

CITY OF CHARLOTTESVILLE  
"A World Class City"

Department of Neighborhood Development Services

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November 7, 2013

TO: Charlottesville Planning Commission, Neighborhood Associations &  
News Media

# Please Take Notice

The Charlottesville City Council, Charlottesville Planning Commission and the PLACE Design Task Force will hold a Joint Work Session on **Tuesday November 19, 2013 at 5:00 p.m. at the Water Street Center (407 E. Water Street)**

## AGENDA

1. PLACE Annual Report
2. Comprehensive Plan Implementation

cc: Maurice Jones  
Aubrey Watts  
Jim Tolbert  
Neighborhood Planners  
Melissa Thackston, Kathy McHugh  
Mary Joy Scala  
Craig Brown, Lisa Robertson

# Joint Work Session

## City Council Planning Commission PLACE Design Task Force

Tuesday November 19, 2013

7:00 p.m.

Water Street Center  
407 East Water Street

### Agenda

1. PLACE Annual Report

Report Accessed at this link <http://www.charlottesville.org/Index.aspx?page=3256>

2. Comprehensive Plan Implementation

# City of Charlottesville

## MEMO



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TO: City Council, Planning Commission,  
PLACE Design Task Force

FROM: James E. Tolbert, AICP, Director

DATE: November 11, 2013

SUBJECT: **Joint Implementation Meeting**

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Over the last several months there have been many discussions concerning better design in many contexts. The PLACE Design Task Force (PDTF) has discussed:

- Small Area Plans
- Form Based Codes
- Context Sensitive Street Design

The Tree Commission (TC) has suggested policies to guide the placement of street trees and the use of trees on other projects.

The Planning Commission (PC) has incorporated all of these ideas in its 2013 Comprehensive Plan which was adopted by the City Council. At its next meeting, the Planning Commission will consider a Context Sensitive Design Resolution presented to them by the City Council for their review.

On November 19, 2013 the Planning Commission, PLACE Design Task Force and City Council will come together again to discuss the implementation of these items. To assist with this discussion staff has included the following items in the agenda packet.

- Revised memo regarding Small Area Plans. At the joint work session on August 27<sup>th</sup> suggestions were made to revise the

approach by joining several of the planning areas to gain efficiencies.

- Draft Complete Streets Policy. This would be a companion to the previously adopted Complete Streets resolution and the proposed Context Sensitive Street Design resolution. The policy would guide implementation decisions.
- Tree Commission Suggestions
- A draft scope of work for Street Design Guidelines (Phase I) from Toole Design. Toole is under a City term contract for bike/pedestrian design services and could provide the design assistance to implement a Context Sensitive Streets Policy.
- Proposed Council Resolution for Context Sensitive Street Design
- Minutes from August 27, 2013 Joint Work Session.

JET:sdp

# Small Area Plans

## BACKGROUND

The Comprehensive Plan adopted by the City Council in 2001 established the vision for Charlottesville to become a more dense, urban walkable community. Using the 1994 Sustainability Accords as a basis, the plan had the following highlights:

- Work by Torti Gallas and Robert Charles Lessor recommended density in the Downtown, West Main Street, and other “corridors” including Emmet Street and Preston Avenue.
- Dense neighborhoods of student housing were recommended immediately adjacent to the University of Virginia to encourage pedestrian activity and discourage the use of automobile by students.
- Entrance Corridor designations were expanded to gain some degree of control on key corridors poised for development.
- Mixed-use was recommended as a highly desirable form of development.

In 2003 a new Zoning Ordinance was adopted with the specific intent to implement changes recommended by the Comprehensive Plan. Highlights include:

- Creation of sixteen “corridor” zones to replace the old Euclidean System of regulation with its six layers of commercial zones. Instead specific corridors tailored to the Torti Gallas vision were designated as their own zoning classification with the purpose to use the zoning as a mirror of the Plan, to encourage and simplify the process. Where the vision is for mixed-use, the zoning ordinance was crafted to allow the development appropriate for that zoning classification by addressing:
  - Density
  - Height
  - Stepbacks
  - Setbacks
  - Build to lines
- The University High Density and Medium Density zones were adopted.

- Parking requirements were substantially reduced and allowances made for shared parking.
- Requirements for street trees and landscaping were added to the code.

After adoption of the revised Zoning Ordinance, the Planning Commission and Board of Architectural Review in 2003, began a revision of the Design Guidelines for Architectural Control Districts and Entrance Corridors. Those guidelines were crafted to encourage pedestrian friendly development appropriate to the character of the particular district under development.

The desire for Charlottesville to become that more urban, more dense, walkable and bikeable community was continued as the central theme of the 2007 Comprehensive Plan and the 2013 Plan, just adopted. The recent plan identified that, although much development has occurred in support of that vision, there are areas where more specific plans are needed and codes that need review/revision in order for that vision to be more fully realized. Three specific things that should be addressed are:

- The Design Standards Manual should be revised to implement the “Complete Streets” resolution adopted by City Council. In particular the manual should provide for design solutions appropriate to context by addressing lane widths, sidewalk widths, bike lane standards, planting buffer with appropriate materials, and on-street parking. It must also incorporate provisions and/or requirements for sustainable infrastructure and coordinate with ongoing revisions required for the stormwater ordinance. The Design Standards Manual should be coordinated with the ADC and EC design guidelines, and with the Zoning Ordinance (smaller driveways may be approved in historic districts) and Comprehensive Plan objectives, especially Urban Design goal 7 such as, 7:8: Coordinate with the Public Works and Parks Departments regarding maintenance and construction that would affect historic features of the City’s neighborhoods. Where possible, maintain and repair granite curbs, retaining walls, distinctive paving patterns and other features instead of replacing them.
- While the Zoning Ordinance adopted in 2003 was far reaching and unlike any other in Virginia when it was written, it is 10 years old and should be reviewed to ensure that it allows the desired development and, to the extent possible,

prohibits development that is not desired. Issues to be considered include balancing the vision for more density with the desire to preserve community character and contributing historic buildings, and addressing uses allowed to the extent that non-compatible uses are not allowed to occur adjacent to one another, or if they are located adjacent to one another to be mitigated so they may co-exist. Problems and opportunities already identified which include:

- Street Tree location
- Building Height/Massing
- Build to line issues
- Discretionary Review
- Parking Requirements and Parking Location
- Use of the PUD

- The 2013 Comprehensive Plan identified 15 areas in need of more specific planning study. For lack of a better term they are referred to as “Small Area Plans”. Two of these planning efforts are underway and one was removed during plan adoption. Each is unique with a different understanding of desired direction and outcome or a different issue is driving each. There are themes common to most however. Concerns include:

- Incompatible Zoning
- Changes of property ownership and transition of uses
- Traffic
- Walking and Biking

### **ACTION**

There is an incredible amount of work to undertake to address these very important issues. Staff has spent a lot of time discussing how each might be addressed within existing resources and small resource increases. Using knowledge of potential development and the need to get ahead of that development, or the length of time an issue has been of concern to a neighborhood, the following is a recommended plan of action to address these needs.

1. Revise the Design Standards Manual to incorporate Complete Streets and Sustainable Infrastructure Principles. A staff team has begun this work and has established a plan to update the standards using the Institute of Transportation Engineers Manual for Designing Walkable Urban Thoroughfares and the NACTO Urban Bikeway Design Guidelines.

2. Audit City Codes to ensure they will achieve the desired development. Using the Smart Growth America Smart Growth Policy Audit, conduct a review of city codes and policies to determine if they help us achieve our vision for smarter growth. The audit is based on the following principles:
  - a) Provide a variety of transportation choices
  - b) Mix land uses
  - c) Create a Range of Housing Opportunity choices
  - d) Create Walkable Neighborhoods
  - e) Encourage Community and Stakeholder Collaboration
  - f) Foster Distinctive, Attractive Communities with a Strong Sense of Place
  - g) Make Development Decisions Predictable, Fair and Cost Effective
  - h) Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas
  - i) Strengthen and Direct Development Towards Existing Communities.
  - j) Adopt Compact Building Patterns and Efficient Infrastructure Design

The tools provided with the toolkit include:

- A Quick Diagnostic
- Policy Audit
- Code and Zoning Audit
- Audit Summary
- Project Scorecard
- Incentives Matrix
- Strategy Builder

Staff will use the resources in the toolkit to audit all codes and policies. We will also engage a stakeholder group to use some of the tools to gain their perspective on the codes and policies and to ask for specific examples that will assist with the change recommendation. The stakeholders will include citizens, PLACE Design Task Force, Planning Commission and BAR members, developers, architects, and engineers. The work will be coordinated by a staff intern and the anticipated completion date is June 30, 2014. There will be no cost to the City other than staff time and incidental meeting costs.

3. Begin the development of the Small Area Plans as identified in the Comprehensive Plan. Adopted in the Comprehensive Plan are

recommendations for 14 Small Area Plans. One is nearing completion, one is about to begin, and 12 remain. These potential planning areas represent 1,595 acres of the City or 24% of the total City land area.

<b>NAME</b>	<b>AREA (Acres)</b>
Woolen Mills	151.7
Martha Jefferson Area	51
High Street	151.2
River Road Area	75.2
5 <sup>th</sup> Street Extended	247.2
Fontaine Neighborhood Commercial	79.9
Cherry Roosevelt Brown	90.9
West Main Ridge McIntire Corridor	111.9
Preston Rose Hill McIntire Harris Allied	155.1
Emmet Street North of 250 Bypass	230.4
Strategic Investment Area	250.4

If plans are done, there will be an expectation for implementation. Implementation will include both regulatory and code changes as well as public infrastructure improvements. Private sector improvements will depend on market conditions and property owner willingness to take a risk on an investment. The City cannot afford to implement improvements in all these areas at one time, nor can the market absorb the private development that is the object of many of these studies and is what will ultimately fund some of the improvements.

Another factor that must be considered is the citizen interest in these planning efforts. Staff regularly hears from citizens that they have meeting fatigue, therefore planning efforts must be relevant. Prior to the initiation of additional planning studies an engagement plan should be developed and neighborhoods engaged to determine interest in more process.

As stated above, the twelve proposed Small Area Plans take several forms. Including the Strategic Investment Area and West Main Street projects which are in process, staff believes that six should involve consultant team efforts due to the complexity. The remaining six could be completed by staff teams as described later in this report. Below are descriptions of each of the planning processes along with a brief

outline of how they might be completed. The bold portion of each Small Area Plan description is the language from the Comprehensive Plan. Staff comments follow each. Revisions have been made to combine these areas into six additional planning studies. The specific goals and needs for each one are unchanged.

1. **Strategic Investment Area (South of Downtown):** This is an urban design and economic development study of the area south of Downtown to Elliott Avenue between Avon and Ridge Streets. The City has engaged the firm Cunningham/Quill to lead this study over the next six to eight months to conclude in November 2013.

This planning process is nearing completion; expected in November, 2013 with a presentation to City Council, Planning Commission and the PLACE Design Task Force.

2. **West Main/Ridge McIntire Corridors (JPA to Ridge and Preston to Monticello):** At the request of the PLACE Design Task Force, City Council approved issuing a request for proposals in the Spring of 2013 to secure consultant services to recommend updates to existing plans, codes and guidelines related to these two corridors. Transportation improvements will be focused on balancing the needs of pedestrians and bicycles with other vehicles. This plan will examine the different “nodes” on West Main and consider how to maximize investment in this key corridor.

Staff is currently negotiating a contract with a consultant team for the completion of this project.

3. **Preston Avenue (Ridge/McIntire to 10<sup>th</sup>):** The 2001 Comprehensive Plan suggested this area as a mixed-use corridor with a focus on high tech uses. An updated review of this area would determine uses appropriate to current conditions and opportunities as well as the need for improved urban design.

The Preston planning process should be very similar to the West Main Street scope and process. Because this corridor has not had the amount of scrutiny and prior planning efforts as West Main Street, more initial time must be spent with the community to form a vision. There will be stakeholder meetings with the key property owners and businesses along the corridor. Staff envisions that the scope will include urban design work to include streetscape and form based coding as well as a financial analysis. Due to the unique configuration of Preston

Avenue and the opportunities it provides for change this study will require extensive multi-modal transportation planning and traffic engineering expertise.

**Rose Hill: The 2001 and 2007 comprehensive Plan recognized that there may be incompatible land uses and zoning in the Rose Hill Neighborhood. Vested rights issues make addressing the adjacency of residential and heavy commercial areas difficult; however a Rose Hill small area plan combined with study of Preston Avenue and the Harris/McIntire Corridor may help to resolve these issues.**

The study envisioned in the 2001 and 2007 Comprehensive Plans has been narrow in focus and simply intended to address incompatible land uses and zoning. This plan may need to be expanded to address the Rose Hill Drive corridor and the various zones of intensity from Preston to Rugby.

**McIntire/Harris/Allied: This area's traffic pattern and volume will change with the completion of the Meadow Creek Parkway and interchange. This transportation change coupled with the recent development of restaurants, studios, start-up and other commercial endeavors warrant an updated review that addresses the effects and potential opportunities associated with this change.**

The Torti-Gallas study of 2002 envisioned this corridor as one for large home improvement goods retail and related service. That vision has not come about and in fact, the northern end of the property has seen more small local shops and offices develop. With traffic changes due to the interchange project this area should be re-examined for its potential land uses and context appropriate changes made to the street.

4. **Emmet Street/Hydraulic north of the 250 Bypass: This area possesses considerable potential for new place making because of road network and traffic pattern changes, the development of the Stonefield commercial and residential development in the County, and future redevelopment of the K-Mart site and Michie Drive CRHA site. This area provides an expanded opportunity for dense, urban development at a major gateway to the City.**

The Emmet/Hydraulic corridor provides some of the greatest challenges as well as opportunities. The completion of Stonefield, end of the K-Mart lease, Hillsdale Drive, and potential relocation of Kroger create a pending crisis of opportunity.

This study will need a critical discussion to set a realistic vision for the area and must include the primary property owners who are the ones that will make things happen. A financial analysis will be key to any decision making. Only after those things are complete can a plan and regulating system be developed. Traffic volumes may negate the opportunity for this entire area to be a walkable pedestrian corridor but a realistic attempt to tie it together for all modes should be a focus.

- 5. The River Road/Rivanna Corridor Area: The UVA Architectural School held a charrette process to begin examining this area. New information from this effort will be evaluated and considered in the context of applicable ordinances and initiatives.**

The River Road/Rivanna area is a multi-faceted area of study and by necessity must include joint city/county participation. Current uses are a mixture of park, commercial, residential, and industrial. Their uses are both integrated and segregated into linear nodes along the river and care must be taken to not raise fears in the area that this study is attempting to treat the entire area as a homogeneous whole. There are many competing interests, some that utilize the river corridor and some that turn their backs to the river. This planning effort must bring those groups together and create a vision and set of guidelines/codes that can bring the vision to reality. Of all the plans this may be the most complex and is the one in most need of an agreed upon vision. This area has been discussed at joint meetings of the City and County Planning Commissions and is the subject of joint planning goals. To work together, a mutually agreeable process must be established.

**Woolen Mills: The 2001 and 2007 Comprehensive Plans recognized planning challenges in the Woolen Mills Neighborhood that result from the adjacency of residential and industrial zoned areas. Staff proposed to the University of Virginia that the resources of the Architectural School be focused on this area to start the process. During the Fall 2012 semester, PLAC 4010, a neighborhood planning workshop, examined the neighborhood's history and land-use and in January 2013 the full school conducted a week long design exercised focused on both sides of the Rivanna River. Staff and the Planning Commission will utilize, as appropriate, both of those efforts as points of departure to work with the neighborhood in the development of a small area plan that can address the tension between the low-density residential uses in the north of the neighborhood and the industrial uses in the south.**

Woolen Mills is a complicated area. Since its beginnings as a mill village it has retained that mixture of residential and industrial uses, but not always in an appropriate manner. Many of the residents view it as a “suburban” neighborhood and desire for it remain that way. Businesses adjacent to the railroad value it as an industrial area and do not want to give up the location. Many desire to see the industrial area transition to a mixed-use area with emphasis on residential and neighborhood appropriate commercial uses. Cut-through traffic is a problem in other areas. The planning effort here will require a strong engagement effort and a creative approach to transition from commercial/industrial uses to residential.

**High Street/Martha Jefferson Area: The relocation of Martha Jefferson Hospital is responsible for the new and transitional uses that are developing for both the former hospital as well as other properties in this neighborhood and differ from the vision created in previous plans. This area has been identified for study to include the Little High neighborhood and the area extended from High Street to River Road to evaluate the most appropriate urban design solutions for continued residential uses and economic development.**

Some work has been done for the Martha Jefferson/Little High area through the SIA process. The worst traffic issues have been addressed and there has been some study of land use. A strategy to guide the change of use that should come with the departure of the hospital and re-use of former offices is a key component of this effort. This project should build off of the prior planning process.

These are the five plans where staff sees the assistance of a consultant led process as necessary. Using the experience of the SIA and West Main Street work to date, below is an estimate of timeline, deliverables and cost for each.

<b>SIA</b>	Timeline	10 months
	Cost	Approximately \$200,000
	Deliverables	Urban Design Plan Code/Guideline Recommendations

<b>West Main St.</b>	Timeline	18 months
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	Cost	Phase One - \$250,000 Phase Two - \$200,000
	Deliverables	Phase One Urban Design Plan Form Based Code Design Guidelines Phase Two - Construction Documents
<b>Preston Ave./ Rose Hill/ McIntire/Harris/ Allied</b>	Timeline	15 months
	Cost	\$300,000 - \$400,000
	Deliverables	Urban Design Plan Traffic Study (Detailed) Code Changes Design Guidelines
<b>Emmet/Hydraulic</b>	Timeline	18 months
	Cost	\$500,000 - \$700,000
	Deliverables	Traffic Study Design Guidelines Urban Design Plan Code Changes
<b>River Road/ Rivanna Corridor Woolen Mills/ Martha Jefferson/ High</b>	Timeline	18 months
	Cost	\$350,000 - \$500,000
	Deliverables	Urban Design Plan Stormwater/Sustainability Plan Code Changes

If a program to complete these plans using consultants were adopted and the plans were done consecutively with only a slight overlap, it is possible to complete them in between four and six years. This is contingent upon the appropriation of funds (estimated \$1,150,000 - \$1,600,000) for the three plans not underway and available staff to manage the projects.

As we learned from Virginia Beach, a way to achieve both economy and continuity might be to engage one consulting team to do all three of the planning studies not yet underway. This of course would be subject to a significant appropriation of funds.

The remaining Small Area Plans could be completed by a staff team if staff receives Form Based Code Training and supplemental staff. The training is already underway because staff must understand the form based coding that will be a part of the two plans underway in order to properly administer the code. Training is offered by the Form Based Code Institute in 3 levels, with the first being a FBC 101 (completed). The other two, FBC 201 and FBC 301 are offered as a two-day hands on training at various locations. We are currently scheduled to bring that training here to save costs. After training, the staff would be certified as form based code professionals and be able to write and administer codes.

This is important because several of the next three plans will require some degree of new code work and with new codes in place, there will be a need to administer projects.

As stated earlier there are three other Small Area Plans proposed in the Comprehensive Plan. These are described below:

- Cherry/Roosevelt Brown: The Transition Zone/Cherry Avenue Corridor zoning was created through a collaborative community process in 1999. Since that time changes in the neighborhood and the economy have led to thinking that the current zoning might not be appropriate for this area. Staff has held initial neighborhood meetings in this area and intends to continue a focused review on this area to consider both economic opportunity and neighborhood protection.**

This effort should examine the vision for Cherry and Roosevelt Brown and also the appropriateness of the zoning for other areas that were included in the rezoning in 1999. Staff and many in the community believe that the more residential areas off of the prime corridors should not allow the same intensity of use as those on the corridor. Also, there is a need to revisit the regulations in place to determine if they are appropriate to guide the desired development. This process must also examine the public spaces and look at all modes of transportation.

- Fontaine Neighborhood Commercial: After completion of the Comprehensive Plan there will be a review of any needed changes to the zoning ordinance identified during the planning process. The appropriateness of the Fontaine**

**Neighborhood Commercial is one area that will be studied, with the desire being to determine if commercial designations are appropriate.**

The Fontaine area has been zoned as neighborhood commercial since 2003. During the Bel Rio noise discussions, it became clear that while the area shared a zoning designation with Downtown Belmont, the two areas are vastly different. Since 2003 the JPA bridge has been rebuilt, the gas station has been converted to a very popular restaurant, and a new fire station has been built on the corridor. It is time to examine the appropriateness of the zoning as well as the context sensitive design proposed for Fontaine Avenue. Pedestrian and bike mobility in the intersection also need to be addressed.

- 8. Fifth Street Extended: The construction of the Avon/5<sup>th</sup> Connector and the resultant big box center will change traffic patterns in this area and is likely to stimulate increased commercial activity near this city/county edge. Planning and design studies for this area may identify urban design opportunities more consistent with the city's desire for walkable, bikeable, and transit-supported development.**

In the next two years there is a good chance that major big box development will occur off of 5<sup>th</sup> Street Extended in Albemarle County. This area should see significant traffic changes as that happens. While ownership patterns will lessen the development opportunities, this area will continue to grow as a gateway into downtown and guidance should be put in place to ensure that growth is appropriate.

These are three plans where it is possible for a staff team with the appropriate staff additions to complete the projects. Similar to the consultant driven plans below is a summary with timeline, cost and deliverables.

**Cherry Roosevelt**

Timeline - 12 months

Cost - \$25,000\*

Deliverables

Conceptual Plan

Zoning Code for Cherry Roosevelt Brown

Zoning Changes for Remainder

Cherry/Roosevelt Brown Streetscape

**Fontaine Neighborhood**

Timeline – 6 months

Cost - \$10,000

Deliverables

Zoning Code Change

Urban Design Plan

**Fifth Street Extended**      Timeline – 12 months  
 Cost - \$10,000  
 Deliverables                  Vision Plan  
    Urban Design Plan  
    Design Guidelines  
    Zoning

\*Costs associated with these in-house planning projects are to cover supplies and citizen engagement activities to include notice, meals, etc.

This process is possible with a staff team if design professional assistance is added to the staff. We envision that one or two-full time positions are necessary to support this effort along with at least two year round interns. One in urban design requires a background in either architecture or landscape architecture at a projected salary of \$60,000 - \$70,000 each. The other would be an economic analyst at essentially the same salary range. These could be long-term temporary positions to last until the planning processes are completed. The total annual cost for these staff additions is estimated to be:

Urban Designer	\$70,000 + \$18,000 + benefits =	\$88,000
Economic Analyst	\$70,000 + \$18,000 + benefits =	\$88,000
Intern	850 hours x 11.90 + FICA =	\$12,000
Intern	850 hours x <u>11.90 + FICA =</u>	<u>\$12,000</u>
	Total	\$200,000

Cost over 5 years estimated to be - \$1,000,000

If approached as a staff team there is still a cost to each of the projects. With incidental costs added, the total would exceed \$1,000,000 or an average of approximately \$166,000. This is as expensive as using a consultant team but it also provides for staff to serve on an implementation team also.

A staff team would bring Economic Development, Parks, Environmental and legal staff together with NDS as appropriate for each project. NDS Staff includes planners, engineers, traffic engineering and housing and GIS. We would envision a structure where each project would be led by an NDS Planner or Urban Designer with many serving on multiple teams. In addition to the regular roles, the responsibilities are imagined as follows:

Jim Tolbert – Overall management of each project, and coordination of consultant led projects.

Missy Creasy – Overall management of the six staff led projects.

Planners/Urban Designer – Specific project management including citizen engagement, vision plan development, Form Based Coding or zoning where needed, detailed plan development.

Using the Cherry/Roosevelt Brown as an example, a staff team for planning could be organized as follows:

Missy Creasy	Management
Design Professional	Project Vision, Design
Staff Planner	Project Vision, Code and Policy
Intern	Logistical/Assistance
Economic Development	Impact Analysis/Business Plan
Parks	Trails/Open Space
Traffic Engineer	Traffic Analysis/Planning
Bike/Ped Coordinator	Traffic Analysis/Planning
Environmental	Sustainable Infrastructure
Public Utilities	Utilities Analysis/Planning
Contracted Facilitator	Neighborhood Involvement

These teams could be fluid as scoping changes and many different employees from the various departments utilized depending on skill sets desired.

Using lessons learned from the Strategic Action Team and the Virginia Beach approach, an implementation team can be organized for each area as plans are completed. The organization will be very similar to the team used in plan development with exact membership and leadership to be fluid depending on the particular skill set needed.

A steering committee would be needed for each area to serve during the planning process. Each committee should include members of the PLACE Committee, Planning Commission and Community. As appropriate for a particular study, City Council might invite participation from other groups such as the BAR, Tree Commission, Chamber of Commerce, etc.

A process timeline that makes assumptions as to priority and uses July 1, 2014 as the beginning point for the future plans is below:

<b><u>Project</u></b>	<b><u>Begin</u></b>	<b><u>Complete</u></b>
SIA	2/13	11/13
West Main	9/13	2/15
Woolen Mills, River Road/ Martha Jefferson	7/14	2/16
Emmet Street	2/16	8/17
Preston, Rose Hill/McIntire/ Harris/Allied	8/17	11/18
Cherry/Roosevelt Brown	7/14	9/15
Fontaine	10/15	6/16
Fifth Street Extended	10/17	12/18

This order of completion shown above is based partially on staff understanding of community need but also on a potential return on investment. Economic Development staff provided the data below from the Corridor Study report prepared in August, 2000 by Robert Charles Lesser and Co.

<b><u>Corridor</u></b>	<b><u>Commercial Development Potential (SF)</u></b>
Emmet	235,000
Preston/Harris	196,000
River Road/Lower High St.	190,000
Cherry	115,000
Upper High St./Martha Jefferson	105,000
Fontaine	23,000
Fifth St. Extended	20,000

While the corridor groupings do not match exactly, they are close to the ones proposed in the report. This data shows the potential square footage for an area. It does not speak to market forces or likelihood of one area to develop before another.

This is a very aggressive timeline that envisions as many as one consultant plan and one staff plan going on at any given time. Even pushing that much we believe it would realistically take five to six years to complete the work. That will require overlapping work prep while another project is nearing completion. While the work

could be done, if the normal work load approaches what it has been for the last 18 months, we face a real possibility of staff burnout. This also assumes no other major priority like an SAT, Market District Study, or SIA arises.

The reality of this schedule is that they never work the way one wants them to do. Staff turnover, leave, and the other workload issues will cause many of the dates to slip. A goal of eight to ten years for completion is probably more realistic, and that assumes funding is available and continues to be available. As you compare the chart above with the timelines of the various plans you will note that extra time has been built in to handle the unforeseen.

The Comprehensive Planning Process never assumed that all of these projects could be done in five years. While working on all of these plans could be exciting, our market is only so big and we will only absorb a certain amount of development. It is certainly obvious that we are experiencing an incredible amount of development, so it is difficult to argue that our codes impede growth. I can agree that our public spaces like West Main Street could be a lot better, but that is a multi-million dollar project. Improvements recommended in the SIA will probably represent tens of millions of public investment. Our fiscal reality is that there are limited dollars with many competing needs and we can't do it all. And, unfortunately, planning efforts create expectations of action, and when there is no action, frustration sets in. All of these issues need to be discussed before we take off on a massive planning effort.

The upcoming Strategic Planning process is a great time for City Council to prioritize these efforts. Using the priorities recommended by the Planning Commission, Council can determine the priority order and funding levels they are prepared to commit so there can be a complete understanding by the Council, the Commission, and community of the process and priority.

Any of these is a major effort, whether consultant led or by staff. Even the consultant led projects will require significant staff time to manage and coordinate, just as we have seen with the SIA. If any are undertaken we cannot expect staff to take on other major efforts and still accomplish their day to day work.

As mentioned at the beginning, implementation is something that must be considered before any of this is started . There will be an assumption by the impacted neighborhoods, that if we do a plan that we will follow through with the work. Zoning and code changes are comparatively easy and inexpensive. The public

infrastructure recommendations that will come from some of these plans will be in the tens of millions of dollars. We already know that recommendations from the SIA will have associated costs in the tens of millions and West Main Street will probably cost five to ten million dollars. The thinking about planning efforts should also include an awareness of related long term investment costs and community expectations.

### **ALTERNATIVES**

Staff is concerned that while the thought behind the need for small area plans is well intentioned, the capacity to carry out these plans is not available. Number of staff and/or budget for additional staff or consultant studies is not available to complete this ambitious project. Instead of doing nothing an alternative approach that takes more time and cost less is possible. This approach could include:

- Complete the Design Standards Manual using the term contract with Toole Design (Phase 1 Scope included in report).
- Complete the Code Audit as outlined
- Add an Urban Design Professional to the staff.
- Using a staff team as outlined above begin a systematic process to engage the community around the Small Area Plan priorities selected and determine if the previously established vision is appropriate or if it should be adjusted.
- Based on the findings from the engagement process and results of the Design Standards Manual and Code Audit use the staff teams to recommend changes to the Zoning Ordinance or other codes as appropriate. Where needed recommend changes to the public spaces and develop plans for infrastructure improvements.

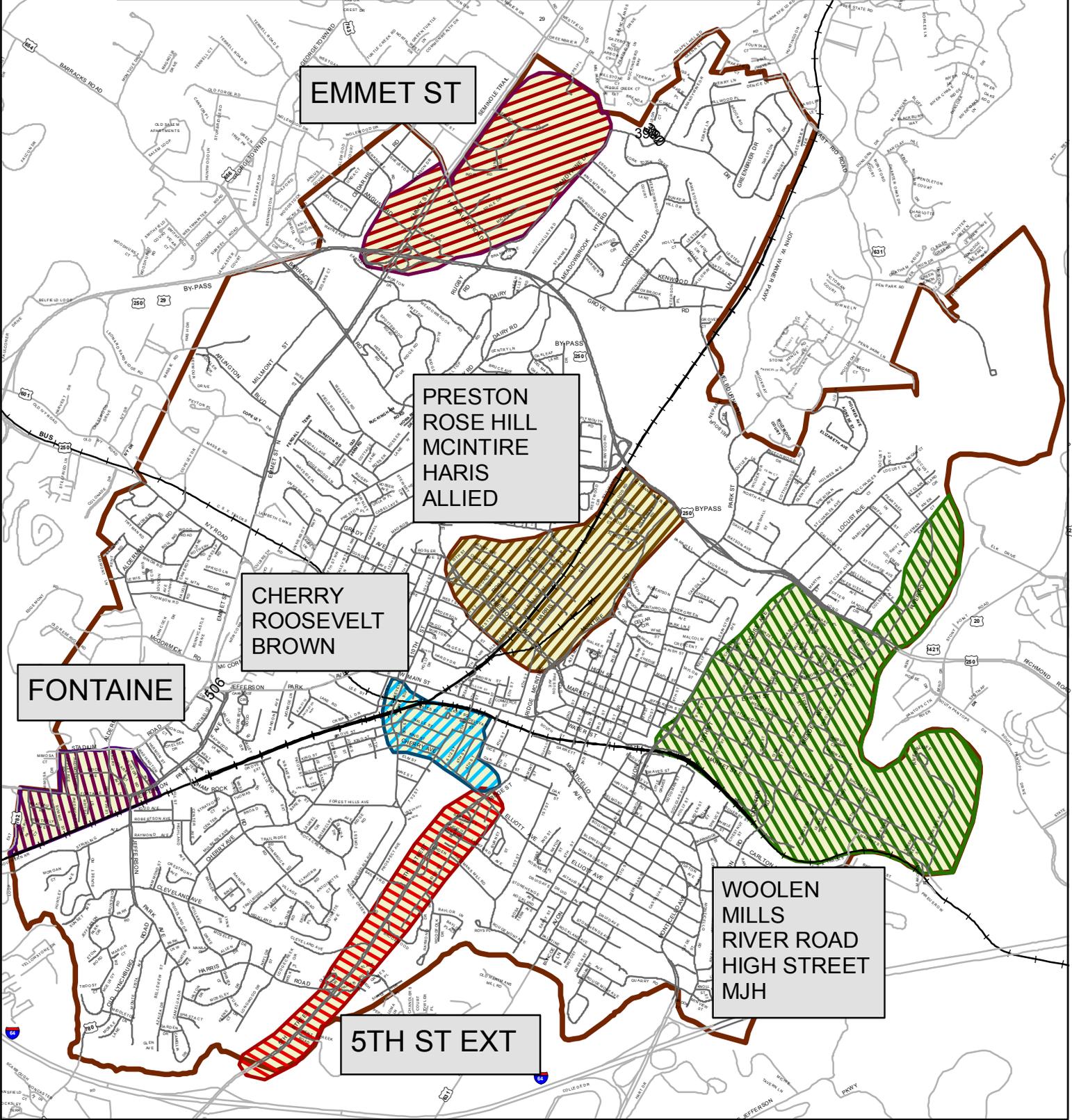
The same staff teams discussed earlier can also coordinate implementation. Resources needed to implement infrastructure improvements are scarce and competition with other needs is fierce. Public investment should be strategic and targeted to those places most likely to make a difference. While codes can be adjusted to prepare for development opportunities, public resources should be

strategically invested in those areas where the investment directly supports jobs and development.

**SUMMARY/CONCLUSION**

The recommendations contained in the Comprehensive Plan include a lot of very important work and can guide the planning work of the City for many years. This is important but must be balanced with all other community needs.

# REMAINING SMALL AREA PLANS





## City of Charlottesville Complete Streets Policy

Complete Streets are streets that safely accommodate street users of all ages and abilities such as pedestrians, bicyclists, transit riders, and motorists. Through this policy, the City of Charlottesville intends to ensure that all transportation agencies within the City shall routinely plan, fund, design, construct, operate, and maintain their streets according to the Complete Street principles of the City's "Street Design Guidelines" with the goal of creating an attractive connected multimodal network and great places that balance the needs of all users, except where there are demonstrated exceptional circumstances.

By adopting this policy, the City of Charlottesville:

- Affirms that *Improving Streetscapes* to create great streets, will improve both image and function by providing a safe and attractive environment for street users of all ages and abilities such as pedestrians, bicyclists, transit riders, and motorists;
- Recognizes that the development of pedestrian and bicycle infrastructure supports the Council Vision because it enhances recreational opportunities and well-designed cityscapes, thus promoting active lifestyles;
- Appreciates the positive role that good pedestrian and bicycle facilities play in attracting population growth and sustainable economic development;
- Values the long-term cost savings of developing pedestrian and bicycle infrastructure as they relate to improved public health, improved environmental stewardship, reduced fuel consumption, and the reduced demand for motor vehicle infrastructure.
- Recognizes that Complete Streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time, and that all sources of transportation-related funding be drawn upon to implement Complete Streets.
- Intends to maximize the number of transportation options available within the public right-of-way.



## City of Charlottesville Complete Streets Policy

Additionally, the Charlottesville City Council declares it is the City of Charlottesville policy to:

1. Use the Street Design Guidelines to guide the planning, funding, design, construction, operation, and maintenance of new and modified streets in Charlottesville while remaining flexible to the unique circumstances of different streets where sound engineering and planning judgment will produce context sensitive designs.
2. Incorporate the Street Design Guidelines' principles into all City plans, manuals, rules, regulations and programs as appropriate.
3. Keep street pavement widths to the minimum necessary.
4. Provide pedestrian accommodation in the form of sidewalks or shared-used pathways on all arterial and collector streets and on local streets in identified pedestrian corridors.
5. Provide bicycle accommodation along all arterial and collector streets. Bicycle accommodation on local streets should be provided within the travel lanes shared with motor vehicles and no additional markings, signage, or pavement should be provided unless a designated bicycle route requires the use of a local street.
6. Where physical conditions warrant, plant trees whenever a street is newly constructed, reconstructed, or relocated, according to the attached guidelines from the Tree Commission.
7. The Director of Parks and Recreation and the Director of Neighborhood Development Services will present a written explanation to the City Manager for approval when policies 3-6 above are not reasonable or feasible per the following exceptional circumstances:
  - a. Public safety would be compromised
  - b. Severe topographic constraints exist
  - c. Environmental or social impacts outweigh the need for these accommodations
  - d. The purpose and scope of the project does not facilitate provision of such accommodation
  - e. The total cost of constructing and/or maintaining the accommodation, including potential right-of-way acquisition, would be excessively disproportionate to the need for the facility
  - f. A public consensus determines the accommodation is unwanted.



## City of Charlottesville Complete Streets Policy

In support of this Complete Streets Policy, the City of Charlottesville will:

- Update all necessary and appropriate codes, standards and ordinances to ensure that design components for all new or modified streets follow the intent of the Street Design Guidelines.
- Update the process of evaluating requests for new curb and/or pedestrian accommodations.
- Identify all current and potential future sources of funding for street improvements.
- Continue inter-departmental project coordination among city departments with an interest in the activities that occur within the public right-of-way in order to better use fiscal resources.
- Train pertinent staff in the engineering, parks and recreation, public works, planning and transportation departments on the content of the Street Design Guidelines.
- Use the following process when planning improvements within the public right-of-way
  - a. Identify the street type according to Charlottesville street hierarchy (to be reviewed)
  - b. Identify the current and future character district(s) that pertain to the project
  - c. Identify the most appropriate street typical section according to the street type and character district
  - d. Identify any general elements that may apply to the work
- Measure the success of this complete streets policy using the following performance measures:
  - a. Total miles of on-street bicycle routes defined by streets with clearly marked or signed bicycle accommodation
  - b. Linear feet of new pedestrian accommodation
  - c. Number of new curb ramps installed along City streets
  - d. Number of new streets trees planted along City streets
- Update the Street Design Guidelines as needed

**To: City Councilors and Planning Commissioners**

**From: Charlottesville Tree Commission**

**Date: November 6, 2013**

The Tree Commission would like to add our support to, and recommend approval of, the recently proposed context sensitive design resolution (Attachment A). We see it as an important first step in improving Charlottesville's regulatory framework. As we understand it, the resolution calls for, among other things, creating a set of design specifications for different types of streets, depending on context, in order to meet the many necessary functions we need our streets to meet. The Tree Commission views this potential switch to more form based codes as a great opportunity to incorporate in our design standards the role of trees as vital storm water, transportation and temperature regulation infrastructure.

The Tree Commission has been reviewing and discussing the City's ordinances and Standards and Design Manual for some time in order to contribute meaningfully to the renewed effort to improve Charlottesville's standards. We are pleased to offer at this time the following goals, priorities and specific suggestions for revision. While these goals and suggestions are comments on the current standards, we feel they represent essential ideas that need to be incorporated into new standards, whatever form they may take.

One of the benefits, as we see it, of adopting the context sensitive design resolution is that the approach of mandating design expectations for different types of public areas, as long as the expectations are complete and appropriate, meets many objectives at once rather than the more piecemeal approach of revising the code and S&D manual point by point. For example, if the City wanted main arteries lined with large canopy street trees, they would be included in the design specifications for main arteries, as would rules to handle conflicts that might arise between bike and pedestrian needs, utilities, and street trees. This type of specification would indicate a strong commitment to street trees, and other desired elements, and could simplify and clarify the regulations.

As Charlottesville grows and becomes more complex, our standards need to plan for and accommodate many needs while not losing sight of the underlying purpose for our regulations. The context sensitive design resolution offers an opportunity to look at the big picture and design streets to meet the needs of the people in Charlottesville, by integrating otherwise competing needs into a well-designed plan. As a Tree Commission, we feel particularly sensitive to the need for careful planning because of trees' nature as a long-term investment and their need for space. We look forward to the opportunity to contribute further to this important, on-going work.

## Proposed Goals to guide Audit and Revision of Charlottesville’s Code of Ordinances and its Standards and Design Manual and Appendices.

1. Plan for long term tree survival
2. Prioritize native trees
3. Eliminate unenforceable and arbitrary code
4. Ensure street trees on every street
5. Encourage green infrastructure solutions
6. Promote large at maturity trees

## Proposed Revisions for Ordinances

1. Provide minimum un-compacted soil volumes (600 cf per tree in a shared soil volume with multiple trees or 1200cf per tree in individual tree pits for large canopy trees). Specifications to plant mid or small canopy trees should likewise be accompanied by required soil volumes to ensure long term growth.<sup>1</sup>
2. Code ([Sec. 29-162](#)) should refer to planting standards in Standards and Design Manual Appendix H (Best Management Practices – BMPs), not to the master tree  
list.
3. Include tree replacement requirements with enforcement penalties in code. Currently, once a development is built to  
**mechanism in place to** ensure that landscaping is maintained, beyond 10 year minimum canopy requirements (which, if they are not met, have no associated penalties, and which can be waived if they cause “unnecessary or unreasonable hardship to the developer”).<sup>2</sup>
4. Add “native” to 34-867 (5) and 34-866 (a) to indicate that native trees are a priority for preservation.
5. Require a written record for waivers – eg. Sec. 34-869(a)(3) and (b)(5). Also 34  
870 (b), 34-1077 (e).
6. Eliminate exception for street trees in [34-870](#) (a).
7. Raise penalty for damaging or destroying publicly owned trees in Sec. 5-146 from a maximum penalty of \$2500.00 to the replacement value of the tree based on current ISA standards.<sup>3</sup>
8. Specify that even PUDs must conform to street tree code (34-870). Add street trees to the requirements of general landscaping plan in [34-517e](#).
9. Add definitions to the definitions section in the zoning chapter that specifically include trees as infrastructure. For example, add definition for “pedestrian system”- an interconnected system including trails, sidewalks, cross walks and STREET TREES. Also, a definition for “infrastructure” – ... and TREES functioning to provide shade on the street, storm water amelioration, etc.

10. Create incentives for tree planting. Provide a credit based on lot canopy to be applied against the stormwater utility fee.
11. Section 34-820 (b)(1) should be revised to include Parks in the list of departments that review and comment on site plans.

### **Proposed Revisions for Standards and Design Manual and Appendices**

1. Tree Packet and Appendix H (Best Management Practices - BMPs) should be merged into one comprehensive document with BMPs, data, etc.
2. Provide 20 year as well as 10 year data in BMPs to encourage long planning.
3. Update BMPs to construction zones, et reflect modern BMPs regarding
4. Add to soil volume section in BMPs to include information on methods to increase soil volume in tight spaces– Silva Cells or other suspended pavement sy
5. Tree pits throughout text and drawings in BMPs should be 6 ft. minimum to guideline in current Figures 2.5 and 2.9. Drawings (eg. xx- 4, 5, and 6) should specify minimum rather than typical.
6. Include tree replacement standards in BMPs (current standards in BMPs (pp. 20-21) inadequate).
7. Mark native species in the Master Tree List.
8. Add a section to the BMPs advocating for native species.
9. Add a new list to the Master Tree List of native species that are well suited to urban conditions, indicating that they are good choices for street trees or parking lot trees, to balance the over use of non-native hardy species (Crepe Myrtles, Ginkgos, Zelkovas).<sup>4</sup>
10. Include the web address to the Piedmont Va. Native Plant Database in the BMPs.
11. Remove doomed species (Ash) from the Master Tree List.
12. Trees should be included in Appendix B, Roadway typical sections (RS-1, 2, 3 and 4) with a note referencing planting standards in Appendix H (BMPs).
13. S&D, 205, *Elements of a Typical [road] Section* should include new item inserted after item C [Parking Lane Widths]: D. Trees. Options for where street trees can go and minimums would follow, listing different scenarios and priorities regarding

conflicts, eg., with overhead and underground utilities. Appendix F should be referenced as appropriate.

14. S&D, p. 44 paragraph 3 – makes street trees sound like nuisances.<sup>5</sup> Replace with reference to list of unacceptable street trees in Master Tree List.
15. Add definitions to the definitions section in the S&D manual that specifically include trees as infrastructure. For example, add definition for “pedestrian system”- an interconnected system including trails, sidewalks, cross walks and STREET TREES. Also, a definition for “infrastructure” – ... and TREES functioning to provide shade on the street, storm water amelioration, etc.
16. Encourage always planting the largest tree possible given the available space in S&D and BMPs. Add language about benefits of large vs. small trees.
17. Suggest planting mid or large sized trees in BMPs when replacing a tree if the mid or large sized tree had thrived in that spot. See [Atlanta’s requirement](#) for an example.
18. Revise Appendix F, Potable Water and Sanitary Sewer Specifications, in line with an understanding that trees are infrastructure that must be accommodated and planned for, just as utilities are. Specifically, trees should not be allowed within 3 ft. of gas, water, and storm water lines, and within 5 ft. of sewer lines, rather than the present 10 ft.<sup>6</sup>
19. Revise Appendix F to list possible scenarios regarding street tree/utility conflicts, and prioritize street trees through mitigation measures such as vertical and horizontal root barriers, ductile iron pipes, and utility line relocation.<sup>7</sup>

## End Notes

1. See <http://www.deeproot.com/blog/blog-entries/minimum-soil-volumes-for-trees-part-2-research-versus-implementation> for an analysis of seven studies examining soil volumes.
2. 34-864(b)(2): “At the end of the twelve-month time period, the bond shall be released if all plantings are in healthy condition, as determined by the zoning administrator. Thereafter, landscaping shall be maintained in a healthy condition by the current owner of the property on which such materials are planted, or property owners' association (where applicable) and replaced when necessary. Replacement materials shall conform to the original landscape plan.”  
Sec. 34-869: “All developments, public or private, requiring submission and approval of a site plan shall include provisions for the preservation and planting of trees on the site to the extent that, at ten (10) years from planting, minimum tree canopies or covers will be provided [...]”
3. Examples can be found in both Norfolk’s and Arlington’s Tree Ordinances: See <http://vtod.frec.vt.edu/Documents/Norfolk.pdf> for Norfolk and <http://vtod.frec.vt.edu/Documents/Arlington.pdf> for Arlington. From Norfolk: “(d) When trees, shrubs or other vegetation are removed, destroyed or damaged beyond recovery in violation of this section, the director may require that they be replaced or mitigated in accordance with controlling arboricultural specifications and standards. Failure to replace or mitigate as directed shall constitute a violation of this chapter.” Arlington’s code is clearer regarding replacement value: “The full value of a tree or shrub shall be determined by the County Manager in accordance with appraisal methods developed by the Council of Tree & Landscape Appraisers and published by the International Society of Arboriculture in Guide for Plant Appraisal.” As there are several different appraisal methods recommended in the guide, [http://www.ncatree.com/articles\\_information/Tree Appraisals.pdf](http://www.ncatree.com/articles_information/Tree_Appraisals.pdf), it may be wise to specify in the code a specific method from this guide.
4. The Urban Tree Foundation maintains lists of street trees and parking lot trees. [http://www.urbantree.org/list\\_trees.asp?t=street](http://www.urbantree.org/list_trees.asp?t=street) and [http://www.urbantree.org/list\\_trees.asp?t=lot](http://www.urbantree.org/list_trees.asp?t=lot). These lists include both natives and non-natives. The City of Atlanta, Georgia also lists trees that are particularly hardy, as well as marks native species: <http://www.atlantaga.gov/modules/showdocument.aspx?documentid=7417>
5. “When trees are planted along streets, especially in association with sidewalks, species selection is critical. When attracted to fruits, nuts, and berries produced by some species, congregations of birds may cause potentially undesirable conditions for pedestrians. Also species that leach sap tend to damage the finishes on parked cars and, when wet, the leaves of some species may damage automotive finishes.”
6. Many cities offer examples that our City can follow. The recommendations in this document come from San Francisco, but other recommendations concur: State of Pennsylvania recommendation: 5 ft. ; GA Sustainable Forestry Program: 6 ft.; Visalia, CA 5 ft.; Edmond, OK, 5ft.; Taylor, MI, 5 ft. The distinction made by San Francisco between sewer and other types of underground utilities is borne out by research into differential effects on the different types: <http://www.deeproot.com/blog/blog-entries/the-myth-of-root-filled-drain-pipes>
7. See [http://www.seattle.gov/transportation/rowmanual/manual/4\\_14.asp](http://www.seattle.gov/transportation/rowmanual/manual/4_14.asp) for an example: “**Clearances from street trees—below grade:** The design of street improvements must consider underground utilities in relation to standard utility corridors. The location of private service connections must also consider clearances from street trees. Though less than optimum for both utilities and trees, a minimum standard of 5' lateral clearance is

required. Where right-of-way width allows allocation of more than 5', the investment to provide additional space up front often provides a long-term benefit through reduced impact on trees due to utility line maintenance and repair.

- Where both utilities and street improvements are proposed by a project, the design must follow standards, including the 5' clearance standard between service connections and street trees.
- Where street improvements are proposed in a ROW with existing utilities that **do** occupy standard corridors, the standard 5' clearance between street trees and service connections is required.
- Where utilities are proposed within a ROW with existing street trees, the design must follow standards with regard to placement of utilities within designated utility corridors and the 5' standard clearance for service connections.
- Where street improvements are proposed within a ROW with existing service connections and the 5' clearance standard conflicts with proposed street trees in standard planting strips or tree pits, Street trees will still be required with additional mitigation measures to help protect both the trees and the service connection. The mitigation measure must be approved by SDOT.
- Where street improvements are proposed within a ROW with existing utilities that **do not** occupy standard corridors, Street trees will still be required with additional mitigation measures provided to protect the street tree and public utility. The mitigation measures are subject to approval by SDOT and the public utility.

In some cases, depending upon the age, depth, and material of the utility, mitigation may not be possible, and the utility may be required to relocate if trees are required.

Possible Mitigation Measures – Other mitigation measure may be considered as new technologies become available and are assessed as to their feasibility for the project.

- i. Vertical Root Barrier
- ii. Horizontal Root Barrier
- iii. Ductile Iron Pipe
- iv. Concrete Pipe with Rubber Gaskets (post 1960) after review by utility owners.
- v. Utility Line Relocation"

**Attachment A**

**A "DRAFT" (10/07/13) RESOLUTION ADOPTING "DESIGNING WALKABLE URBAN THOROUGHFARES: A CONTEXT SENSITIVE APPROACH" AS A RECOMMENDED "BEST PRACTICE" FOR NEW and EXISTING ROADWAYS WITHIN THE CITY OF CHARLOTTESVILLE.**

**WHEREAS**, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" was published by the Institute of Transportation Engineers (ITE) in 2010 to assist communities in improving mobility choices and community character through a commitment to creating and enhancing walkable communities and is the basis for the Virginia Department of Rail and Public Transportation's (DRPT) "Multimodal System Design Guidelines" and was sponsored by the Federal Highway Administration, the Office of Sustainable Communities, and the U.S. Environmental Protection Agency; and,

**WHEREAS**, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" promotes a collaborative, multidisciplinary process that involves all stakeholders in planning and designing transportation facilities; and focuses on applying concepts and principles in the design of thoroughfares that emphasize walkable communities in order to facilitate the restoration of the multiple functions of urban streets; and

**WHEREAS**, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" acknowledges that challenges encountered on any given individual thoroughfare cannot be addressed in isolation of the city-wide network and that establishing a block network plan that enhances connectivity, anticipates impacts of development on traffic, seeks to minimize conflicts between pedestrians, cyclists and vehicles and distinguishes the function, development intensity, modal emphasis and other physical characteristics of individual segments of that network (based on the context) is essential to a well-functioning city-wide transportation system; and

**WHEREAS**, *The 2012 Comprehensive Plan of the City of Charlottesville* calls for the development of a comprehensive set of street design guidelines based on the City's Compete Streets Resolution and ITE's "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach", as a way to ensure that transportation infrastructure investments support the making of an attractive, healthy, and safe, walkable and bike-able Charlottesville, and

**WHEREAS**, *The 2012 Comprehensive Plan of the City of Charlottesville* also calls for: streets that promote connectivity and best practices in storm water management; expanding the city's overall tree canopy; a transportation system that facilitates greater transit use and promotes well-connected, safe, bicycle- pedestrian infrastructure; a built environment that attracts and supports the City's existing business community and growing "innovation" industry; and a review and update of the City's regulatory framework (inclusive of zoning, subdivision ordinance, Standards and Design Manual and district and entrance corridor guidelines) to ensure that it successfully and consistently implements the City's Comprehensive Plan, and

**WHEREAS**, the Charlottesville City Council finds that the "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" will further the goals of the Charlottesville Comprehensive Plan herein expressed and complement the City's Storm water Utility Ordinance

and Healthy Eating, Active Living and Complete Streets Resolutions (passed unanimously in 2013 and 2010 respectively);

**NOW THEREFORE, BE IT RESOLVED BY THE CHARLOTTESVILLE CITY COUNCIL:**

That, the ITE Manual, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" (herein referred to as the ITE-CSA Manual) is hereby adopted as a best practice by the City of Charlottesville on all new and existing roadway improvement projects (inclusive of alleys, lanes, streets, and boulevards for both new and redeveloped roadways and block networks) and is attached hereto as Exhibit "A" and incorporated herein by reference for all purposes.

**BE IT FURTHER RESOLVED BY THE CHARLOTTESVILLE CITY COUNCIL:**

That the Charlottesville City Council, shall establish an advisory group (consisting of members from the Planning Commission, Bicycle-Pedestrian Committee, Tree Commission, and PLACE Design Task Force, and others) in the fall of 2013 to work with an inter-departmental team of City staff (consisting of the bike-pedestrian coordinator, staff experienced and trained in urban design and landscape architecture or architecture, NDS, OED, Public Works, Parks and Recreation, Fire and Police Departments) to develop a Comprehensive Multi-modal Plan as called for by the ITE-CSA Manual, in conjunction with overseeing a "policy and regulatory audit" (with the assistance of an outside consultant, as deemed necessary by the advisory group) of the City's existing regulatory framework, and

That the City-wide Comprehensive Multi-modal Plan shall in turn incorporate the findings and recommendations of the "policy and regulatory audit" and the City's small area plans, and

That a set of City-wide street design standards, implementation strategies and an enhanced City-wide block network plan shall be developed as part of the City-wide Comprehensive Multi-modal Plan, and

That the City-wide Comprehensive Multi-Modal Plan (herein meant to include City-wide street design standards, implementation strategies and an enhanced block network plan,) shall prioritize projects and identify capital expenditures by project and be presented to the Planning Commission and Council for adoption after public hearings by the fall of 2014, and

That the advisory group (together with staff) shall oversee the implementation of the City-wide Comprehensive Multi-Modal Plan in coordination with implementing revisions to the City's regulatory framework as recommended by the "policy and regulatory audit" and adopted by the Planning Commission and Council, and

That the City-wide Comprehensive Multi-Modal Plan shall begin implementation by the spring of 2015 in coordination with the implementation of City-wide regulatory framework changes and its Comprehensive Stormwater/Green Infrastructure Plan, and,

That until such time as the City-wide Comprehensive Multi-modal Plan is complete and adopted by the Planning Commission and Council, this advisory group may be called upon from time to time to advise Council and Planning Commission on projects (inclusive of development submittals) and assist staff with providing guidance to applicants on matters concerning a project's

impact on the safety, functioning, modal-orientation, attractiveness and comfort of city streets, prior to submittal.

ADOPTED this day of 2013.

THE CITY OF CHARLOTTESVILLE

ATTEST:

\_\_\_\_\_  
Satyendrah Huja, Mayor

\_\_\_\_\_  
Paige Barfield, City Clerk

APPROVED AS TO CONTENT:

APPROVED AS TO FORM:

\_\_\_\_\_  
Maurice Jones, City Manager

\_\_\_\_\_  
Craig Brown, City Attorney

**City of Charlottesville**  
*Bicycle and Pedestrian Engineering and Planning Services - 14-02*  
*Contract Number 4600001052*

*Street Design Guidelines (Phase I)*  
**DRAFT Scope of Work**  
October 28, 2013

**Introduction**

The preparation of this Scope of Work and Fee Proposal was requested of Toole Design Group, LLC (TDG) by The City of Charlottesville Neighborhood Development Services for design and engineering services for the above referenced project. The Scope of Work and Fee Proposal includes beginning the process to develop street design guidelines for Charlottesville.

The TDG Team consists of the following consultants:

- **Toole Design Group, LLC (TDG)** – Project management, civil design, and landscape design
- **Twaddell Associates (TA)** - Stakeholder outreach support

This project is intended to begin the process to develop street design guidelines to implement Charlottesville's goal that every street built will be complete in terms of safely and comfortably accommodating all users and fostering a sense of place in the public realm. The scope includes coordinating with City staff and key stakeholders and development of an outline for new complete streets guidelines. The scope also includes developing an accompanying memorandum that will analyze the issues, costs and trade-offs (if any) of adopting complete streets guidelines and as well as an action plan for moving the process forward to develop finalized guidelines.

Reference documents for this project include City of Charlottesville Standards, VDOT standards, VDRPT standards, Manual on Uniform Traffic Control Devices (MUTCD), American Association of State Highway and Transportation Officials (AASHTO), Americans with Disabilities Act (ADA) accessibility guidelines, National Association of City Transportation Officials (NACTO) guidelines, City of Charlottesville Comprehensive Plan, Charlottesville Street Tree Standards, Street BMP Storm Water Treatment Standards/Clearing House, Pedestrian Downtown Mall Standards, UVA Corner Standards, the West Main Street Plan, the Market and 9<sup>th</sup> Plan, the High Street Plan, Boston Complete Streets Guide, and other guidelines, standards and specifications as appropriate.

The following tasks describe the TDG Team's scope of work for this project.

**Task 1 – Kickoff and Project Management**

The TDG Team will prepare for, participate in, and document a kickoff meeting with the City and other appropriate agency officials to review the scope and schedule for the project as well as clearly identify the project expectations. TDG will prepare a draft project schedule for review and discussion at the kick-off meeting. The TDG Team will also conduct ongoing coordination with the City and other agencies as needed, and will prepare monthly invoices and progress reports. Each report will include task accomplishments, status of deliverables and expected upcoming activities.

**Deliverables:**

- Project Schedule
- Kickoff meeting minutes

**Meetings:**

- Kickoff Meeting with the City of Charlottesville

**Task 2 – Existing Document Review/ Field Assessment**

TDG will first gather and review available data such as GIS and existing planning documents and policies. A desktop assessment will be conducted to determine preliminary street types. TDG’s assessment will pay particular attention to street function, quantity of travel lanes, bicycle and pedestrian facilities, buffers, adjacent land-uses and parking conditions. Additional street components, such as bus routes, and right-of-way widths, will be reviewed as well.

The TDG team will compare the existing street types to the Virginia Department of Rail and Public Transportation (VDRPT), Multimodal System Guidelines to determine applicable standards/guidelines to Charlottesville. The TDG team will complete a limited field reconnaissance of typical street types, and to gain a more thorough understanding of the context, and to determine areas which may require additional verification. The field review will be conducted using topography mapping, and aerial photography provided by the City of Charlottesville to record findings. TDG will draft a summary memorandum of existing conditions observed in the field reconnaissance.

**Task 3 – Stakeholder Involvement Meeting/Workshop**

The TDG Team will facilitate a stakeholder meeting/ workshop to gather input on the results of the field review/ reconnaissance completed in Task 2, and to learn about specific concerns and observations, and to identify the potential elements of streets for consideration. The TDG Team has extensive experience employing a host of stakeholder engagement strategies, and will work with the City to determine which will be most effective. The TDG team will meet with City staff to determine what opportunities should be further refined and elevated.

**Deliverables:**

- Summary of workshop outcomes

**Meetings:**

- Stakeholder Meeting/Workshop
- Review Meeting with the City of Charlottesville

**Task 4 – Draft Outline and Technical Memorandum**

Based on prior tasks, TDG will develop an annotated outline of the proposed guidelines. TDG will also develop an accompanying memorandum that will include:

- Overview of the document review, field analysis and discuss the potential use of VDRPT guidelines.
- Documentation of the client and stakeholder input.
- Analysis of other relevant issues, costs and trade-offs of adopting complete streets guidelines.
- Action plan for moving the process forward to develop finalized guidelines (potential future Phase) .

The annotated outline and memorandum will be desktop published in In-Design, and will include photographs, and graphics as needed to convey concepts in an easy-to-understand manner. The draft annotated outline and memorandum will be reviewed by the City staff and revisions will be made based on their input.

**Deliverables:**

- Draft and revised Draft Annotated Outline and Technical Memorandum

**Meetings:**

- Review Meeting with the City of Charlottesville

**Task 5 – Stakeholder Review Meetings (5)**

The TDG team will present the annotated outline and memorandum to up to five stakeholder meetings to receive input and recommendations. The stakeholder group may consist of the following groups:

- Place Design Task Force
- Bicycle & Pedestrian Committee
- Tree Commission
- Planning Commission

- City Staff (Public Works, Parks Dpt., Emergency Response, Neighborhood Development Services)
- City Council
- Steering Committee
- ADA Committee

Following the stakeholder meetings, the TDG team will meet with City staff to present the findings from the stakeholder meetings and determine the final revisions to the annotated outline and memorandum.

**Deliverables:**

- The TDG Team will prepare meeting materials for up to five meetings
- Finalized Annotated Outline and Technical Memorandum

**Meetings:**

- Stakeholder Meetings (5)
- Review Meeting with the City of Charlottesville

**Design Schedule**

It is anticipated that the project schedule will be discussed and agreed upon. However, for fee estimating purposes, it is assumed that the project duration will be 6 months (given a streamlined agency review).

Task	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7
Task 1 – Kickoff Meeting/ Project Management	P						
Task 2 – Existing Document Review/ Field Assessment							
Task 3 – Stakeholder Involvement Meeting/Workshop			MP				
Task 4 – Outline and Technical Memo				P			
Task 5 – Stakeholder Review Meetings					MP		

Notes:

“P” indicates a presentation/meeting with City staff

“M” indicates stakeholder meetings.

# City of Charlottesville

## MEMO



"A World Class City"  
[www.charlottesville.org](http://www.charlottesville.org)

TO: Planning Commission  
FROM: James E. Tolbert, AICP, Director *J*  
DATE: October 22, 2013  
SUBJECT: **Designing Walkable Urban Thoroughfares: A Context Sensitive Approach**

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The attached resolution was presented at the October 7, 2013 Council Meeting by Councilor Galvin for consideration by Council. After limited discussion Council asked that it be referred to the Planning Commission for comment prior to Council adoption.

The resolution is fairly self-explanatory. At the Planning Commission meeting, staff will record your comments and present those to the City Council for their consideration when it appears before them.

JET:sdp

Attachment

**A "DRAFT" (10/07/13) RESOLUTION ADOPTING "DESIGNING WALKABLE URBAN THOROUGHFARES: A CONTEXT SENSITIVE APPROACH" AS A RECOMMENDED "BEST PRACTICE" FOR NEW and EXISTING ROADWAYS WITHIN THE CITY OF CHARLOTTESVILLE.**

**WHEREAS**, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" was published by the Institute of Transportation Engineers (ITE) in 2010 to assist communities in improving mobility choices and community character through a commitment to creating and enhancing walkable communities and is the basis for the Virginia Department of Rail and Public Transportation's (DRPT) "Multimodal System Design Guidelines" and was sponsored by the Federal Highway Administration, the Office of Sustainable Communities, and the U.S. Environmental Protection Agency; and,

**WHEREAS**, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" promotes a collaborative, multidisciplinary process that involves all stakeholders in planning and designing transportation facilities; and focuses on applying concepts and principles in the design of thoroughfares that emphasize walkable communities in order to facilitate the restoration of the multiple functions of urban streets; and

**WHEREAS**, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" acknowledges that challenges encountered on any given individual thoroughfare cannot be addressed in isolation of the city-wide network and that establishing a block network plan that enhances connectivity, anticipates impacts of development on traffic, seeks to minimize conflicts between pedestrians, cyclists and vehicles and distinguishes the function, development intensity, modal emphasis and other physical characteristics of individual segments of that network (based on the context) is essential to a well-functioning city-wide transportation system; and

**WHEREAS**, *The 2012 Comprehensive Plan of the City of Charlottesville* calls for the development of a comprehensive set of street design guidelines based on the City's Compete Streets Resolution and ITE's "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach", as a way to ensure that transportation infrastructure investments support the making of an attractive, healthy, and safe, walkable and bike-able Charlottesville, and

**WHEREAS**, *The 2012 Comprehensive Plan of the City of Charlottesville* also calls for: streets that promote connectivity and best practices in storm water management; expanding the city's overall tree canopy; a transportation system that facilitates greater transit use and promotes well-connected, safe, bicycle- pedestrian infrastructure; a built environment that attracts and supports the City's existing business community and growing "innovation" industry; and a review and update of the City's regulatory framework (inclusive of zoning, subdivision ordinance, Standards and Design Manual and district and entrance corridor guidelines) to ensure that it successfully and consistently implements the City's Comprehensive Plan, and

**WHEREAS**, the Charlottesville City Council finds that the "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" will further the goals of the Charlottesville Comprehensive Plan herein expressed and complement the City's Storm water Utility Ordinance and Healthy Eating, Active Living and Complete Streets Resolutions (passed unanimously in 2013 and 2010 respectively);

**NOW THEREFORE, BE IT RESOLVED BY THE CHARLOTTESVILLE CITY COUNCIL:**

That, the ITE Manual, "Designing Walkable Urban Thoroughfares: A Context Sensitive Approach" (herein referred to as the ITE-CSA Manual) is hereby adopted as a best practice by the City of Charlottesville on all new and existing roadway improvement projects (inclusive of alleys, lanes, streets, and boulevards for both new and redeveloped roadways and block networks) and is attached hereto as Exhibit "A" and incorporated herein by reference for all purposes.

**BE IT FURTHER RESOLVED BY THE CHARLOTTESVILLE CITY COUNCIL:**

That the Charlottesville City Council, shall establish an advisory group (consisting of members from the Planning Commission, Bicycle-Pedestrian Committee, Tree Commission, and PLACE Design Task Force, and others) in the fall of 2013 to work with an inter-departmental team of City staff (consisting of the bike-pedestrian coordinator, staff experienced and trained in urban design and landscape architecture or architecture, NDS, OED, Public Works, Parks and Recreation, Fire and Police Departments) to develop a Comprehensive Multi-modal Plan as called for by the ITE-CSA Manual, in conjunction with overseeing a "policy and regulatory audit" (with the assistance of an outside consultant, as deemed necessary by the advisory group) of the City's existing regulatory framework, and

That the City-wide Comprehensive Multi-modal Plan shall in turn incorporate the findings and recommendations of the "policy and regulatory audit" and the City's small area plans, and

That a set of City-wide street design standards, implementation strategies and an enhanced City-wide block network plan shall be developed as part of the City-wide Comprehensive Multi-modal Plan, and

That the City-wide Comprehensive Multi-Modal Plan (herein meant to include City-wide street design standards, implementation strategies and an enhanced block network plan,) shall prioritize projects and identify capital expenditures by project and be presented to the Planning Commission and Council for adoption after public hearings by the fall of 2014, and

That the advisory group (together with staff) shall oversee the implementation of the City-wide Comprehensive Multi-Modal Plan in coordination with implementing revisions to the City's regulatory framework as recommended by the "policy and regulatory audit" and adopted by the Planning Commission and Council, and

That the City-wide Comprehensive Multi-Modal Plan shall begin implementation by the spring of 2015 in coordination with the implementation of City-wide regulatory framework changes and its Comprehensive Stormwater/Green Infrastructure Plan, and,

That until such time as the City-wide Comprehensive Multi-modal Plan is complete and adopted by the Planning Commission and Council, this advisory group may be called upon from time to time to advise Council and Planning Commission on projects (inclusive of development submittals) and assist staff with providing guidance to applicants on matters concerning a project's impact on the safety, functioning, modal-orientation, attractiveness and comfort of city streets, prior to submittal.

**ADOPTED this day of, 2013.**

**THE CITY OF CHARLOTTESVILLE**

**ATTEST:**

\_\_\_\_\_  
Satyendrah Huja, Mayor

\_\_\_\_\_  
Paige Barfield, City Clerk

**APPROVED AS TO CONTENT:**

**APPROVED AS TO FORM:**

\_\_\_\_\_  
Maurice Jones, City Manager

\_\_\_\_\_  
Craig Brown, City Attorney

MINUTES  
CITY OF CHARLOTTESVILLE  
PLANNING COMMISSION and CITY COUNCIL JOINT WORK SESSION  
TUESDAY, August 27, 2013 -- 5:00 P.M.  
CITYSPACE

Councilors Present:

Mr. S. Huja  
Ms. Kristin Szakos  
Ms. Kathy Galvin  
Ms. Dede Smith

Commissioners Present:

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

Staff Present:

Mr. Maurice Jones, City Manager  
Mr. Jim Tolbert, AICP, Director  
Ms. Paige Barfield, Clerk  
Ms. Miriam Dickler, Communication Director  
Ms. Missy Creasy, AICP, Planning Manager  
Mr. Brian Haluska, AICP, Neighborhood Planner  
Mr. Mike Smith, Neighborhood Planner  
Mr. Richard Harris, Deputy City Attorney

Mr. Huja and Ms. Keller called the meeting to order and turned the time to Ms. Creasy. She provided an overview of the agenda and outlined the questions for consideration.

Which areas do you think the City should focus on first, and why?

Mr. Huja stated the common interests between the City and County including the River.

Ms. Smith noted any implementation objectives relating to stormwater

Ms. Green highlighted biking/pedestrian transportation objectives and Mr. Huja and Mr. Osteen agreed.

Mr. Rosensweig noted update of the standards and design manual.

Ms. Galvin stated updating design tools and guidelines

Ms. Sienitsky was concerned about Economic Development related items in the plan. Where will new residents work?

Ms. Szakos noted that implementation of Strategic Action Team report should be addressed.

General consensus was provided that mapping and other associated visuals of projects was a priority.

There was a brief discussion about the work being done to represent CIP projects visually.

Mr. Huja expressed concerned about the utility needs of the City and how this issue fits into the Comprehensive Plan. All agreed about the importance of utilities in future discussions.

The meeting was then turned to Mr. Tolbert who provided an overview of the small area plan materials. He noted that Council is embarking on a strategic planning process and the input from this session will assist Council in making decisions about prioritization. Mr. Tolbert confirmed for Ms. Galvin that all studies underway include a market analysis. He then discussed the list of ten areas targeted for detailed study in the "small area plans" called for in the Comprehensive Plan.

Council and Planning Commissioners discussed the best way to handle developing the small area plans.

Mr. Rosensweig asked if we can achieve a better result by combining some small area sections with one another.

Council and Planning Commission participated in a prioritization exercise with the following results:

Small Area Plans – total counts:

Cherry/Roosevelt Brown: 7,

Emmet Street/Hydraulic N of 250 Bypass: 7,

Fifth Street Extended: 5,

Fountain Neighborhood Commercial: 4,

High Street/MJ Area: 6,

McIntire/Harris/Allied: 6,

Preston Ave (Ridge/McIntire to 10<sup>th</sup>): 7,

River Road / Rivanna River Area: 7,

Rose Hill: 2,

Woolen Mills: 6.

It was noted that for a future discussion, the following information will be provided:

1. Staff will review the proposed small areas and provide information on the pros and cons of combining areas into larger plans.
2. Economic development will assist in providing information on the estimated income to be generated by plan investment in the small areas to help with prioritization.

Ms. Galvin noted that implementation and big picture context is critical. We must discuss this next time.

The meeting adjourned at 7:06.