

CITY OF CHARLOTTESVILLE  
"A World Class City"

**Department of Neighborhood Development Services**

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April 18, 2016

**TO: Charlottesville Planning Commission, Neighborhood Associations &  
News Media**

# Please Take Notice

A Joint Work Session of the Charlottesville City Council, Planning Commission and the Streets that Work Code Audit Advisory Committee will be held on **Tuesday April 26, 2016 at 5:00 p.m. in the NDS Conference Room in City Hall (610 East Market Street).**

## AGENDA

1. Strategic Investment Area Code Related Recommendations
2. Streets that Work
3. Public Comment

cc: City Council  
Streets that Work Code Audit Advisory Committee  
Maurice Jones  
Mike Murphy  
Alexander Ikefuna  
Planners  
Kathy McHugh, Tierra Howard  
Craig Brown, Lisa Robertson

**CITY OF CHARLOTTESVILLE  
NEIGHBORHOOD DEVELOPMENT SERVICES**



**MEMORANDUM**

To: City Planning Commission  
From: Missy Creasy, Assistant NDS Director  
Brian Haluska, Principle Planner  
Date: March 29, 2016  
Re: Strategic Investment Area Implementation – Review of Code Recommendations

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One component of the Strategic Investment Area (SIA) plan is a list of recommendations to change City regulations -- specifically land use regulations. These changes would serve to move the overall vision of the plan forward and regulate new development so it fits the vision within the SIA plan. Staff feels it is important to assess the recommendations provided and establish clarity in direction prior to moving forward with a detailed review process.

This document outlines each of the development code related recommendations in the areas of Catalyst projects, Priority Actions and Recommendations and Implementation. Staff has taken all the proposed regulatory changes from these sections and provided comments in this memo to inform this discussion. (see attached)

First, there are fundamental questions which need answers at the beginning of this process to assist in moving forward:

1. **Boundary of study area** – The study area includes many established residential areas where no specific zoning changes are proposed. Should the study area be limited to areas where regulatory changes are proposed?
2. **Building Height** – Is there a desire to change the maximum building height in the areas in the Warehouse District (west of 6<sup>th</sup> Street)? What information would be needed to make a determination on heights for this area?
3. **Uses** – The SIA plan calls for evaluation of additional uses for the R-3 and DE zones. Should consideration be given to whether the proposed uses are appropriate for the zones throughout the City rather than only within a small area of the City?

Staff requests guidance on these areas to determine the best path to move forward for this review. The remainder of this report provides background helpful for addressing these questions.

## SIA Code Related recommendations

The following outlines SIA plan recommendations followed by staff comments.

### Catalyst Projects

Within the first year after approval of the SIA Plan, there are certain recommended projects and key activities which have been identified as catalysts to initiate change within the SIA. These projects are expected to demonstrate public sector and private sector commitment to improvement in the SIA.

Overlay District. Establish the SIA Plan Area as an Urban Overlay District to implement the initiatives called for by the SIA Plan and the testing of pilot programs

- Incorporate the regulating plan found in the SIA plan, including the transect character zones, building envelope standards, and public space standards and guidelines
- Revise the Zoning Map and amend Zoning

Form Based Code. Adopt and implement form-based code components for new development in the SIA

- Refine, coordinate, and finalize form-based code components of the plan for the SIA Overlay District.

Prior to detailed exploration of an overlay district and/or form based code, further guidance should be provided on the extent of the area considered for zoning changes. The SIA plan does not outline zoning changes for R-1 and R-2 districts and only recommends changes to the permitted uses in the R-3 zone. Staff believes there is merit in removing the R-1 and R-2 areas from the study area to allow for focus on the Warehouse district. In addition, an exercise to review the proposed uses for consideration in the R-3 district citywide could implement the recommendations provided by the SIA on a shorter timeline. Narrowing the scope of the area may assist in the consideration for appropriateness of form based code elements.

Expedited Staff Review. Develop a process for special staff review of development projects (within the SIA) which meet the criteria, standards, and guidelines for the SIA associated with the applicable site

- Create an SIA Development Review Checklist to outline criteria for special expedited review of projects by staff

Updates to portions of development review process were recently approved and implemented citywide. Refinements to the Citywide system will continue to provide overall benefit to the timing of reviews. Further exploration of the unified development ordinance which was placed on hold in 2015 has the potential to streamline the systems further which could address this item.

### Priority Actions

Increase opportunity for jobs located within the SIA

- Amend zoning within the overlay district to allow additional uses (See V-14-15 for specific recommendations related to uses.)

The SIA outlines consideration for additional uses for the R-3 and DE zoned properties in the SIA area. Staff asks that consideration be given to focusing review of these uses for the zoning classifications citywide to provide for a more comprehensive review.

- Amend zoning to allow for additional nonresident employees of a home business
- Further evaluation of this item should consider the impacts of potential increase to home occupations within residential areas.

Encourage redevelopment in the SIA

- Simplify permitting process for sites in the SIA by providing a predictable time-frame for construction permits and allowing for staff approvals

Updates to portions of development review process were recently approved and implemented citywide. These refinements to the Citywide system will continue to provide overall benefit to the timing of reviews. Further exploration of the unified development ordinance which was placed on hold in 2015 has the potential to streamline the systems further which could address this item.

Provide places for recreation and informal social interaction between neighbors of all ages and backgrounds as well as events for the larger community

- Nurture development plans with IX property owners. Work with property owner to establish a major public space and encourage longer term larger scale mixed-use development
- Develop Pollocks Greenway as a “Central Park”

Staff is available to assist the IX property owners as requested. We anticipate extensive involvement regardless of the scope of the study determined. We anticipate that the work of the Walkable Watershed project at Pollocks Branch will be informative. NDS has representatives attending those meetings and events to maintain coordination.

Improve bicycle experience throughout the area

- At intersections with bicycle facilities on the approaches, intersection treatments such as bike boxes and intersection crossing markings should be explored

The Bike and Pedestrian Plan was approved in the spring of 2015 and contains information on these roadway treatments. Treatments have been placed in various areas of the City and we are hopefully that the STW demonstration project on April 16<sup>th</sup> will highlight other areas where this would be appropriate.

Residential / Housing: Residential uses dominate sub-neighborhoods in the SIA and are the foundational land use defining the SIA’s future. The key is balancing the mix of unit types with a market- driven combination of rental and ownership housing for market rate, affordable and subsidized units. While public efforts at all levels should be committed to maintaining and improving the physical inventory of affordable housing, the primary objective is to sustain a living community for all residents, current and future.

- Target a broad range of urban appropriate housing types that can attract and serve a wide cross-section of the Charlottesville regional population. This includes adding housing types that are in shorter supply, such as new townhome offerings, that can help provide a strong basis for new family formation.

Review of housing type allowances in the SIA areas to see what areas for improvement are appropriate.

Commercial. Suggested recommendations for specific commercial uses should encompass:

Office. Provide for a spectrum of office users and associated building types, ranging from medium size corporate facilities down to sole proprietor shared spaces. For the foreseeable future, this will include anticipating demand for buildings ranging from sole proprietor loft space to medium size multi-tenant office buildings, generally not exceeding 75,000 square feet. Parking needs to be convenient, safe and over the medium-term, relatively low cost.

Industrial: Although there is a respectable in industrial space presence in the SIA, some of the sites are in prime locations and are considered underutilized sites. As displacement of these types of uses occurs with redevelopment and investment, targeted investment should be made elsewhere within the SIA to maintain a balanced sustainable economy.

- Determine which sites are better suited for industrial uses and create an overlay district with incentives or requirements for light industrial/manufacturing

## Recommendations and Implementation

### Warehouse District

- Support transition commercial and/or multifamily land use change north of Garrett but let the market drive timing.

### Pollocks Branch Area

- Envision a future mixed use area of varied densities functioning as a southern axis complementing the Downtown Mall area.
- Nurture development plans with IX property owners, CRHA and PHA

### Belmont Neighborhood

- Continue to preserve the neighborhood's single family character
- Monitor ongoing single family investment projects
- Improve street level access (sidewalks) and storm water management practices
- Consider establishing building mass limits for single family lots

### Regulatory + Zoning

Nearly 70% of the SIA is zoned Downtown Extended (DE) or Residential Single family (R1). In most cases, the DE Zone allows the density levels recommended in this plan. It is recommended that an urban overlay district be established in order to implement the items below specifically within the SIA as well as to implement the form-based code elements found in Chapter VI. In certain cases, it is recommended that the zoning code be revised to allow greater flexibility of use.

Encourage new development coordinated with improved bicycle, pedestrian, and public transit options

- Include in the development checklist review of routes to and from development sites, including needed pedestrian and bicycle accommodations

Encourage sustainable development initiatives

- Incentivize LEED and/or other Green Building rating systems

Parking: Parking requirements, while preferably market driven for new development, should have an

average of 1 to 1.5 spaces per non-single family detached dwelling; 3 to 4 spaces per 1,000 square feet of general commercial (80% office / 20% retail mix); and 1 space per 500 square feet of general office space with variations depending on the potential for shared use. Needed residential serving spaces will almost always need to be dedicated on-site, with the parking supply for commercial use being able to be met through a combination of on-site and nearby off-site capacity. From an economic standpoint, requiring a large amount of parking to be constructed on more than one level below grade is expected to be infeasible nearer to medium-term, suggesting that parking garages representing a combination of one- level below grade and some above grade levels need to be anticipated.

- Amend Zoning Code
- Review minimum parking requirements on a regular basis in conjunction with providing avenues for shared parking in the redevelopment area

The parking allowances outlined in the SIA closely reflect the current code allowances. Staff requests that any review of parking regulations be citywide.

Encourage a pedestrian-friendly, appropriately scaled streetscape\* See Chapter VI: Design Standards and Guidelines for specific recommendations.

- Allow residential entrances on primary streets to activate the streetscape
- Require a minimum building front setback on primary streets
- Require on-site bicycle parking for sites in the SIA
- Encourage sidewalk connectivity where appropriate.

Additional review will be needed following the result of the discussion of the overarching questions to determine how best to address.

Promote industry growth and increase job opportunities within the SIA

- Within the SIA Overlay District, re-zone existing B1 Zone and B2 Zone parcels to SIA-DE Zone

There appear to be 3 areas where this would be a consideration. The area at the corner of Druid and Avon would be inappropriate for this change per good zoning practice. The other areas would need detailed analysis.

Allow the following uses within the designated zones in the SIA Overlay District

SIA - DE Zone

- By-Right. Townhouse, Greenhouse/nursery, Janitorial service company, Landscape service company, Laundries, Manufacturing (light)
- Provisional Use Permit. Accessory Apartment (internal or external), Farmer's Market, Vocational Ed. up to 10,000 sf GFA, Industrial Accessory buildings, Industrial equipment repair / service, Moving companies, Welding or machine shop, Warehouses

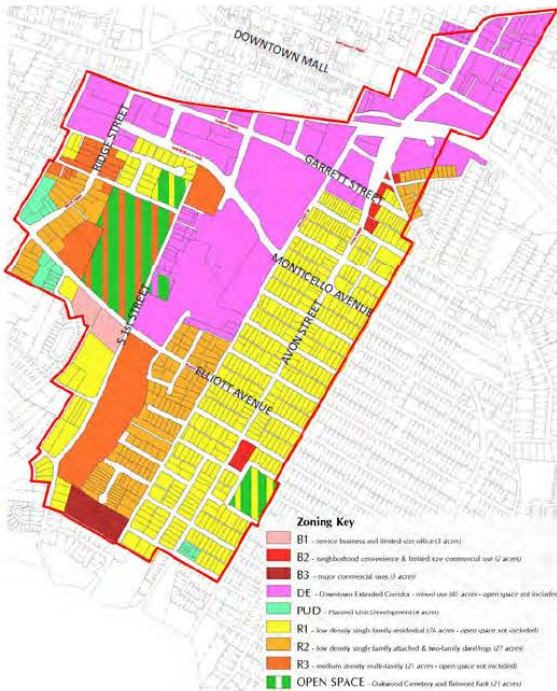
SIA-R3 Zone.

- By-Right. Art studio (GFA 4,000 sf or less), Art workshop
- Provisional Use Permit. Small home-based businesses

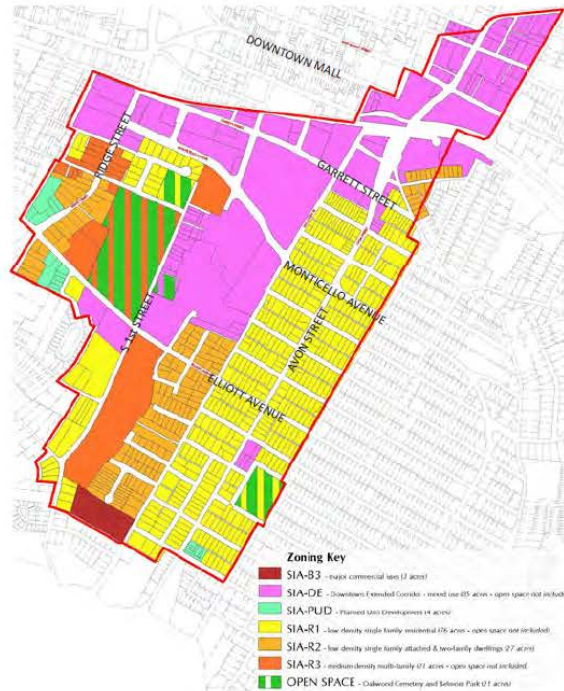
The SIA outlines consideration for additional uses for the R-3 and DE zoned properties in the SIA area. Staff asks that consideration be given to focusing review of these uses for the zoning classifications citywide to provide for a more comprehensive review.



# Recommendations & Implementation



Existing SIA Zoning



Proposed SIA Urban Overlay District Zones



Outline of Proposed SIA Urban Overlay District

# Zoning Comparison

The following charts summarize the proposed changes to the existing zoning for the SIA Urban Overlay District.

Downtown Extended Zone (DE)		Existing	Proposed
Height	Height - min	35'	See Design Standards
	Height - max	101' for mixed use, 50' other types	See Design Standards
Setbacks	Front - Primary Street	0'min to 15' max	See Design Standards
	Front - Linking Street	10' min to 20' max + 50% of setback must be landscape buffer	See Design Standards
	Side/Rear, adj. to R1 or R2	20' min	See Design Standards
	Side/Rear adj. to other	None	See Design Standards
Density	Mixed Use ( where 25%-75% GFA is residential)	43 DUA (up to 240 DUA with SUP)	
	Residential	43 DUA	
	Multifamily Residential	21 DUA	Change to 43 DUA
	Office & Commercial/Retail	N/A	
Other	No ground floor residential uses front on primary streets		Allow ground floor residential uses to front on primary streets
	Off-street loading areas may not face a public right of way		Provide screening for any off-street loading areas facing a public right of way
Uses Permitted	Townhouse	S	B
	Accessory Apartment, internal	not permitted	P
	Accessory Apartment, external	not permitted	P
	Vocational Ed. up to 4,000 sf GFA	not permitted	P
	Vocational Ed. up to 10,000 sf GFA	not permitted	P
	Farmer's Market	S	P
	Greenhouse/nursery	S	B
	Industrial Accessory buildings	not permitted	P
	Industrial equipment repair and service	not permitted	P
	Janitorial service company	not permitted	B
	Landscape service company	not permitted	B
	Laundries	not permitted	B
	Manufacturing, light	not permitted	B
	Moving companies	not permitted	P
	Welding or machine shop	not permitted	P
	Warehouses	not permitted	P

S = Special Use Permit

P = Provisional Use Permit

B = By-right Use



R3 Zone		Existing	Proposed
Height	Max Height	45'	
Groups	Max. townhouses per group		8
	Distance between groups	10' min.	
Lots	Minimum site area for TH development	12,000 sf	
	Average minimum lot width	20'	
	Minimum frontage	16'	
Amenities Required	Laundry facilities		
	Storage facilities		
	Recreational areas		
Uses Permitted	Accessory Apartment, external	B	B
	Art studio, GFA 4,000 sf or less	not permitted	B
	Art workshop	not permitted	B
	Small, home-based business	not permitted	P

S = Special Use Permit

P = Provisional Use Permit

B = By-right Use

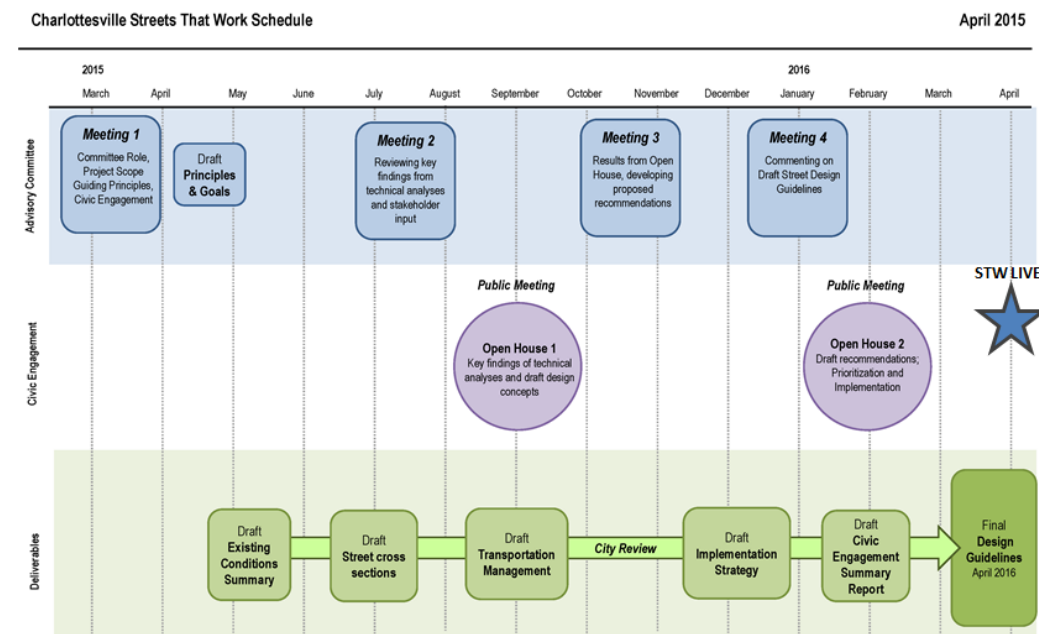


**CITY OF CHARLOTTESVILLE  
NEIGHBORHOOD DEVELOPMENT SERVICES  
MEMO**

**To:** Charlottesville City Council, Planning Commission, Streets That Work Advisory Committee  
**From:** Missy Creasy, Assistant Director  
Heather Newmyer, City Planner  
Amanda Poncy, Bicycle and Pedestrian Coordinator

**CC:** Alex Ikefuna, NDS Director  
**Date:** April 18, 2015  
**Re:** Streets That Work Plan

In February 2014, City Council adopted a resolution to consider the context surrounding the streets as part of any future design process. Since then, the City of Charlottesville has been involved in the Streets That Work planning process which has included both a variety of community engagement efforts as well as drafting the Streets That Work Plan. City staff has worked with Toole Design Group (TDG), the Streets That Work Code Audit Advisory Committee (STWCA), the Development Review Team and incorporated feedback from the public to inform the process and draft the plan. Figure 1 displays the project schedule that outlines the process over the last year and highlights key milestones, deliverables and public outreach.



**Drafts of the Streets That Work Plan** including the latest draft (dated April 2016) are available via the link provided: <http://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/streets-that-work/streets-that-work-plan>

This work session is to provide the opportunity for City Council, Planning Commission, members of the Streets That Work Advisory Committee, representatives from other commissions/boards, and City staff to discuss remaining issues and concepts in the latest Streets That Work Plan prior to the anticipated public hearing of the plan at Planning Commission’s June meeting. Listed below are suggested discussion topics.

**Discussion Topics**

1. Street Tree recommended soil volumes and planting widths:

Tim Hughes, former Urban Forester with the City, served on the Streets That Work Project Team until his retirement in February 2016 and provided staff with street tree planting and soil area standards (See Table 1) to be incorporated into the Streets That Work Plan. These are the same standards that are currently distributed to developers during site plan review as recommendations for landscape plans and are based on national data and research to support the growth of large shade trees.

Small Deciduous or Ornamental Trees (10’-30’ mature height)	Medium Deciduous Trees (30’-50’ mature height)	Large Deciduous Trees (over 50’ mature height)
Required Planting Strip Width 4’ minimum	Required Planting Strip Width 6’ minimum	Required Planting Strip Width 8’ Minimum
Spacing between trees 15’ minimum, 20’ recommended	Spacing between trees 25’ minimum, 30’ recommended	Spacing between trees 30’ minimum, 40’ recommended
Soil volume requirement 250 cubic feet per tree	Soil volume requirement 450 cubic feet per tree	Soil volume requirement 900 cubic feet per tree

**Table 1. City of Charlottesville Street Tree Planting and Soil Area Standards**

The Tree Commission, after review of the City’s current recommended standards, provided alternative standards that were less restrictive stating the current standards in the Streets That Work Plan coupled with limited right-of-way space throughout Charlottesville would potentially limit planting of large street trees (See Table 2).

	Large Tree	Medium Tree	Small Tree
Soil Volume Minimums	*Prefer to replicate soil volumes after Alexandria (300 ft <sup>3</sup> min) or Tysons (400 ft <sup>3</sup> min, 700 ft <sup>3</sup> suggested)		
Planting Width Minimums	4' (5' preferred)	4'	4'

**Table 2. Tree Commission Recommended Planting and Soil Area Standards**

After discussing with Tree Commission, staff reduced the soil volume minimum for large trees from 900 ft<sup>3</sup> to 700 ft<sup>3</sup> listing 900 ft<sup>3</sup> as preferred. Staff also reduced the large street tree minimum width from 8' to 6' listing 8' as preferred. Additionally, staff added a notation that smaller planting widths can be achieved if soil volumes are met. This was in effort to compromise with Tree Commission while staying consistent with national standards. See Table 3 for the soil volume standards and planting widths recommended in the Final Draft Streets That Work Plan dated April 2016.

	Large Tree	Medium Tree	Small Tree
Soil Volume Minimums	700 ft <sup>3</sup> min, 900 ft <sup>3</sup> preferred	450 ft <sup>3</sup> preferred	250 ft <sup>3</sup> preferred
Planting Width Minimums	6' (8' preferred)	6'	4'
*Smaller widths can be achieved if soil volume minimum met			

**Table 3. Final Draft Streets That Work Plan Planting and Soil Area Standards**

Overall, staff believes the numbers currently shown in the Streets That Work Plan are generally consistent with national recommendations (See Table 4). Table 4 includes minimum soil volume criteria nationwide, including the standards in Virginia the Tree Commission referenced (Alexandria and Tysons). The example standards found in Virginia are lower on the spectrum and are argued to be that way due to the availability of adequate soil conditions (dependent on site) and limited space in urban settings.

Staff notes that The Streets That Work Document serves as a guideline, where staff believes numbers should reflect what Charlottesville would like to see - numbers that provide for adequate space for trees to grow to their full potential. During the code audit, there will be opportunity for further discussion and where, ultimately, the requirements and standards will be set (to pertinent Codes and the Standards and Design Manual (SADM)). However, staff wants to provide the opportunity to discuss this topic and is open to direction that comes out of this work session.

Jurisdiction	Minimum Soil Volume (ft <sup>3</sup> )	Tree-size-specific?	Source
Baltimore, MD	1500	No	Baltimore Waterfront Healthy Harbor Initiative
Columbus, OH	1000	No	Downtown Streetscape Standards
Tysons, VA	400 min; 700 suggested	No	Streetscape Details
Alexandria, VA	300	No	Landscape Guidelines
Raleigh, NC	600	No	Street Design Manual
Washington DC	1500	Large Tree	Green Infrastructure Design Standards
	1000	Medium Tree	
Emeryville, CA	1200	Large Canopy Tree	Emeryville Water-Efficient Landscape Ordinance
Aspen, CO	2,250	Greater than 50-ft height or spread	
	1000	Medium-sized tree (not shrub, but <50ft)	
Denver, CO	750	No	Parks and Rec Forestry Department Internal Standard
Florida	2700	Greater than 50-ft height or spread	University of Florida/IFAs Extension
	1200	Medium-sized tree	
Athens-Clarke County, GA	800	Large canopy tree	Athens-Clarke County Internal Standard
Kitchener, Ontario	1589 for single trees 1059 for trees sharing soil volume	Large stature trees (≥24ft diameter at maturity)	Development Manual
	989 for single trees 653 for sharing trees	Medium stature (≥16ft diameter at maturity)	

**Table 4. Tree Soil Volume Minimums<sup>1</sup>**

Question for discussion: What is an appropriate standard that supports healthy tree growth and balances the public’s priority for large street trees, minimizes sidewalk maintenance/repair as well as utility conflicts (overhead and underground)?

<sup>1</sup>Soil Volume Minimums Organized by State/Province. <http://www.deeproot.com/blog/blog-entries/soil-volume-minimums-organized-by-stateprovince>

## 2. Shared Streets [Chapter 3, p. 63]:

The Streets That Work Advisory Committee recommended the inclusion of a “shared street” concept as part of the Streets That Work Plan in order to provide the opportunity to replicate some of the older local streets that exist throughout Charlottesville. A shared street is a street with a single grade or surface that is shared by people using all modes of travel and low speeds. Shared streets work best where there are nearly equal volumes of pedestrians, bicyclists, and motorists.

While staff is supportive of shared streets, the following issues need to be considered:

- Shared streets would not be fully recognized by VDOT; City would be responsible fully for maintenance
- Concerned about where in Charlottesville shared use streets would be appropriate (topography, traffic, etc should be considered)
- Staff would need to develop standards that would go into the Standards And Design Manual in order to regulate this type of use (including but not limited to: traffic volumes, intended uses, staging areas for passing of opposing traffic, surface treatments to delineate that this is a different type of street, requirements for parking, signage for no trucks, emergency access)
- Access for fire trucks

Question for discussion: Are there concerns about including shared streets as a City supported street typology? Are there other considerations that should be included in this typology?

## 3. Prioritization

The Streets That Work plan included a standard set of criteria to compare all of the location specific transportation issues raised during town hall meetings and neighborhood/public meetings. The process identified priority corridors and intersections where improvements based on the Streets That Work Guidelines would have a significant positive impact on the comfort and safety of all street users.

Six criteria were used in the prioritization process to identify intersections and corridors. The criteria were assigned the relative weights shown in Table 5 below.

Criteria	Weight
Crash locations – All modes	25
Public input – See Appendix B	22
Bicycle Project Recommendations (Bike/Ped Plan)	15
Sidewalk Project Recommendations (Bike/Ped Plan)	15
Bicycle/Pedestrian Demand	15
Transit Stops	8

**Table 5. Streets That Work Priority Corridor Weighting Factors**



During the final advisory committee meeting, concern was expressed about the lack of high priority locations outside of the Downtown area and the perception that it does not sufficiently prioritize neighborhood issues. As a result, participants at the final public meeting were asked to provide additional input with regard to project prioritization criteria. The following comments were received:

- 1) Potential future bicycle framework corridors
- 2) Actual excess vehicle speed (esp. Paul Reynold’s speed camera data)
- 3) Citizen feedback
- 4) Tree canopy
- 5) Utility lines
- 6) More weight on public input data (e.g. fear, near crashes) *rather* than crash data
- 7) More attention to pedestrian street crossing needs, intersection reconfiguration options

As a result of public feedback, the prioritization criteria were revised:

Factor	Weight	Search Distance
Public comments (Perceived Safety)	20	1/4 mile (does it make sense to include the Bike/Ped Plan wikimap data?)
Crash locations	15	500ft
Planned Bike/Ped Projects	10	1/4 mile *Combine bike and ped and Add remaining sidewalk projects
Accessibility	10	1/4 mile of ADA signal audit
Schools	10	1/4 mile
Parks	10	1/4 mile
Posted Vehicle speeds	5	
Roadway Classification (proxy for volume)	5	
Demand	5	N/A
Transit stops	5	1/4 mile
CIP	5	Use data from Capital Projects Viewer

Question for discussion: Are there other criteria that should be included? Are we missing anything? Keep in mind, we are limited to those criteria for which we have data.

4. Other Topics?

**Final Draft Streets That Work Plan (April 2016):** <http://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/streets-that-work/streets-that-work-plan>