **Sec. 34-490. - Objectives.**

In reviewing an application for approval of a planned unit development (PUD) or an application seeking amendment of an approved PUD, in addition to the general considerations applicable to any rezoning the city council and planning commission shall consider whether the application satisfies the following objectives of a PUD district:

- (1) To encourage developments of equal or higher quality than otherwise required by the strict application of zoning district regulations that would otherwise govern;
- (2) To encourage innovative arrangements of buildings and open spaces to provide efficient, attractive, flexible and environmentally sensitive design.
- (3) To promote a variety of housing types, or, within a development containing only a single housing type, to promote the inclusion of houses of various sizes;
- (4) To encourage the clustering of single-family dwellings for more efficient use of land and preservation of open space;
- (5) To provide for developments designed to function as cohesive, unified projects;
- (6) To ensure that a development will be harmonious with the existing uses and character of adjacent property, and/or consistent with patterns of development noted with respect to such adjacent property;
- (7) To ensure preservation of cultural features, scenic assets and natural features such as trees, streams and topography;
- (8) To provide for coordination of architectural styles internally within the development as well as in relation to adjacent properties along the perimeter of the development; and
- (9) To provide for coordinated linkages among internal buildings and uses, and external connections, at a scale appropriate to the development and adjacent neighborhoods;
- (10) To facilitate access to the development by public transit services or other single-vehicle-alternative services, including, without limitation, public pedestrian systems.

(9-15-03(3))

### **Sec. 34-491. - Permitted uses.**

~~A PUD may include any one (1) or more of uses shown on an approved PUD development plan.~~

Only those uses shown on an approved PUD development plan shall be permitted uses.



(9-15-03(3))

**Sec. 34-492. - Configuration.** 

A PUD shall contain ~~more than~~ two (2) or more acres of land. A PUD may be comprised of one (1) or more lots or parcels of land. The lots or parcels proposed for a PUD ~~planned unit development~~, and all acreage(s) contained therein, shall ~~either~~ be contiguous, or shall be within close proximity to one another and integrated by means of pedestrian walkways or trails, bicycle paths, and/or streets internal to the development. City Council may vary or modify ~~the proximity~~ this requirement.

(9-15-03(3); 11-20-06(5))

**Sec. 34-493. - Required open space.** 

(a) As used within this article, the term "open space" shall mean land designated on an approved development plan for a PUD as being reserved for the use, benefit and enjoyment of all residents of the PUD. Such open space may consist of common areas owned and maintained by a developer, or non-profit corporation or property owners' association, and/or any parkland, hiking trails, drainage area, or similar areas dedicated to the public and accepted by the city.

(b) The following amount of open space shall be required within a PUD: At least fifteen (15) percent of the gross area of all land included within the PUD development site; however, the city council may reduce this requirement in situations where through creative design, or in light of the nature and extent of active recreational facilities provided, it deems the overall objectives of the PUD are best served by such reduction.

(c) Open space must be useable for recreational purposes, or provide visual, aesthetic or environmental amenities. The following areas shall be excluded from areas counted as open space: buildable lots, buildings and structures, streets, parking areas, and other improvements, other than those of a recreational nature. The following improvements may be counted as part of required open space: playgrounds, ball courts, swimming pools, picnic areas and shelters, parks, walking paths and hiking trails, landscaped terraces, open-air plazas, and similar amenities. Land within a floodway or floodway fringe may be used to satisfy the open space requirement for a PUD; however, not more than thirty-three (33) percent of such land may be counted towards open space requirements.

(d) Open space shall be provided within each phase of a PUD, in sufficient amounts to serve the expected uses and/or residential population of that phase.

(e) All property owners within a PUD shall have access to the open space by means of a public street, or a private street or walkway located within an easement reserving property for such access.

(9-15-03(3))

**Sec. 34-494. - Ownership of land; common areas.** 

(a) All property within a PUD shall remain under single entity ownership of a developer, or group of developers, unless and until provision is made which insures the establishment and ongoing maintenance and operation of all open space, recreational facilities, and other common areas within the development. The developer or developers of the PUD shall not lease or sell any property within the PUD unless or until the director of neighborhood development services determines, in writing, that such satisfactory provisions have been made.

(b) Where a property owners' association is established to own and maintain common areas within a PUD (including all required open space remaining in private ownership) the following requirements shall apply:

(1) The property owners' association shall be established and constituted in accordance with the Virginia Property Owners' Association Act, prior to the final approval, recordation and lease or sale of any lot within the PUD;

(2) The membership of the property owners' association, and the obligations of such association with respect to the common areas, shall be set forth within a declaration, suitable for recording in the land records of the Circuit Court for the City of Charlottesville, meeting the requirements of the Virginia Property Owners' Association Act. The declaration shall detail how the association shall be organized, governed and administered; specific provisions for the establishment, maintenance and operational responsibilities of common areas and the improvements established therein; and the method of assessing individual property owners for their share of costs associated with the common areas.

(c) All common areas and required open space within a PUD shall be preserved for their intended purpose as expressed in the approved development plan. All deeds conveying any interest(s) in property located within the PUD shall contain covenants and restrictions sufficient to ensure that such areas are so preserved. Deed covenants and restrictions shall run with the land and be for the benefit of present as well as future property owners and shall contain a prohibition against partition.

*(9-15-03(3))*

**Secs. 34-495—34-499. - Reserved.** 

## DIVISION 2. - DEVELOPMENT STANDARDS

Sec. 34-500. - Dimensional standards, generally.

The dimensional standards (i.e., restrictions of the height, area, location and arrangement of buildings and structures, lot area requirements, and required yards) and landscaping requirements applicable within a PUD district shall consist of: (i) any specific requirements or limitations set forth within this article, (ii) those shown on the approved development plan for the PUD, and (iii) those described within any approved proffers.

(9-15-03(3))

Sec. 34-501. - Context.

(a) Within a PUD district:

(1) With respect to any building located within seventy-five (75) feet of a low-density residential zoning district, which includes R-1, R-1S, and R-2, the height regulations of the residential district shall apply to that building.

(2) No non-residential use shall be located within seventy-five (75) feet of the perimeter of a PUD unless such use is permitted within the adjacent zoning district at the time of PUD approval.

(b) Except as specifically provided within paragraph (a), above, building height, scale and setbacks of buildings within a PUD shall complement existing development on adjacent property, taking into consideration:

(1) The nature of existing uses, and of uses anticipated by the city's comprehensive plan, adjacent to and in the neighborhood of the PUD development site. Where a PUD is established on property that shares a block face with improved property, development within the PUD facing such existing improvements shall be harmonious as to height, mass, lot coverage, and setbacks;

(2) The number, type, and size of the various buildings proposed within the PUD;

(3) The location of natural, topographical, cultural or other unique features of the site;

(4) The location of public utilities, public streets, roads, pedestrian systems and bicycle paths, and of associated easements;

(5) The objectives of the PUD district.

(9-15-03(3))

Sec. 34-502. - Landscaping.

(a) A portion of the required open space shall consist of landscaped open areas, in an amount equal to twenty (20) percent of the aggregate gross floor area of commercial uses within the development.

(b) In all PUD districts landscaping shall be provided using materials consistent with those required by Article VIII, sections 34-861, et seq.) and the city's list of approved plantings.

(c) In addition to the requirements of paragraphs (a) and (b), above, landscaping shall be utilized within a PUD:

(1) To provide visual separations or buffers, as may be appropriate, between uses and areas different in intensity or character from one another, and between the PUD and adjacent low-density residential districts;

(2) To protect and enhance the scenic, recreational, or natural features of a site; priority shall be given to preservation of existing trees having a caliper of eight (8) or more inches and in-place natural buffers;

(3) As a means of harmonizing the street frontage along the perimeter of a PUD with the street frontage of adjacent properties;

(4) To minimize the impact of noise, heat, light and glare emanating from a building, use or structure upon adjacent buildings, uses or structures.

(9-15-03(3))

Sec. 34-503. - Sensitive areas.

The following areas shall be left natural and undisturbed, except for street crossings, hiking trails, utilities and erosion control devices:

(1) Land within a floodway ~~or floodway fringe~~; and

(2) Wetlands.

(9-15-03(3); 11-21-11(3))

Sec. 34-504. - Parking.

Off-street parking for each use within a PUD shall be provided in accordance with the standards set forth within Article IX, sections 34-970, et seq, unless otherwise approved by City Council.

(9-15-03(3))

Sec. 34-505. - Phased development.

PUDs may be developed in phases, provided the following requirements are met:

(1) All phases must be shown, and numbered in the expected order of development, on the approved development plan.

(2) The open space within each recorded phase may constitute fifteen (15) percent of the gross land area within that phase, or all required open space may be provided in the first phase.

(3) All project data required in section 34-517 for the project as a whole shall be given for each individual phase of development.

(4) Phasing shall be consistent with the traffic circulation, drainage and utilities plans for the overall PUD.

(9-15-03(3))

Secs. 34-506—34-514. - Reserved.

Division 3. Procedures

Sec. 34-515. - Pre-application ~~review~~.

(a) Prior to the formal submission of an application seeking approval of a proposed PUD, the developer or his representative shall hold a conference with the director of neighborhood development services concerning the proposal, and shall provide the director with unofficial preliminary studies of his development concept and a sketch plan that specifies:

(1) The general location and amount of land proposed for residential, office, commercial, industrial, open space/recreation and ~~street use vehicular and pedestrian access and circulation. This information shall be presented in an acceptable visual format including but not limited to three dimensional display, figure ground, booklet, site plan, and/or master plan that best illustrates how the proposal meets the objectives of the Planned Unit Development ordinance;~~

(2) The ~~number~~ numerical range of dwelling units in terms of quantity, and the gross floor area and acreage of each use or land area shown on the sketch plan;

~~(3) The maximum height of buildings and structures in each area of the PUD;~~

~~(3) A narrative explaining the development plan and if applicable, any proposed deviations or modifications from generally required provisions.~~

~~(b) Upon confirmation by the director that all materials and information submitted by the applicant satisfy the requirements herein this section, the pre-application will be scheduled for a preliminary discussion to be held at a regular planning commission meeting.~~

~~(b) Based on the preliminary studies and sketch plan the director shall conduct a tentative review, and provide the developer with comments and recommendations.~~

~~(c)~~ (41) Each application shall be accompanied by the required fee, as set forth within the most recent fee schedule adopted by city council.

(54) Any preliminary proffers

(9-15-03(3); 4-13-04(2), § 1)

Sec. 34-516. - Application.

(a) Following the required pre-application review, the developer may submit an application seeking a rezoning approval for a PUD.

(b) The rezoning application shall consist of the following materials:

(1) A city rezoning application form;

(2) A development plan prepared in accordance with section 34-517, below.

(3) A written statement of any proffers proposed in connection with the PUD.

(4) In the event the development plan indicates that any critical slopes will be disturbed, the applicant shall submit a request to modify or waive the critical slopes provisions as provided for in section 34-1120.

(5) A proposed land disturbance plan to include approximate timing and area of disturbance.

(c) The completed application shall be processed in accordance with the procedures applicable to rezonings. In the event that subsection (b)(4) applies, the critical slope waiver application shall be considered simultaneously therewith by the planning commission, and if granted, conditioned upon compliance with the approved plan of development.

(9-15-03(3); 11-21-11(3))

Sec. 34-517. - PUD development plan—~~Requirements~~ Contents.

(a) Each of the following is a required component of a complete plan of development submitted in connection with an application for approval of a planned unit development:

(1) A survey plat describing and depicting the entire land area to be included within the PUD development site, including identification of present ownership, existing zoning district classification(s) of the parcel(s) to be included within the PUD.

(2) A narrative statement of how the objectives described within section 34-490 are met by the proposed PUD.

(3) A ~~concept~~ conceptual development plan, supporting maps, and written or photographic data and analysis which show:

a. ~~Existing and proposed public utilities and infrastructure;~~ Location and size of existing water and sanitary and storm sewer facilities and easements;

b. Layout for proposed water and sanitary sewer facilities and storm drainage facilities;

c. Location of other proposed utilities;

d. Location of existing and proposed ingress and egress from the development;

e. Location and size of existing and proposed streets;

f. Location of existing and proposed pedestrian and bicycle improvements, including connections to nearby schools;

g. An inventory, by tax map parcel number and street address, of all adjacent parcels within a five hundred-foot radius of the perimeter of the PUD, indicating the existing zoning district classification of each.

eh. A site inventory of the significant natural, environmental and cultural features of a site, including at a minimum: historic landmarks contained on any state or federal register; vegetation; existing trees of eight-inch caliper or greater; wetlands, topography, shown at intervals of five (5) feet or less, critical slopes, and other, similar characteristics or features, and a plan for preserving, protecting, utilizing and/or incorporating such features into the design and function of the proposed PUD.

d(4). A proposed land use plan. Such plan will identify:

(i)a. Proposed land uses and their general locations (including, without limitation, building and setbacks);

(ii)b. Proposed densities of proposed residential development;

(iii)c. Location and acreage of required open space;

d. Square footage for non-residential uses;

e. Maximum height of buildings and structures in area of PUD.

e-(5) A general landscape plan which focuses on the general location and type of landscaping to be used within the project as well as the special buffering treatment proposed between project land uses and adjacent zoning districts;

f. ~~Where development is to be phased, organization of site into general development phases ("land bays"), wherein all of the information specified within this section is indicated and provided with respect to each phase, and wherein an overall phasing schedule is provided.~~

g. ~~A proposed transportation plan showing internal road improvements, including typical sections for each project street category, as well as proposed pedestrian and bicycle improvements.~~

(6) Phasing plan if needed. Each phase shall individually meet the requirements of this Section.

(7) A statement from the City Public Utilities Department verifying whether water and sewer infrastructure capacity does or does not exist for the proposed land use(s).

(8) A statement from the Fire Marshal verifying whether adequate fire flow service does or does not exist for the proposed land use(s).

(4) ~~A comprehensive signage plan.~~

(9) Additional information as deemed necessary by the director of neighborhood development services in order to facilitate a thorough review of the potential impacts of the proposed PUD that is the subject of the application. If any application fails to demonstrate within their application materials that a proposed PUD meets the minimum requirements specified in section 34-517, above, the application shall be rejected as incomplete.

(9-15-03(3); 11-21-11(3))



Sec. 34-518. - Approval.

(a) Approval of the rezoning application establishes the maximum density/intensity, height and other dimensional requirements, ~~and~~ the general location of each use and locations for streets and utilities street shown on the development plan. Together with any approved proffers, the approved development plan shall establish the zoning requirements applicable to the PUD. Approval of a PUD does not relieve the applicant from its obligation to comply with all local, state, and federal laws and regulations. Any change in use, increase in density/intensity, any substantial decrease in the amount of open space, substantial change in the location of permitted uses or streets, and any other substantial change from what is shown on the approved development plan shall be deemed a substantial deviation requiring an amendment of the PUD approval. Factors to be considered in determining whether a change is substantial include, but are not limited to: the extent of the locational change and the expected impact on properties adjacent to the PUD.

(b) Following approval of a PUD development plan, preliminary and final subdivision and site plan approvals shall be required. All such plans shall conform to the approved PUD development plan. No building or structure shall be erected, no building permit(s) issued, and no final subdivision plat(s) recorded, unless:

(1) A final site plan has been approved;

(2) Any required dedications, reservations or required improvements have been made in accordance with the final site plan and PUD phasing schedule; and,

(3) Sufficient financial guarantees for completion of required improvements have been received by the city.

(c) Where phased development has been approved, applications for subdivision and site plan approvals may, at the developer's option, be submitted for each individual phase.

(9-15-03(3))

Sec. 34-519. - Amendment.

Following approval of a plan of development for a planned unit development, the owner of the development may amend the plan of development only as follows:

(1) The owner of a PUD may submit a written request for a proposed minor change to the approved plan of development to the director of neighborhood development services. The request shall be supported by graphic, statistical and other information necessary in order for the director to evaluate the request. The director may approve the request upon a determination that it involves only a minor deviation from the layout or design contemplated within the approved plan of development. For the purpose of this section the terms "minor change" and "minor deviation" mean and refer to changes of location and design of buildings, structures, streets, parking, recreational facilities, open space, landscaping, utilities, or similar details which do not materially alter the character or concept of the approved plan of

development. Should the director determine that the requested change constitutes something more than a minor change or deviation from the approved plan of development, then the owner may seek an amendment pursuant to paragraph (2), below.

(2)The owner of a planned unit development may apply to city council for permission to amend the approved plan of development, following the same procedure as for the original approval.

(9-15-03(3))

Secs. 34-520—34-539. - Reserved.

# CITY OF CHARLOTTESVILLE PLACE TASK FORCE

.....  
ANNUAL REPORT TO CITY COUNCIL  
August 2013  
.....

**P / L / A / C / E**  
Place, Livability, and Community Engagement



# ANNUAL REPORT OUTLINE

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                   Future Directions

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                   2.2 Small Area Plans  
                   2.3 Green Infrastructure

Section 3      *Projects:*  
                   3.1 West Main Street  
                   3.2 Strategic Investment Area (SIA)

.....  
 Section 1  
 .....

### Task Force Members

- Andrea Douglas (Arts), Chair
- Claudette Grant (Citizen at Large)
- Rachel Lloyd (Preservation), Vice Chair
- Elizabeth Meyer (Architecture/Landscape Architecture)
- Pete O’Shea (Architecture/Landscape Architecture), resigned in July 2013
- Richard Price, (Architecture/Landscape Architecture), Secretary
- Mark Watson (Development)
- Kathy Galvin (City Council), non-voting
- Genevieve Keller (Planning Commission), non-voting
- Mary Joy Scala (Neighborhood Development Services), ex-officio

### Recently added to the Task Force

- Bill Emory (Tree Commission), ex-officio
- Tim Mohr (BAR), ex-officio

### Background

In the Summer 2012, City Council formed the PLACE Design Task Force with the following purpose:  
 To guide the community in making decisions about place making, livability, and community engagement.  
 To act as an advisory body to the Planning

Commission and City Council in areas pertaining to urban design and placemaking.

The PLACE Design Task Force has five basic functions:

- assess what the City is currently doing in urban design, master planning and community engagement
- investigate best practices on the above
- provide discretionary review ONLY for public projects
- perform special assignments, such as assisting with RFPs and consultant selection for the Strategic Investment Area and West Main Street
- identify obstacles and incentives for redeveloping our corridors

As we complete our first year of work as a Task Force, we submit our first annual report to City Council and seek your input on our work to date, as well as our future plans.

### Action and Accomplishments

We meet as a group once a month, at City Hall or in the Jefferson School/City Center. Our initial work as a Task Force has concentrated on two trajectories: research into best practices, and participation in City-initiated projects. Research into best practices was conducted by three subcommittees: green infrastructure, comprehensive planning and community engagement, and West Main Street (as a corridor case study which later evolved into a City-initiated public project.) The second area of work, participation in City-initiated public projects, consumed a considerable amount of time during our first year and will be discussed more fully below. We anticipate less of this in the future; in fact, our core work as a Task Force requires more time researching and developing best practices, so we can understand the obstacles, as well as suggest the means, to creating great places in Charlottesville.

In the following report, you will find summaries of three research initiatives by the aforementioned Task Force subcommittees (Comprehensive Planning and Community Engagement, and Green Infrastructure) that we began this year. These reports were fully vetted and approved for distribution by the full Task Force.

Section 2-1 Best Practices for Community and Public Engagement in Public Design and Planning Processes, authored by Mark Watson (with assistance from the Comprehensive Planning and Community Engagement Subcommittee members, Andrea Douglas, Claudette Grant, Mark Watson and Kathy Galvin)

Section 2-2 Best Practices for improve continuity between Comprehensive Plans, Zoning and Place Making: Small Area Plans, authored by Kathy Galvin (with assistance from the Comprehensive Planning and Community Engagement Subcommittee members, Andrea Douglas, Claudette Grant, Mark Watson and Mark Watson)

Section 2-3 Best Practices for Integrating Green Infrastructure and Public Space, authored by Beth Meyer with assistance from several UVA School of Architecture graduate students (Chelsea Dewitt, Brian Flynn, James Moore, Rachel Stevens).

As alluded to earlier, in addition to these sub-committee activities, the Task Force helped launch two urban design studies, the Strategic Investment Area (SIA) and West Main Street, during the RFP process (from scope to short-list selection to interviews). Grant, O'Shea and Price were on the SIA sub-committee; Grant and Price will continue working with NDS as this exciting master plan unfolds. Many others on the Task Force have attended public workshops and meetings with the SIA consultants when they have been in town; Meyer shared her UVA Dept of Landscape Architecture Fall 2011 and Fall 2012 City Market Studio student research and design work with the SIA consultants so they can build on the two year study of the area between Water Street and the Ix property. A technical memo on the SIA Master Planning Process to date, from the consultant firm Cunningham Quill is included in this first annual report.

Galvin, Keller, Lloyd and Price comprised the West Main Street task force. Their initial research into the extensive history of urban design plans done for this underdeveloped stretch of the city shifted focus as it became clear that the two large projects currently underway, the Marriott Hotel and the Plaza on West Main, an apartment building, required quick action on the desired public right of way in and around these projects. The City accepted the sub-committee's

recommendation to hire a consultant to review the current public space and corridor guidelines and to design the first pilot streetscape projects for West Main. Galvin, Keller, and Meyer (in Lloyd's absence as her firm submitted a proposal) participated on the selection committee. That search is almost complete, and a consultant is negotiating the terms of their scope. A summary of this subcommittee's work and findings is included in this first annual report.

Members of the Task Force contributed to three other new or on-going city projects in smaller ways. The entire Task Force acted as a Belmont Bridge Steering Committee to assist the City as it compares two options for replacing the bridge. Watson acted as a liaison to the City Market site selection process. Watson and Meyer worked with the Parks and Recreation Department on the East McIntire Park consultant selection process helping to write the RFP, to review the proposals, and interview the finalists. The search process should conclude the first week of August.

During the course of the year, we came to appreciate the necessity of coordination with other city task forces and Commissions. In order to facilitate that collaboration, we added Bill Emory of the Tree Commission and Tim Mohr of the BAR to our Task Force as ex-officio members. We also invited Kristel Riddervolt and Dan Frisbee of Public Works, Bitsy Waters and Bill Emory of the Tree Commission, and Amanda Poncy, the City Bicycle and Pedestrian Planner and other City staff to a March 2013 presentation on Green Infrastructure best practices and ideas delivered by three UVA graduate students (Dewitt, Flynn and Moore). Through Grant, a member of PLACE task force who is on the Albemarle Planning staff, we learned of on-going conversations between the City, the County and the TJPDC about Livability: Many Plans One Community. We plan to build on their discussion about how to amend local codes and ordinances (streetscapes to rezoning to special use permits) to be more compatible with upcoming plan updates in the coming year.

#### *Future Directions*

We plan on shifting from acting as a valuable triage team of locally (and nationally) recognized professionals for the City's Neighborhood Planning Services, Public Works and Parks and Recreation Departments to a more deliberative body that can

make recommendations, based on research, on policies and protocols for improving the connections between development and place-making in Charlottesville. We are committed to identifying ways that design can contribute to the quality of life and particularity of place that we know in Charlottesville, while creating incentives for development in the urban corridors that have been vacant and underdeveloped for decades.

*Our Suggestions Include:*

*September 2013 PLACES retreat*

Hone our goals and shape our direction for the next two years. Identify programs, planning processes and events to reinforce the role of design and place-making in improving the livability of Charlottesville.

*Fall 2013 and Winter - Summer 2014*

Consult with other localities that are successfully aligning economic development and physical design, such as Barry Frankenfield's strategic planning group in Virginia Beach, Alexandria's Potomac Riverfront, or Arlington's Columbia Pike initiatives. Identify our partners in the City and region, and then meet with them about opportunities and challenges in hopes of finding new ways of working as well as crafting new policies and guidelines. Groups include the Charlottesville Planning Commission, Tree Commission, and BAR; City Staff at Public Works, Economic Development, Parks and Recreation; the Albemarle County Planning staff as well as TJPDC staff.

*Summer 2014*

Develop recommendations for City Council consideration.

*Fall 2014 - Summer 2015*

Act on recommendations approved by City Council by end of our first terms on PLACE Design task force.

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Section 2  
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PLACE DESIGN TASK FORCE  
COMMITTEE REPORT ON PUBLIC  
ENGAGEMENT

*Introduction*

This summary document is the result of research by the PLACE Design Task Force’s Public Engagement Sub-Committee into best practices, philosophies and methodologies for Public Engagement in the public sector environment. While the committee found a wealth of information on the subject from various locations around the world, those practices summarized below were of particular note and appear to be the most comprehensive and cogent to Charlottesville.

*Public Engagement Strategies*

The Center for Advances in Public Engagement (CAPE) at Public Agenda ([www.PublicAgenda.org](http://www.PublicAgenda.org)) in Washington, D.C. “researches, develops and disseminates new insights and practices that contribute to the field of public engagement. CAPE is dedicated to creating new and better ways for citizens to confront pressing public problems through dialogue, deliberation and collaborative action.”

CAPE’s Primer on Public Engagement (No. 01/2008) provides one of the best roadmaps to effective public discourse available, specifically in that it recognizes the entrenched weaknesses of customarily utilized public engagement processes such as town meetings, public hearings, opinion surveys, and advisory

committees, which CAPE considers “counterfeit engagement”, which results in public distrust, cynicism and apathy. “The public is most often viewed as an audience to educate or a problem to manage” instead of a highly useful resource and collaborative partner.

As a result, CAPE has developed the following alternative strategies for a more “authentic, highly inclusive problem-solving approach”:

- Capacity Building vs. Event-Oriented Approaches to Engagement – emphasizes the process through which “new forms of individual and collaborative action, community organization, leadership development, and a deepening of public dialogue” are created and enhanced with each successive project.
- Incorporation of Ten Core Principals – Begin by Listening; Attend to People’s Leading Concerns; Reach Beyond the Usual Suspects; Frame Issues for Deliberation; Provide the Right Type and Amount of Information at the Right Time; Help People Move Beyond Wishful Thinking; Expect Obstacles and Resistances; Create Multiple, Varied Opportunities for Deliberation and Dialogue; Respond Thoughtfully and Conscientiously to the Public’s Involvement; Build Long-Term Capacity as You Go
- Use of Key Practices & Strategies – Focus Groups; Stakeholder Dialogues; Community Conversations; On-Line Support



**CAPE's belief is that true public engagement only results when "diverse and unlike-minded people think, talk and work together on shared problems". The public sector must work to develop methods to facilitate that process. Public Engagement must be constant, comprehensive, collaborative, and build capacity within the community.**

While CAPE's framework provides unique alternative strategies to facilitate a true and sustainable public engagement process, the way through which the methods are implemented in a specific locale such as Charlottesville also need to be discussed. Charlottesville is an extremely diverse community with disparate cultural and socio-economic concerns which are very similar to municipalities of much larger size. Truly inclusive public engagement processes must recognize those aspects and be flexible enough to ensure that every citizen has an equal opportunity to engage in the process.

One of the best methodologies found to ensure comprehensive public engagement is the process utilized by the City of Seattle during their Race and Social Justice Initiative in April 2009. Their *Inclusive Outreach and Public Engagement Guide* "acknowledges the barriers that people of color and immigrant and refugee communities experience in accessing City government or participating in the public process"; "recognizes diversity as both a strength and an opportunity"; and "affirms that a healthy democracy requires outreach and public engagement that takes into account our communities' racial, cultural, and socio-economic complexity."

The guide provides City staff with the tools to:

- Create effective public processes and forums with opportunities for culturally diverse communities to fully participate.
- Identify the impacts of institutionalized racism and cultural complexity on public processes.
- Identify and use instruments that help select racially and culturally appropriate public processes.
- Identify strategies to generate increased interest and involvement in the entire spectrum of government processes and services.
- Identify and use culturally appropriate stakeholder and data analysis tools that recognize and utilize communities' cultural assets and knowledge.

Seattle utilized *Three Guiding Principles* to ensure that the City's public engagement processes were as inclusive as possible – Enhance Relationships & Engagement; Enrich Knowledge Gathering; Embrace Organizational Change.

The Principles' primary missions are to empower communities to make decisions for themselves; to release the capacity and potential of communities; and change the relationships between service providers and communities. The reason for implementing such a strategy is that the effort results in more responsive and higher quality service, which has greater public support due to increased citizen ownership, trust and understanding.

It is essential that the City not rely on outside consultants for public outreach protocols. We should be developing guidelines that work here

given our complex and contested history of race, space, urban renewal/demolition and displacement. However, the development of those guidelines can be enhanced through diligent study of what others have successfully implemented. The following is a list of programs, initiatives and reports which should be thoroughly reviewed during the process of developing a public engagement protocol for the City of Charlottesville.

*Review comprehensive plans and their implementation tools in Virginia (i.e. zoning, regulations)*

- See the Virginia APA Comprehensive Plans and Implementation Tools [http://apavirginia.org/documents/legislation/Growth%20Tools%20Revised%2010-09\\_final.pdf](http://apavirginia.org/documents/legislation/Growth%20Tools%20Revised%2010-09_final.pdf)
- Look at Virginia Beach's Strategic Growth Office and Strategic Growth Maps, <http://www.vbgov.com/government/departments/sga/strategic-growth-areas/Pages/default.aspx>
- See also the Gateway article in [http://www.vml.org/VTC/12VTC-PDF/VTCJulAug\\_web.pdf](http://www.vml.org/VTC/12VTC-PDF/VTCJulAug_web.pdf)
- Look at Norfolk's "Neighbors Building Neighbors" Approach, in [http://www.vml.org/VTC/12VTC-PDF/VTCJanFeb12\\_web.pdf](http://www.vml.org/VTC/12VTC-PDF/VTCJanFeb12_web.pdf) and also in, [http://www.vml.org/VTC/12VTC-PDF/VTCMar12\\_web.pdf](http://www.vml.org/VTC/12VTC-PDF/VTCMar12_web.pdf).
- See list of VA localities with designated Urban Development Areas with the goal of achieving master plans for each of those areas. (See attachment) The Code of Virginia allows for Urban Development areas that promote pedestrian oriented design and development. <http://leg1.state.va.us/cgi-bin/legp504.exe?000+cod+15.2-2223.1>

- See Hampton City's "I Value" Story, contact Mary Bunting, City Manager.
- See York County's website, contact Coleen Cason, Webmaster York County. (They won a government transparency award for their transparency initiative and website, the "Sunshine Review." York County got an A+. <http://www.yorkcounty.gov/Default.aspx?tabid=11474> Charlottesville got a B-. [http://sunshinereview.org/index.php/Evaluation\\_of\\_Virginia\\_city\\_websites](http://sunshinereview.org/index.php/Evaluation_of_Virginia_city_websites)
- See Albemarle County's website, community development department. (Click on Planning Services and note Planning 101. Does the City have anything like this? <http://www.albemarle.org/departments.asp?department=cdd>

*Outside of Virginia*

- Review documents on community engagement, neighborhood-based vision plans and effective implementation tools. See clip of Ed McMahon on Smart Growth Trends. Heart and Soul Implementation Guides <http://www.orton.org/resources/heart-soul-implementation-guides>
- Review the National Charrette Institute <http://www.charretteinstitute.org/> and the Form Based Code Institute, <http://www.formbasedcodes.org/> Note the FBC Checklist. "Does the code implement a plan that reflects specific community intentions?" Community vision comes first.
- See the Delray Beach Community Redevelopment Agency's downtown master plan (all parts are impressive, including their public charrette process) [http://www.delraycra.org/index.php?option=com\\_content&task=view&id=12](http://www.delraycra.org/index.php?option=com_content&task=view&id=12)

[&Itemid=29](#) “cluster analysis” beginning on page 41 <http://www.delraycra.org/images/stories/cluster%20study.pdf> and “cluster map” of downtown, <http://www.delraycra.org/images/stories/cluster%20map.pdf>. See the attached photographs of Delray that demonstrate outcomes of these community plans and a very aggressive community development agency.

- 2.) Inclusive Outreach and Public Engagement Guide: Race & Social Justice Initiative, Seattle Office for Civil Rights, City of Seattle, WA. April 2009 (Rev. 01/11/12)

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*Conclusion and Next Steps*

The PLACE Design Task Force Public Engagement Sub-Committee recommends that the principles and methodologies outlined above be incorporated into the City of Charlottesville’s Public Engagement strategies for all future project and service delivery initiatives. This transition process will require a significant change in how the City typically operates. Comprehensive outreach and inclusive engagement can only be accomplished through a thorough introspective analysis of the City’s organizational structure and department-to-department communication channels, and the concurrent incorporation of the new, formally adopted public engagement policy. With the City on the threshold of significant development activity, it is crucial that these strategies be put in place as soon as possible.

*Attachments:*

- 1.) Essentials – Public Engagement: A Primer from Public Agenda No. 01/2008. Center for Advances in Public Engagement



# ESSENTIALS

## Public Engagement: A PRIMER FROM PUBLIC AGENDA

Since its inception in 1975, Public Agenda has been working around the country to create the conditions for greater community engagement with public life and a more citizen-centered approach to politics. In this document we offer a brief summary of the essential elements of our evolving approach to this work. This summary is organized around the following themes:

- I. Public Engagement: Creating Civic Capacity for Public Problem Solving
- II. Ten Core Principles of Public Engagement
- III. Examples of Key Practices and Strategies
- IV. The Power of “Citizen Choicework”

### I. Public Engagement: Creating Civic Capacity for Public Problem Solving


#### Authentic Public Engagement vs. Business as Usual

In our society, public decision making is typically the domain of powerful interest groups or highly specialized experts. In terms of traditional interest group politics, it is generally the most influential or well-organized group concerned with an issue that is best positioned to steer public policy to its own advantage. When it comes to the role of experts, leaders often view highly trained experts

as the only reliable resources for the development of sound policy. The logic of this approach to decision making is clear and familiar: Trained and specialized minds are the best suited to crafting policy proposals, while the most organized and influential groups are those with the best shot at translating proposals into public policy.

To the extent that citizens are considered at all, it is usually as consumers or clients of government, while as a whole, the public is most often viewed as an audience to educate or a problem to manage. In this dominant framework, the citizenry is rarely viewed as a vital resource or potentially powerful partner in problem solving. To be sure, there is sometimes a minor nod toward gaining a degree of “input” from “customers” or “end users.” In these cases, an advisory committee, a public opinion survey or some form of public hearing might be put in play. In the best case, measures such as these add a small degree of input and legitimacy to a planning process. At worst, cynical, empty public relations gestures prevail, as in the rigged “town meetings” that are so common these days. With participants screened and questions carefully controlled, such counterfeit engagement contributes mightily to the cynicism that is so prevalent among citizens today.





Authentic public engagement, by contrast, is a highly inclusive problem-solving approach through which regular citizens deliberate and collaborate on complex public problems. Rather than relegating people to the sidelines, it invites them to join the public dialogue surrounding a problem and provides them the tools to do so productively. As a result, leaders know where the public stands as problem solving progresses, while citizens themselves contribute to solutions through their input, ideas and actions.

In short, authentic and skillful engagement with a broad cross section of stakeholders improves results by:

- Bringing together multiple points of view in order to inform decisions.
- Creating legitimacy and a sense of shared responsibility by involving the public and diverse stakeholders early and often in a change process, rather than after decisions have been made.
- Fostering new allies and collaborations.
- Stimulating broad awareness and momentum for change.

While broad-based public engagement is not possible or appropriate for every decision, it can be the right move for addressing many kinds of public problems and developing and implementing many important decisions and initiatives—particularly those whose success and sustainability will depend on the support and concerted actions of many varied stakeholders.

## Capacity-Building vs. Event-Oriented Approaches to Engagement

Too often the work of public engagement is viewed as a large event, such as a public forum and media event that marks the conclusion of the effort. But to be truly effective, public engagement should never be a “one and done” affair. In our view and model, public events like Community Conversations are best understood as moments of reflection in the life of a community that is learning to improve the way it communicates and to generally become more organized, democratic and capable. Such civic moments are points of departure for new forms of individual and collaborative action, community organization and leadership development and a deepening of public dialogue.

To have lasting impact, public engagement must move beyond any event, beyond the “project” phase, to become an evolving set of civic practices and habits among leaders and the public that become embedded in the life of the community. The goal is to foster a culture of decision making in which citizens and leaders share responsibility for addressing problems of common concern.

Much can be said about how habits and practices of engagement become embedded in the life of a community.<sup>1</sup> The most important point here is that *as efforts are made to engage stakeholders in problem solving, capacity should be built at every turn for future engagement*. Practically speaking, this means that local organizations learn to work together to design and organize practices like Community Conversations, local citizens learn to moderate them and local leaders (from grassroots leaders to public officials) learn to leverage the process to inform and facilitate change.

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<sup>1</sup> See, for example, W. Friedman, A. Kadlec, and L. Birnback, “Transforming Public Life: A Decade of Citizen Engagement in Bridgeport, CT” (Public Agenda, Center for Advances in Public Engagement, *Case Studies in Public Engagement*, No. 1, 2007). See also E. Fagotto and A. Fung, “Embedded Deliberation: Entrepreneurs, Organizations, and Public Action” (Final Report for the William and Flora Hewlett Foundation from the Kennedy School of Government, Harvard University, 2006).



## II. Ten Core Principles of Public Engagement

Dan Yankelovich, cofounder of Public Agenda, points out that there are two wrong ways of engaging the public. Unfortunately, these are the two most common approaches. The first is the public hearing, in which citizens supposedly express their views, but where two kinds of “voices” tend to predominate: the angriest and the most organized. The *general* public, and certainly those who have been traditionally marginalized, are rarely represented in any meaningful fashion.

The other common approach, the expert panel, reverses the flow. Instead of leaders being subject to unproductive rants from angry citizens or hearing input only from the “usual suspects,” expert panels often subject a passive, glassy-eyed audience to the pontification of a few knowledgeable individuals. This approach operates on the dubious assumption that providing more information is the key to engaging citizens. Information certainly has its place in the scheme of things, but it’s easy for this strategy to go awry and amount to little more than a useless data dump.

In our view, the following principles are key to designing effective public engagement.

### 1) Begin by listening

Understanding the public’s starting point and the best ways to communicate with and engage people on tough issues requires careful and systematic listening. Be alert to the issues non-experts care about, the language they use to discuss them, and their concerns, aspirations, knowledge base, misperceptions and initial sense of direction with respect to solutions. Doing so will allow you to engage people in ways that are meaningful in light of their interests, concerns and natural language. It will help you avoid making faulty assumptions about people’s positions or using jargon that, however useful to you, is counterproductive when it comes to engaging the public.

Interviews, focus groups and other forms of qualitative research are almost always useful first steps in engagement efforts. In some instances, survey research can add considerable value to a public engagement initiative, broadening insight into the public’s starting point and stimulating media coverage that energizes the public debate around a problem. Public Agenda is fortunate to have a powerful public opinion research capacity to complement its engagement work.

### 2) Attend to people’s leading concerns

When there are gaps between the priorities of leaders and experts and those of the public, it is important to recognize that people will be most receptive to leaders’ and experts’ concerns if the issues that they themselves are already feeling most concerned about are acknowledged and being addressed by leaders. As one example, Public Agenda had a major impact on education reform in the 1990s when our research and engagement work demonstrated that parents and taxpayers would be more receptive to reform goals such as “higher-order thinking skills” if they were first convinced that schools had “safety, order and the basics” under control.





### 3) Reach beyond the “usual suspects”

It’s easy to bring together those people who are already powerfully involved stakeholders in an issue, as well as those who love to sound off in public. Finding ways to include or represent the broader public, especially those whose voices have traditionally been excluded, is a more challenging proposition. This takes special effort at community outreach through networking strategies and the use of a variety of media and venues.

### 4) Frame issues for deliberation

Engaging citizens involves speaking their language and acknowledging their concerns. Expert-speak must be translated into the language that laypeople use and should address the public’s concerns. Framing an issue for public deliberation requires focusing more on values-related conflicts and broad strategies than on technical details and tactical minutiae, which are more the province of experts. It means, in essence, helping people wrestle with different perspectives and the pros and cons of going down different paths.

Framing for deliberation communicates that there are no easy answers and that many points of view are welcome and essential to the discussion. This technique (which Public Agenda calls “Citizen Choicework”) also helps people with very different levels of expertise engage both the issues and one another more effectively than a wide-open discussion with no structure.

### 5) Provide the right type and amount of information at the right time

It is helpful to provide people with carefully selected, essential, nonpartisan information up front in order to help them deliberate more effectively, but it is equally important to avoid overloading people with a “data dump.” Concise and thoughtfully presented information is useful, but too much all at once can result in people feeling overwhelmed by information. It plays to the experts in the room while disempowering regular citizens. Instead, beyond a few salient essentials, people should themselves determine, through their deliberations, the information that will allow them to move deeper into an issue. Enabling people to better determine their informational needs is one of the important purposes and outcomes of public engagement.

### 6) Help people move beyond wishful thinking

The trade-offs that are embedded in any issue that citizens must confront should be brought to the surface. A strong public engagement initiative will look for diverse ways to achieve realism and seriousness (not to be confused with humorlessness) in the public debate and help people move past knee-jerk reactions and wishful thinking. Challenging leaders who pander to people’s wishful thinking and providing corrective information once it’s become clear the public is “hung up” on a misperception or lacking vital information are key tasks here.

### 7) Expect obstacles and resistances

People are used to doing things in a particular way, and it is hard work to grapple with new possibilities. It may even threaten their identities or interests (or perceived interests) to do so. It therefore takes time, and repeated opportunities, for people to really work through problems, absorb information about the trade-offs of different approaches and build common ground.





### 8) Create multiple, varied opportunities for deliberation and dialogue

People need to go through a variety of stages to come to terms with an issue, decide what approach they are willing to support and figure out how they can make their own contribution.<sup>2</sup> A strong engagement initiative will be inclusive as well as iterative, giving people multiple and varied opportunities to learn about, talk about, think about and act on the problem at hand. Community conversations, “study circles,” online engagement strategies and media partnerships are a few of the possibilities.

### 9) Respond thoughtfully and conscientiously to the public’s involvement

It is critical that organizers, experts and/or leaders respond to the public’s deliberations. This is a matter, in part, of taking care to “close the loop” in any given round of engagement. For instance, participants should be informed of the ways their ideas and concerns are being incorporated into the work of problem solving among official decision makers. Moreover, it means taking the time to explain why some ideas are not being incorporated. Doing so deepens people’s understanding of the issues and fosters mutual respect.

Moreover, citizens who participate in the work of public engagement should be encouraged and supported to act on their deliberations and not just wait for officials to act on their behalf. This work is predicated on the idea that tough public problems require work on many levels by many parties. Well-designed engagement opportunities energize citizens and lead many to want to roll up their sleeves and get involved. Encouraging and enabling citizen action in response to public deliberation gives people a role and a way to contribute. Moreover, it gives them a personal stake in the success of the work.

### 10) Build long-term capacity as you go

When done well, each round of public engagement will set the stage for broader and deeper public engagement in the future. Engagement processes are not only exercises in public problem solving, they are civic experiments that help people learn how to better reach out to and include new people, frame issues for deliberation more effectively and meaningfully, facilitate dialogue and collaboration across boundaries that have not typically been broached, and build common vision and common ground that allow different kinds of people, with different interests and experiences, to work together to make headway on common problems.

The work should thus always operate on two levels simultaneously: On one level it is about addressing a concrete problem, such as improving education, public safety or jobs. On another it is about building what philosopher John Dewey called “social intelligence”—the capacity for a democratic community to communicate and collaborate effectively in order to solve its common problems and enrich its public life.

<sup>2</sup> Daniel Yankelovich, *Coming to Public Judgement: Making Democracy Work in a Complex World* (Syracuse University Press, 1991).



### III. Examples of Key Practices and Strategies

Various strategies and practices can be employed to engage citizens, each with its strengths and weaknesses. In this section we review several that have proven to be especially useful.

#### Focus Groups

Focus groups—essentially small-group research interviews—are a tool that can accomplish some, but not all, of the goals of public engagement. They are, for instance, an efficient means to inform leaders of the priorities and concerns of various stakeholders.

Moreover, there is no better way to prepare for the open give-and-take of, for example, Community Conversations than by exploring issues first via a few focus groups. Doing so can help you understand the public's starting point, frame the issue you wish to talk about, develop background materials, become aware of potential hot-button issues that can derail the dialogue, prepare moderator training materials and so forth.

But while focus groups achieve some public engagement goals, they do not achieve them all. They provide a reading of people's states of mind but do not, by themselves, help them develop their thinking very much. Focus groups can illuminate confusion but do not constitute the communication needed to correct it. They can distinguish those issues people are willing to delegate to leaders from those they want to have a say in, but focus groups do not necessarily give them much of a say. They clarify differences in priorities among various stakeholders but do not help communities work through those differences to build the common ground and collaborations that can best serve the varied interests of diverse stakeholders.

Nor does focus group research provide the public vetting of a solution that helps legitimize it. You can always argue that you received good input from many stakeholders via focus groups and that these were incorporated into your thinking and planning. But as focus groups are a controlled process, not a public one, they are also easy to call into question. "Who did you talk to? Why didn't I have a chance to participate? I wasn't there, so why should I trust the process?"

#### Strengths:

- Focus groups are an efficient way to gain input from various important stakeholders or from the community more generally. This can help you refine your plans, communicate about them more effectively and prepare for more ambitious engagement activities later on.
- They are a relatively controlled process, in that the information is yours to do with as you wish.

#### Weaknesses:

- Focus groups do not do as much to legitimize your plans with stakeholders and the community overall as do other, more "public" strategies. People are less likely to say that there was some kind of democratic process involved and therefore they should respect the approach you are bringing to bear to achieve your goals.
- They require some resources and expertise to do well.



## Stakeholder Dialogues

In contrast to focus groups, in which people are typically paid to participate and the agenda remains in the hands of the researcher, stakeholder dialogues are a less controlled process. Participants are not research subjects; they are peers, citizens who are voluntarily contributing their time and ideas. They'll tend to be more assertive if they have questions about the agenda. Compared to focus group participants, they'll feel less constrained about commenting to others—including, perhaps, the media, about what it is they've discussed.

These sessions can be with highly homogenous groups—a session with policy makers only, for example. Or, depending on your purpose, they can be more diverse, with several different stakeholders (for instance, sessions with community leaders, experts and policy makers combined). The idea is to engage people in productive dialogue about a problem or initiative, to elicit their interest and ideas about how to make it work.

### Strengths:

- Stakeholder dialogues allow you, as focus groups do, to target specific groups that are most important to your work.
- They tend not to cost much.
- They do not require much in the way of special expertise. While some designs will work much more effectively than others, stakeholder dialogues are closer than other engagement strategies to things that leaders have done many times before (such as lead meetings), and they can usually implement the strategy with little or no outside help.

### Weaknesses:

- They require time and care to do well.
- They do not raise general awareness and engagement throughout the broader community as effectively as larger and more diverse Community Conversations do (see next section).
- They can raise some issues of diplomacy because, as a practical matter, you will have to concentrate on some stakeholders more than others.





## Community Conversations

Community Conversations are opportunities to engage a broad cross section of a community in dialogue, including both specific stakeholders and average citizens. They are the most public of the three public engagement strategies we've discussed so far in the sense that these are large-scale civic events meant to include members of all sectors of the community on the issue at hand.

While there are several models that have been widely applied for broad-based community dialogue, most are variations on a basic set of principles, which, in Public Agenda's Community Conversations model, may be summarized as follows:

- Nonpartisan sponsors/organizers
- Diverse cross section of participants
- Small, diverse dialogue groups
- Nonpartisan discussion materials that introduce citizens to the fundamentals of an issue and help them weigh alternative solutions
- Trained, nonpartisan moderators and recorders
- Careful forum follow-up

These elements properly applied will create participative, productive, inclusive and effective community forums.

### Strengths:

- Community Conversations tend to reach the largest number of people and to gain the broadest (although not usually the most detailed) input.
- They can generate positive press coverage and raise general awareness.
- They can bring ideas, resources and partners to your initiative that you hadn't even considered.

### Weaknesses:

- They are labor-intensive and require a significant amount of lead time, especially to recruit diverse participants.
- If you are not already experienced in public forum work, you'll benefit from technical assistance to create useful discussion materials, develop organizing strategies, train moderators and recorders and form plans for moving from dialogue to action.
- They should not be one time affairs: You must be prepared to follow up with participants to keep them informed and give them productive ways to stay involved.



## Online Supports for Public Engagement

To date, practitioners of online public engagement have mostly been working on new and better ways to link up like-minded people. But to us, true public engagement must also mean bringing together diverse and *unlike-minded* people to think, talk and work together on shared problems, and there are very few good examples of accomplishing this via the Internet.

What is clear at this stage is that face-to-face approaches to public engagement, such as those discussed above, can be *strengthened* via online strategies. For example:

- Websites can be used to recruit participants and coordinate organizers.
- Online forums and comments boards can parallel face-to-face dialogues.
- Websites can disseminate deliberation materials for use beyond formal Community Conversations, such as by educators for classroom use or in “meet up” discussion groups that citizens form on their own.
- Websites can disseminate results and provide ways for face-to-face forum participants to continue their deliberations online, as well as develop action plans and create new collaborations. Online strategies can thus make a big contribution to the all-important matter of forum follow-up.

### Strengths and Weaknesses of Focus Groups, Stakeholder Dialogues and Community Conversations as Public Engagement Strategies

Type of Engagement Strategy	Strengths	Weaknesses
<b>Focus Groups</b>	Efficient way to gain input You maintain maximum control of information	Less effective than other strategies for legitimizing plans May require money and expertise to do well
<b>Stakeholder Dialogues</b>	Targets key groups Relatively inexpensive Requires minimal special expertise, technical assistance	Time-consuming Limited impact on community overall Can be politically tricky to include some stakeholders and not others
<b>Community Conversations</b>	Engages the most people Generates new ideas and partnerships Raises general awareness through direct contact, word-of-mouth and media attention	Usually requires technical assistance Labor-intensive, requires significant lead time Requires some level of ongoing follow-up






## IV. The Power of “Citizen Choicework”

To create the right conditions for effective public engagement in stakeholder dialogues and Community Conversations, Public Agenda regularly draws on qualitative research such as focus groups and interviews to inform the design of “Citizen Choicework” discussion starters. These discussion starters generally comprise three or four different perspectives on the issue at hand—distinct approaches with different strengths, weaknesses and trade-offs—that serve as a point of departure for carefully crafted and moderated engagement and dialogue.

The “choices,” though presented as discrete entities, are not intended to be treated as necessarily mutually exclusive. Rather, the framework is a means to help people disentangle key elements of a complex problem in such a way that they can discuss it more effectively and grapple with the conflicts and trade-offs involved. Thus, effective engagement is not about imparting the “right” answer. Rather, it is a matter of creating opportunities and space for citizens of different backgrounds, experiences and points of view to think together about different dimensions of an issue in a task-oriented manner.

Public engagement in this mode, which brings diverse stakeholders *to* the table while putting diverse ideas *on* the table, results in more common ground, more clarity about disagreements, clarification of lingering questions and concerns, and ideas for moving ahead collaboratively on the problem at hand. Moreover, as people from different backgrounds and with very different viewpoints are given the opportunity to *work together* in their deliberations, it builds mutual respect, deepens the sense of purpose for participants and helps create common ground.

For examples of Citizen Choicework discussion starters on a wide range of topics, case studies of our work and other information about Public Agenda’s research and engagement work, visit the Public Agenda Engagement Resource Center on our website at [www.publicagenda.org](http://www.publicagenda.org). 



Public Agenda's Center for Advances in Public Engagement (CAPE) researches, develops and disseminates new insights and practices that contribute to the field of public engagement. CAPE is dedicated to creating new and better ways for citizens to confront pressing public problems through dialogue, deliberation and collaborative action.

Public Agenda is a nonprofit, nonpartisan public opinion research and civic engagement organization. Founded in 1975 by former U.S. Secretary of State Cyrus Vance and Daniel Yankelovich, the social scientist and author, Public Agenda is well respected for its influential public opinion polls, balanced citizen education materials and ground breaking community-based engagement initiatives.

Visit [www.PublicAgenda.org](http://www.PublicAgenda.org), our Webby-nominated site that has been named one of *Time Magazine* Online's 50 Coolest Websites. It is a *Library Journal* Best Reference Source and is a *USA Today*, MSNBC and About.com recommended site. Public Agenda Online is the go-to source for unbiased facts, figures and analyses on issues ranging from education to terrorism to abortion to illegal drugs.

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# INCLUSIVE OUTREACH AND PUBLIC ENGAGEMENT GUIDE

*“The Race and Social Justice Initiative is not a single project, but an ongoing commitment to a new way of doing business, of working to overcome institutional racism and create the kind of community where equity in opportunity exists for everyone.”*

**– Mayor Mike McGinn**



April 2009 (Rev. 01/11/12)

Seattle Office for Civil Rights, 810 Third Avenue, Suite 750, Seattle, WA 98104, (206) 233-5199  
[seattle.gov/rsji](http://seattle.gov/rsji)



# CONTENTS

**The Inclusive Outreach and Public Engagement Guide** is intended to be a practical guide and resource for all City staff. It is also the basis for Citywide training on Inclusive Public Engagement. *This Guide contains the following:*

1. **Overview** -- covers the Race and Social Justice Implications of Public Engagement.
2. **Six Essential Strategies for Inclusive Engagement** – covers cultural competency, and six essential strategies for inclusive public engagement (*content provided by Reach Out*).
3. **Quick Guide** – a quick look at key elements of effective and inclusive public engagement.
4. **Inclusive Public Engagement Plan Worksheet** – worksheet to use in developing an inclusive public involvement plan.
5. **Public Engagement Matrix** – covers the five types of engagement and the tools and activities for achieving them.
6. **Evaluation Template** – a sample outline for evaluating a public involvement process
7. **Glossary** – definitions of key terms and tools and techniques.
8. **Attachments** – Executive Order 05-08 on Inclusive Outreach and Public Engagement; City’s Inclusive Public Engagement Policy; Outreach and Public Engagement Liaisons; Translation and Interpretation Policy

# 1. OVERVIEW

## **Inclusive Outreach and Public Engagement**

In 2005, Mayor Nickels established the Race and Social Justice Initiative (RSJI). The mission of RSJI is to end institutionalized racism in City government and promote multiculturalism and full participation by all residents.

To this end, in 2008 Mayor Nickels released Executive Order 05-08 on Inclusive Outreach and Public Engagement that commits all City departments to developing and implementing outreach and public engagement processes inclusive of people of diverse races, cultures, gender identities, sexual orientations and socio-economic status. This policy is designed to increase access to information, resources and civic processes by people of color and immigrant and refugee communities through the implementation of racially and culturally inclusive outreach and public engagement processes. The Inclusive Outreach and Public Engagement Execution Order:

- A) Acknowledges the barriers that people of color and immigrant and refugee communities experience in accessing City government or participating in public process.
- B) Recognizes diversity as both a strength and opportunity.
- C) Affirms that a healthy democracy requires outreach and public engagement that takes into account our communities' racial, cultural, and socio-economic complexity.

*Inclusive public engagement is about building strong and sustainable relationships and partnerships. One of the key components of making our public engagement processes responsive, inclusive and culturally appropriate is building the capacity of City staff to understand the implications of race, culture, and socio-economic status on public process. This guide is designed to provide City staff with the tools to:*

1. Create effective public processes and forums with opportunities for communities of color to fully participate.
2. Identify the impacts of institutionalized racism and cultural complexity on public process.
3. Identify and use instruments that help select racially and culturally appropriate public processes.
4. Identify strategies to generate increased interest and involvement in the entire spectrum of government processes and services.
5. Identify and use culturally appropriate stakeholder and data analysis tools that recognize and utilize communities' cultural assets and knowledge.



# 2. INCLUSIVE ENGAGEMENT

## THREE GUIDING PRINCIPLES

### **Enhance Relationships & Engagement:**

There is a greater likelihood of engagement from underserved communities when organizations take steps to enhance their relationships with those populations. Creating trusting relationships, increasing accessibility to facilities and services, and providing diverse opportunities to become involved, are key actions that reflect on organizational attitudes and values about developing equitable and sustainable engagement.

### **Enrich Knowledge Gathering:**

Strengthening connections with communities through knowledge gathering allows those constituents to play a key role in determining relevance and appropriateness of organizational programming. We must look beyond surveys as a means of gathering crucial data and feedback towards more personalized modes and means of this important task. In essence, exchanging information, rather than collecting it, provides an incentive for engaging in conversations and collaborations, as well as a greater sense of ownership in the outcome.

### **Embrace Organizational Change:**

In order for community engagement to flourish, organizations (and individuals that represent those organizations) must be open to organizational changes that are responsive to community insight and allow for shared power between communities and the organizations that serve them. The process and results of increased community engagement must go beyond activities to involve more community members, but rather become a prominent organizational value that drives everyday decision-making processes.

### **Goals of Public Engagement**

- Empower communities to make decisions for themselves
- Release the capacity and potential of communities
- Change relationships between service providers and communities

### **Racially and Culturally Appropriate Public Engagement Delivers Results**

- Better quality and responsive services and better outcomes
- Reduction of inequalities and greater ownership
- A better understanding of why and how services need to change and develop

### **Challenges of Implementing Racially and Culturally Appropriate Public Engagement**

- Relationship changes are time consuming
- Difficult to measure and undermine original power structure
- Conflict is inevitable

\*Reference: Emmel and Conn (2004), Hudson, (1999), London Department of Health, (2002)

## **CULTURAL COMPETENCY CONTINUUM**

### **What is the Continuum?**

The cultural competency continuum represents a spectrum into which we can place behaviors, attitudes, policies, and practices. This is intended to be a dynamic tool, since there is always room for growth and development in individuals, organizations, and institutionalized policies and practices.

### **Why do we use the Ladder?**

In assessing our capacity for cultural responsiveness, it is useful to have a tool that is focused on core ways to interpret the wide range of behaviors and attitudes that are expressed in the policies and practices of an organization. This tool provides the means to assess cultural relevance in current operational standards, as well as the framework to guide progression towards fully integrated institutionalization.

### **How can we use the Ladder to impact our work?**

Issues stemming from race and other cultural matters are quite broad and varied. Individuals and organizations will find that they are quite knowledgeable and proficient in some aspects of cultural consideration, and yet, may neglect asking crucial questions in another area. For instance, we may be acutely aware of making focus group (or other) accommodations for the hearing impaired community, but may not have a cache of options to make public health programs accessible to the P'urhépechan community (an indigenous Central American group that relies heavily on oral communication - Spanish is not their native language). When we begin to consider our approach to engagement with this community, we can gauge why mainstream strategies will have a lower effectiveness and work from a more culturally responsive foundation. Ultimately, the more our work stems from relevant aspects of racial and cultural identity, the greater our chances for effective outcomes and increased engagement from that community.

### **Please Read**

It is important to note that the examples in Blindness and Pre-Competence can be used as pieces in a more comprehensive approach to public engagement. It is intended that you use this ladder to consider alternate or additional strategies that reflect a culturally aware, multi-faceted approach to-wards more effective engagement.

# CULTURAL COMPETENCE CONTINUUM

STAGE	CULTURAL DESTRUCTIVENESS	CULTURAL INCAPACITY	CULTURAL BLINDNESS	CULTURAL PRE-COMPETENCE	CULTURAL COMPETENCE
	Where people actively belittle other cultures	Where people show no interest in or appreciation of other cultures	Where people treat all cultures as if they were the same	Where people have acceptance and respect for difference, and continue self-assessment	Where people unconsciously hold culture in high esteem, and use this to guide their lives/work
ASSUMPTIONS	<ul style="list-style-type: none"> <li>Forced assimilation</li> <li>Rights and privileges for only dominant group</li> </ul> <p style="text-align: center;">“We deserve this” “This is the ONLY and RIGHT way”</p>	<ul style="list-style-type: none"> <li>Lower expectations</li> <li>Maintain stereo-types</li> </ul> <p style="text-align: center;">“People choose not to be a part of the process” “This is just the way we do it here”</p>	<ul style="list-style-type: none"> <li>Differences ignored “treat everyone the same”</li> <li>Need/Problem based</li> </ul> <p style="text-align: center;">“I don’t see color, we are all just the same” “just give me a checklist”</p>	<ul style="list-style-type: none"> <li>Seeks advice/consultation</li> <li>Identifies what they are NOT capable of doing</li> </ul> <p style="text-align: center;">“Let’s just hire an expert” “Teach Me Phase”</p>	<ul style="list-style-type: none"> <li>Recognizes individual and cultural difference</li> <li>Develops new approaches</li> </ul> <p style="text-align: center;">“Let’s work together to truly empower communities”</p>
POWER DYNAMICS	Access and power are only given to a privilege group other members are purposely excluded	Education is still designed for privilege group and no accommodation is made t try to include other groups	No acknowledgement of power differences (institutional racism, classism, immigrant or refugee experience, etc.) power is still held by dominant group	Power differences are acknowledged, with some understanding but reliance on others (“experts”)	Target community has a role (real power) in education design and application
	<ul style="list-style-type: none"> <li>Exclusive Public Meetings</li> <li>“English Only” Approach</li> </ul>	<ul style="list-style-type: none"> <li>Traditional “Town Hall” model</li> <li>The “Bootstrap” Mentality</li> </ul>	<ul style="list-style-type: none"> <li>Translated Newsletters</li> <li>Multicultural Festivals</li> </ul>	<ul style="list-style-type: none"> <li>Consult with or hire (one) member of an ethnic community</li> <li>Special (one time) Programs</li> </ul>	<ul style="list-style-type: none"> <li>Native American Art and Storytelling</li> <li>(target population designs process, holds real power)</li> <li>Trusted Advocate Model (power sharing)</li> </ul>

Adapted from: Cross, T.L., Bazron, B.J., Dennis, K.W., & Isaacs, M.R. (1989). Towards a culturally competent system of care volume 1: A monograph on effective services for minority children who are severely emotionally disturbed. Washington D.C. CASSP Technical Assistance Center, Georgetown University Child Development Center.

## **SIX ESSENTIAL STRATEGIES FOR INCLUSIVE ENGAGEMENT**

Effective community engagement takes careful planning and acknowledgement that each population that we work with is a unique opportunity to broaden our understanding of what makes a community.

To help you think about ways to use each strategy, we have provided critical questions to consider, as well as successful examples to illustrate creative ways to connect with your target group.

### **1. Build personal relationships with target population**

*Q1 Are there key individuals or constituents you already have or should be building a relationship with?*

*Q2 Are there venues for you to attend or explore to find out who are natural community leaders?*

- Informal/Community driven gatherings that are appropriate to attend
- Connect with the individuals in this community/population

### **2. Create a welcoming atmosphere**

*Q1 Does your process reflect, honor, and welcome the community?*

*Q2 Do the venues you choose invite participation and engagement?*

- Hire staff or consultants from the community or that reflect the target population
- Choose gathering places that are comfortable and that are conducive to the interactions that you want to have

### **3. Increase accessibility**

*Q1 Are there issues/barriers (language, location, time, transportation, childcare, food, incentives, appeal, power dynamics, etc.) that should be considered throughout the whole process?*

*Q2 Are there ways to increase the level of input a community has in a process?*

- Selecting the most appropriate and effective communication method to promote engagement opportunities
- Decrease barriers to attendance or effective communication at events

#### **4. Develop alternative methods for engagement**

*Q1 Do you have non-traditional methods of outreach to get people involved?*

*Q2 Do you offer multiple ways for contributing input and feedback?*

- Provide opportunities for social interaction and relationship building
- Provide opportunities for community members to give feedback in photographic, voice recorded, or video formats

#### **5. Maintain a presence within the community**

*Q1 Are there community driven events that you can participate in and that people will already be gathering for?*

*Q2 Do community members see you out, regularly, in the community?*

- Attend community driven events and activities (think non-traditional)
- Establish places in the community that people can have sustained, informal interactions with you

#### **6. Partner with diverse organizations and agencies**

*Q1 Are there organizations that currently have relationships with your target populations that you can connect with (remember to consider power dynamics)?*

*Q2 Have any agencies or organizations successfully implemented similar programs or initiatives (perhaps on a smaller scale or in another community) that you can solicit advice from?*

- Connect with organizations who are already culturally tied to the target community or are currently providing services to your target population
- Create a network of services that eliminate gaps or reduce redundancies for the target population



# 3. QUICK GUIDE

## KEY STEPS TO INCLUSIVE PUBLIC ENGAGEMENT

What To Do	How To Do it
<b>Define Scope of Work</b>	<p><b>Identify the decisions to be made</b> and determine where and how the public can influence decisions – use this to define the public’s roles.</p> <p>Identify racial and ethnic population affected by the process or project. Does this project impact racial disparity? Institutional racism? Multiculturalism?</p>
<b>Identify Stakeholders</b>	<p><b>Identify the stakeholders.</b> Who does this affect directly or indirectly, positively or negatively? Who is taking a risk, who has responsibility?</p>
<b>Define Roles</b>	<p><b>Define roles for the public, your department, and other stakeholders.</b></p> <p>Who else in your department is involved? How about other agencies? Other institutions and organizations in the community? Elected officials?</p>
<b>Incorporate Racially and Culturally Appropriate Engagement Activities</b>	<p><b>Assess scope of work for incorporating the six strategies for more inclusive engagement.</b></p> <p>Identify relationships with communities of color, create a welcoming atmosphere at all events, insure accessibility for all participants, develop alternative and culturally appropriate methods for engagement, maintain an ongoing presence in the community and develop partnerships with organizations or color.</p>
<b>Create an Inclusive Public Engagement Plan</b>	<p><b>Prepare a public engagement plan.</b> Include key activities, milestones, and products on the project timeline.</p> <p><b>Develop a detailed work plan that includes specific engagement activities based on an overall strategy.</b> Identify and make use of appropriate tools consistent with the defined roles, issues, audience, and resources.</p> <p>Be specific in creating goals for engaging racial and ethnic communities.</p>

What To Do	How To Do it
<p><b>Staffing &amp; Organization</b></p>	<p><b>Designate a lead public involvement staff, key team member with project manager.</b></p> <p><b>Establish the staff/resource needs</b> for public involvement at the outset – from communications staff, or outside facilitators and consultants. Include potential translation and interpretation costs.</p> <p><b>Identify an internal team to use for advice:</b> Set up initial and regular times to meet with them for updates and advice.</p>
<p><b>Communications &amp; Outreach</b></p>	<p><b>Create a clear identity and message</b> for the project from the outset.</p> <p><b>Carry out broad outreach</b>, using multiple communications tools to reach the diversity of stakeholders (e.g. mailed and printed information, website and email lists, cable TV and PSA's)</p> <p><b>Include targeted outreach</b> to communities of color and other affected groups that tend not to participate (consultations with leaders; info at community events, speakers, etc.)</p> <p><b>Have a single contact point</b> for the public (e.g. a hotline and/or email address) to provide easy access to the public to get information and provide input, on the project.</p> <p><b>Use the media strategically</b> – press releases, feature stories, op-ed's, news conferences to announce initiation of project; key milestones and decision-points. Focus on community newspapers and programs, including ethnic media.</p> <p><b>Use public facilities</b> – branch libraries, community centers, neighborhood service centers as information repositories to provide ongoing information on the project.</p> <p><b>Use technology to promote an interactive public process – use your agency/organization's website</b> to provide information and opportunities for feedback through the life of the project.</p>

What To Do	How To Do it
<p><b>Decision Makers</b></p>	<p><b>Keep decision-makers informed</b> – from reviewing the scope of the public involvement plan to updates after events/activities.</p> <p><b>Prepare and present a final report</b> on the results of public involvement and how it has affected the project outcome – through periodic briefings.</p>
<p><b>Accessibility &amp; Transparency</b></p>	<p><b>Make sure the process is open and accessible to all stakeholders</b> – initial and ongoing outreach, communications, engagement activities and feedback.</p> <p><b>Ensure that the public involvement process is “transparent.”</b> Make information accessible – project related information and results from public involvement and how it is being incorporated into the project process.</p> <p>Regular updates (on the Web posting, through newsletters or postcards, etc.) are an important way to do this.</p> <p>Staff contact and relationships with key stakeholder groups is also effective in providing transparency.</p>
<p><b>Evaluate the Process</b></p>	<p><b>Include evaluation of the overall process and of specific public activities</b> -- It is critical to learn from your experience, replicating what works; changing what didn't work.</p> <p><b>Use evaluation forms</b> at meetings/activities; online feedback to obtain information from stakeholders (not just the public, but other agency staff, institutions, etc. who are participating in the process).</p> <p>Track and record participation in the process by communities of color.</p> <p><b>Include results of the evaluation in your report to decision-makers.</b></p>

# 4. PLAN

## **INCLUSIVE PUBLIC ENGAGEMENT PLAN**

Identify the need for and purpose of public engagement. Identify the appropriate level of community involvement with staff and through early consultation with key stakeholders. Develop a public involvement plan, including strategies for inclusive engagement.

The following three steps are recommended before filling out the rest of the worksheet:

	<b>Description</b>
<b>Step 1</b>	Review inclusive engagement strategies (see Section 2), and the and the public engagement matrix (see Section 5).
<b>Step 2</b>	Identify appropriate staff to complete the analysis; determine whether Change Team and/or Core Team assistance would be beneficial. The Department of Neighborhoods' District Coordinators and the Customer Service Bureau are also key resources for your public engagement planning.
<b>Step 3</b>	Collect data necessary for completion of the Racial Equity Impact Analysis (see sidebar for resources).

### **1. What is the scope and goals of the issue/process?**

**Provide description:** (Does it build on something existing or is this new? Is it demographically based? Citywide versus smaller geographic area; non-geographic; affects everyone equally or some groups more than others. What is the final product?)

**Does the proposed project/issue directly or indirectly impact** (check all that apply):

- Racial disparity (different outcomes for individuals based on race. e.g. are some services benefiting some communities more than others.)
- Institutional Racism (policy or program change that impacts communities of color.)
- Multiculturalism (equal rights and respect for all cultural groups. Creating the conditions for understanding, respect and interaction between cultures.)

### **RESOURCES:**

*Department Change Teams can assist in thinking through potential impacts of the proposed project or process.*

*Department of Neighborhoods Public Engagement Toolkit.*

*Demographic data and maps*  
<http://www.census.gov/>

*Language maps and lists of interpretation and translation vendors*  
<http://inweb/immigrantsrefugees/#interpretanspolicy>

*'Disparities': A snapshot of Seattle*  
[inweb.ci.seattle.us/rsji/docs/RSJ\\_stats\\_sheet-final.pdf](http://inweb.ci.seattle.us/rsji/docs/RSJ_stats_sheet-final.pdf)

Raise Awareness (Explicitly educates about the importance of historical and contemporary facts regarding race, racial disparities, and/or culture.)

Please describe:

Who's affected by the proposed project/policy?

General population \_\_\_\_\_

Race and ethnic population \_\_\_\_\_

Specific groups \_\_\_\_\_

Specific area(s) \_\_\_\_\_

Please describe how these groups are affected:

**3. What is the timeline for completion of this process?**

Deadline for project completion: \_\_\_\_\_

Describe Timeline: (Include any legal requirements (e.g. SEPA), political commitments, and staff goals.)

**RESOURCES:**

*Department of Neighborhoods Public Engagement Toolkit.*

*Demographic data and maps*  
<http://www.census.gov/>

*Language maps and lists of interpretation and translation vendors*  
<http://inweb/immigrantsrefugees/#interpretanspolicy>

*'Disparities': A snapshot of Seattle*  
[inweb.ci.seattle.us/rsji/docs/RSJ\\_stats\\_sheet-final.pdf](http://inweb.ci.seattle.us/rsji/docs/RSJ_stats_sheet-final.pdf)

**4. What is the public's perspective in this process/project? What degree of public influence is possible?** (It is important to manage expectations. Be clear about what you want participants to contribute to the process, what they will gain from taking part, and the extent to which their input can influence decision-making.)

What are the objectives in involving the public in this process/project?

To help with policy making:

- Use it to define the problems, to find solutions, or both.
- Establish the complexity of an issue.
- Develop innovative policy options.
- Test out ideas.
- Build consensus.
- Identify and understand the risks.
- Find the most effective and cost-efficient solutions to problems.

To help relations with community:

- Ensure community feels heard on the policy-making process.
- Sharing with community the pros and cons of policy options.
- Building relationships with specific racial/ethnic communities.
- Strengthening relationships between constituencies.
- Developing alternative methods for public engagement for racial/ethnic communities.
- Partnering with community organizations.
- Maintaining and deepening relationships within a community.

Please describe:

What are the constraints to public influence?

- Previous City commitments
- Funding limitations (amount; how it can be used)
- Legal constraints (laws that constrain scope and/or solutions)
- Other: \_\_\_\_\_

Please describe:



Public Role: (check all that apply)

**Inform** (Educate the public about the rationale for the project or decision; how it fits with City goals and policies; issues being considered, areas of choice or where public input is needed.)

**Consult** (Gather information and ask for advice from citizens to better inform the City's work on the project.)

**Collaborate** (Create a partnership with the public (key stakeholder groups) to work along with the City in developing and implementing the planning process or project.)

**Shared Decision-making** (Decision-makers delegate decision-making power to stakeholders or give them a formal role in making final decisions to be acted upon.)

Describe any legally mandated public involvement (e.g. SEPA):

## 5. What type of decisions are to be made in this process?

Describe nature of decision: (What is the decision to be made?

Who do they affect? Who influences and who makes the decisions?

Who puts together the recommendations for making the decision?

Who makes the decision?)

Who are the Decision-makers? (check all that apply)

Mayoral priority

Council priority

Other level of government: \_\_\_\_\_

Appointed officials: \_\_\_\_\_

Other Decision-makers: \_\_\_\_\_

**6. Who are the stakeholders in the process?** (Include all who are affected: client, sponsor, influencers, end users, “bystanders,” media, others affected by the process/action. Pay particular attention to identifying those who typically don’t participate or have a voice, but who are affected like people of color, immigrants, low income households, elderly, youth, etc.)

Identify specific stakeholders:

General Public:

---

Racial/Ethnic Groups:

---

Community Based Organizations (advocacy groups, non-profit agencies):

---

Private Sector (business community, development community):

---

Decision makers (Department Director; Mayor; Council; other legislative bodies):

---

City Department(s):

---

Other Public Agencies:

---

Other (those directly affected by the outcome):

---

**RESOURCES:**

*Lists of community organizations by geographic area can be found on the Department of Neighborhoods Public Engagement Toolkit.*

*Department of Neighborhoods District Coordinators and department Public Engagement Liaisons can also be called upon for advice.*

**8. What are the stakeholders' interests/concerns?** (Consult with community representatives such as the Immigrant and Refugee Advisory Board as "sounding boards" to help address questions. List the interests/concerns for each stakeholder group.)

What changes do they want and what do they want left unchanged?

What are their expectations?

What resources do they have?

How can they benefit from the policy/project?

How would they be affected by the risks? (Are they harmed?)

What relationships do they have with others?

***Check In #1: Project Lead check-in with department leadership and communications staff and other departmental staff for advice/approval of initial assessment of stakeholders and roles.***

**9. Is there a need for an advisory group or community partnership?**

How will this be accomplished? (Will you use or build on an existing group or to create a new advisory group? What is the purpose of the group? Specify resources needed.)

**10. What is the basic communications strategy and goals for the project?**

What are the key messages that need to be shared about the project?

What is the strategy for communicating with the media? (Include strategies for working with Ethnic media outlets)

What are the translation and interpretation needs of the project?

**11. What public involvement tools/activities are appropriate for the project?**

Describe engagement tools/activities: (Refer to the Public Engagement Matrix (section 5) to determine types of appropriate engagement. e.g. survey, public meeting, etc.):

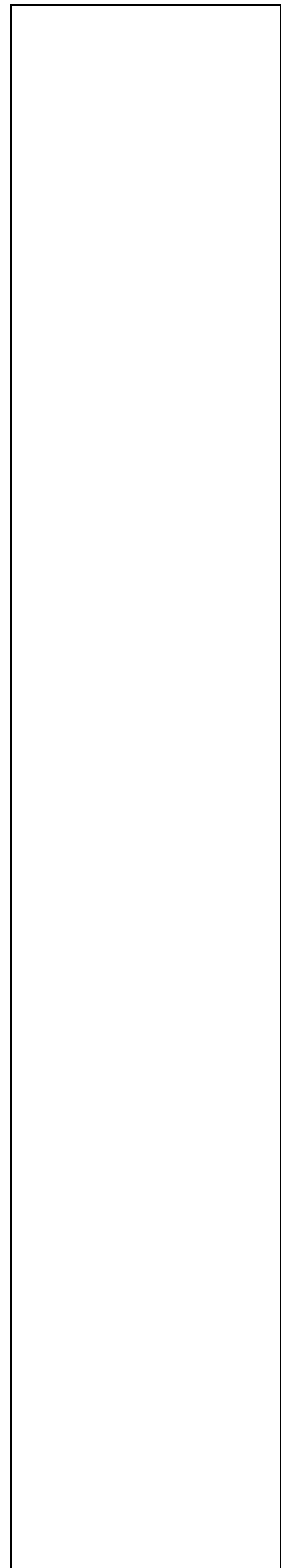
Do the tools/activities achieve inclusive engagement?

(Review the six essential strategies for inclusive public engagement.)

**Build personal relationships with racial/ethnic community** –

Activity deepens existing relationships or establishes new relationships.

**Develop alternative methods for engagement** – Approach provides multiple ways for contributing input and feedback and direct communication with racial and ethnic community.



- Partner with diverse organizations and agencies** – Activity provides opportunity to collaborate with organizations of color and draws upon leadership from communities of color.
- Maintain a presence within the community** – Activity builds upon presence in community, or establishes ongoing relationship.
- Increase accessibility** – Activity takes into account language and barriers to participation like location, time, transportation, childcare, and power dynamics.
- Create a welcoming atmosphere** – Activity reflects the culture of the community and is welcoming.

**12. What resources and responsibilities are needed to carry out the public involvement activities?**

Staff Responsibilities and Roles (Project manager, public involvement lead, other staff)

Community responsibilities and roles (if applicable):

Funding needs – communications, public events, consultant services

**RESOURCES:**

*See Public Engagement Matrix and Glossary for explanations of different types of engagement activities.*

*Review Section two of Guide: “Six Essential Strategies for Inclusive Engagement.”*

**13. What is the public involvement schedule?**

**Develop a timeline and month-by-month calendar** of tasks and activities for public involvement. Show how these are connected to project timeline and milestones. In developing these schedules, work back from deadlines to determine what types of involvement is possible given timeframe and deadlines for the project.

Key Dates:

**14. What are the reporting mechanisms?** Identify products that document and report on the outcomes of the public involvement.

- Media/communications pieces (press packet, news release)
- Progress report(s)
- Final report
- Formal recommendations
- Briefings and presentations for decision-making bodies (involve community participants)

Describe:

***Check in #2: Check in with department leadership and communications staff on proposed public involvement strategy/tools, resource needs and responsibilities, and coordination with other projects.***



## 5. PUBLIC ENGAGEMENT MATRIX

Type of Engagement	Goal of Participation	Tools/Activities	Inclusive Engagement Techniques	Indicators/Evaluation
<p style="text-align: center;"><b>INFORM</b> (required for all types of engagement)</p>	<p>Educate the public about the rationale for the project or decision; how it fits with City goals and policies; issues being considered, areas of choice or where public input is needed.</p> <p><i>Message to the Public:</i> To keep everyone informed.</p>	<ul style="list-style-type: none"> <li>- <i>Fact Sheets</i></li> <li>- <i>Brochures</i></li> <li>- <i>Websites</i></li> <li>- <i>Open Houses</i></li> <li>- <i>Exhibits/displays</i> (in public areas)</li> <li>- <i>Newsletters</i> (mailed/online)</li> <li>- <i>Newspaper articles</i></li> </ul>	<p>Translation of all key documents.</p> <p>Interpretation at events.</p>	
<p style="text-align: center;"><b>CONSULT</b></p>	<p>Gather information and ask for advice from citizens to better inform the City's work on the project.</p> <p><i>Message to the Public:</i> Will keep everyone informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.</p>	<ul style="list-style-type: none"> <li>- <i>Focus groups</i></li> <li>- <i>Surveys, interviews, and questionnaires</i></li> <li>- <i>Public Meetings</i></li> <li>- <i>door-to-door</i></li> <li>- <i>Workshops and working sessions</i></li> <li>- <i>Deliberative polling</i></li> <li>- <i>Internet</i> (interactive techniques)</li> </ul>	<p>Translation of all key documents.</p> <p>Interpretation at events.</p> <p>Provision of Childcare.</p> <p>Culturally appropriate food.</p> <p>Individual meetings with community leaders.</p>	

Type of Engagement	Goal of Participation	Tools/Activities	Inclusive Engagement Techniques	Indicators/Evaluation
<b>COLLABORATE</b>	<p>Create a partnership with the public (key stakeholder groups) to work along with the City in identifying problems, generating solutions, getting reactions to recommendations and proposed direction.</p> <p><i>Message to the Public:</i> Will work with the public to ensure that their concerns and issues are directly reflected in the alternatives developed and show how public input influenced the decision.</p>	<ul style="list-style-type: none"> <li>- <i>Citizen Advisory Committee/ Liaison Groups</i></li> <li>- <i>Visioning</i></li> <li>- <i>Consensus building</i></li> <li>- <i>Participatory decision-making</i></li> <li>- <i>Charrettes</i></li> <li>- <i>Implementation Committee</i></li> </ul>	<p>Translation of all key documents.</p> <p>Interpretation at events.</p> <p>Provision of Childcare.</p> <p>Culturally appropriate food.</p> <p>Individual meetings with community leaders.</p>	
<b>SHARED DECISION-MAKING</b>	<p>Decision-makers delegate decision-making power to stakeholders or give them a formal role in making final recommendations to be acted upon.</p> <p><i>Message to the Public:</i> Will implement what the public decides.</p>	<ul style="list-style-type: none"> <li>- <i>Citizen juries</i></li> <li>- <i>Ballots</i></li> <li>- <i>Delegated decisions to specific representative citizen body or to voters</i></li> </ul>	<p>Translation of all key documents.</p> <p>Interpretation at events.</p> <p>Provision of Childcare.</p> <p>Culturally appropriate food.</p> <p>Individual meetings with community leaders.</p>	

# 6. EVALUATE

## **EVALUATING PUBLIC ENGAGEMENT**

An evaluation should be completed to document the effectiveness of the public involvement process and its level of inclusion. The following criteria provide a guide to assessing this effectiveness. Input from the community, staff, other City and agency stakeholders should be solicited to evaluate the public involvement efforts.

### **Criteria:**

#### **Public's role is identified in scoping the project.**

1. Reflects maximum possible influence that can be exerted by the public on the outcome/decisions.
2. Fully reflects the diversity of the community.
3. Is coordinated with key milestones and phases of the planning project/process.
4. Is feasible in terms of time and resources.
5. Stakeholders are fully identified, including their interests.

#### **Public involvement plan is developed for the entire project.**

1. Public Involvement plan clearly identifies public's role.
2. Public involvement plan includes strategies for inclusive engagement and incorporates alternative approaches for engagement.
3. Public Involvement plan is clearly communicated to all stakeholders, including decision-makers, various public and private interest groups and staff.
4. Public Involvement plan includes specific activities, information, staff resources, and relationship to project milestones, and time line.
5. Public Involvement plan includes mechanisms for ongoing communication and feedback with general public and stakeholders throughout the project.

#### **Public involvement results are clear and have been incorporated into the project.**

1. Both the process of public involvement and the results are documented (what the public said and how their input, advice or work was used).
2. The diversity of the involvement was documented (e.g. number of people of color participating).
3. Results of public involvement are communicated broadly to people who were involved, to the broader public, and to decision-makers.

#### **The public involvement process is deemed successful.**

1. All stakeholders (community participants and their constituencies, affected agencies, decision-makers) are satisfied that the process has been fair, accessible and has been effective in appropriately involving the public.
2. The process was inclusive and reflective of the community.
3. Decision-makers are able to make decisions based on the public involvement results and staff recommendations/proposals.

# 7. GLOSSARY

## TERMS

**Community members** are residents, customers, business owners and others who live, work or otherwise engage in activities with the City of Seattle. More specific communities of interest may exist for a specific program or policy. Communities of interest may share a common geographical location, interest or attribute.

**Cultural competency** is behaviors and actions that reflect and respond effectively to the racial, ethnic, cultural and linguistic experiences of the communities involved with a particular program, policy or procedure.

**Cultural relevancy** is programs, policies and/or procedures that respond to and are reflective of the needs of a person's and/or community's racial, ethnic, cultural and linguistic experiences.

**Culturally and racially inclusive outreach and public engagement** are public processes that ensure the participation of people of color, immigrant and refugee communities, and low income people in City outreach and public engagement processes.

**Decision maker** refers to those who are authorized to make final decisions on project and policy outcomes. In the public sector, elected and appointed officials hold this responsibility.

**Employee Language Bank** is an internal resource that lists City employees who have volunteered their foreign language skills and time to assist with the short-term, usually under an hour, language needs of persons seeking access to City services and City departments.

**Facilitator** is a person assigned to manage a meeting, event, or process. This person is usually viewed as a neutral party. The facilitator is responsible for ensuring participation, helping the group maintain focus, knowing when to move or to slow down, avoiding repetition, and dealing with problem people and situations.

**Stakeholder** refers to any person or group that has an interest in or is affected by the action or process in question. Stakeholders include residents, business operators and owners, property owners, non-profit, public and private agencies and organizations. Identifying the full spectrum of stakeholders is on the early and critical steps in developing an effective public involvement strategy.

**Institutional racism** is organizational programs, policies or procedures that work to the benefit of white people and to the detriment of people of color, usually

unintentionally or inadvertently. **Interpretation** is the oral rendition of a spoken message from one language to another, preserving the intent and meaning of the original message.

**Language Line** is a commercial interpretation service accessed through the telephone.

**Multiculturalism** is equal rights and respect accorded to all cultural groups. Multiculturalism creates the conditions for understanding, respect and interaction between cultures and equality of opportunity for all cultures.

**Outreach** is activities intentionally employed to make contact and potentially develop working relationships with specific individuals and/or groups for purposes including, but not restricted to, sharing information, education, or service provision.

**Outreach and Public Engagement Liaisons** are City staff designated by their departments to serve as resources to conduct racially and culturally competent outreach and public engagement processes.

**Public Engagement** is activities that intentionally enable community members to effectively engage in deliberation, dialogue and action on public issues and in the design and delivery of public services.

Developing and sustaining a working relationship between government and one or more community groups, to help both to understand and act on the needs or issues that the community experiences

**Primary languages** are languages other than English spoken by the largest numbers of City residents, based upon data from the Federal Census, Seattle Public Schools, Seattle Municipal Court, and City Call Centers. These languages are divided into two tiers. The first tier includes the top seven languages spoken in Seattle and the second tier includes languages spoken by at-least 2000 Seattle residents.

The 1st tier languages are:

Spanish, Vietnamese, Cantonese, Mandarin, Somali, Tagalog, and Korean

The 2nd tier languages are:

Cambodian, Amharic, Oromo, Tigrinya, Laotian, Thai, and Russian

**RSJI Outreach and Public Engagement Consultant Roster** is a list of RSJI outreach and public engagement consultants who have demonstrated expertise and experience in designing and implementing racially and culturally inclusive strategies for outreach and public engagement.

A person with **limited English proficiency** (LEP) cannot speak, read, write or

understand the English language at a level that permits him or her to interact effectively with City staff.

**Racial disparity** is differences in outcomes or community conditions based on race. Examples include different outcomes in health, education, environment and criminal justice outcomes based on race.

**Translation** is the conversion of written communication from one language to another in a written form. An accurate translation is one that conveys the intent and essential meaning of the original text.

## **TOOLS AND TECHNIQUES**

**Advisory Committee** is a group of representative stakeholders assembled to provide advice and input into the planning and decision-making process. It serves the following purposes:

- Create a balanced group of stakeholders to provide advice on the project and on the public involvement process.
- Allows for more detailed analysis for project issues with a more informed group of the public (including people with expertise in relevant issues and policies).
- Can be a forum for developing consensus or compromise on controversial issues.

**Charrette** is an intensive brainstorming session (usually over several days) where volunteer participants sketch and illustrate their ideas for planning and design solutions and present them to the community. It is often designed to bring together academics, planning/design professionals, and students for a creative, intensive, and collaborative process.

**Focus Group** is a group interview and discussion where a small group (usually 8 – 12) people respond to a specific concept or subject. It is a quick and focused means of generating ideas and getting reactions. Focus groups help you understand different groups' perceptions and expectations and can help identify questions and issues that can shape broader public participation and planning proposals.

**Interview** is a one-on-one structured discussion with either a random sample or selected representatives of the spectrum of stakeholders. Interviews are used to gather information about people's issues and perspectives on an individual basis, providing confidentiality that can result in more candor about issues and concerns.

**Open House** is a form of public meeting that provides a less structured venue for the public to learn about and provide input to a project or process. This occurs through displays, questions to



staff/experts who are on hand, and often opportunities to fill out comment forms or questionnaires. As its name implies, people can come for any amount of time during the scheduled event, providing flexibility for those with limited time for such events.

**Public Workshop** is a structured public event, aimed at both informing the public and engaging them in giving advice and input on specific issues and alternatives. Public workshops usually combine presentations with small group break out sessions. They require more planning and use of staff with facilitation and writing skills.

**Roundtable** is a focused discussion with a group (usually 8 – 16) of people who are brought together to talk about a specific issue. Usually participants are provided information in advance and the sessions are facilitated, but chaired by the process sponsor. Note takers record information and key points are summarized. This type of group can be used periodically during a lengthy process as a sounding board to provide input and guidance.

**Surveys** are an important information-gathering tool that can be effective in reaching a broad spectrum of the public, particularly those who do not typically participate in public participation events and processes. They can be used for one-shot assessments of public preferences and opinion or as an ongoing tool to track changing community demographics and needs.

**Technical Committee** refers to a group of technical experts who are asked to provide advice on the technical aspects of a planning, policy or physical development project. Like an advisory committee, this group is formally established with a clear task description and adequate information and staffing to perform their work.

**Trusted Advocates** is an approach that engages residents by finding leaders in various ethnic communities who have the confidence of their community and already are doing advocacy for them, and who can serve as an effective bridge and broker to the community for public agencies. Frequently paid for through stipends, these positions can be critical in involving historically underrepresented communities.

**Working Group/Session** refers to a more informal way of involving interested participants in helping professional staff develop and assess alternatives in a project.

## 8. ATTACHMENTS

- A. Executive Order 05-08 on Inclusive Outreach and Public Engagement.
- B. City's Inclusive Public Engagement Policy.
- C. Translation and Interpretation Policy.
- D. Outreach and Public Engagement Liaisons.

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Section 2.2  
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ALIGNING VISION WITH  
IMPLEMENTATION:  
SMALL AREA PLANS

*Background*

According to the Virginia American Planning Association (VAPA,) aligning zoning ordinances with comprehensive plans is an established “best practice.” (See *Managing Growth and Development in Virginia: A Review of the Tools Available to Localities 2009*, by VAPA.) The last time Charlottesville aligned its vision and zoning was in 2003, in the wake of the adoption of the 2001 Comprehensive Plan. Although many code changes were made at that time, the following discussion focuses on those that impacted the thirteen corridors identified as “growth areas” by the Torti-Gallas/Charles Lesser Corridor Study in 2000.

In keeping with the Torti-Gallas Study, the 2001 Comprehensive Plan called for mixed-use zoning with higher allowable densities coupled with clear urban design criteria for each of the thirteen “growth” corridors (from building massing and parking placement to sidewalks wide enough for two people to walk abreast, i.e. 7'-18.'). These criteria were intended to elevate the quality of the pedestrian experience as the intensity of development and levels of pedestrian activity increased. Design guidelines were subsequently developed for the Architectural Design Control Districts (ADCD,) Historic Conservation Overlay Districts (HCODs) and

Entrance Corridors however their relative lack of specificity did leave more room for interpretation. ADCD and HCOD guidelines appear to be more focused on the character of the architecture than that of the public street. Furthermore, not all of the original thirteen corridors became entrance corridors or fell within an ADCD, despite the fact that all were rezoned to be higher density, mixed-use. (Cherry Avenue is neither an ADCD or entrance corridor while Water and West Main Streets are only ADCDs.) Development projects within these designated areas were subject to the discretionary review of either a Board of Architectural Review (BAR) or the Planning Commission acting as the Entrance Corridor Review Board (ECRB.) The next attempt to engage the community took place during “Design Day” in 2005. The resulting recommendations were appended to the 2007 Comprehensive Plan, but no changes were made to the zoning ordinance.

*Findings*

In the thirteen years since the Torti-Gallas Study, Charlottesville has developed a significant amount of its remaining “green-field” sites through the use of Planned Unit Development (PUD) Districts but the thirteen corridors identified as “growth areas” in 2000 have not met the “build-out” targets established by the 2001 Comprehensive Plan. Although this green-field development has raised revenue, the more significant fiscal impact could be argued to be the failure to aggressively infill and redevelop the original thirteen corridors as per the 2001 Comprehensive Plan. (See Appendix, Items A and B.) Second, there is also general consensus among PLACE Design Task Force members that the quality of our public streets from a

pedestrian and multi-modal perspective is very low. Sidewalks are too narrow (typically 5' wide,) broken, discontinued and cluttered with obstacles such as telephone poles, making it difficult to walk two-abreast. Street trees are often unhealthy or non-existent in many places, making walking in the summer uncomfortable especially for our most vulnerable populations (i.e. children and seniors.) Curb cuts are extensive thereby increasing potential conflicts with motorists. Buildings do not consistently transition grades resulting in imposing retaining walls on either the public street frontage or along the rear lot edge. Areas not covered by any kind of overlay district are typically governed exclusively by regulations that focus on land-use and automobile mobility and storage, not built-form or the needs of the pedestrian. Third, the persistence of acres and acres of underutilized asphalt parking lots along our “growth corridors” represents an underutilization of scarce valuable land at a time when we need more housing of all types and income ranges, more space to grow our emerging industries and better storm-water management techniques.

In short, current policies and implementation tools that rely heavily on the use of PUDs and “by right” zoning, ironically may have incentivized greenfield site development at the expense of the more challenging gray-field sites along the corridors. PUDs seem to leave much to the discretion of the developer and require no adherence to an overarching master plan. As a result there may be a lack of coherence and predictable quality control. Some PUD projects are well-designed from a pedestrian and contextual standpoint, but others are not. By right zoning, especially within mixed use and high density residential zones, operates under

no design constraints and seemingly defaults to suburban, car-oriented development patterns that can compromise the quality of the public street and disrupt the pedestrian scale of the surrounding neighborhoods. Yet it appears that it is these parcels that have been developed most frequently since the Torti-Gallas Study in 2000. In contrast, many growth corridors (but not all) have design guidelines to follow with discretionary review by the BAR or ECRB. Unpredictable processes may result in increased time and money for applicants however, when reviews are extended or deferred. In addition, land use requirements call for mixed uses in all buildings within a mixed use corridor, which is not always economically feasible. Plus, fragmented ownership of many relatively small parcels can make land assembly extremely challenging. Another irony is that in spite of the mixed use zoning designations, design guidelines, control districts and review processes currently in place, approved projects have not always contributed to walkable, environmentally sustainable and economically vibrant spaces along our public streets.

Finally, comments from the development community, review boards and public alike suggest substantial frustration when trying to redevelop our “growth areas.” Anecdotally, developers complain of myriad, vague design guidelines and limited design direction during extended discretionary reviews. During a joint work session with the BAR and the PLACE Design Task Force, several BAR members expressed frustration with developers submitting incomplete packages. (This concern has been echoed by some Planning Commissioners.) Informal conversations with neighborhood residents suggest that there is a sense that

government caters to the development community at the expense of local character and concerns. In truth, more than a few development projects (be they by-right, PUDs, or in control districts) have not elevated the experience of pedestrians, cyclists and motorists but have instead compromised the quality of the public street. The public street itself has become almost a “no man’s land” that doesn’t fall under the purview of any guideline or review body in the City. This is in spite of the fact that City Council passed a Complete Streets Resolution in 2010. This begs a fundamental question: *What are we missing by way of policies, plans, and strategies that will actually implement the goals our comprehensive plans? How can we move away from just developing parcels to creating the places we want?*

In response to this policy gap the 2012 Comprehensive Plan Update calls for: a thorough review of the City’s Zoning and Subdivision Ordinances and the Design Standards and Guidelines Manual; the adoption of context sensitive street design guidelines (in keeping with the best practices outlined in the Institute of Transportation Engineers ITE manual for designing walkable urban thoroughfares); and a “Small Area Planning” approach. The latter goal would be informed by the results of the city’s first two small area plans, namely the “Ix” Strategic Investment Area and the “West Main Street” improvements. It should be cautiously noted, however, that nine of the twelve “Small Areas” were corridors identified in the 2001 Comprehensive Plan and three were highlighted in the 2006 Design Day. This persistent lack of concerted investment and well-designed development within areas that have been a long-standing focus of concern begs a second question. *How can we ensure that these*

*small area plans, and the ordinance changes they necessitate, will be implemented?* To answer that question “best practices” were investigated.

#### *Best Practices*

The following five localities employ small area plans to guide land management decisions.

#### 1. **Albemarle County** “*Development Areas and the Neighborhood Model-NM*”

See Planning 101 and links to NM:

<http://www.albemarle.org/departments/department=cdd>

#### *Policy Framework*

The NM is a growth management strategy embedded in the County’s Comprehensive Plan, designed to facilitate compact, pedestrian-oriented site design within the County’s designated growth areas (a.k.a. development areas.) These areas are much larger than a “small area plan” but can encompass small area plans within them. The NM also outlines an 8-step “master planning” process for each of its growth areas. Those steps include:

- 1.) Do Community Visioning
- 2.) Assemble a Leadership Group of Stakeholders
- 3.) Identify Existing Conditions & Features
- 4.) Identify Existing Neighborhoods & Centers
- 5.) Assess Relationships between Developed & Undeveloped Areas
- 6.) Determine Development Opportunities & Outcomes
- 7.) Create the Development Area Master Plan
- 8.) Provide Implementation Strategies.

(The NM won the 2003 Congress for the New Urbanism CNU, Award for the Region.)

Development patterns (both in terms of location and intensity) within the designated growth areas are required to follow the general prescriptions of the Neighborhood Model. Those prescriptions; identify where redevelopment and development should occur in the form of a walkable neighborhood or transit oriented development (the size of a ¼ mile to ½ mile walking shed,) establish various intensities of development and spell out form-oriented guidelines for the placement and massing of building (and parking.) Crozet has currently updated its Master Plan with a “small area plan” for downtown. The Places 29 study identified two “small area plans” for further refinement (at the Hydraulic and Airport Rd. intersections.)

#### *Implementation & Organizational Structure*

The NM gave rise to a pedestrian-oriented overlay district called the NM District. Old Trail Village was the first development to use the Neighborhood Model District NMD in a rezoning application, in order to meet the goals of the Crozet Master Plan. (The Crozet Master Plan won the 2005 CNU Award for the Region.) The Crozet, Places 29 and Pantops Master Plans (all three undertaken within the past decade) were executed by existing planning staff and in two instances with the assistance of outside consultants skilled in urban design, architecture, landscape architecture, land use and transportation planning.

Planning staff continue to be responsible for implementation, inclusive of providing direction to developers and giving recommendations to the planning commission on the use of the NM. The County Planning Department does not have a separate office to facilitate small area plans or development in general, which at times

has led to developer complaints that the County is “slow” in processing applications. County Government was reorganized several years ago to achieve better coordination. Once a growth area plan is adopted by the Board of Supervisors, it becomes a part of the comprehensive plan and is updated every five years. These plans govern rezoning decisions and have guided public facility investments such as the library in Crozet.

## **2. Hampton City** “*Strategic Investment Areas (SIAs)*”

<http://hampton.gov/index.aspx?NID=258>

#### *Policy Framework*

Hampton City’s “Community Plan” identifies areas in the city, beyond the scale of an individual parcel or block, where planning and implementation efforts should be focused and coordinated. Each Strategic Investment Area (Hampton City’s term for small area plan) Master Plan addresses street networks, open spaces, waterfront access, land use, housing and commercial development. The vision is represented by drawings and illustrations that allow residents, visitors, and potential investors to visualize the kind of place that those areas would become once the plan is implemented.

#### *Implementation & Organizational Structure*

The Planning Department worked with a consultant (Urban Design Associates) to undertake several strategic investment area planning projects. Once a plan is adopted by Council, it becomes the City’s official policy and resources start to be allocated for its implementation. It is important to note that a Development Services Center (DSC) was



established in 1998 after the completion of a City Council Strategic Planning initiative to improve customer service. Consequently a 5-year re-engineering and implementation plan was initiated to speed up land development services and improve the quality of services. According to the City's website, "The direct benefit of improved services can be translated into a cost savings, not only for the customer but also for the City." The DSC is comprised of persons knowledgeable in zoning and inspections, site plan and subdivision plan review processing, environmental regulations, signage, building codes, permitting, and property information. Its objective is to process development proposals promptly and thoroughly in accordance with the City's codes and strategic objectives.

### 3. **Virginia Beach** "Strategic Growth Areas (SGAs)"

<http://www.vbgov.com/government/departments/sga/Pages/default.aspx>

#### *Policy Framework*

Strategic Growth Areas (Virginia Beach's term for small area plan) were initiated by the 2003 Comprehensive Plan and updated in 2009 to be repositories for future growth. Each SGA Master Plan addresses street networks, open spaces, waterfront access, land use, housing and commercial development. The vision is represented by drawings and illustrations. Within the SGAs, light rail transportation, Transit Oriented Overlay Districts (TOD) and a hierarchy of center types are identified, alternative parking strategies are developed and form-based coding (using transect-based techniques) are employed.

#### *Implementation & Organizational Structure*

The Strategic Growth Area (SGA) Office was created in FY 2009-10 and became a City department July 1, 2011. It is comprised of the Main Office, which manages projects and initiatives for the eight SGAs, and the Resort Management Office, which focuses on parking management and special events. It handles everything from visioning to implementing form-based codes and it has contracted with consultants like Clark Nexsen, Architecture & Engineering and Code Studio to execute its small area plans. The organizational chart of Virginia Beach's local government facilitates inter-departmental coordination by clustering related departments under one deputy manager. (See Appendix, Item C and E.)

### 4. **Garland, TX** *Office of Planning & Community Development (OPCD)*

<http://garland-web.civicasoft.com/gov/lq/pcd/default.asp>

#### *Policy Framework*

The six goals of Garland's OPCD address economic and planning priorities simultaneously in order to: 1.) Diversify the local economic base and strengthen the tax base. 2.) Create a quality working environment that fosters an attractive sense of place. 3.) Encourage a full-service array of retail and service opportunities. 4.) Ensure that a broad range of housing alternatives are available for employees, employers and residents to accommodate various lifestyle stages. 5.) Aggressively encourage new development and redevelopment in select "Catalyst Areas" and make strategic public investments to "leverage" private investment and reinvestment in

residential, commercial and mixed-use developments. 6.) Develop a world-class workforce. The small area plan fits within a larger policy framework that guides different tiers of processes (from vision plan to policies to implementation tools, like overlay districts) and across different scales of geography (from city-wide to small area plan to parcels.)

#### *Implementation & Organizational Structure*

The OPCD first and foremost seamlessly combines planning and economic development. Consequently when OPCD identifies potential areas for redevelopment, the office also immediately assesses their fiscal impact and rate of return. Third it prioritizes target sub-areas for coordinated public/private investment. Fourth it then monitors build-out. Several development and redevelopment projects have been undertaken using their tiered organizational framework (See Appendix, Item D. for its tiered organizational framework.)

#### 5. **Delray Beach, Florida** *Community Redevelopment Office (CRO)* <http://www.delraycra.org>

#### *Policy Framework*

The CRO was instituted in 1985 to do five things: rebuild neighborhoods, create a sustainable downtown, promote economic development, preserve the heritage of Delray Beach, and build well-designed, walk-able streets that serve as engaging public places.

#### *Implementation & Organizational Structure*

The CRO achieves these goals through charrettes, master planning of strategic areas (designated as CRO Districts,) active land assembly and tax incentives, often in partnership

with the Treasure Coast Planning Council. The CRO is funded through Tax Incremental Financing (TIF,) which earmarks a specific portion of property tax dollars for redevelopment within the CRO District without levying additional taxes. Twenty-five years of continuous redevelopment efforts by the City and CRA has increased the taxable value of the CRO District from \$245 million to more than \$1.2 billion, giving the CRO the funding it needs to re-invest in the community. As a result the agency has contributed \$1 million to enhance its Main Street (a.k.a. Atlantic Avenue) by adding street trees and plantings, replacing narrow cement sidewalks with wider brick paver sidewalks, installing lighting to improve the pedestrian experience, burying utilities, and improving signage. The CRO has also supported redevelopment within its Pineapple Grove Arts District by contributing to the Pineapple Grove “Main Street” program and investing more than \$3 million throughout the district for parking, landscaping, lighting, signage and sidewalks. The CRO is a separate entity from the local planning department, which does routine site plan review on all non-CRO district projects.

#### *Conclusions*

As the local economy regains its footing in the wake of the 2008 recession, Charlottesville needs to be poised to manage and facilitate redevelopment of both its long-standing growth corridors and new opportunities identified by the small area plans. The character and quality of that redevelopment however, must reinforce the city’s other important goals such as create pedestrian-friendly environments, ensure a balance of affordable, workforce and market rate housing, reinforce our public schools, expand

employment opportunities and respect both the natural terrain and built heritage of the city. For each of the five case studies, the first step towards assuring quality control was to focus concerted effort and resources on the holistic design and development of designated geographic areas, i.e. the small area plans. Charlottesville has taken the first step in aligning vision to concrete results by including small area planning within the 2012 Comprehensive Plan update. Determining how best to execute the planning process, resolving what should be addressed by the plan, and instituting implementation strategies however, will all be critical to their success in bridging the gap between vision and truly livable, beautiful places. The following recommendations were gleaned from the experiences of the five case studies described above.

*How should the plans executed?*

In all cases, a variety of community “visioning” processes were used such as those offered by the Orton Family Trust, Purpose Built Communities, and the National Charrette Institute (NCI.) Community engagement resources such as the Center for Advances in Public Engagement (CAPE) are further discussed in another PLACE subcommittee report. The overall planning process should at a minimum include: facilitating hands-on community visioning; assembling a steering committee of stakeholders to both be a sounding board and later a champion of the plan; taking stock of existing conditions; identifying development opportunities; and crafting implementation strategies. Staff should be well-versed in public outreach and facilitation techniques. A process for prioritizing these small area plans should also be established.

*What should be included in those plans?*

Each small area plan should include both text and graphics that address street networks and cross-sections, topography and site sections, quality of the public right of way, frontage treatments, building envelopment standards and placement, parking placement criteria, density, land use (including civic spaces, housing and employment opportunities.) Two-dimensional plans and elevations and three-dimensional illustrations that allow residents, visitors, and potential investors to visualize the kind of places that will result, once the plan is implemented are critical. The plan should also have a clear set of phased, implementation strategies (inclusive of recommendations for new regulatory tools) and a methodology for measuring transportation and fiscal impacts. Lessons learned from the Strategic Investment Area and West Main Street Improvement Projects should also be applied.

*How do we get from plan-to-place efficiently and comprehensively?*

Future implementation strategies should focus less on land use and more on the public street and built form and include expedited review for development proposals that meet these new standards. In more than one of the case studies, the notion of “the transect” was used to show gradations of intensity of development (as opposed to just land use.) This organizing construct is also employed by the ITE/CNU context sensitive streets manual and may be a useful way to both provide transitional zoning and link small area plans to city-wide street design guidelines. Another important consideration is whether or not an effective organizational structure with sufficient staff capacity is in place to fully implement the plans

through development. Hallmarks of effectiveness seem to include: a multi-departmental approach; a clear focus on specific geographic areas; coordination of all phases from visioning to ground-breaking; strong design leadership; place-oriented planning and development expertise at all levels, from top leadership to subordinates. In the case of Hampton City, Virginia Beach and Delray Beach, preferred development is facilitated by special offices not responsible for routine functions or neighborhood service delivery. Whether they were called the Strategic Growth Office or the Community Redevelopment Office, these multi-disciplinary offices were typically responsible for every aspect of small area planning, from visioning to facilitating parcel assembly to assessing fiscal impact. In all cases, professional urban design, architecture and landscape architecture expertise was available either in-house, and/or supplemented by outside consulting firms. For instance, a landscape architect is the director of the Virginia Beach Strategic Growth Office. It is noteworthy that the Virginia Beach Government Organization Chart facilitates ongoing coordination between departments, by grouping “sister” departments under a deputy manager. (See *Appendix, Item E*)

In the case of Charlottesville, this begs the final set of questions. *Do we have the overarching policy and organizational structure currently in place to effectively manage and implement small area plans?* (See *Appendix, Items E and F*) Given the sense of urgency relative to the quickly recovering real estate industry, that would mean completing two to three small area plans a year over the next five years. To implement this important part of its comprehensive plan, the City needs to consider several questions:

*How could the Department of Neighborhood Services, the Office of Economic Development, Public Works, CAT and Parks and Recreation be better positioned to ensure coordinated implementation of our small area plans?*

*Would responsiveness improve, if development services were extracted from neighborhood services?*

*Does it make sense to combine economic development with urban design expertise to create a new office of small area planning?*

*Would this expedite the small area planning process, a necessity in light of a resurging economy?*

*What can we learn from other jurisdictions, especially those in Virginia?*

In general, this PLACE subcommittee recommends to the Planning Commission and City Council that additional overarching policies and new tools be considered for adoption so as to better guide development and redevelopment in the City, such as: a Neighborhood Model-type policy and a Pedestrian-Oriented District (POD) instead of a PUD; a Complete, “Green” and Context Sensitive Streets Manual with detailed street sections keyed to a multi-modal system plan and a storm-water management plan; form-based codes linked to street standards and stream-lined, expedited site plan review and approval; and best practices in community engagement and visioning. To that end, a Smart Growth audit or similar, of the city’s codes and design guidelines is advised. This committee further recommends that Charlottesville, Albemarle and the Thomas Jefferson Planning District (TJPD) build upon the foundation laid by the “Many Plans: One Community” Project and jointly discuss way to amend local ordinances to be compatible with the 2012 Comprehensive Plan.

To address the concern that the City may currently lack the organizational structure and urban design and redevelopment skill sets and capacity needed to manage, implement and develop the small area plans in a manner that efficiently and effectively meets and exceeds our community’s expectations, this PLACE subcommittee recommends that the following steps be taken.

- Discuss this report as part of the upcoming Council/Planning Commission Comprehensive Plan “Implementation” Work Session and Council’s Strategic Planning Retreat.
- Undertake a management audit to assess existing capacity and organizational structure in light of the 2012 comprehensive planning goals; namely to review the city’s regulatory framework and capacity to execute fifteen well-designed small area plans in five years.
- Calculate the cost of urban design, architectural and landscape architectural consultant services since 2000, and explore the comparative costs and benefits of creating an in-house, multi-disciplinary office of small area planning, replete with expertise in urban design and landscape architecture or architecture, planning and economic development. Its primary function would be to facilitate and implement small area plans, but it could also assist with developing a multi-modal system plan tied to a set of street design guidelines that are compatible with best practices in storm-water management, city-wide. As with Virginia Beach, this independent office could draw expertise from existing departments, provided the director has design and development expertise and leadership capabilities.

- Retain the professional services of the Strategic Investment Area Master Plan and the West Main Street Improvement Project consultant teams, in the near term so as to provide city staff with design and technical assistance during implementation, prior to making any long term decisions about staffing or organizational restructuring.

.....  
*Small Area Planning &  
 Implementation Summary*

*Question*  
 Do we develop parcels or create places?

*General*  
 Aligning Vision with Implementation

*Findings*

- In 2000, Torti-Gallas provided a rich “vision” for our corridors. In 2001 these growth areas became a part of the Comprehensive plan and led to a comprehensive rezoning in 2003.
- 2006 Design Day identified opportunities and challenges within neighborhoods, (i.e. the spaces in between the corridors) but no coherent vision for each neighborhood was developed thereafter.
- Green-field development has often taken place in isolation of the physical context, independent of transportation planning or clear design standards.
- Remaining gray-field development has lagged behind green-field development, at an

opportunity cost to the city.

- Current policies and implementation tools may have ironically incentivized the development of green-field sites in lieu of the more challenging gray-field sites along the corridors.
- The quality of our public streets from a pedestrian and multi-modal perspective is very low.

*Best Practices*

1. Albemarle County’s “Neighborhood Model” (NM) is a set of principles and a handbook on how to develop within the County’s development (i.e. growth) areas.
2. Hampton City has a consistent process of analysis and visioning for each of its strategic investment area (SIA) plans. Projects are facilitated through the Development Services Office.
3. Virginia Beach’s Strategic Growth Area Department manages the visioning through implementation of its Strategic Growth Areas (SGA) and combines economic development, planning, urban design. The executive director is a landscape architect.
4. Garland TX combines economic and community development in one office and undertakes small area planning to achieve its place-based economic goals.
5. Delray Beach FL’s Community Redevelopment Office (CRO) assembles parcels, administers TIF districts, conducts public design charrettes and executes street improvements that in turn facilitate more desired redevelopment.

*Recommendations*

1. Planning Commission and Council to review and discuss the PLACE annual report.
  2. Adopt overarching policies and tools such as a Neighborhood Model-type policy, a POD, Complete and Context Sensitive Streets Manual, form-based codes linked to streamlined review, and best practices in community engagement and visioning.
  3. Build upon the multi-jurisdictional foundation laid by the “Many Plans: One Community” Project and jointly discuss way to amend local codes and ordinances to be more compatible with the latest Comprehensive Plan update.
  4. Undertake a management audit (in concert with an audit of the city’s codes, district design guidelines and design standards and guidelines manual) to assess capacity and organizational structure in light of the 2012 comprehensive planning goals
  5. Consider the creation of a multi-disciplinary office, with expertise in design, planning and economic development, charged with managing, facilitating and implementing small area plans and possibly a city-wide multi-modal systems plan with street design guidelines.
  6. In the near term, retain Strategic Investment Area Master Plan and the West Main Street Improvement Project consultants, to provide design and technical assistance during post adoption and plan implementation.
- Implement management and regulatory audit recommendations within two to five years.

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## Corridor Study Projections and Actual Build Out Comparison-Draft (Kathy-6/8/2012)

Category	Corridor Study over 10 years			Actual	Actual Revenue Build Out	Per unit or SF Rev.	Est. Revenue Aggressive	Difference in Revenue	% Change
	Conservative	Moderate	Aggressive						
*Res. Total	na	na	1785 units	1158 units	\$2,609,739	\$2254/unit	\$4,023,390	\$1,413,651	54%
Com./Retail Total			1,917,716 SF	779,091SF	\$2,582,209	\$3/SF	\$5,753,148	\$3,170,939	123%
Office			530,000	12,800					
Tech			320,000	130,276					
Lab			400,000	206,016					
Industrial			240,000	3361					
Retail/Service			200,000	427,716					
Corridors Only					\$5,191,948.00		\$9,776,538.00	\$4,584,590.00	88%
Non-corr. Res.							\$1,405,244.00	\$1,405,244.00	
**TOTAL							\$11,181,782.00	\$5,989,834.00	

\*NDS total Residential Build Out from 2003-11 was listed as 1778 for a total revenue of \$4,014,983, however 620 units (or 35%,) were not within a growth corridor. \*\*Total Revenue when the Non-Corridor Residential units are added brings the Actual Revenue Build out Total to \$6,597,192. Adding the non-corridor residential revenue (i.e. \$1,405,244) would bring the Estimated Total Revenue under the Aggressive scenario to \$11,181,782.00. This \$6 million difference in revenue (if built out under an aggressive scenario had occurred) would have covered the budget shortfall this year (between the city and school division) with operating revenue as opposed to one-time monies.

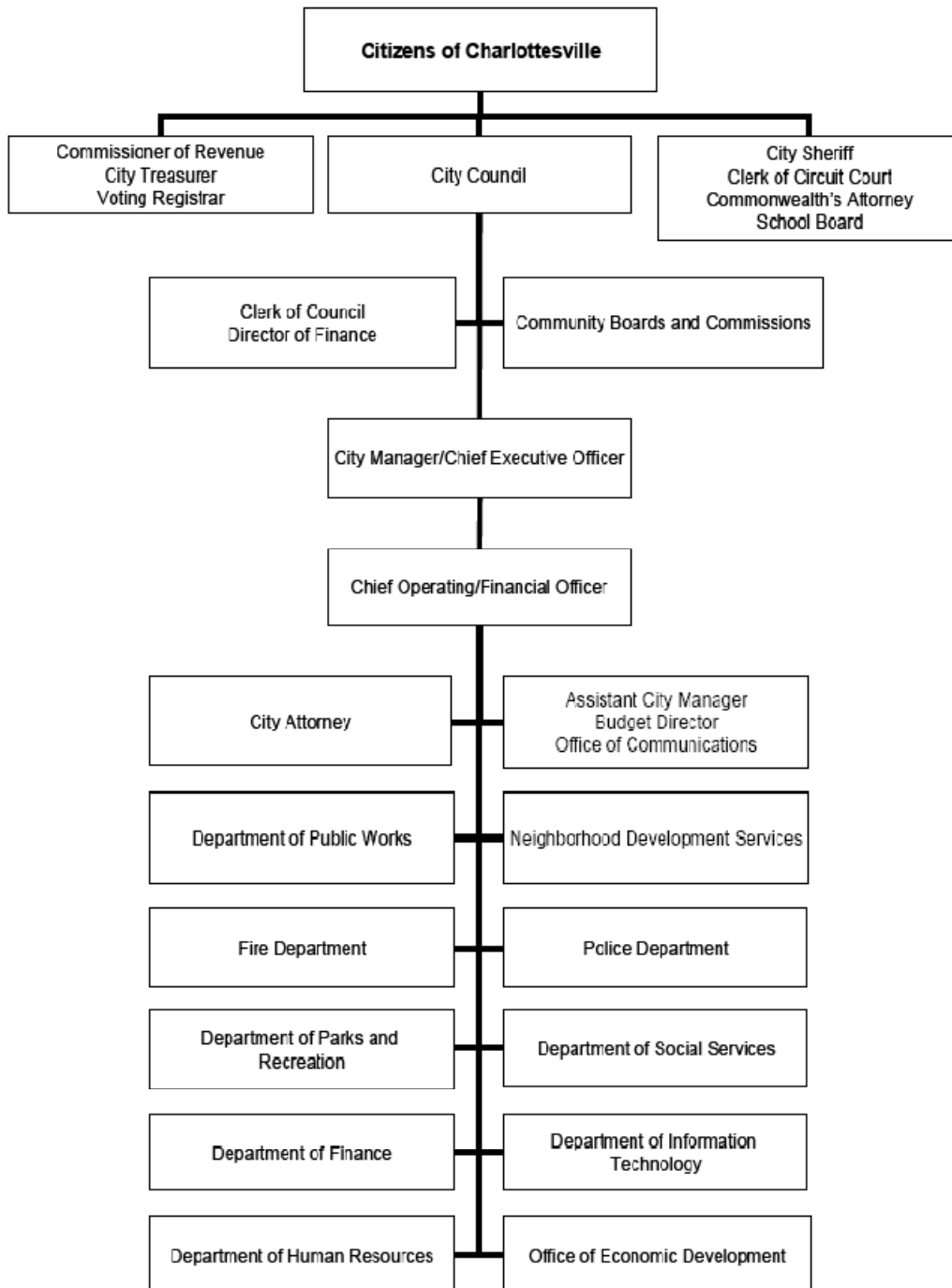
**CORRIDOR JOB GROWTH:** Job growth is calculated on the basis of SF build outs under the conservative, moderate and aggressive scenarios.

Scenario	Rate of Growth	# jobs Retail	#jobs Health	#jobs Business	# jobs manuf.	Total jobs/year	Total #jobs in 10 years
Conservative	.2%/yr	0	0	0	87/yr	87	870
Moderate	1.5%	105	66	46	87	604	6040
Aggressive	2.5%	141	132	93	87	1205	12050

### Conclusion (from Chapter 6. Economics from the 2001 Comprehensive Plan)

It is obvious from reviewing the economic data for Charlottesville and the surrounding region that the economy is strong and varied. However, it should be noted that *there is a fragile nature to the Charlottesville economy* as noted in the preceding pages. The City share of the retail sector is declining as growth expands in Albemarle County. While there is a strong market for housing, the lack of land in the City restricts the ability to meet that demand. All of this points out that the City must carefully manage its economic assets and never take its current good condition for granted.

# City Organizational Chart



## Revenue Implications of Redevelopment

(Put in table form by Kathy Galvin- November 10, 2012)

CORRIDOR or Strategic Investment Area: West Main Street									
PROJECT	Building Type	Area (in Acres or SF)	Density	Annual Revenue (Before)	Annual Revenue (After)	Revenue Multiplier	One Time Increase (BPOL, fees)	Permanent Jobs Created (average)	Construction Jobs Created
301 W. Main	Hotel		By Right at (x/du/a)	\$28,000	\$648,000	23X	\$50,000	40	
900 W. Main	Commercial & Student Housing		SUP at (x/du/a )	\$40,000	\$515,000	12X	\$93,000		
Silverman	Mixed Use		Below By Right at (x/du/a)						
<b>TOTALS</b>				\$68,000.00	\$1,163,000.00	17X (ave.)	\$143,000.00	40	

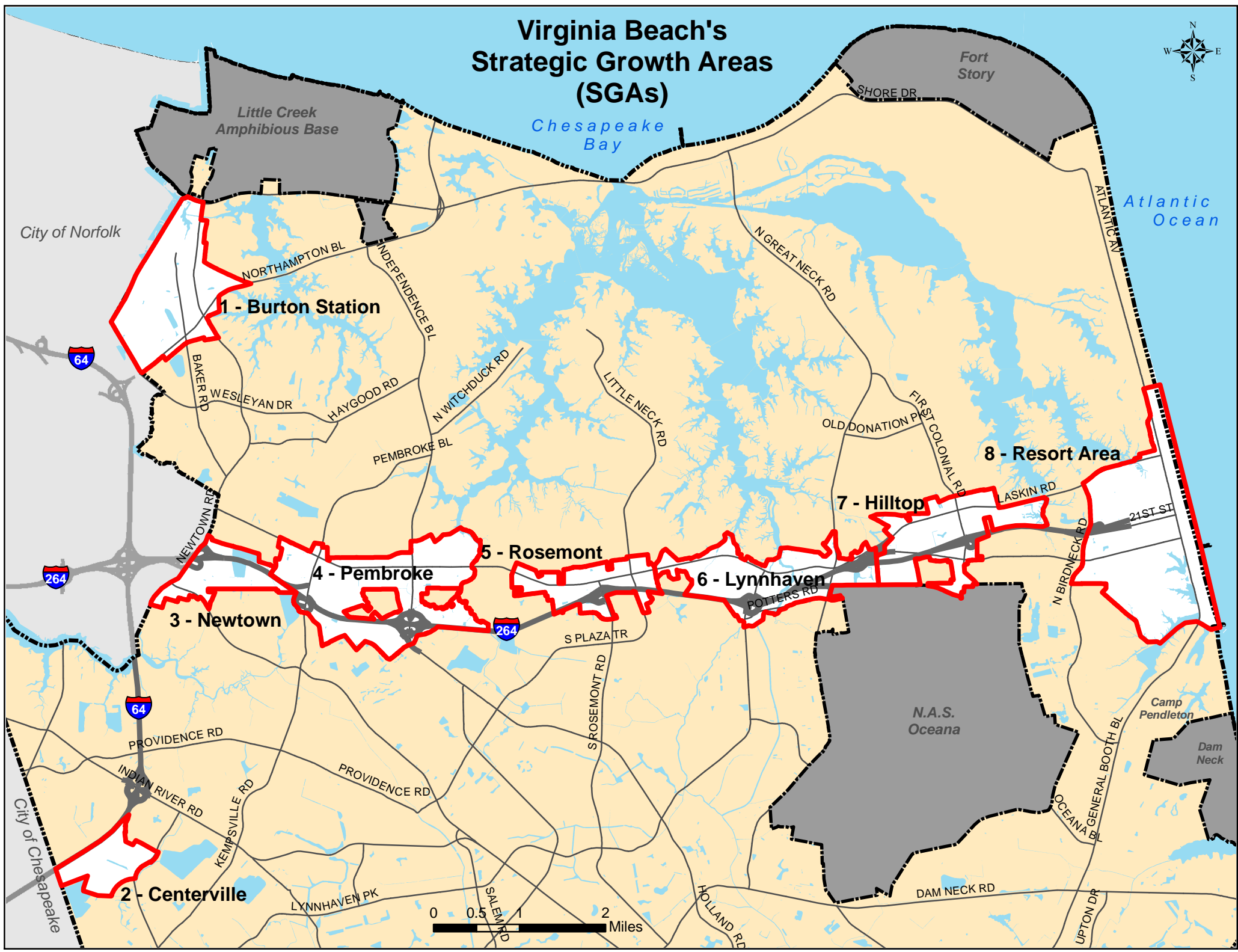
NOTE: Estimates are intended to relay relative project impacts. The City budget would be partially impacted in FY15 and fully in FY16 (from Chris Engel.)

**A hotel at 301 W. Main St**, based on current information is expected to generate - \$648,000 in annual revenue. This includes real property taxes, personal property taxes, sales taxes, lodging taxes, meals taxes, BPOL and utility taxes. In addition, there would be an estimated one time increase of \$50,000 in BPOL and permitting fees. A hotel of this type will typically have between 30-50 employees, ranging from part-time to full-time and entry level to management. Parcels at **301 W. Main St** currently generates approximately \$28,000 in revenue annually. The vast majority of this amount is real estate tax based on land value.

**A Student Housing Project at 900 W. Main St**, based on current information is expected to generate - \$515,000 in annual revenue. This includes real property taxes, personal property taxes, sales taxes, meals taxes, BPOL and utility taxes. In addition, there would be an estimated one time increase of \$93,000 in BPOL and permitting fees. A number of construction related jobs would be created during construction. The number of permanent jobs created by this project is unknown at this point. Parcel at **900 W. Main St** currently generates approximately \$40,000 in revenue annually. The vast majority of this amount is real estate tax based on land value.

**Silverman Redevelopment on W. Main (in 2011.)** There will be an increase in revenue due to the redevelopment and the new businesses located within. Since the size and scale are different and the project stayed within the existing building envelope of 1-2 stories and *did not seek to use the allowed density of the site*, the fiscal impact or the delta between the pre and post redevelopment will be much, much smaller than either 301 or 900 West Main.

# Virginia Beach's Strategic Growth Areas (SGAs)



Little Creek Amphibious Base

Fort Story

Chesapeake Bay

Atlantic Ocean

City of Norfolk

City of Chesapeake

1 - Burton Station

8 - Resort Area

3 - Newtown

4 - Pembroke

5 - Rosemont

6 - Lynnhaven

7 - Hilltop

2 - Centerville

0 0.5 1 2 Miles


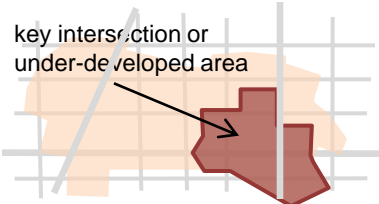
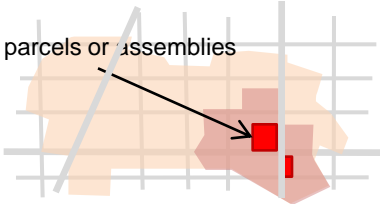
N.A.S. Oceana

Camp Pendleton  
Dam Neck

SHORE DR  
NORTHAMPTON BL  
INDEPENDENCE BL  
N GREAT NECK RD  
ATLANTIC AVE  
BAKER RD  
WESLEYAN DR  
HAYGOOD RD  
N WITCHDUCK RD  
LITTLE NECK RD  
FIRST COLONIAL RD  
OLD DONATION P  
PEMBROKE BL  
LASKIN RD  
21ST ST  
NEWTOWN RD  
ROSEMONT RD  
S PLAZA TR  
POLTERS RD  
N BIRDNECK RD  
PROVIDENCE RD  
INDIAN RIVER RD  
KEMPSVILLE RD  
PROVIDENCE RD  
LYNNHAVEN PK  
SALEM RD  
HOLLAND RD  
DAM NECK RD  
OCEANA BL  
GENERAL BOOTH BL  
UPTON DR



# Redevelopment Planning Tiers for Charlottesville

	<i>Strategic Investment Area</i>	<i>Target Sub-Area</i>	<i>Catalyst Project (i.e. Redevelopment Site)</i>
Geography			
Focus	<p>Larger area with shared planning concerns: including potential catalyst nodes as well as other parcels that contribute to the area's character or stand to be impacted by catalyst activity.</p>	<p>Tighter area with shared market characteristics: should include one or more likely redevelopment sites. More cohesive than overall catalyst area – allowing for focused strategic analysis.</p>	<p>Individual parcels or assemblies likely to redevelop: project-specific tracts with single or coordinated ownership -- should be defined around development plans in negotiation or pre-proposal phases.</p>
Planning Level	<p>Comprehensive Plan (vision)</p>	<p>Market/Redevelopment Strategy Document</p>	<p>Implementation Plan; Ongoing marketing, outreach negotiations, planning</p>
Example Strategy Recommendations	<ul style="list-style-type: none"> <li>• future land use designations</li> <li>• major public improvements</li> <li>• development incentive policies</li> <li>• streetscaping</li> </ul>	<ul style="list-style-type: none"> <li>• overlay zoning</li> <li>• marketing/outreach targeting</li> <li>• TIF/urban renewal</li> <li>• business improvement district</li> </ul>	<ul style="list-style-type: none"> <li>• Incentive terms</li> <li>• Assembly assistance</li> <li>• Re-zoning approvals</li> </ul>

# City Organization and Information

The City of Virginia Beach adopted its first Charter on February 28, 1962; it was ratified by the State Legislature to be effective on January 1, 1963, thereby incorporating the City. In its Charter, the City established a Council/Manager form of government, in which an elected City Council establishes policy and the resulting programs are carried out by an appointed City Manager.

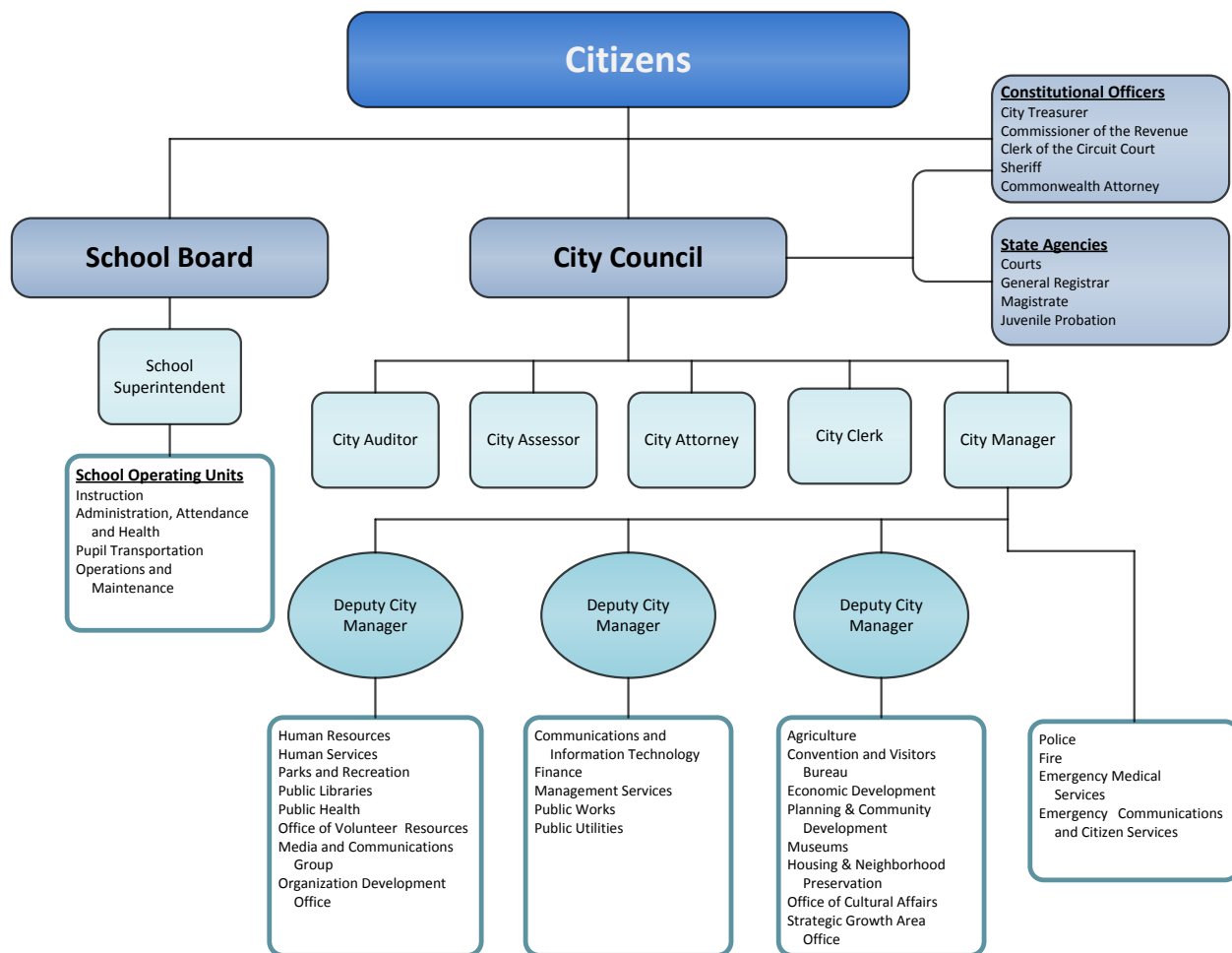
Key Statistics	
Total Square Miles of Land	248.3
Total Square Miles of Water	58.5
Population Estimate (FY 2012-13)	442,746
Number of Registered Voters (January 2012)	288,104
Number of Homes/Residences (excludes on-base military housing)	173,705

## City Council Members:

*Mayor William D. Sessoms, Jr.*  
 Louis R. Jones, Vice-Mayor, District 4 – Bayside  
 Glenn R. Davis, District 3 – Rose Hall  
 Bill R. DeSteph, At-Large  
 Harry E. Diezel, District 2 – Kempsville  
 Robert Dyer, District 1 – Centerville  
 Barbara M. Henley, District 7 – Princess Anne  
 John D. Moss, At-Large  
 John E. Uhrin, District 6 – Beach  
 Rosemary Wilson, At-Large  
 James L. Wood, District 5 – Lynnhaven

## City Council Appointees:

City Manager – James K. Spore  
 City Attorney – Mark Stiles  
 City Auditor – Lyndon Remias  
 City Clerk – Ruth Hodges Fraser  
 City Real Estate Assessor – Jerald Banagan





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Section 2.3  
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GREEN INFRASTRUCTURE  
SUBCOMMITTEE REPORT

Section prepared by: Elizabeth K. Meyer, 2000  
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bmeyer56@embarqmail.com // Professor of  
Landscape Architecture, University of Virginia  
School of Architecture

*Background*

Localities in the Commonwealth of Virginia are implementing new planning policies and design guidelines that will reduce our negative impact on the overall health of the Chesapeake Bay, our nation's largest estuary. These initiatives are generally described as green infrastructure plans, although one could argue they are blue (hydrological) as much a green (plant ecologies and soils). To assist the city of Charlottesville in understanding the place making potentials of green infrastructural initiatives, I worked from August 2012-May 2013 with several University of Virginia School of Architecture graduate students compiling green infrastructure resources for the city's staff and agencies.

The students were Chelsea Dewitt (UVA M. Landscape Architecture and M. Urban and Environmental Planning 2013), Brian Flynn (UVA M. Landscape Architecture 2013), James Moore (Harvard M. Urban Planning 2010 and UVA M. Landscape Architecture 2013), and Rachel Stevens (UVA M. Landscape Architecture and M. Urban and Environmental Planning candidate). Their initial green

infrastructural research topics included urban water systems (constructed and found), urban forests (constructed and found), urban housing and the public realm, and public health. Each student compiled bibliographies and copies of related case studies and city plans, and posted them to a UVA COLLAB website entitled CvilleGreenInfrastructure. This website's resources are open to anyone who asks to become a member; staff from Neighborhood Services, Parks and Recreation and Public Works as well as members of City Council, the Planning Commission, the BAR and the Tree Commission have already requested access privileges.

In the Spring 2013 semester, three of the four students (Dewitt, Flynn and Moore) continued work on the green infrastructure initiative. Their work consisted of deploying and testing "best practices" on individual projects/sites in Charlottesville in order to understand the place-specific implications of green infrastructure planning and design in our community. Their work was presented to the PLACE task force in April, and was complete in mid-May. That planning and design work is also posted on COLLAB.

James Moore is staying in Charlottesville and has accepted a position with Water Street Studio Landscape Architects. He is willing to continue in some capacity as a citizen volunteer on topics identified by the PLACES task force green infrastructure research group.

*Critique of Current Conditions*

When most of us hear the term infrastructure, we think of gray infrastructure—mono-functional roads, bridges and pipes. Green

infrastructure supplements and modifies gray infrastructure by relying on bio-physical processes to move, clean and improve air and water through more incremental and decentralized tactics that can include public works and private acts.

To date, much of the literature on green infrastructure focuses on techniques that absorb and filter stormwater, or that filter or modulate air quality. In a city like Charlottesville we have the opportunity to do that and more. We can simultaneously integrate new green infrastructure practices while reinforcing, and improving, the sense of place that exists here. We can deploy green infrastructural tactics such as street trees, permeable pavements, rain gardens, bio-filters, cisterns, parks, playgrounds, parking lots, and wooded stream valleys in the construction of new and reinvigorated public spaces. This type of green infrastructural thinking can be understood as a socio-ecological practice. It is part of a sustainable agenda in the full sense of the word—social equity and health, economic opportunity and prosperity, and ecological health.

Several City agencies are currently involved in green infrastructural initiatives; each has its own funding stream. These include Neighborhood Development Services (NDS), Parks and Recreation and Public Works. The individuals working for these agencies have laudable intentions and a few of them are the key actors behind remarkable projects, such as the Meadow Creek restoration. The main obstacle to implementing an innovative and meaningful Green Infrastructure plan for the City of Charlottesville is the dispersed responsibility and lack of coordination between each of these city

agencies. This is an area that requires serious consideration, and possible re-organization on the part of the City Council and City Manager.

### *Findings*

#### *1. Green Infrastructure as Public Space*

Charlottesville's green infrastructure initiatives, regardless of the agency of origin, should all contribute to a more robust and resilient public realm for all citizens whether sitting, walking, running, cycling, or driving. Green infrastructure must be more than an ecological engineering retrofit. It is a means to reinvigorate Charlottesville's public places, from the common but ubiquitous street or alley to property lines, plazas and parks.

*Working definition of Green Infrastructure* (authored by Dewitt, Flynn and Moore):

“Green infrastructure is a spatial, strategic network designed to improve urban socio-ecological conditions. These can include augmenting hydrological networks, improving habitat for flora and fauna (including humans), increasing biodiversity, and ameliorating extreme microclimates. Green infrastructure can also create a more equitable public realm by improving public health and well-being; increasing access and distribution of trails, parks and restored waterways; establishing regional connections. Green infrastructure can act as a connective tissue mediating constructed social space with the underlying bio-physical (ecological and hydrological) framework.”

*Working definition of Socio-Ecological:*

This term is increasingly used by political scientists, geographers, planners and designers who recognize that: 1). urban nature is social and constructed, and 2). the human and non-

human life and health are inextricably interwoven. A socio-ecological network includes bio-physical and social factors interacting in a resilient, sustained manner at several scales that are dynamic, complex and continually adapting. See writings from planners and geographers such as Eric Swyngedouw and Matthew Gandy.

### *2. Place-specific Green Infrastructure*

We have compiled many excellent case studies from the scale of the site to the city. But best management practices from other locales cannot be applied to Charlottesville without careful attention to the specific site conditions of our place in the Chesapeake Bay watershed and the Piedmont. Charlottesville's city plan is a complex mosaic of small neighborhood street networks, or *spatial fields*, that are fragmented by numerous stream valleys. Our two primary centers, the historic downtown and the University, are located on hill tops connected by a narrow ridge that is occupied by the historic regional road, Main Street. This means that most neighborhoods reach from a ridge to one of a series of narrow, often "invisible" stream valleys that connect to Meadow Creek, Moore's Creek and the Rivanna River. So, green infrastructure initiatives can be scaled to neighborhoods conceived as "waterhoods" and can be developed topographically (ridge streets, valley streets, high to low streets, etc) as slope and orientation impact water flow and plant habitats.

### *3. Charlottesville as a River City*

The city might consider describing itself as a River City. By turning our river from a backyard to a front yard, we would increase citizen and staff awareness of our cultural and ecological connections to the Chesapeake Bay watershed.

We might shed our preconceptions of stream valleys as passive natural spaces, and claim them as vital productive socio-ecological spaces that provide provisioning, regulation and recreational ecosystem services.

To this end, we have proposed a Charlottesville Landscape Ecological Framework plan (see COLLAB site for details) that maps the city's public spaces—from streets to plazas and parks to stream valleys through the principles of landscape ecology. This framework is predicated on the connections between space and socio-ecological function. It recognizes that stream corridors are spaces of movement, that large landscape patch size increases biodiversity, and that connectivity between landscape corridors and patches inside and outside City limits contributes to the ecological health of our region. Most importantly, this framework identifies key public space projects/sites for new public parks and plazas that would strengthen the city's ecological infrastructure, offer new models for public and private development, and spark private investment. for city investment where a new water plaza or wet park would link the neighborhoods to their sub-water shed.

A local example if such a project would be the Dell at the University of Virginia, designed by Nelson Byrd Woltz Landscape Architects (2009 National Honor Award for Design, American Society of Landscape Architects and Landscape Architecture Foundation Landscape Performance Series exemplary case study. The Dell is a multi-functional designed landscape. It is a public park, a stormwater retention pond, a stream restoration, and a threshold from Observatory Hill's Meadow Creek tributary to Emmet Street and Central Grounds. It is one of

six stream restoration and public space projects built over the past ten years along Meadow Creek. Five were UVA projects, and one was a Nature Conservancy/City of Charlottesville project. Collectively, they have improved the water quality of the Rivanna River watershed, and increased citizen access to the trail network that follows our streams and rivers.

For more information, see <http://www.asla.org/2009awards/567.html>

<http://www.lafoundation.org/research/landscape-performance-series/case-studies/case-study/180/>

.....  
Four public projects can act as test cases for this new initiative.

- *The Strategic Investment Area (SIA)* can be re-named the Pollock’s Branch watershed/neighborhood. The SIA design consultants are proposing promising new public spaces that can be demonstration green infrastructure projects (parks, rain gardens, streets, plazas, constructed water spaces, etc). The lessons that emerge from this project can shape new guidelines for public space and green infrastructure city-wide.
- *Prototypical Sub-watershed Water plaza. Prototypical Waterhood plaza.* The south end of the *Ix* site at Elliot Avenue can be a new water plaza, a public space threshold , a new water plaza, into the currently hidden and neglected Pollock’s Branch stream valley. It can be seen as a waterhood demonstration project for a new system of river valley thresholds

across the city—from Schenk’s Branch to Rock Creek. These smaller sites offer access to, and the experience of, the stream valleys for all neighborhoods linking them to larger system of river spaces. Identifying one of these sites per neighborhood, and designing them as “waterhood” thresholds between city and river would increase awareness of our river and increase accessibility to it by activating its secondary stream corridors as paths to the river.

- *A new Urban Forest along West Main Street* can be planted as part of the proposed streetscape improvements to this important corridor. In addition to street trees, individual parcels can contribute to the cooling, cleaning and sequestering capacity of the urban forest through shaded parking lots and small plazas as well as bioswales.
- *The redesign of the East side of McIntire Park* has the potential to be a public garden of plant communities and arrangements that are simultaneously beautiful and sustainable. It also has the potential to host of the new “waterhood” water plazas along Schenk’s Branch connecting to Moore’s Creek.

*Resources on UVA COLLAB*

<https://collab.itc.virginia.edu/portal>

Team Statement, Project abstracts, City resources, Case studies and city plans, Bibliographies, Contacts, Charlottesville Green Infrastructure/Landscape Ecological plan, Readings, and Charlottesville Green Infrastructure student presentation 20130328.

Anyone wanting access to this archive can ask Beth Meyer who is the site administrator.

*Future Work to Be Done*

(this requires City staff commitment and/or a design consultant in addition to PLACE volunteers)

1. Audit City Codes relative to green infrastructure design goals

The West Main Street consultants' work is a demonstration project for testing new configurations within the public right of way as well as private properties. The audit should include: Street tree planting locations, soil pit sizes, soil systems, and tree spacing; Planted form and species (quantity, configuration, performance); Street right of way design from sidewalk width and (permeable) materials, alternative curb and gutter details, curb cuts, bioswales, etc.

Ellen Bassett, Associate Professor of Urban and Environmental Planning, may be able to do this with students in Fall 2014 if City staff cannot do it (she is on leave as a Fulbright Scholar in Kenya from August 2013-2014).

2. As the City storm water fee is implemented, develop incentives and guidelines for rain barrels, rain gardens, streams planting, planting more trees, cisterns, grey water systems, etc.

3. Develop Green Infrastructure Design Guidelines for public space and private parcels. This should be done as a collaboration between citizen committees (such as BAR and the Planning Commission) with staff from Public Works, Parks and Rec, and NDS so that initiatives that are currently underway within

each of these City agencies is integrated with the lessons learned from the PLACE green infrastructure sub-committee. See future work #8 for means to coordinate this.

4. Refine and adopt the Green Infrastructure/Landscape Ecological Network Plan for the city; refine in relationship to specific species (indicator or characteristic wildlife species, biodiversity, etc), key ecosystem services, and metrics. See future work #8 for means to coordinate this.

5. Implement a city wide Green Infrastructure/Landscape Ecological Network Plan. First projects: identify new sites for small parks and plazas that act as thresholds or trailheads into the stream valleys. See future work #8 for means to coordinate this.

6. Engage local green infrastructure experts such as David Hirschmann, Karen Firehock, Eugene Ryang, Kennon Williams, as well as Kristel Riddervolt and Dan Frisbee for ideas and input.

7. Seed ideas for future UVA Architecture studio. Solicits focused on new housing typologies and patterns that support green infrastructure services in the SIA and along Main Street. Seek models, tests of current and proposed zoning categories, infill strategies, etc.

8. Consider hiring a landscape architect with expertise in planning and design of green infrastructure in the City's Neighborhood Development Services (NDS) or Public Works Dept. Consult with Miranda Maupin about Seattle's experience (she worked in this capacity there in the early 2000s. Projects implemented during her tenure received national sustainable planning and design awards. Maupin lived in the Woolen Mills neighborhood in Charlottesville

for six years. She moved to Berkeley, CA in 2012, but continues to manage the Community Planning and Design Group at Skeo, Charlottesville, VA).

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Section 3.1  
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## PLACE DESIGN TASK FORCE WEST MAIN STREET SUBCOMMITTEE

In September of 2012, the PLACE task force decided to identify several subcommittees whose job would be to investigate various design and planning topics, and to study specific sites in Charlottesville. West Main Street was identified as the topic/site for investigations by a subcommittee made up of Richard Price, Genevieve Keller, and Rachel Lloyd.

The initial challenge for the subcommittee was to understand how the fundamental urban design objectives identified for the PLACE task force would apply to West Main Street:

How successful is the design of West Main Street? Are the best planning strategies in place? Has there been successful community engagement?

Have we employed best practices for the design and planning of West Main Street?

What are the obstacles and/or incentives for the best redevelopment of the West Main Street corridor?

The West Main Street subcommittee met in October of 2012 and created an agenda of research and investigation tasks designed to help answer these questions. The tasks proposed included 1) reviewing the existing reports and studies of the corridor, 2) meeting with property owners and developers active along the corridor, 3) meeting with advocacy groups such as Bike

Charlottesville or the Tree Commission, 4) meeting with representatives from the University of Virginia, 5) investigating best practices in corridor design, 6) refining the objectives of the study based on input from the West Main “stakeholders”, 7) undertaking field studies of the corridor, and 8) producing a technical memorandum outlining the results of the research and investigation.

The subcommittee’s preliminary discussions about the corridor suggested that there were several impediments to its success that related to: the design of many of its discrete elements; the codes and design guidelines that govern both the public right-of-way and the adjacent properties; and the review process for new development. Several of the design problems include, for example, the conflict between street trees and overhead utilities, sidewalks that are too narrow, poor lighting, excessive off-street parking along the street edge, and unsafe intersections (particularly the intersection of west Main Street and Ridge/McIntire). The different character of West Main along its length was not reflected in the planning guidelines and codes governing the corridor, and the expectations for redevelopment were not clear, creating a difficult review process for those wishing to build along the corridor. Property owners and developers also indicated that many of the issues they face need to be addressed collectively, and would support efforts from the city to coordinate the actions of individual property owners. These issues include parking, stormwater management, maintenance and security.

Meanwhile, two major new redevelopment projects along West Main Street were approved by the City. One of the projects is a mixed-use housing complex, the Plaza on West Main, and the other is a Marriott Residence Inn on the

eastern end of the corridor at the intersection with Ridge/McIntire. The West Main Street subcommittee was asked to prepare design recommendations for the right-of-way adjacent to these new developments in order to support the city engineers' efforts to improve the public streetscape there. Due to the complexity of the design and planning issues in those locations and along the entire corridor, the subcommittee suggested that the city instead procure the services of a consulting firm to support the city's implementation of new streetscape improvements.

In January of 2013, the West Main Street subcommittee helped prepare the request for proposals for the project. The preliminary RFP (attached) focused broadly on two topics of study: planning and urban design long the corridor, and streetscape design and construction documentation. The subcommittee will continue to act as the steering committee for the project as it progresses.

## West Main Street Improvements RFP Narrative

### *West Main Street Background*

Today, West Main Street is a vital urban street, a locally designated historic district, and an important connection between the University of Virginia and Downtown Charlottesville. West Main Street developed initially as part of the "Three Notch'd Road," a significant eighteenth-century Virginia transportation route that connected the Tidewater to the Shenandoah Valley. Early nineteenth-century development included stylish brick townhouses constructed by Jefferson's builder, James Dinsmore.

Development continued along the corridor with the Virginia Central Railroad installing its tracks

parallel to West Main Street during the 1850s and the C&O railroad establishing its Union Station adjacent to corridor in 1885. By the early twentieth-century, West Main Street was an important commercial center and the city's principal hotel district. This area also developed as the institutional core of Charlottesville's African-American community, including the Delevan and Ebenezer Baptist Churches and the Jefferson School. At its eastern edge, Vinegar Hill developed as the city's major African-American commercial center.

By the early 1930's West Main Street was the city's principal east-west automotive route, with twelve service stations and six car dealers located on the corridor. Through the 1950s, retail chains established stores and markets on West Main Street. Urban renewal efforts of the 1960s removed most of the traditional businesses and African-American residences near the eastern edge of the corridor. Increased suburbanization and other trends in the second half of the twentieth century resulted in diminished commercial activity on the corridor. In recent years, however, two new hotels and the reuse of historic buildings for retail stores, restaurants, and food shops have signaled renewed interest in this urban corridor.

### *General Project Intent*

To provide the City first, with an updated master plan of the West Main Street Corridor from the Downtown Mall to Jefferson Park Avenue and second, with construction documents for streetscape improvements at two key segments of the corridor currently undergoing redevelopment. (See the attached map.) The Charlottesville community's expectations and standards for corridor redevelopment have changed significantly in the

past ten years, since the City's most recent West Main Street Corridor plans (such as the Torti Gallas or Wallace Roberts and Todd plans.) The updated plan, therefore, should address the following: the implementation of new Federal environmental regulations as they pertain to stormwater runoff; the City's increased emphasis on pedestrian and bicycle-oriented infrastructure (as reflected in its comprehensive plans and City Council priorities); the use of best practices with regards to tree plantings (as identified by the Charlottesville Tree Commission); and the need for improved clarity in the City's built-form and public space standards and greater predictability in its review processes.

*Project objectives for the West Main Corridor*

**A. Planning and Urban Design**

- Elicit meaningful public input.
- Create a schematic design of streetscape improvements in the West Main Corridor.
- Create an appropriate and functioning streetscape consistent with City goals.
- Protect the historic character of the corridor with appropriate interventions and improvements.
- Improve pedestrian and bicycle circulation along the corridor and at cross streets.
- Provide pedestrian- and bicycle-safe infrastructure, including appropriate lighting, throughout the corridor, especially at the W Main Ridge/McIntire intersection.
- Maintain or improve existing vehicular circulation.
- Integrate green infrastructure to enhance the City's stormwater management and urban forestry goals.

- Ensure parking solutions are compatible with the aforementioned objectives.
- Provide updated and appropriate design guidelines, special district, and general zoning regulations and ordinances and application review processes.

**B. Streetscape Design Development & Construction Documents**

- Develop schematic design and provide detailed construction documents that illustrate significant streetscape improvements in keeping with the planning and urban design objectives listed above, in two sections of West Main corridor (as indicated on attached diagram).

*General project scope (both parts A and B)*

- Review and analyze existing conditions and past and current comprehensive plans and corridor and transit planning studies for the entire corridor.
- Review existing design guidelines, special district, general zoning regulations and ordinances (in light of the City's comprehensive plans) and street design standards as they pertain to built-form, sustainability, function, land use, discretionary review, and application processes.
- Review existing land use ordinances as they pertain to the location and intensity of viable vertical mixed use and residential development, public amenities, stormwater facilities and alternative parking strategies (both off- and on-street).
- Develop schematic design of West Main Corridor streetscape from Downtown Mall to JPA.

- Develop the design for two sections of the corridor, coordinated with work on adjacent private parcels.
- Provide final design and engineering of the public portions (City ROW) of the two developed sections.
- Coordinate with the property owners adjacent to both project areas.
- Plan meetings with stakeholders and public as needed.

**A. Scope of work for “planning and urban design products” include the following:**

- Recommendations for regulatory changes in keeping with best practices in mixed use and residential development along transit-ready corridors, context-sensitive design, complete streets and City comprehensive planning goals
- Recommendations for new regulatory tools
- Schematic 3-Dimensional massing studies of the entire study area (both under the existing regulatory regime and under any revised regulatory framework recommended by the consultant)
- Innovative, parking strategies compatible with a multi-model oriented community (including but not limited to reviewing existing off- and on-street parking requirements, adequacy of striping, opportunities for shared parking lots and garages)
- Basic analysis of vehicular traffic impacts associated with bike/pedestrian infrastructure improvements along West Main Street, and extending to Ridge McIntire, Preston and Cherry Avenues as well as local neighborhood streets

adjacent and perpendicular to West Main

- Re-design/re-alignment of the intersection of West Main and Ridge/McIntire
- Design of hardscape, including roadways and curbs, walkways, bike paths and crosswalks
- Design of planted areas, including street trees and other appropriate vegetation
- Design/selection of street furniture, including seating, lighting, trash bins, etc.
- Design of modifications to public utilities (overhead wires, lighting, sanitary, storm water).
- Approximate line-item costs (based on industry standard) for each design intervention listed above

**B. Scope of work for “streetscape design development and construction document products” for two segments of the corridor (as per the attached map) include the following:**

- Detailed contract documents needed for implementation of the design (outlined under Section A Scope) at two locations shown on the attached map with cost estimates
- Assistance with bidding and procurement
- Limited support for the administration of the construction contract

*Team qualifications: integrated planning, design and engineering team with the following expertise:*

- Landscape architecture
- Urban design and planning (inclusive of public art installations)

- Multi-modal transportation / traffic engineering
- Civil engineering, inclusive of best practices in “green” infrastructure
- Historic preservation and preservation planning

*Experience: The team should have the following demonstrated experience:*

- Sustainable urban streetscape design and engineering
- Community outreach and engagement
- Planning, historic preservation and placemaking
- Green infrastructure and urban forestry
- Complete streets transportation engineering
- Strategic planning and implementation phasing

*Project areas: (see attached map diagram)*

*The City will provide the following information:*

- Plans and topographic information based on City’s existing GIS database for preliminary design
- Topographic survey, including underground utilities for areas to be developed
- Copies of relevant design studies
- Traffic counts and relevant pedestrian and bicycle usage data
- Outreach to adjacent property owners
- Contact information for stakeholders
- Contracting information needed for public procurement

*Specific tasks include the following:*

**Task 1: review and analysis**

- Undertake detailed analysis of existing conditions.

- Review relevant design studies, design guidelines, regulations, and comprehensive plans and recommend changes and new tools as appropriate based on the expressed goals of the City’s comprehensive plan, public and stakeholder feedback, and best practices in urban design and planning.
- Review the recent Charlottesville Area Transit (CAT) study in conjunction with principles of transit-ready design and development.
- Review Placemaking, Liveability and Community Engagement (PLACE) Design Task Force recommendations for the West Main Street Corridor.
- Review traffic, bicycle, and pedestrian information.
- Establish a public outreach plan, including up to 3-5 meetings with stakeholder groups and the general public.
- Meet with project steering committee (defined as the PLACE Design Task Force) and stakeholder groups, that will include but not be limited to the following:
  - City boards and commissions (City Council, Planning Commission, Board of Architectural Review, Tree Commission)
  - City staff
  - relevant neighborhood associations and community organizations (churches, community centers, etc.)
  - business associations (downtown and mid-town associations, chamber of commerce, etc.)
  - public interest groups (bike/ped, alternative transportation, sustainability, preservation, etc.)
  - others as identified and appropriate
- Deliverables: report that summarizes findings, makes recommendations for updated planning and design guidelines

**Task 2: alternative design concepts**

- Based on information gathered above, develop 2-3 schematic alternatives for the entire West Main Corridor, including but not limited to the following:
  - Alternatives for the W Main-Ridge/McIntire intersection that may include a signalized intersection, an appropriately engineered roundabout or elimination of the South Street intersection with Main Street
  - At least one alternative that illustrates build-out according to the City's existing regulatory framework and one that depicts a build-out based on recommended regulatory changes
- Undertake preliminary multi-modal traffic analysis, indicating AM and PM rush hour levels of service, inclusive of modeling (with Synchro or other similar tool) for each alternative
- Undertake approximate estimate of projected tax revenues for each alternative
- Present alternatives to project steering committee
- Present alternatives in public meeting, format TBD
- Scope of work for each alternative shall include the following:
  - schematic 3-D modeling, shading and massing studies
  - traffic analysis
  - transit accommodations (bus routes and stops)
  - parking (on-street and off-street alternative strategies for both vehicular and bike)
  - bicycle and pedestrian routes
  - streetscape design, inclusive of lighting, paving, plantings, benches, receptacles
  - green infrastructure

- Deliverables for each alternative scheme shall include the following:
  - public outreach plan
  - schematic design plan
  - preliminary traffic analysis
  - massing studies
  - revenue projections
  - plan and street section drawings (of at least three locations, inclusive of the two sub areas indicated on the map of the West Main Corridor)

***Task 3: design development of two selected areas***

- After receipt of authorization to proceed, develop further the design of the preferred scheme in the areas indicated on the attached map.
- Undertake preliminary civil engineering for the preferred scheme.
- Undertake a more refined multi-modal traffic analysis, indicating AM and PM rush hour levels of service, inclusive of modeling (with Synchro or other similar tool) for the preferred scheme.
- Prepare cost estimate based on developed design and preliminary engineering.
- Create tax revenue projections.
- Deliverables for each area shall include the following:
  - plans, sections and other drawings needed to indicate scope of construction work, and
  - outline specifications for the work.

***Task 4: contract documents***

- After receipt of authorization to proceed, create construction documents needed to bid and execute the work and secure all necessary approvals.
- Deliverables shall include the following: plans, sections, details, and specifications needed for bid and construction.

***Task 5: procurement***

- Assist the City as needed in the preparation and review of bids from qualified contractors

***Task 6: construction administration***

- Assist the City as needed with the administration of the construction contract
- Visit the site periodically to verify compliance with contract documents
- Provide clarification sketches and changes order work as needed during construction



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Section 3.2  
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## Strategic Investment Area Update

The Strategic Investment Area (SIA) is an area of approximately 300 acres in the Downtown Extended Zone of Charlottesville. It includes portions of the Ridge Street, Belmont, Downtown, and Martha Jefferson Neighborhoods. Three CRHA-owned public housing sites as well as a Section 8 apartment complex are located within the SIA. The City has identified this area as a potential “growth” area due to its low density and available land areas, and its location as a gateway to Downtown. The SIA Study was initiated in order to create a transformative process for redevelopment and to identify key strategies for both public and private development and investment within the boundary area.

The consultant team is led by Cunningham | Quill Architects and includes OCULUS (Landscape and Open Space Design), Bolan Smart (Economic Consulting), and Kittelson & Associates (Transportation, Pedestrian & Bicycle Planning). The process began by outlining a strategy for public outreach and engagement, which ultimately included more than 33 stakeholder, steering committee and focus group meetings and interviews, as well as 3 community-wide Open Houses; 3 walking tours covering portions of the SIA; and 5 large Community Meetings.

The information gleaned during all of the interviews, discussions, and interactions with

stakeholders has led to a strategy for transformation. In May, the team presented three (3) scenarios for redevelopment planning in the Study Area. Key Plan Components of all the scenarios included Economic Development; Connectivity; Landscape Framework; Civic Open Space; Sustainability; and Variety of Housing. The three scenarios were organized around concepts of a Linear Park; a Central Plaza; and a Network of Open Space Nodes and Connected Streets. Following the information presentation, attendees were invited to provide comments in smaller group “hands-on” discussions and then each table reported their discussions back to the larger group. Responding to the comments and ideas expressed during the May meeting, the team further developed a draft composite plan for the SIA.

On July 16th and 17th, the team presented their recommendations and draft plan during stakeholder group meetings and in a Town-Hall-format Community Meeting. These recommendations were organized around three primary categories: investments in people, investments in linkages and investments in economic development.

### *People*

- Investment in near term maintenance of existing public housing
- Phased long-term improvements to existing public housing stock
- Phased introduction of new mixed-income housing stock of varied housing types
- Introduction of mentorship and caseworker programs for residents in need of assistance

### *Connections*

- Improvements to Pedestrian, Bicycle, & Automobile Circulation and Connectivity
- Increased Green Infrastructure for storm water management and circulation
- New Public Parks & Recreation Areas provide linear connections and identifying characteristics for the neighborhood

### *Economic Development*

- Identifying needs and working toward better quality of life for all persons
- Complementing other parts of Charlottesville without replicating them
- Providing better access from the SIA to job centers within the city
- Identifying opportunities for job training
- Investments through public-private partnerships
- Development incentives

The proposed plan includes mixed-use buildings and mixed-income housing, organized along a new linear park along the route of historic Pollocks Branch, extending from Garrett Street to Elliott Avenue; a new central place; and an interconnected street system. It strongly emphasizes and bolsters the existing connection between the IX Property and the Downtown Mall via 2nd Street.

The Plan builds upon previous studies, particularly the CRHA Master Plan completed in 2010, but addresses the SIA neighborhood holistically.

Following the presentation on July 17th, the team will now complete and refine their recommendations and develop the final plan documents with additional implementation strategies to assist the City as a road map for

future growth in the SIA area. It is expected that the final plan will be presented and reviewed by the City Council, the Planning Commission and the PLACE Design Task Force in the Fall.

Attached are copies of the following from the July 17, 2013 Town Hall Meeting presentation:

- 1) SIA Area Composite Vision Plan Aerial Rendering
- 2) SIA Area Composite Vision Diagram
- 3) SIA Area – Pollocks Park / Strategies for Public Spaces and Water Management Diagram



## SIA Composite Vision





Economic Development



Variety of Housing



Central Place



Community Services



STRATEGIC INVESTMENT AREA  
 CHARLOTTESVILLE, VA

CONCEPT DIAGRAM  
 1"=400'

JULY 17, 2013  
 CUNNINGHAM QUILL ARCHITECTS  
 ©2013

Cunningham | Quill Architects - OCULUS - Bolan Smart - Kittelson & Associates ©2013

SIA - July 17, 2013



Infrastructure



Urban Agriculture



Water Infrastructure



Connectivity



# Pollocks Park:

## *Strategies for Public Spaces and Water Management*

1. *Food Gardens (food production + water reuse)*
2. *Lawn (play and bioinfiltration)*
3. *Meadow (biofiltration)*
4. *Gardens (biofiltration + detention)*
5. *Plaza (gathering + detention)*
6. *Basins (detention)*
7. *Stream Corridor (riparian system restoration)*





# Water Street Promenade

## PUD Application Plan

City of Charlottesville, Virginia



Submitted by:

Riverbend Development, Inc. – Developer

Collins Engineering, Inc. – Civil Engineer

July 23, 2013



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## Purpose and Intent

The Water Street Promenade property is located adjacent to the CSX railroad at the eastern terminus of Water Street in downtown Charlottesville, Virginia. Riverbend Development, Inc. seeks to rezone TMP 570157A00, a 2.16 acre residue parcel created from the existing development on parcel TMP 570157000. The subject parcel is currently zoned DE – Downtown Extended Corridor Mixed Use. Within this parcel, the existing Coal Tower structure exists within the Architectural Design Control Districts and Individually Protected Properties overlay district. The City of Charlottesville Code of Ordinances requires that properties rezoned to a Planned Unit Development District (PUD) contain land in excess of 2.00 acres. The applicant seeks a PUD rezoning of the Water Street Promenade 2.16 acre property, pursuant to the City Ordinance.

This document and the exhibits herein shall constitute the Water Street Promenade General Development Plan, which is intended to establish a framework of standards for the development while allowing flexibility upon final design. The Development Plan provides regulatory requirements that the applicant acknowledges will require interpretation. It is the goal of Riverbend Development, Inc. to ensure a quality community through rezoning of the property using the standards detailed herein.

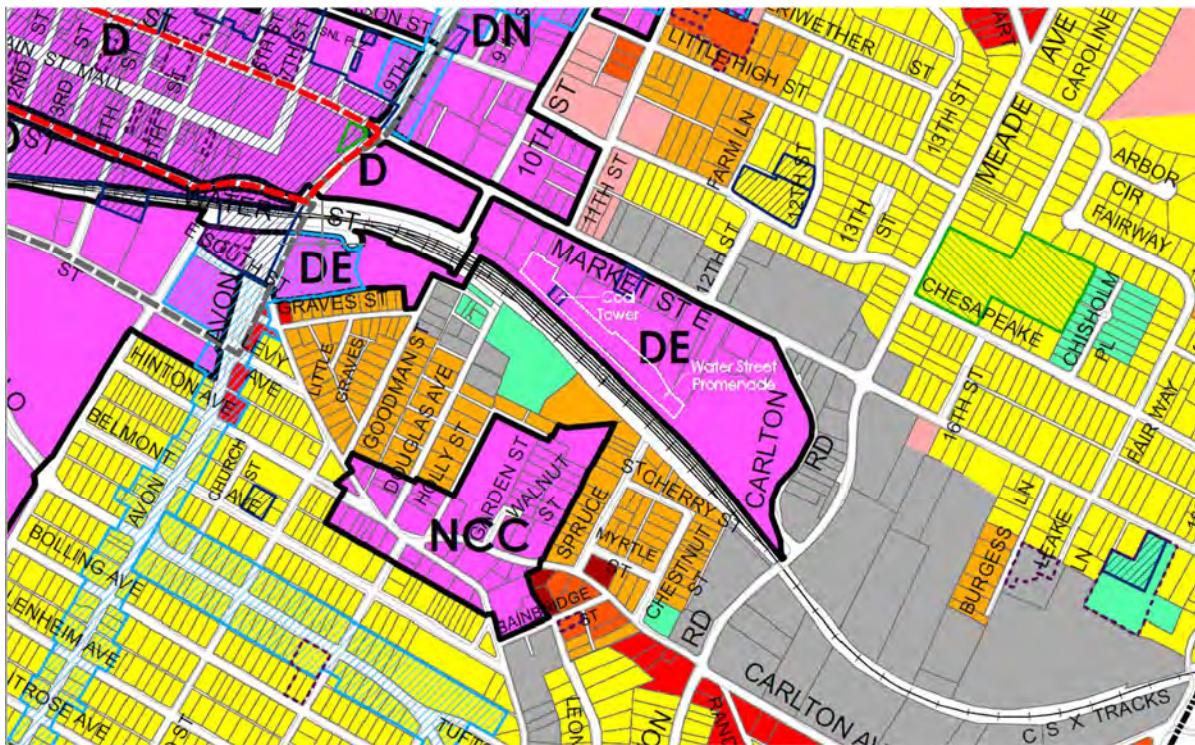


Figure 1: Existing Zoning Map

## Land Use

### Existing Conditions

The existing Water Street Promenade property consists of a single residue parcel comprising 2.16 acres of land. The project is bordered by the CSX Railroad to the south, commercial properties fronting 10<sup>th</sup> Street to the west, commercial properties fronting East Market Street to the north, and an apartment development to the east. An existing City sanitary sewer line and City 2'x2' storm box culvert run through the Water Street Promenade property. The lines will be retained with the proposed design.

Development parcel TMP 570157000 originally comprised 10.654 acres of land and included improvements at the southern property line of the Water Street Promenade residue parcel. The approved adjacent apartment project extended the existing terminus of Water Street east to Carlton Road creating a new public right-of-way frontage for the Water Street Promenade project lots. The Water Street extension will provide water and storm sewer, a new 5' concrete sidewalk north of the road, and a new 10' wide multi-use trail to the south of the road connecting the 10<sup>th</sup> Street intersection to Carlton Road and Meade Street. These improvements create a tremendous opportunity for a new development with walkability and access to downtown Charlottesville within this residue parcel.

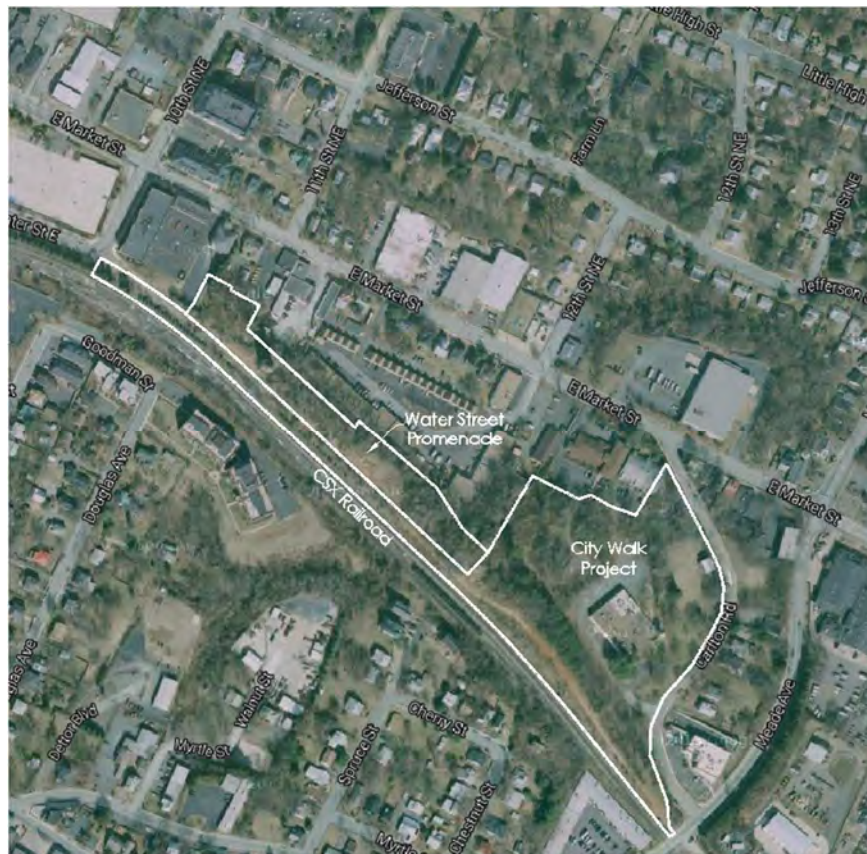


Figure 2: Existing Conditions – Water Street Promenade







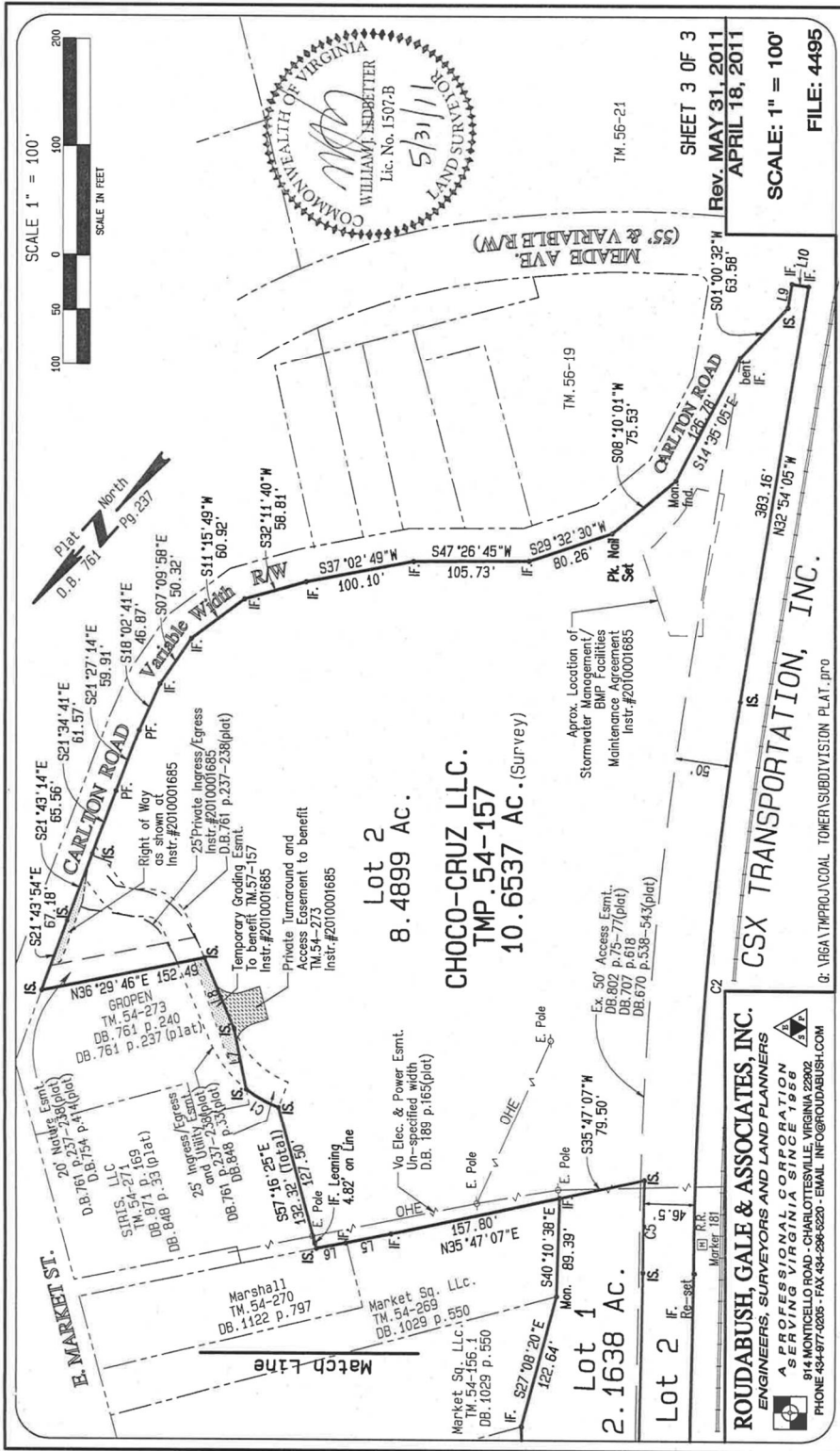


Figure 5: Property Plat (Not to Scale)



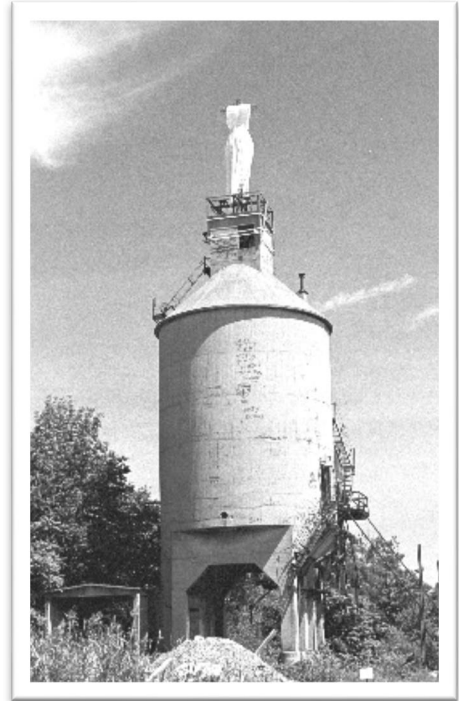
## *Proposed Uses & Phasing*

The Water Street Promenade General Development Plan proposes both a primary development plan, and an alternate development plan. The construction of either plan shall occur in two phases, with the 19 single family units being developed as Phase I.

The primary development plan shall include a residential and commercial element. East of the Coal Tower, 19 single-family lots shall front Water Street served by a one-way rear alley. West of the Coal Tower, a 43,500 s.f. five-story commercial building shall be constructed fronting Water Street and adjacent to the existing commercial office building at 10<sup>th</sup> Street. The commercial building shall feature two stories of underground parking and shall be served by a drive aisle at Water Street. A new two-story parking structure will connect to the commercial building garage. The commercial building shall be located within seventy-five (75) feet of the perimeter of the PUD, which shall be approved at the time of PUD approval. The Coal Tower structure will serve as a dividing line between commercial and residential zones.

The alternate development plan shall include a residential use only. East of the Coal Tower, the 19 single-family lots and rear alley would be retained. West of the Coal Tower, an additional five single-family lots would be constructed and served by a rear two-way alley.

The existing Coal Tower is of special historic value to Charlottesville, and the Commonwealth of Virginia. Both the primary and alternate development proposals are designed protect and preserve the existing Coal Tower individually protected property. This structure shall be preserved within an open space area dedicated to the City of Charlottesville. Prior to dedication, the area will be landscaped and sodded and a plaque will be erected on the open space to commemorate the historic aspects of the Coal Tower.



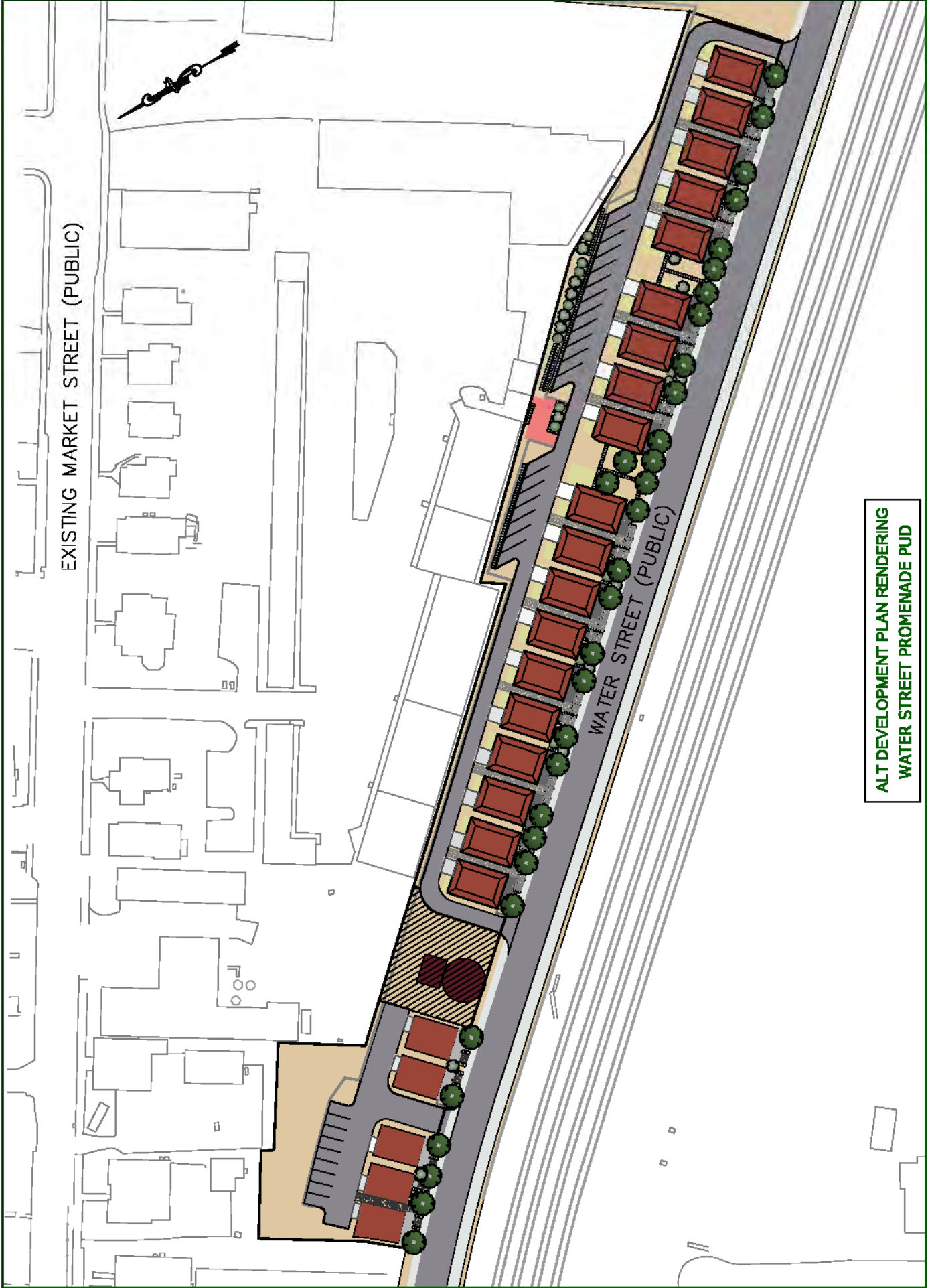




EXISTING MARKET STREET (PUBLIC)

WATER STREET (PUBLIC)

DEVELOPMENT PLAN RENDERING  
WATER STREET PROMENADE PUD



EXISTING MARKET STREET (PUBLIC)

WATER STREET (PUBLIC)

ALT DEVELOPMENT PLAN RENDERING  
WATER STREET PROMENADE PUD

## The Vision for Water Street Promenade

The Water Street Promenade project proposes an urban infill development in an underutilized vacant parcel adjacent to Charlottesville's vibrant downtown city center. The residential and commercial components proposed along the Water Street extension are intended to foster a sense of community and connection currently missing between the residences to the west and the Downtown Mall. The buildings shall communicate with the streetscape, and provide an urban, yet residential feel. The building heights, scale, and setbacks shall be harmonious as to height, mass, lot coverage, and setbacks with the existing adjacent uses. The proposed design complements the City of Charlottesville Comprehensive Plan goal to provide a variety of housing types at employment and cultural centers in the downtown district. The Water Street Promenade is a creative usage of a narrow strip or residue land, which shall provide housing and additional tax revenue for the City.

- (1) The development of the Water Street Promenade project as a single family city row home concept with is a higher quality product than a strict application of the downtown east zoning ordinance would allow. The existing Downtown Extended Corridor Mixed Use zoning designation on the property does not permit reduced lot widths critical to the communication of the proposed structures with the street. The proposed row homes conform to all the requirements and regulations of the DE zoning district, with the exception of the 50' wide lot requirement.

The purpose of this rezoning is to utilize smaller lots widths to establish the characteristics of this neighborhood with traditional neighborhood design. This concept is an appropriate design for the narrow and long shape of the residue parcel land. The choice of high quality single family homes in the city is deliberate. While apartments are located next door and townhomes would be a logical fit for this property, the applicant is pursuing row homes as an urban housing type. The current code makes no allowance for this successful urban housing model, which allows home ownership without shared party walls.

- (2) The Water Street Promenade development row home design shall provide an innovative arrangement of buildings and open spaces to provide efficient, attractive, flexible, and environmentally sensitive design. The reduced setbacks utilized shall create a street wall of attractive homes and landscaping. Less attractive attributes, such as parking, shall be shifted behind the proposed structures essentially out of view from the street. The building footprints will provide an efficient use of space with garages located within the structures. The concept also respects the existing site environmental conditions, by allowing the City storm box culvert to pass through the site undisturbed without modification to the storm sewer flow patterns.
- (3) The project promotes the inclusion of homes of various sizes. The existing zoning of the subject parcel encourages the construction of a high rise structure to utilize this narrow strip of land. The 19-24 single family homes proposed in this PUD

shall vary in form and finishes to provide diversity and visual interest, while remaining clustered in an efficient use of the available land.

- (4) The PUD zoning will allow and encourage the clustering of single-family dwellings along Water Street for a more efficient use of land and provides the ability to preserve open space. By siting the homes more closely together, the Water Street Promenade property allows for an open space buffer at the Coal Tower.
- (5) The Water Street Promenade PUD will allow the Water Street frontage to function as a cohesive, unified project from a pedestrian perspective at the street. The city row home concept will provide continuity between the single family units, and the reduced side setbacks will make it apparent that this is a unified block.
- (6) The Water Street Promenade project will be harmonious with the existing uses and character of the adjacent properties. The proposed commercial space west of the Coal Tower will complement the existing commercial building at the intersection of Water Street and 10<sup>th</sup> Street. The proposed single-family units will provide an urban transition from this commercial zone to the adjacent apartment high rises. The active use of the street frontage along Water Street will complete a missing link between the Downtown Mall area and the apartments beyond.
- (7) The proposed Water Street Promenade development shall enhance and respect the existing site resources. The Coal Tower protected historic property shall be preserved and incorporated into open space dedicated to the City of Charlottesville. This cultural feature will be available for the community to enjoy and explore.
- (8) The project shall provide for coordination of architectural styles internally within the development, as well as in relation to adjacent properties. The single family row homes shall exhibit a cohesive, unified architectural design that coordinates with the commercial spaces to the west, and the apartment project to the east.
- (9) The project will provide for coordinated linkages among the internal uses, and provide external connections to the adjacent neighborhoods. The Water Street adjacent sidewalk provides a street connection to each single-family building front, while the vehicular alley shall provide access for each unit at the rear. The project shall also include stairway connections from the proposed structures down to the adjacent properties fronting East Market Street. Sidewalk connections will be provided through the development from Water Street.
- (10) The Water Street Promenade PUD shall facilitate access to the development via public transit and public pedestrian systems. The extension of Water Street shall provide a vehicular connection from 10<sup>th</sup> Street to Carlton Road and beyond. A sidewalk shall parallel Water Street to the north, and a ten-foot wide pedestrian trail shall parallel Water Street, providing access to the Charlottesville Downtown Transit Station and beyond.

## General Development Plan

### *Development Characteristics & Parking*

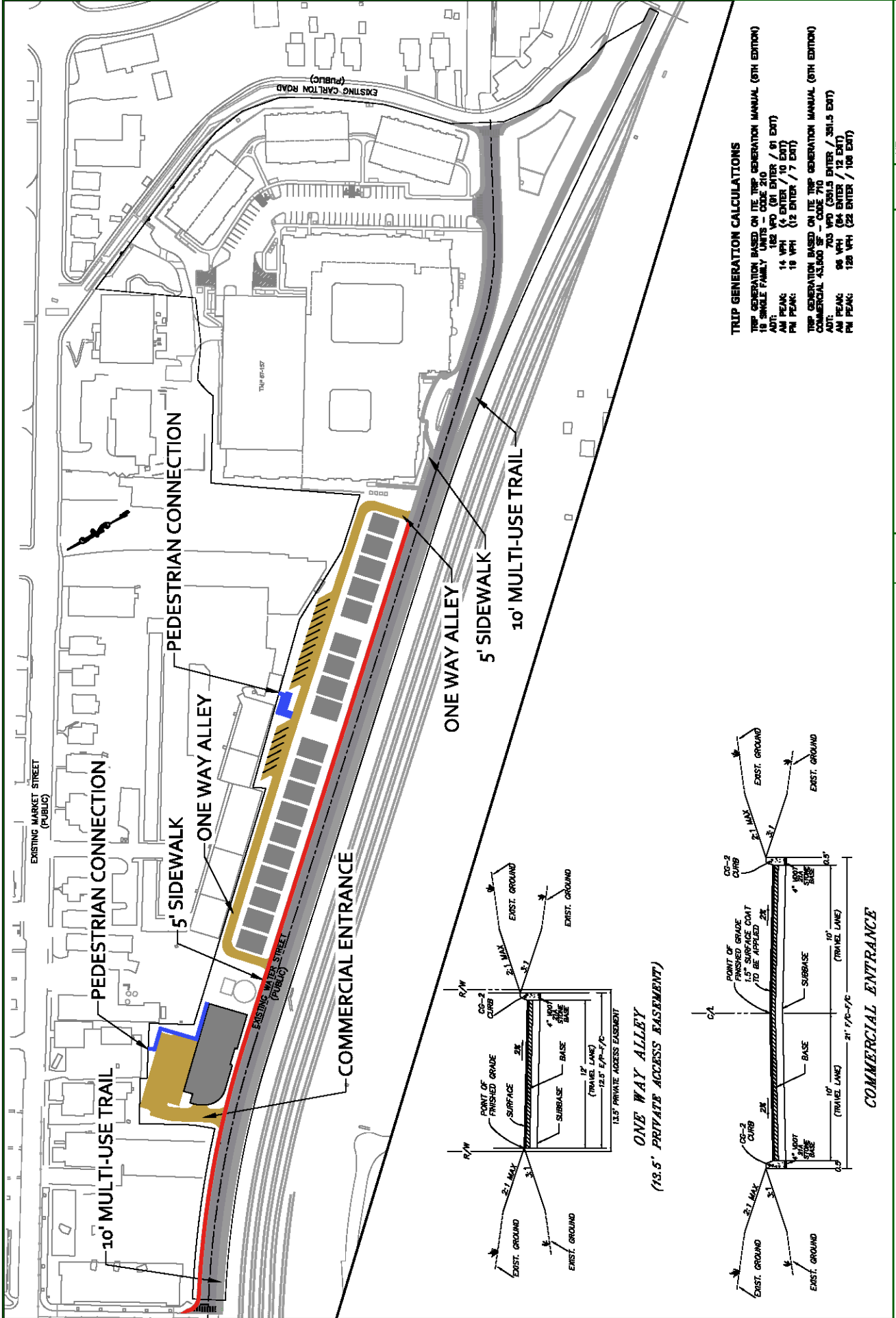
The primary development plan shall include 19 residential single-family units and a 43,500 s.f. commercial building and associated parking structure. The alternate development plan shall include a total of 24 residential single-family units only. Two parking spaces will be provided for each residential unit in the garage and driveway, and one additional guest space will be provided for each unit off of the alleyway. The commercial building will be provided 86 parking spaces within a two-story parking structure and two-stories of underground parking beneath the building. The residential and commercial quantities provided herein may be adjusted upon final engineering and plan preparation.

### *Transportation & Access*

Access to the parcel will be provided with the Water Street extension. The Charlottesville Downtown Transit Station is located a few hundred feet from the western-most portion of the property, and provides access to the Charlottesville Area Transit (CAT) free trolley and nearly every City bus line. Convenient access to the Charlottesville public transportation hub will reduce private, vehicular traffic and encourage public transportation use.

Pedestrian and bike access will be provided with the trail and sidewalk to be installed with the Water Street extension. These pathways provide tie-in connections between Water Street at 10<sup>th</sup> Street, and Carlton Road. Two pedestrian connections are provided through pathways and stairways from Water Street to the commercial districts to the north fronting East Market Street.





**TRIP GENERATION CALCULATIONS**

TRIP GENERATION BASED ON ITE TRIP GENERATION MANUAL (8TH EDITION)

10 SINGLE FAMILY UNITS - CODE 210  
 102 VPD (81 ENTER / 21 EXIT)  
 AM PEAK: 14 VPH (12 ENTER / 2 EXIT)  
 PM PEAK: 10 VPH (12 ENTER / 7 EXIT)

TRIP GENERATION BASED ON ITE TRIP GENERATION MANUAL (8TH EDITION)

COMMERCIAL 43,000 SF - CODE 710  
 703 VPD (391.5 ENTER / 311.5 EXIT)  
 AM PEAK: 96 VPH (84 ENTER / 12 EXIT)  
 PM PEAK: 126 VPH (22 ENTER / 104 EXIT)

## Density & Open Space

The proposed site density is calculated from the total project maximums of the original parcel occupied by the City Walk project. The original parcel comprised 10.654 acres, of which 2.04 acres were reserved for the Water Street extension right-of-way. The remaining development area was 8.61 acres. The by-right Downtown East zoning allows 43 DUA for a total of 370 total allowable dwelling units on the site. The City Walk project reserved 301 of these units with its development; hence the remaining density available for the Water Street Promenade is 69 dwelling units.

The Water Street Promenade PUD proposes only 19-24 single-family units, rather than the 69 available to this parcel by-right. The applicant has chosen a city row house concept in lieu of a high density apartment or condominium concept to create cohesion within the existing neighborhood. The proposed density on the 2.16 acre parcel shall be 9 du/acre to 12 du/acre, and 37 du/acre for the overall development of the property, rather than the 43 du/acre allowable by-right:

Overall Available Density (By-Right 43 DUA)			
	Area	DU	
Total Project Area	10.65		
Right-of-way	2.04		
Remaining Dev. Area	8.61	370	
City Walk	6.45	301	
Water St. Promenade Remaining Density	2.16	69	
Overall Proposed Density			
	Area	Min DU	Max DU
City Walk	6.45	301	301
ROW	2.04	-	-
Water St. Promenade	2.16	19	-
Water St. Promenade-Alt	2.16	-	24
Total	10.654	320	325
Min DUA	37.0	(320/8.62)	
Max DUA	38.0	(325/8.62)	

The proposed Water Street Promenade project shall incorporate a minimum of 15% open space in both the primary and alternate development plans. The primary development plan provides 15.3% open space over 2.16 acres. The alternate development plan provides 20.3% open space over 2.16 acres.

A protective open space totaling 0.134 acre shall be established around the existing Coal Tower, with the land dedicated to the City of Charlottesville. The property open space will be provided to protect the existing Coal Tower historic resource and provide an amenity space to the residents and adjacent commercial users.

## Lot Layout Standards

The lot layout standards for the Water Street Promenade development are intended to create an inviting atmosphere for pedestrians. Minimal setbacks and inviting building facades will be used to create attractive streetscapes and foster a sense of community. Lots shall front the Water Street right-of-way and planting strip. The front setback will be the build-to-line. The construction of all single-family units shall abide by applicable fire rating requirements for the minimized side setbacks incorporated in the plan.

Build-to-Lines (Setbacks) & Maximum Building Heights					
Structure	Front	Side	Rear	Min. Height	Max. Height
Single Family	0'	3'	5'*	35'	50'
Commercial	0'	0'	0'	35'	80'

\*Single Family rear setback measured from alley edge of pavement.

Note: Extensions into setbacks for eaves and porches permitted up to 4'. Building heights shall be measured from the main entry at street level. Basements and attics shall be allowed, but not considered towards total height. Buildings shall not exceed five (5) stories.

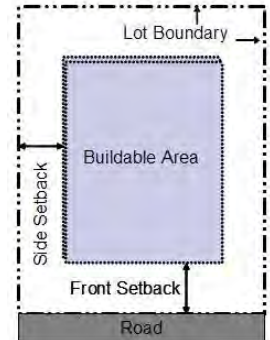


Figure 9: Proposed Water Street Promenade Street Perspective

## *Grading & Utilities*

The proposed grading in the Water Street Promenade development is permitted to reach 2:1 grades. Any slopes steeper than 3:1 grading will be covered with blanket matting or other low maintenance ground covering. These areas shall not be planted with grass cover for stabilization, and shall adhere to the specifications for ground covering in the Virginia Erosion and Sediment Control Handbook. The grading as shown on the Grading, Utility, and SWM Plan shall include retaining walls for alleys, open space, and lot grading to achieve desired elevations. Wall heights from ground level to top of wall shall not exceed 25'-30'.

No critical slopes exist on the subject property per the City of Charlottesville Code of Development Section 34-1120 (b).

The proposed development plan shall connect to the existing public utilities on site. The Water Street extension shall provide connection for all required water and fire line laterals. The existing City sanitary sewer line running through the site shall be tapped with a manhole, and new sanitary sewer and laterals shall run along the proposed alley behind the single family units.

## *Sensitive Areas*

There exists no land within a floodway or floodway fringe, or wetlands within the subject parcel. The site survey revealed a discontinuity in the existing City storm sewer piping running through the site at the end of the 2'x2' box culvert near the northern boundary of the project site. The proposed development shall investigate the connection point and install additional storm sewer piping as needed to reestablish this connection.

## *Landscaping*

The landscaping in the Water Street Promenade development shall be concentrated between the proposed single family units and Water Street. Attractive trees and shrubs shall be planted to enhance the proposed streetscape. The development plan shall include a portion of the required open space, to be landscaped in an amount equal to 20% of the aggregate gross floor area of the commercial use proposed, per City of Charlottesville Code of Ordinances, Section 34-502.

All proposed landscaping shall be provided using materials permitted in the City Code Article VIII, Section 34-861 and the city's list of approved plantings. Landscaping shall be designed to enhance the recreational and aesthetic value of the site and provide a continuous buffer of vegetation along the Water Street frontage from 10<sup>th</sup> Street to Carlton Road.





Figure 10: Proposed Water Street Promenade Sidewalk Perspective

### *Signage*

The signage regulations established in the City Zoning Ordinance shall govern all signage within the Water Street Promenade PUD.