

CITY OF CHARLOTTESVILLE
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Department of Neighborhood Development Services

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May 13, 2016

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

Please Take Notice

A Work Session of the Charlottesville Planning Commission will be held on **Tuesday May 24, 2016 at 5:00 p.m. in the NDS Conference Room in City Hall (610 East Market Street).**

AGENDA

1. West Main and Water Street Code proposals
2. Public Comment
3. Small Area Tour – Woolen Mills

cc: City Council
Maurice Jones
Mike Murphy
Alexander Ikefuna
Planners
Kathy McHugh, Tierra Howard
Craig Brown, Lisa Robertson

City of Charlottesville
 Department of Neighborhood Development Services
 Memorandum



To: City of Charlottesville Planning Commission

From: Brian Haluska, AICP

Date of Memo: March 25, 2016

RE: West Main Street Density Regulations and Proposed Changes to the Water Street Corridor

Summary

At their meeting on March 21, 2016, the City Council referred the West Main Corridor density regulations back to the Planning Commission as a proposed increase in by-right residential density had not been advertised as part of the previous request.

Additionally, Council directed the Planning Commission to review proposed changes to the Water Street Corridor zoning district that were raised by the placement of the Midway Manor property within the Water Street Corridor.

Background

The city has used residential density calculations as a means of regulating land use in the zoning ordinance. The current zoning ordinance regulations permit residential density as shown below:

Zone	Max. Density by Right (DUA)	Max. Density by SUP (DUA)
M-I	0	21
R-1, R-1U	5.3	10
R-1S, R-1SU	7.2	12.9
R-2, R-2U	12.1	20.1
HS	21	21
CH, NCC, HW	21	43
IC, URB	21	64
R-3, B-1, B-2, B-3	21	87
CD, CC	21	120
UMD	43	43
DN	43	120
WMW, WME	43	200
D, DE, WS, SS	43	240
UHD	64	87

M-I – Manufacturing-Industrial

HS – High Street Corridor

CH- Cherry Avenue Corridor

NCC – Neighborhood Commercial Corridor
 HW – Highway Corridor
 IC – Industrial Corridor
 URB – Urban Corridor
 CD – Corner District
 CC – Central City Corridor
 UMD - University Medium Density
 DN – Downtown North
 WMW – West Main West
 WME – West Main East
 D – Downtown Corridor
 DE – Downtown Extended Corridor
 WS – Water Street Corridor
 SS – South Street Corridor
 UHD – University High Density

DUA – Dwelling Units Per Acre

The low density residential districts (R-1, R-1S, and R2) permit an increase in residential density via the infill special use permit. On sites outside the infill special use permit zone, the maximum density permitted is the maximum density by-right in those zones.

Application

The City has a variety of existing developments built at a wide range of residential densities. These “real world” examples are important because one of the major concerns with residential density calculations is that observers often struggle to relate the calculated residential density figure with an actual physical building type.

Building/Development	Address	Density (DUA)
SNL Building	1 SNL Plaza	0
Jefferson National Building	123 E. Main Street	0
Woolworth’s Building	323 E. Main Street	0
Cherry Hill	Cherry Avenue	9.7
Friendship Court	400 block Garrett St.	12.7
Oak Lawn Cottages	206 5 th Street SW	15.4
Queen Charlotte Apartments	201 E. Jefferson St.	21.8
Sunrise PUD	1400 Carlton Ave	27
Gleason Building	200 Garrett St	40
Norcross Station	310-322 Garrett St.	54
York Place	112 W Main St	55
GrandMarc Apartments	301 15 th St NW	62
The Standard	852 West Main Street	76
The Crossings	401 Preston Avenue	81
The Flats	852 W Main Street	97
The Uncommon	1000 West Main St	127
Monticello Hotel	500 Court Square	256

There are several trends that emerge when reviewing the data in the above table:

1. Commercial use does not factor into residential density calculations. The three buildings at the top of the table are three of the most visible structures in the downtown area, and yet they have less residential density than a low-density residential neighborhood.
2. Lot size plays a large role in the residential density calculation. See that Norcross Station and York Place have almost identical residential density figures, but are vastly different buildings. Norcross Station contains a far greater number of apartments on more floors, but its density is lower because of the large parking surface contained within the development.

Theoretical Maximum Density

When considering modifications of density regulations, the question of “What’s the worst that could happen?” inevitably arises. Below is a table that lays out the theoretical densest configuration of a building built at a 1.0 floor-area-ratio on a 1 acre lot. The calculation assumes that 20% of the building’s square footage would be devoted to core functions (hallways, mechanical operations, stairs, etc.) which is an estimate typically used in building design according to Commissioner Keesecker.

Hypothetical Building on a 1 acre lot at 1.0 FAR (Maximum Theoretical Density)			
Unit Type	Min. Unit Size	Number of Beds	Density
1 person efficiencies	120 sq. ft.	290	290 DUA
2 person efficiencies	220 sq. ft.	316	158 DUA
3 person efficiencies	320 sq. ft.	326	109 DUA
1 bedroom units	190 sq. ft.	183	183 DUA
2 bedroom units	260 sq. ft.	268	134 DUA
3 bedroom units	410 sq. ft.	255	85 DUA
4 bedroom units	480 sq. ft.	288	72 DUA

As a point of information, City staff has rarely needed to make use of the regulations that set the minimum unit sizes in the table above. Staff has seen situations where an existing low-density residential structure has been altered internally, and violated the minimum unit size rules. Staff has not seen an example of a multi-family structure built to these specifications. In fact, when reviewing news articles about the desire of developers to construct “micro-units” in urban areas, the units are typically sized in the 300-500 square feet range for a single occupant. Using 410 square feet micro-units, our hypothetical building would have a density of 85 units per acre, but only 85 beds.

Maximum theoretical density ignores a number of problems that would arise in attempting to build such a product:

- The dimensions of a lot often result in “wastage” in terms of constructing a building on a site. While the entire size of the lot is counted in calculating the density of the project, any areas that are

unsuitable for building because of topography, unsuitable soils, or dimensional issues can limit the overall footprint of the building, and thus impact the number of units.

- The theoretical density relies on the absolute minimum size of a unit under the property maintenance code. Units of these sizes are difficult to market, and likely also very difficult to acquire financing to build. A major reason why such unit sizes would be unlikely to be built is the required improvements associated with larger scale residential developments – parking structures, common areas, access, landscaping, etc.

What is interesting in the table is the disconnect between the dwelling units per acre (DUA) calculation and the actual number of beds in the building. This is because a 1-bedroom unit counts the same as a four-bedroom unit for the purpose of calculating units per acre.

West Main Street Density

Council has referred the density regulations in the new West Main East and West Main West zones back to the Planning Commission for review. The main question posed to the Commission is whether the maximum residential density within the corridors should be obtained through a special use permit process, or by-right. Council's zoning text initiation references permitting up to 200 dwelling units per acre by right on West Main Street.

In evaluating this proposed change, staff has several points to raise:

- Permitting the maximum residential density as a matter of right would remove any ambiguity in the review process regarding the number of residential units an owner could construct on a property. Instead of a public process, the number of units would be controlled by market forces, as well as the dimensional characteristics of the property.
- Eliminating the possibility of a special use permit process for development in the West Main Corridor also exempts all future development in those zones from the affordable dwelling unit provisions in Section 34-12 of the City Code. Two special use permits previously granted on West Main Street have resulted in \$818,941.27 in contributions to the Charlottesville Housing Fund, and a third has yet to calculate their contribution.
- Eliminating the possibility of a special use permit process would also eliminate the opportunity for applicants to request the exceptions and modifications provided in the code for special use permits under Section 34-162(a).
- Once the maximum residential density is permitted as a matter of right, re-instating the special use permit process would be unlikely as it could be seen as a downzoning.

Staff Recommendation: The affordable dwelling unit provisions in Section 34-12 were drafted in part, to address the need to provide affordable residential units for workers that will serve the residents in areas of increased density, rather than forcing those workers to commute long distances to the City. The changes to the height regulations in the West Main corridors have already eliminated the possibility of special use permit requests for additional height.

Eliminating the special use permit for increased density would remove any possibility of the City receiving affordable residential units or contributions to the housing fund that would address the expanded need to house low wage workers that frequently work in commercial zones. Staff recommends maintaining the density regulations from the original West Main proposed draft.

Water Street Corridor

In addition to the consideration of the density regulations in the West Main districts, City Council also initiated a review of the Water Street Corridor regulations after voting to expand the boundary of the corridor to include the Midway Manor site (100 Ridge Street). Valerie Long of Williams-Mullen, acting as representative for the owners of Midway Manor, proposed the following changes to the Water Street Corridor regulations:

1. Streetwall regulations – extend the current stepback requirement of 25 feet after 45 feet in height for properties fronting on the north side of South Street to all properties fronting on South Street. Also, create a minimum stepback of 10 feet after 45 feet in height for frontages on Ridge Street.
2. Setbacks – create a minimum setback of 10 feet with an S-2 buffer for property lines that abut properties in the South Street Mixed Use District.
3. Additional regulations – extended the prohibition on ground floor residential uses to frontages along Ridge Street.

Staff Recommendation: Staff finds that these proposed additions are in keeping with the intent of the Water Street zone, and recommends they be approved.

Attachments:

Minutes February 23, 2016 work session

West Main Code Sections

Water Street Code Proposals

Planning Commission Work Session

February 23rd– 5:00 p.m.

NDS Conference Room

Commissioner's Present

John Santoski - Chairperson
Genevieve Keller
Jody Lahendro
Kurt Keesecker
Allison Raucher

Staff Present

Missy Creasy
Brian Haluska

Mr. Santoski called the meeting to order at 5:10 pm

Agenda

Mr. Haluska provided the following overview:

The Planning Commission and City Council have been working on the procedures and prioritization of the small area plans identified in Land Use Goal 1.1 of the 2013 Comprehensive Plan following the approval of the plan. Several planning efforts are underway in some of the areas identified in the plan. The West Main Street area has a draft zoning amendment coming to the Planning Commission for further review in February, as well as a streetscape plan.

Additionally, there has been some mention of devoting resources to the implementation of the Strategic Investment Area plan in the coming year. Further progress on other small area plans has been slowed by other planning efforts that have been prioritized ahead of the small area plans. In September, the Commission discussed the elements of small area plans in an effort to make progress by focusing on Land Use Goal 1.2 of the Comprehensive Plan: "Develop common elements of a Small Area Plan as well as a planning process that is both consistent and can be molded to the unique character of each area." The packet for the September work session agenda is located here: <http://www.charlottesville.org/home/showdocument?id=34119>.

Staff looked to the previous planning efforts that led to the drafting of the Strategic Investment Area plan and the West Main Streetscape plan as guides for how future small area planning should proceed. Staff now suggests returning to the question of how to prioritize the small area plans listed in the Comprehensive Plan that have yet to be started. As a starting point for discussion, staff has created a decision matrix similar to ones used in CIP and other budget discussions.

Missy Creasy started by saying we hope to reach further conclusion on small area planning and provide information on Council priorities discussed at the February 4, 2016 Council work session.

Mr. Haluska provided additional overview of the small area planning packet materials.

Ms. Keller asked if the boundaries of one study area extend as far as Barracks Road.

Mr. Haluska said it is very specific that it is North of 250, from the area of the city line north of 250, where it goes on the east west axis is kind of left up to us as to how far you want to go down Hydraulic but he doesn't think it was envisioned to be past the Best Buy ramp. Barracks Road was never mentioned as a small area plan.

Ms. Keller asked if the "immediacy" category was established based on work and development; 5th Street Extended is an area with 5th Street Station going in and new work being implemented at Ridge and Cherry.

Mr. Haluska said that is still the Cherry Avenue corridor. When we looked at Fifth Street Extended, the road is all that is present in the City. He was looking at the broader stretch from Cherry Ave south to the city line and how much activity we have seen there.

Ms. Keller was wondering about bike ped and transit because it is going to be much more heavily traveled.

Mr. Haluska said Fontaine is a small little area, but is highly traveled. Roosevelt Brown is considered a large scope of work.

Ms. Keller said you wouldn't consider zoning changes until you got to the small area plan because we had been looking at neighborhood commercial that maybe Fontaine and Belmont are not necessarily addressing the same conditions any more if they ever were so does that mean we would not be able to address that until we got to the small area plan?

Mr. Haluska said if you read how this is laid out in the Comprehension Plan, the goal that this all comes under has a very strong preference throughout the Comprehensive Plan to placemaking. Small area planning is intended to be a flexible process for each of these areas. That does not rule out zoning changes and if you see a pressing zoning need, it should be jumped up to the top of the list. He said that is where the "immediacy" category came in, trying to capture both of those things. We are actively trying to develop and trying to develop under code to what is getting us the best product than maybe it is not quite as urgent or maybe this is the time to do it. In looking at Fontaine, do you want to peel out the zoning and look at that as a small area plan. It could be a good planning exercise. It could include physical improvements, streetscape improvements, the small area plan or just zoning changes. In September, the process was to gather all of the information we could around that area and identify what are the

issues, what led to it being listed in the Comprehensive Plan and then start to suggest remedies. Maybe the zoning is fine but we need more development, additional development or maybe it's too much. He said for High Street that is a question, do you want to see development activity on High Street, how do you do that, do you accomplish it via roadway improvements, do you accomplish that via tweaking the zoning to allow for less parking, because the parking is making it impossible to develop those lots.

Mr. Lahendro asked about Scope of Work and the draft list where staff laid out the process and the common elements of a small area plan. He said it is pretty extensive, so this is what you can use for the Scope of Work.

Mr. Haluska said that was primarily to address goal 1.2 of the land use chapter which speaks to there being a consistent recognizable process that each small area plan goes through. Council and the commission didn't want to make it so prescriptive so that there wasn't flexibility to say this small area plan we want to focus on zoning, this one on roads, this was an attempt to create a menu to what we are going to do. Step 1 is going to be a common step for all of these areas, demographics and whatever plans are out there, doing the background information to get an idea for what are those issues there, by doing the public outreach.

Mr. Lahendro said one of the first things to do is to access the character of the small area and every small area is going to have a different character or focus. He said he can see Rose Hill and Preston heating up too.

Mr. Haluska said this was written in January before the Booker Street rezoning and that has definitely lit a fire under that neighborhood. There is a site plan for expansion of the Pack and Ship building and said no one will come to a commercial property and the room was full because the interest in Booker has gone into other developments and the neighborhood is very interested in what is going on there. Rose Hill might not be accurately rated.

Ms. Keller asked how can we envision this analysis occurring. When we were meeting as a Small Area Plan committee we talked about an overall analysis what really does relate to what Kurt was doing and how these areas fit together and the overall strategy for these areas and we haven't done that yet. She asked how we as staff, commissioners and community get some of this done?

Ms. Creasy said we (staff) are going to be knee deep in SIA implementation and that is where Council is directing our efforts so we are going to be somewhat limited.

Mr. Lahendro said so this is still theoretical.

Mr. Santoski asked are we still trying to just rank what these small areas are at this point and say these are where we need to be focused.

Mr. Haluska said when the opportunity arises, these are the ones we would focus our attention on. Referring to Ms. Keller's question, he said he can see one angle, we have small area plans that are under way and we have West Main and the SIA and that maybe something to look at in the ranking of this as to how do these tie in to the existing plans because you could build off the work that's done there and there is definitely a transition into Cherry Avenue. There is some groundwork and some tie into that West Main plan that you want to keep going and so maybe you just work your way out from the SIA and West Main and make sure each links in as they go obviously edits. Potentially the horse is going to be out of the barn on Emmet.

Ms. Keller said isn't the horse out of the barn everywhere and we are sitting here talking about our priorities. She said the clock is ticking away and she would like to know what could we accomplish in two years instead of still trying to prioritize these because if we are not going to do them why are we even going to prioritize them? If we can only do one thing at a time and we are doing SIA, then she would rather review the whole zoning map and start looking a adjacencies and buffer zones so we don't have people in Rose Hill upset because the zoning isn't working for them or on Cherry or where ever.

Mr. Santoski said didn't we have a discussion about Cherry and Preston, West Main is right in the middle of that and we knew it was going to fall over into both of those areas and we are seeing that on Preston. He said there was concern that when you go down 10th Street either way and you start to see development and unless we are conscience of that as West Main continues to develop, Cherry and Preston will be developed in a way that we don't want it to be. Preston will start to develop and will fall in the Rose Hill.

Ms. Keller said exactly. We have had at least two consultants who said zoning is key, the Smart Growth people who were here on the grant last year and there is an email today from Alex to Kathy (She hasn't read yet) and the consultants that were called in on West Main in terms of the effects of rezoning and affordability were saying if you are concern about the adjacent areas and then your rezoning and the tax structure are key and the zoning is what we deal with. If we have concerns and see opportunities it seems like this is when we need to have that big picture and we are going to have quite a bit of turnover and we have new staff in the last couple of years and right now we have some experienced commissioners. It seems like this is the time to jump into what is manageable for us to do.

Mr. Keesecker said one of the things noted in the meetings (Dan's idea) was there would be some kind of a tiered approach to different areas in town and some would have more intense study and some would have less but none of them would necessarily be left out of some more comprehensive thinking. At the time we were thinking that everything would get considered at some detailed level and another level of detail and then there would be some at the top who would get some intensive study and the pyramid would point to the top. In this matrix that we are trying to distinguish between the different areas and try to find out if there are two or three that we could pay a lot of attention to and the rest would wait their turn. What is the most urgent? He said in some ways he could see turning the pyramid upside down and say everything needs to

be addressed right now kind of broadly with a light touch but can't we express some overall vision for the city related to what we have heard and what the Comprehensive Plan says and if we can say that then you come down to the next level and say what is the character and the roll that each of these things want to play and what would help achieve that particular issues and one place versus the next? Rezoning might help over here. It seems that transportation and economic development study, "nobody lives there and the density is it's not like you are working in the middle of West Main and then you get down to the bottom of the one that going to have a tremendous amount of detail but it is just a little different way of going about the prioritization and we are going to filter down from the broader thing to the focused one and it is okay if it's the SIA when that pyramid leads to the SIA and we want to concentrate on that for the next year but at least not at the expense of having a road map of everything and another layer of a little more detail. He made a note of the overall strategy: Here's the big plan and the next level is these areas need to be addressed. Maybe it is rezoning on Preston and maybe it's walkability on Cherry and maybe transportation on Hydraulic and the bottom tier is SIA. He said he thought the matrix were fine and he likes the idea that we would have one and may be just to be able to add a column instead of "immediacy" which is a little bit reactive. He said it feels like Preston and Cherry are strategically important. He said there is immediacy at Hydraulic.

Mr. Lahendro said this is a once in a life time chance to add a green corridor through a waste land and turn it around. Existing information is there to help us, property transfers in the last two year, property ownership, site plans applications - things NDS knows about.

Mr. Keesecker said the first step is how can we make a better linkage and more connected green space. That is a manageable, definable problem you could start to tear into a little bit.

Mr. Santoski said VDOT is responding to some of the tree commission objections to the plan and making some changes and that is good news.

Mr. Keesecker said in the public eye the thing that is the most disappointing for him is that it is hard to get traction on either deciding on what the plan should be and then doing it and implementing it and it is almost like instead of these massive efforts that take years of brain damage to get through that everybody to might agree, 54% consensus and is just barely enough to go forward. It would be better if we could identify scopes of work within these things that are relatively achievable that are moving in the general direction.

Mr. Santoski said we should put focus on Hillsdale Drive.

Mr. Lahendro said there is existing information that is there that would help us like property transfers in the last two years, property ownership by developers in the small areas, building and site plan applications, things he is sure NDS knows about but may

not capture in the same place. He asked if that exists and would it be helpful with hot places and things we should be focused on.

Ms. Creasy said there is access to data but it is not so easy as to just push a button so we would want to be strategic in the types of data we are requesting and for what areas so that time would be used wisely.

Ms. Keller asked do we map any of that now. What if we wanted to find the hot zones where property is turning over or where there are boundary adjustments.

Mr. Santoski said this all sounds great.

Mr. Haluska said the short answer is no because the property owners, we don't even see them. We have to look into it according to the mapping. The building permits are not mapped. The site plans, they do exist but are little difficult to put on a map.

Mr. Lahendro said he was looking for a way to use data that already exists, not wanting to create extra work for staff.

Mr. Keesecker said the SIA is great because it provides that broad vision that ultimately is going to get broken down into what can be done in an 18 month cycle versus the next five year cycle versus the next 20 years. We have a city that wants to be linked up with each other; the corridors are important but ultimately those corridors need to lead us to places that we are trying to make better and the paths between those places better.

Ms. Keller said we have inherited this corridor structure from previous eras. How do we get an overall vision of our entire city and its edges and connectivity?

Mr. Santoski said it refers to roads so we would need to change the language to move away from talking about roads, talking about Cherry and Roosevelt Brown. What else would we be talking about, Tonsler, Fifeville, the hospital, calling it something else? What is the place where we are establishing in order to, like Rose Hill and Preston? Part of the reason we are concerned about them is because of the large corridors of properties that could be re-developed, but if we are looking at it as gathering places or points of interest, then we need to change the language that we use in talking about it and stop talking about it being 5th Street Extended and talk about that being Willoughby or Ridge Street.

Ms. Keller said we are seeing our first interstate exit that is developing in the interchange model that we are seeing nationally. That could be a trend and that concerns her. Can't we do better than that? We just rung our hands forever and say we can't do anything about it because it is zoned that way and they have the right to do it, but can't we direct what we want and where we want it so that in an era that when we are having so much out of town development coming in, we can set the standard for what we want. She is tired of having people, when she goes places say how can you let that happen? I

say well it's the zoning and they say why you don't change it. She said we are in the process of doing that in one or two places. What is our vision?

Mr. Haluska said the list started with one, Woolen Mills and it was because of the ongoing issues and the request for zoning and re-zoning review out there. He said Woolen Mills has been asking and asking so let's go through a process and give them some results.

Mr. Santoski said the chart is in the packet and it does lay out all of the different areas.

Mr. Keesecker said Lisa Green's comments said concerning different tools like transportation and rezoning, would the area need a form based code, complete overhaul, greenway and Bike-ped connection and then streetscape improvements, or is there any public space in this area. Maybe call it pocket parks, so it could be as little as tree planting. Just put a program in play and plant a bunch more trees.

Mr. Keesecker stated that Mr. Haluska has definitely made this matrix look simple. It's encapsulated in some degree all of the conversations we have had and he has boiled it down to the things that we have been struggling with. We could argue about the scores of some, why some things are not on the list and why some things are and it is based on the diagram that we have in the Comprehensive Plan so he said he was ready to roll with this with the understanding that we would be able to make it better or tweak it as we can more articulate our vision. It feels like we should have something on the books. When decisions and priorities come back and we say we are going to put some staff on taking the next thing off of the list that we would have the list there and it could be used.

Mr. Keesecker said the reason for wanting small area plans in the first place was the Comprehensive Plan has goals that are sometimes hard to prioritize. So by having small area plans, we were hopeful that we were going to concentrate and try to accomplish some things in this small area or move forward with some ideas that generally accomplish a lot of Comprehensive Plan goals in the small area plan process.

Alex Ikefuna said sometimes in a small area plan you have an area where you have problems, it might be quality of the housing stock, traffic, infrastructure, a prime area for a neighborhood development plan or small area plan. He is not sure but you need the information before you designate that, because it is the other way around you should look at existing conditions before you do this small area plan because if you look at Rose Hill neighborhood the level of income, the level of opportunity, traffic data, crime rates and things like that to justify the develop of small area plan; the data may not be available.

Mr. Lahendro said what if we spent a ½ day with the neighborhood people selecting two places with staff looking at the character of what is there?

Mr. Keesecker and Ms. Keller said take the top five and go for it; they were both for doing that.

Mr. Lahendro asked if staff could pull together property transfer information for over the last two years in Woolen Mills and developers and corporation who own the land in Woolen Mills.

Ms. Creasy said we would need a more compact area, we talking about 100's of properties.

Ms. Keller said we would need a check list, a more structured way of doing this.

Mr. Haluska said we can't give you an answer for that at this time as it would need consultation with our GIS staff.

Mr. Keesecker said it would be handy in terms of data collection to limit it by making one 11x 17 piece of paper and it had the current Woolen Mills description in it, the zoning map, and a couple columns of data points that could be building permits for a certain amount of time and rental versus unoccupied housing.

Mr. Santoski said maybe the Cherry/Roosevelt Brown area would be a good area from Blue Ridge Commons over to Main Street, up to 5th street down to 10th street, or narrowly define it. Let us look at that. It should be more walkable in terms of being able to look at the space. We could meet with the Fifeville neighborhood.

Mr. Keesecker said if our goal is to help make a suggestion to staff to be able to prioritize the small area plans, it seems to him the time it would take to visit enough of those to feel confident in maybe ranking the top three-five, it might be more helpful to look at the map and identified using this information with the idea that you know you are going to investigate up to three. We have to clear about four of five of these that are likely candidates, then we identify the two or three we want to visit and then we could limit and could ask staff if we could arrange to go see those and if we don't see them physically as a group, we could say everybody go visit those and the data sheets which maybe could be compiled as a packet of materials on Roosevelt Brown, a data sheet on Hydraulic, Woolen Mills and generally talking about the same subject matter. He said he could go visit all three or we all could go visit one together and have a group conversation and get to the point that all we are trying to do is make sure that we are recommending the top one and know what two and three are going to be and get a better sense of the ones down behind it. Because ultimately what we are going to find is we can make as many priorities as we want but time is limited. Either the Comprehensive Plan says something about an area and we think it is out of date or it says what it says or the things happening in those areas is not moving toward the vision that is already on the books.

Ms. Keller said since so many of these are entrance corridors, we should look at the visions for the corridors as well.

Mr. Keesecker said we haven't really done that in a formal way.

Mr. Santoski asked how long will it take?

Mr. Keesecker said he is almost positive that Mr. Tolbert said if we systematically look at what is said about each of these areas, some of them we won't disagree with in terms of what in the Comprehensive Plan says and it is up to us to try to figure out what's the information that would help us to understand if the current development.

Mr. Santoski asked would we be better off just picking one place and using it as an example and then after we have done at least one that might be the highest priority we can apply what we learned to the rest of them. He said we spend a lot of time talking about it and theorizing about but we don't exactly put our feet on the ground and do anything about it.

Mr. Santoski said if it is Cherry and Roosevelt Brown, let's take the areas where we would like to know what is going on here and how often do the buses run here, what kind of houses are here, what has been bought and sold recently. The Woolen Mills area, just close to the river is what we want to know. He said it is like the eyeball test - just look at what is there and visualize what could be there. When a project comes up we would have a better understanding as we make a recommendation to Council.

Mr. Keesecker would like to visit all three places.

Mr. Lahendro said can we take it one at a time or do you want to see all of that information at first.

Mr. Keesecker said if there was less information with three places, he would want to visit all three places at the same time.

Mr. Santoski said if we visited Cherry, Woolen Mills, Roosevelt Brown, and Emmet, what are the five things you would want to know about each of those places. This is the area we are going to define it as and take a half a day and go see them or two or three hours for each place.

Mr. Lahendro said we need at least two or three hours for each place.

Mr. Keesecker said we would if we were doing the plans for them but we don't need that much time to be able to distinguish between which one was the higher priority.

Mr. Santoski said asked the Planning Commission to give five things that we should be looking at in an area.

Mr. Keesecker said it would be handy if we linked it back to some of staff's categories: Immediacy, Scope of Work and Linkages to other planning efforts and name what those are. We could ask staff to look at Woolen Mills and say the scope of work there is complicated because we would anticipate that it would involve a rezoning and river front

planning. Other considerations could be permits for the last two years in this area, transfers have happened, building permits, site plans, and developers.

Mr. Haluska said it is similar to the critical slope tour with a booklet of all of the PUDs.

Mr. Santoski said we should do the 3 priorities. Mr. Santoski said he finds this real useful because it makes you think about the city in a different way and its corridors, neighborhoods, gathering places; we should be looking at it like that. He said the University fits into it like that, so in looking at Cherry and Roosevelt Brown, it has an impact.

Ms. Creasy said we will spend some time trying to digest and put it into something.

Mr. Lahendro said that they are not trying to make more work for staff so to let them know how difficult and how practical it is to obtain the data.

Mr. Santoski said we have to get out there and do something and in the end it may be the same as if we didn't, but at least we will feel like we did something about it.

Mr. Keesecker said on the scope of work, it would be handy to list the things that are typical scopes of work like maybe there are 10 things that we as a city do to make places better and at each of the three places we see the sushi menu at tapas and we click on these three but at each time we can see the other 10 or 12, tree plantings, sidewalk improvements, there are a number of things that can be done.

Mr. Lahendro said Woolen Mills has a neighborhood association. Does Emmet and Cherry/Roosevelt Brown? Cherry/Roosevelt Brown has a sub-committee in that neighborhood that is focused on that corridor right now and Cherry Avenue in particular in the neighborhood association, there is a group that is focused on that corridor and they have students doing work on that. Emmet is business owners and the manager of housing behind Seminole Square.

Ms. Creasy outlined the Council Priorities outlined earlier in the month:

- West Main Streetscape
- City/County Courthouse renovation project
- Implementation of the Strategic Investment Area Plan
- The Housing Authority Redevelopment – a new Executive Director
- The Landmark Hotel/The Buford Middle School Renovations

A Developers open discussion roundtable will occur tomorrow morning to allow for additional community feedback.

John Frazier - President of the Woolen Mills Association said he appreciated all that was said tonight and invite all of you down the street to visit. We would love to show you around. We are looking forward to your evaluation and Bill likes to refer to it as

place-keeping and that is a great way of looking at it. Come and see what could be there now and how things could move forward.

Bill Emory said he is real heartened that you guys are still talking about the Small Area Planning and a comprehensive look at areas is important. We are having all of these budget meetings, we don't have any money, and we can't spend any money on that and so back to Ms. Keller's thing about using the vending to suit our purposes. He remembers in 2008 when Woolen Mills was trying to work on some IPP designations talking to Kendra Hamilton who lived in the house next door to the monstrosity on Booker and she would say we can't work on these zoning issues in Woolen Mills because we have them in Rose Hill. That brings up Ms. Keller's comments about the adjacencies in zoning you always want to do them all over town. Brian made a map that shows where all of the adjacencies are. Maybe if we can't do Small Area Plans intermediate steps would be to take a class of adjacencies that wouldn't be considered good zoning practices these days and address the whole class at once. Since Ms. Hamilton said we couldn't do anything about it in 2008, two things on the waiting list on Dale Avenue have been destroyed. The community is engaged but the neighborhood has not had a whole lot of hand in it. We have done what we can in Woolen Mills and we have been coming to Council since 1980 when the neighborhood association was formed but we do have some B1 and B3 zoning that is in the river corridor and potentially that could change the vision or do we have a vision for the river corridor. It would great to have a vision to begin to get some land use map and zoning changes to preserve what is arguably the city's most popular part.

A lady spoke having been in Charlottesville most of her life that it is alarming when people react when they see something going up and state how did this happen and what she sees is the bigger buildings going up and higher density marching right down Market Street. She said Woolen Mills has been very good maintaining the borders because of their neighborhood association and they have been on it for years and years but we haven't left Meade Avenue yet but it is coming. Because we haven't seen it yet she is afraid we are going to fall to the bottom of the priority list. Once things begin happening it is going to be harder and harder to stop. The danger is always imminent for us and once it starts it's really hard to go back from that.

Travis Pietila, Southern Environmental Law Center, said he wants to lend support for the idea when you are looking at the Emmet Street small area plan that when it comes to Hydraulic figure out what kind of transportation improvements will be needed. A first step of this is to look at Hillsdale Extended.

Adjourned at 7:00 p.m.

Density sections are highlighted below:

DIVISION 5. REGULATIONS – WEST MAIN
STREET NORTH WEST CORRIDOR (“WMN”) (“WMW”)

Sec. 34-616. Uses.

The uses allowed within this district are those designated within the matrix set forth within section 34-796.

Sec. 34-617. Height regulations.

(a) The height regulations shall apply to buildings within the West Main Street West (“WMW”) Corridor district:

- (1) Minimum height: 35 feet
- (2) Maximum height: 75 feet

(b) Notwithstanding the provisions of Sec. 34-1100(a) or Sec. 34-1200 (definitions of “building height” or “grade”), the height of a building within the WMW district shall mean the vertical distance measured from grade level to the level of the highest point of the roof of the building.

- (1) For the purposes of this provision, the term “grade level” shall refer to the average level of the curb at the primary street frontage. If a lot has frontage on West Main Street and on another primary street, then average level of the curb along the West Main Street frontage shall be used to determine building height.
- (2) For the purposes of this provision, reference to the “highest point of the roof” shall mean: the level of a flat roof; the deck line of a mansard or parapet roof; or, for buildings with gable, hip or gambrel roofs, the level of the average height between the eaves and ridge.

(c) The first floor of every building shall have a minimum height, measured floor to floor, of fifteen (15) feet.

Sec. 34-618. Streetwall regulations.

(a) Setbacks shall be required, as follows:

- (1) Primary street frontage: Ten (10) feet minimum; twenty (20) feet maximum. At least eighty (80) percent of the building façade width of a building must be in the build-to zone adjacent to a primary street.

- (2) Linking street frontage: Five (5) feet minimum; twelve (12) feet maximum. At least forty (40) percent of the building façade width of a building must be in the build-to zone adjacent to a linking street.
- (3) Side and rear setback, adjacent to any low density residential district: Twenty (20) feet, minimum.
- (4) Side and rear setback, adjacent to any other zoning district: None required.

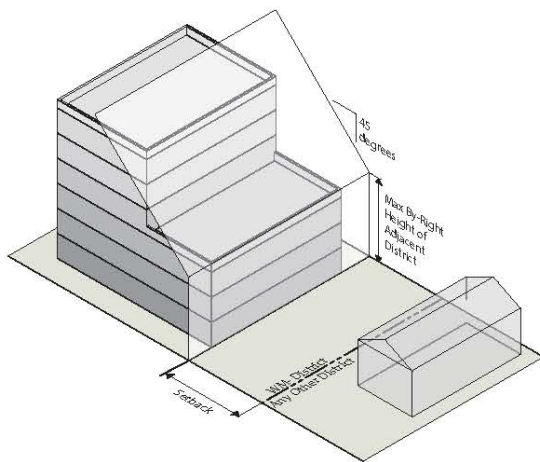
(b) Stepback requirement. The maximum height of the streetwall of any building or structure shall be forty (40) feet. At the top of the streetwall height, there shall be a minimum stepback of ten (10) feet.

(c) Building width requirement. The apparent mass and scale of each building over one-hundred (100) feet wide shall be reduced through the use of building and material modulation and articulation to provide a pedestrian scale and architectural interest, and to ensure the building is compatible with the character of the district. This determination shall be made by the Board of Architectural Review through the Certificate of Appropriateness process.

Sec. 34-619. Bulk plane and buffer.

(a) Bulk plane.

- (1) To promote building massing compatible with adjacent districts, a bulk plane shall apply where the rear of a lot in the West Main West district abuts any other zoning district, and where any side of a lot in the West Main West district abuts a low density residential zoning district. No building may extend into a 45 degree angular plane projecting above the lot measured at the interior edge of any required setback, starting at a height equal to the maximum allowed height in the adjacent zoning district.
- (2) The bulk plane ends at each lot line adjacent to a street right-of-way.



(b) Buffer. Along the frontage with any low density residential district, side and rear buffers shall be required, ten (10) feet, minimum, consisting of an S-1 type buffer (refer to section 34-871).

Sec. 34-620. Mixed-use developments—Additional regulations.

No parking garage, other than ingress and egress to the garage, may front on a primary street. No ground floor residential uses shall front on West Main Street.

Sec. 34-621. Density.

Residential density shall not exceed forty-three (43) DUA; however, up to two hundred (200) DUA may be allowed by special use permit.

Sec. 34-622. Additional regulations.

(a) Developments that occupy an entire city block shall provide courtyards and plazas accessible from adjacent public rights-of-way.

(b) No ground floor residential uses shall front on West Main Street.

(c) For uses requiring more than twenty (20) off-street parking spaces, no more than fifty percent (50%) of such required spaces shall consist of surface parking open to the sky.

(d) No off-street loading areas may face any public right-of-way.

Sec. 34-623. Parking requirements adjustment.

Article VIII, Division 3, Off-Street Parking and Loading, applies to development in this district, except that:

(1) Parking lot buffers are required only along the edge(s) of a low density district.

(2) No parking is required for any retail use having less than 5,000 square feet in floor area.

Secs. 34-624 - 34-635. Reserved.

1. Article VI (Mixed Use Districts), Division 6, Sections 34-637 through 34-642 are hereby repealed, and the following provisions are hereby enacted in their place:

DIVISION 6. REGULATIONS – WEST MAIN
STREET ~~SOUTH~~EAST CORRIDOR (~~“WMS”~~)(~~“WME”~~)

Sec. 34-636. Uses.

The uses allowed within this district are those designated within the matrix set forth within section 34-796.

Sec. 34-637. Height regulations.

(a) The height regulations shall apply to buildings within the West Main Street East (WME) Corridor district:

- (1) Minimum height: 35 feet
- (2) Maximum height: 52 feet

(b) Notwithstanding the provisions of Sec. 34-1100(a) or of Sec. 34-1200 (definitions of “building height” or “grade”), the height of a building within the WME district shall mean the vertical distance measured from grade level to the level of the highest point of the roof of the building.

- (1) For the purposes of this provision, the term “grade level” shall refer to the average level of the curb at the primary street frontage. If a lot has frontage on West Main Street and on another primary street, the average level of the curb along the West Main Street frontage shall be used to determine building height.
- (2) For the purposes of this provision, reference to the “highest point of the roof” shall mean: the level of a flat roof; the deck line of a mansard or parapet roof; or, for buildings with gable, hip or gambrel roofs, the level of the average height between the eaves and ridge.

(c) The first floor of every building shall have a minimum height, measured floor to floor, of fifteen (15) feet.

Sec. 34-638. Streetwall regulations.

(a) Setbacks shall be required, as follows:

- (1) Primary street frontage: Ten (10) feet minimum; twenty (20) feet maximum. At least eighty (80) percent of the building façade width of a building must be in the build-to zone adjacent to a primary street.
- (2) Linking street frontage: Five (5) feet minimum; twelve (12) feet maximum. At least forty (40) percent of the building façade width of a building must be in the build-to zone adjacent to a linking street.
- (3) Side and rear setback, adjacent to any low density residential district: Twenty (20) feet, minimum.
- (4) Side and rear setback, adjacent to any other zoning district: None required.

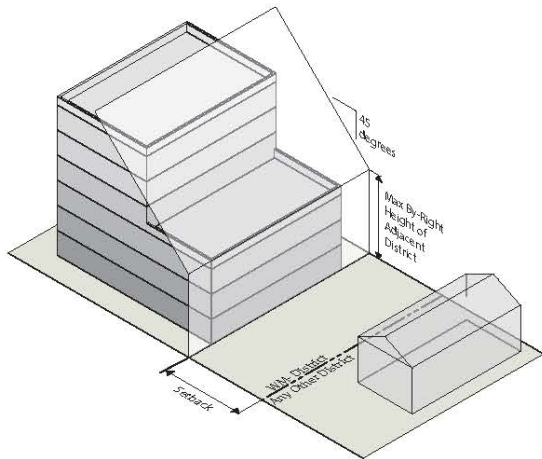
(b) Stepback requirement. The maximum height of the streetwall of any building or structure shall be forty (40) feet. At the top of the streetwall height, there shall be a minimum stepback of ten (10) feet.

(c) Building width requirement. The apparent mass and scale of each building over one-hundred (100) feet wide shall be reduced through the use of building and material modulation and articulation to provide a pedestrian scale and architectural interest, and to ensure the building is compatible with the character of the district. This determination shall be made by the Board of Architectural Review through the Certificate of Appropriateness process.

Sec. 34-639. Bulk plane and buffer.

(a) Bulk plane.

- (1) To promote building massing compatible with adjacent districts, a bulk plane shall apply where the rear of a lot in the West Main Street East district abuts any other zoning district, and where any side of a lot in the West Main Street East district abuts a low density residential zoning district. No building may extend into a 45 degree angular plane projecting above the lot measured at the interior edge of any required setback, starting at a height equal to the maximum allowed height in the adjacent zoning district.
- (2) The bulk plane ends at each lot line adjacent to a street right-of-way.



(b) Buffer. Along the frontage with any low density residential district, side and rear buffers shall be required, ten (10) feet, minimum, consisting of an S-1 type buffer (refer to section 34-871).

Sec. 34-640. Mixed-use developments—Additional regulations.

No parking garage, other than ingress and egress to the garage, may front on a primary street. No ground floor residential uses shall front on West Main Street.

Sec. 34-641. Density.

Residential density shall not exceed forty-three (43) DUA; however, up to two hundred (200) DUA may be allowed by special use permit.

Sec. 34-642. Additional regulations.

(a) Developments that occupy an entire city block shall provide courtyards and plazas accessible from adjacent public rights-of-way.

(b) No ground floor residential uses shall front on West Main Street.

(c) For uses requiring more than twenty (20) off-street parking spaces, no more than fifty percent (50%) of such required spaces shall consist of surface parking open to the sky.

(d) No off-street loading areas may face any public right-of-way.

Sec. 34-643. Parking requirements adjustment.

Article VIII, Division 3, Off-Street Parking and Loading, applies, except that:

(1) Parking lot buffers are required only along the edge(s) of a low density district.

(2) No parking is required for any retail use having less than 5,000 square feet in floor area.

Secs. 34-644—34-655. Reserved.

DIVISION 11. - REGULATIONS—WATER STREET DISTRICT ("WSD")

Sec. 34-741. - Uses.

The uses allowed within this district are those designated within the matrix set forth within section 34-796.

(5-19-08(3))

Sec. 34-742. - Height regulations

The following height regulations shall apply to buildings and structures within the Water Street district:

- (1) Minimum: Forty (40) feet.
- (2) Maximum: Seventy (70) feet, subject to streetwall regulations.
- (3) With special use permit: One hundred one (101) feet.

(5-19-08(3))

Sec. 34-743. - Streetwall regulations.

- (a) Stepbacks. For properties with frontage on ~~the north side of~~ South Street between Ridge Street and 2nd Street SW, the maximum height of the streetwall of any building or structure shall be forty-five (45) feet. After forty-five (45) feet, there shall be a minimum setback of twenty-five (25) feet along the length of such street wall along South Street, and a minimum setback of ten (10) feet along the length of Ridge Street.
- (b) Setbacks.
 - (1) Primary and linking street frontage. At least seventy-five (75) percent of the streetwall of a building must be built to the property line adjacent to a primary street. For the remaining portion of streetwall (i.e., twenty-five (25) percent), the maximum permitted setback is five (5) feet; however, (i) if streetscape trees are provided to the standards set forth in section 34-870, or (ii) pursuant to a special use permit granted by city council up to fifty (50) percent of the streetwall of a building may be set back twenty (20) feet.
 - (2) Setback, Water Street: A minimum setback of five (5) feet shall be required for all buildings located on Water Street.
 - (3) Abutting South Street Mixed Use District: A minimum setback of 10 feet from any parcel zoned South Street shall be required for all buildings located on South Street and an S-2 buffer shall be provided within the setback.

(5-19-08(3))

Sec. 34-744. - Density regulations.

Residential density shall not exceed forty-three DUA; however, up to two hundred forty (240) DUA may be allowed by special use permit. The minimum density required for multifamily developments (new construction only) shall be twenty-one (21) DUA.

(5-19-08(3); 9-15-08(2))

Sec. 34-745. - Reserved.

Editor's note— Ord. of September 15, 2008, repealed § 34-745, which pertained to multifamily developments—bedroom limitations. See also the Code Comparative Table.

Sec. 34-746. - Mixed-use developments—Additional regulations.

(a) [Reserved.]

(b) No ground floor residential uses may front on a primary street, unless a building fronts on more than one (1) primary street, in which case ground floor residential uses may front on one (1) primary street. Under no circumstances, however, shall any ground floor residential uses front on Main Street, Market Street, Ridge Street or Water Street.

(c) All entrances shall be sheltered from the weather, and lighted.

(d) Where any building or development occupies one (1) or more parcels constituting an entire city block, courtyards shall be provided (subject to the street wall requirements set forth, above, within this division). Such courtyards shall be accessible from adjacent streets.

(5-19-08(3); 8-16-10(5))

Sec. 34-747. - Off-street loading areas.

Off-street loading areas may not face public right-of-way.

(5-19-08(3))

Secs. 34-748—34-755. - Reserved.

City of Charlottesville
Department of Neighborhood Development Services
Memorandum



To: City of Charlottesville Planning Commission

From: Brian Haluska, AICP

Date of Memo: May 12, 2016

RE: Small Area Plan Tours

Summary

At the Planning Commission's January 26th Work Session, staff was directed by the Commission to set up tours of three areas in the City that have been designated for small area plans in the 2013 Comprehensive Plan. The three areas selected by the Commission were:

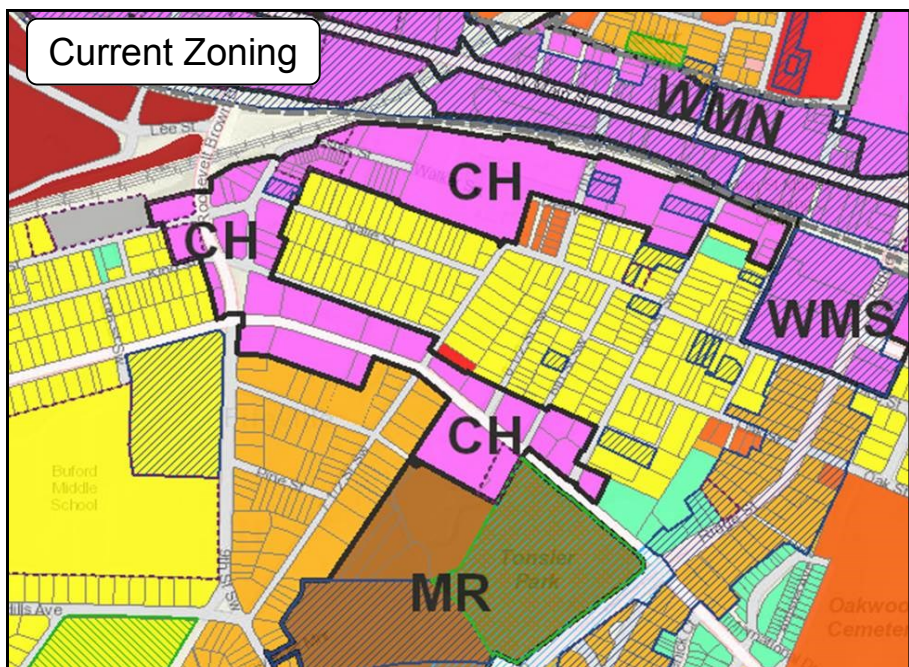
- The Woolen Mills Planning Area
- Emmett Street north of the 29/250 interchange
- The Cherry Avenue/Roosevelt Brown Boulevard commercial corridor

In addition, staff was directed to craft a fact sheet for each of the three areas chosen by the Commission so that the Commission would have some common data sources to evaluate when touring the three areas. The "fact sheets" are attached to this memo and contain the current zoning map, the future land use map, a map showing the date of the last property transfer of a select group of parcels within the small area, and the bicycle/pedestrian master plan map. Also included on the sheet are some key zoning regulations to consider, and the intent of the primary zoning classification.

Woolen Mills Walking Tour

The first area the Commission will tour is the Woolen Mills area. The route is shown below. It is 1.13 miles long one way.

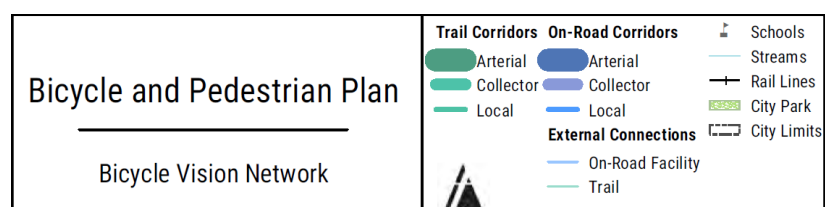
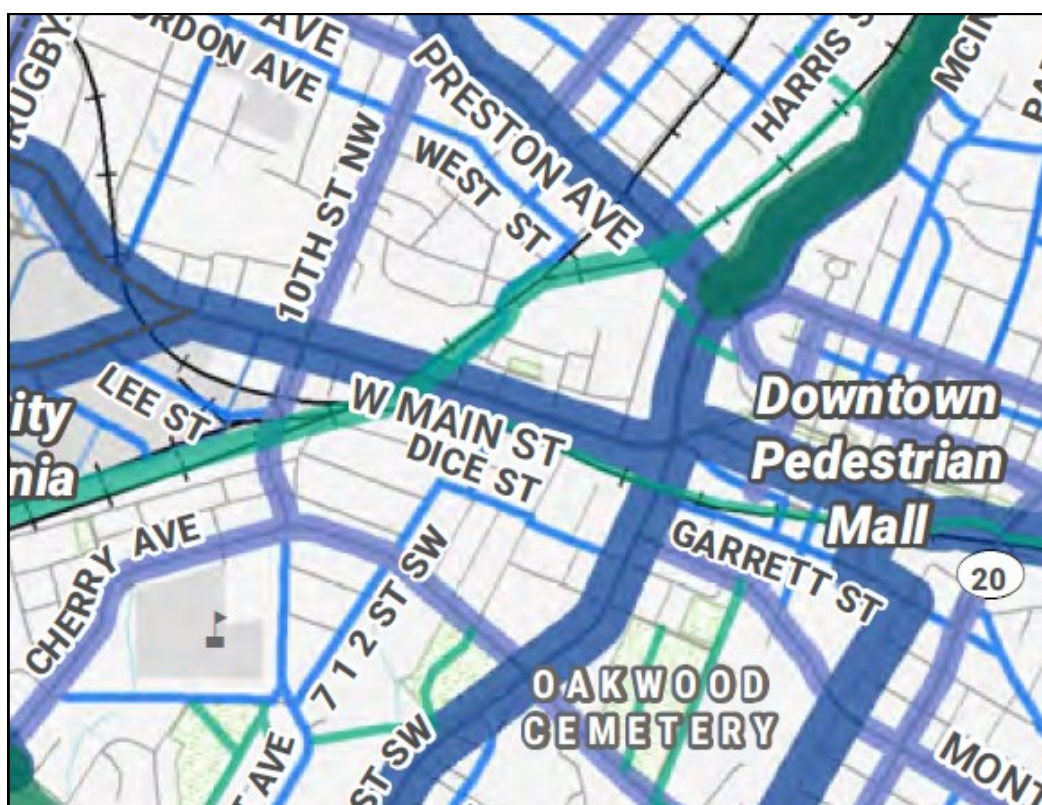
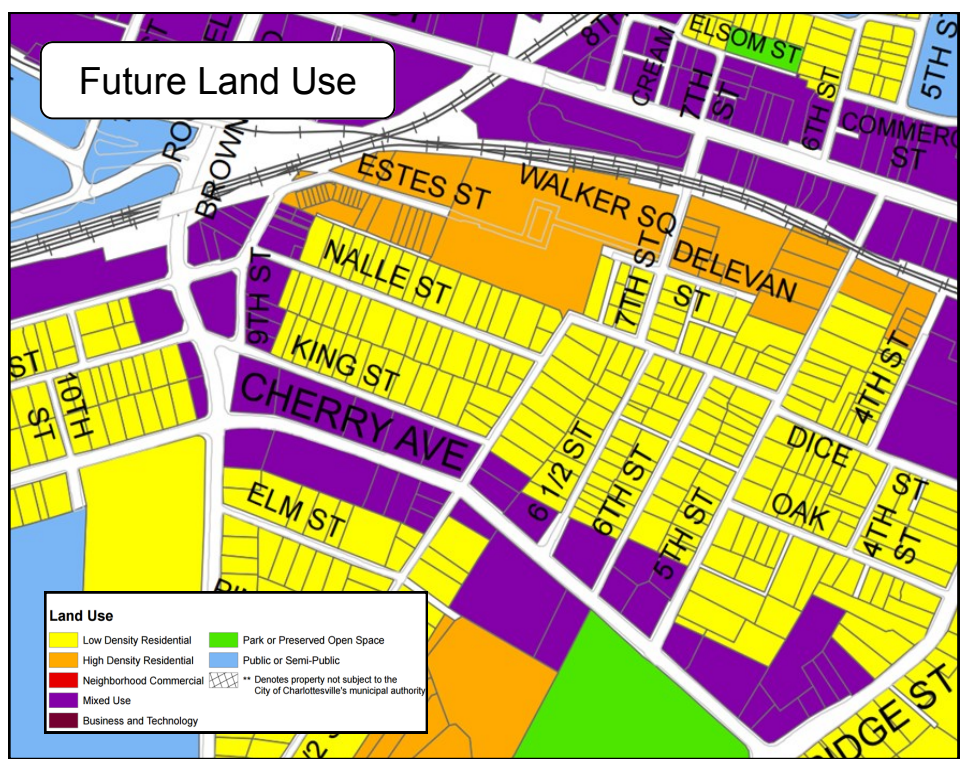
Roosevelt Brown Boulevard



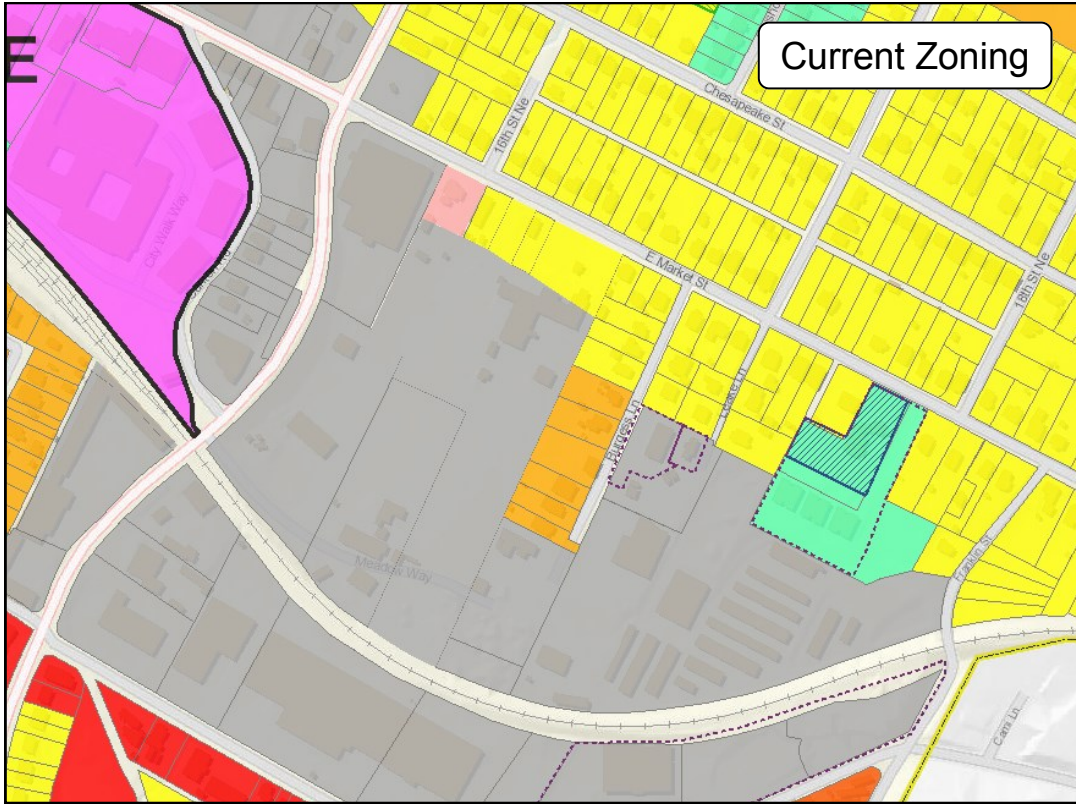
Cherry Avenue Corridor Regulations of Note:

- Minimum Height—35 feet
- Maximum Height—50 feet
- Minimum FAR of 0.5

“A district designed to encourage conservation of land resources, minimize automobile travel, and promote employment and retail centers in proximity to residential uses. It permits increased development on busier streets without fostering a strip-commercial appearance.”



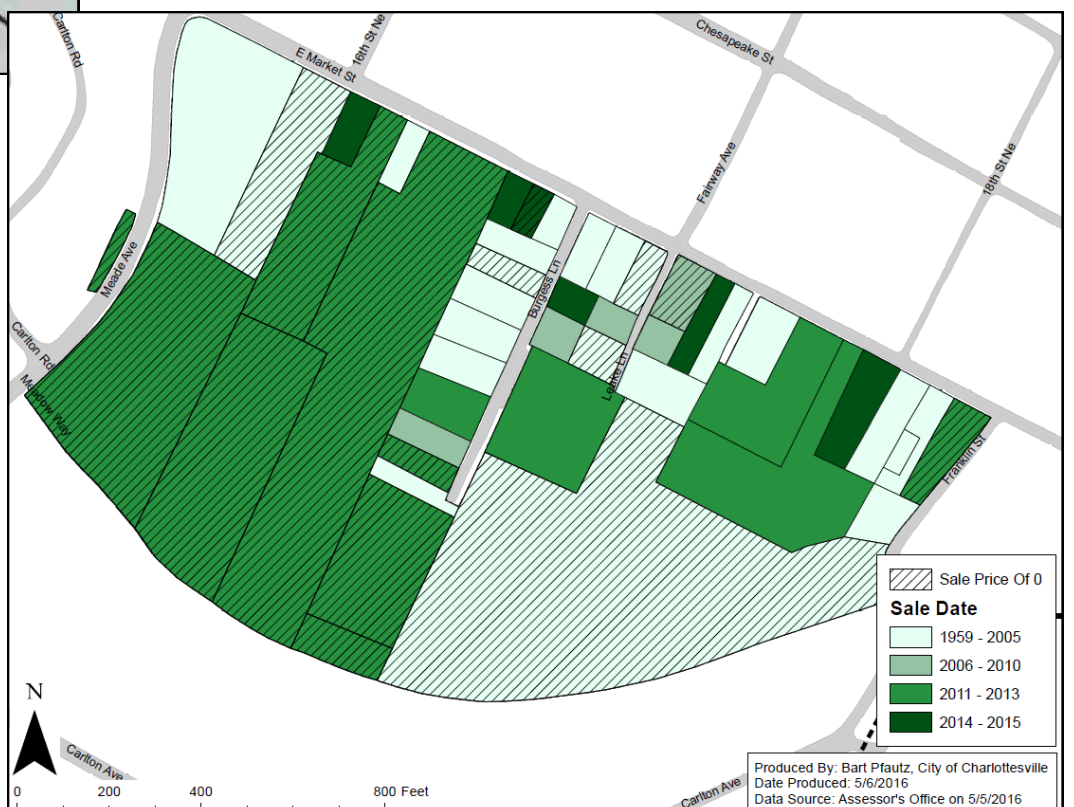
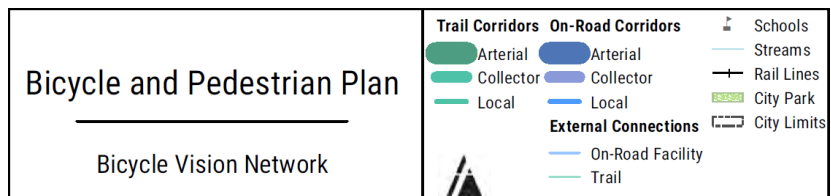
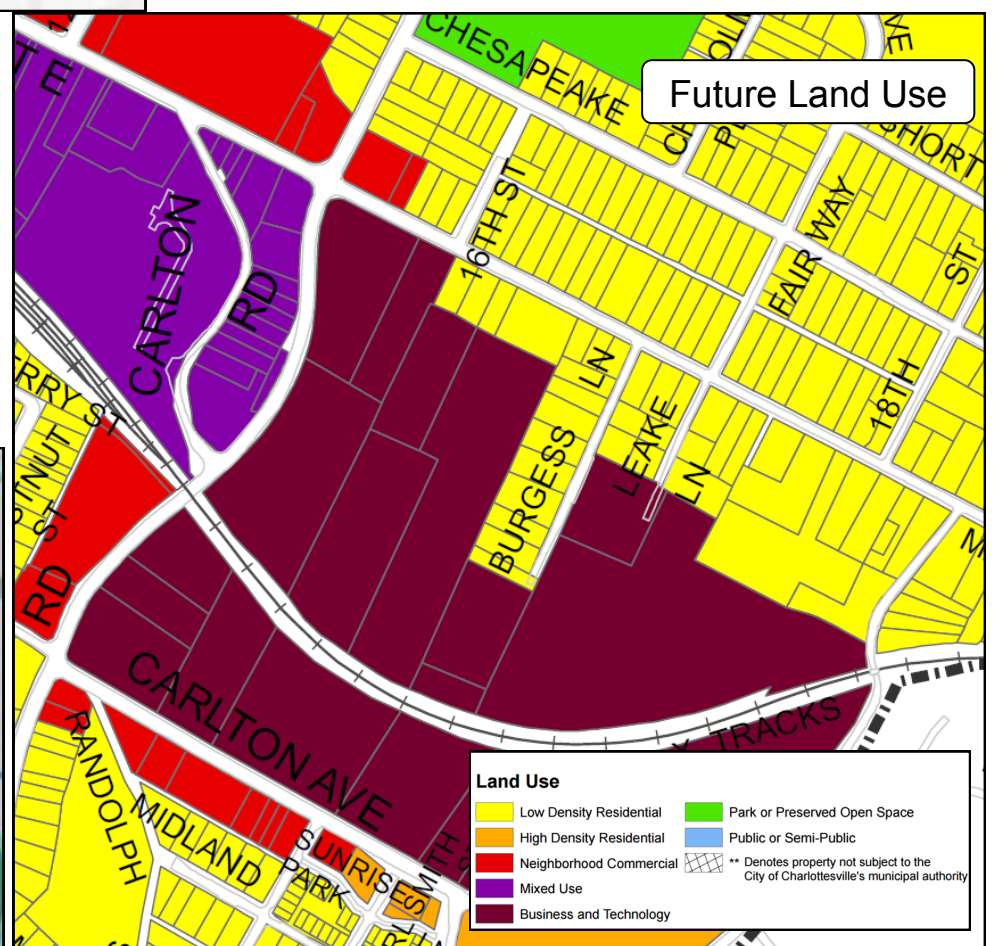
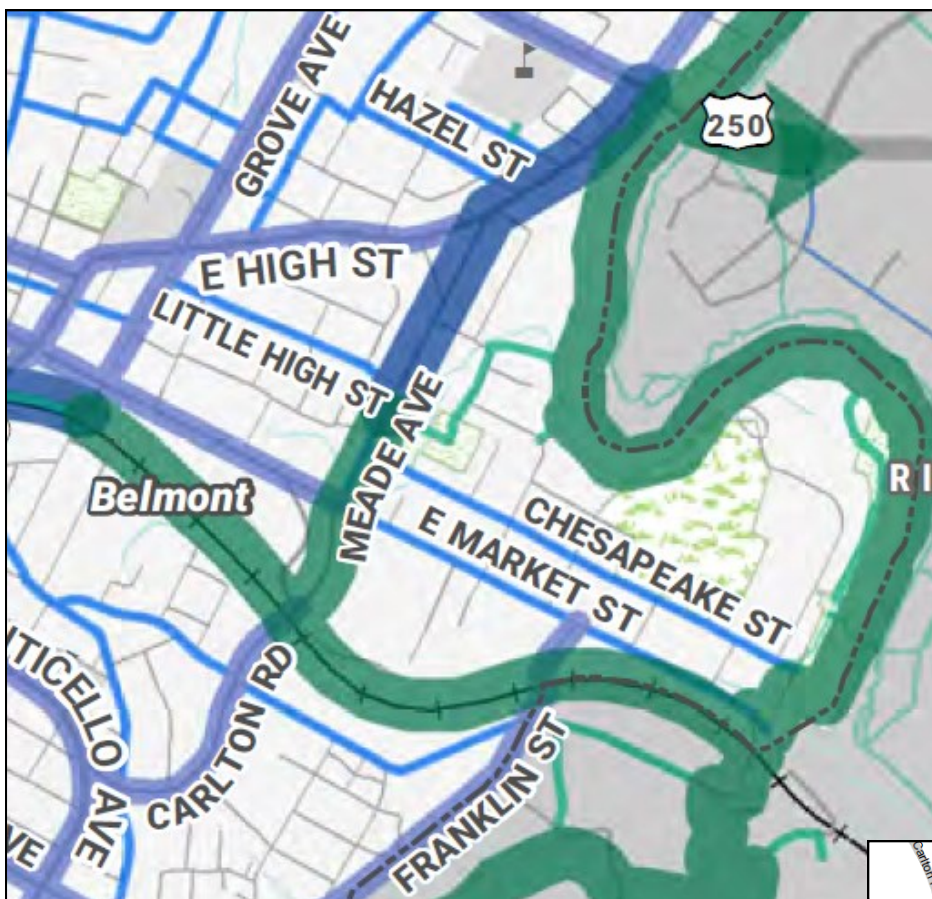
Woolen Mills



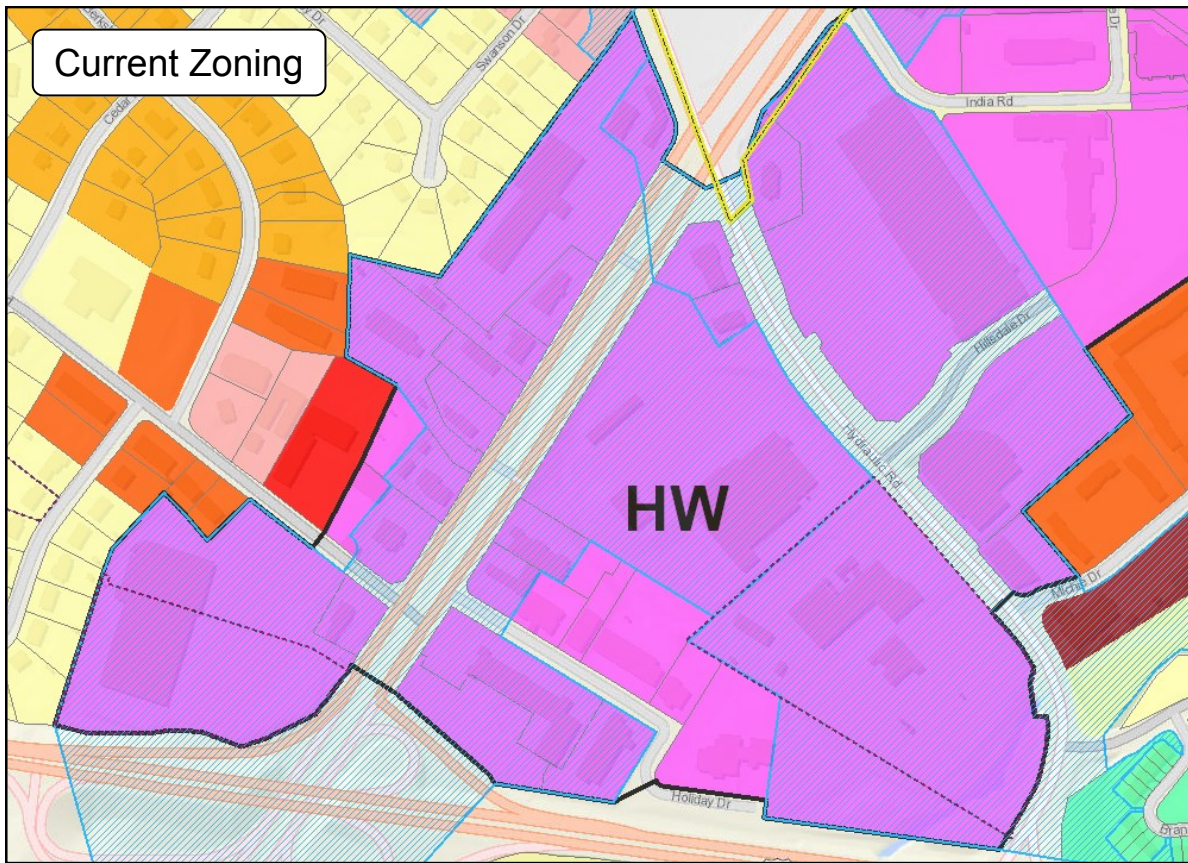
Manufacturing-Industrial Regulations of Note:

- Maximum Height— 85 feet
- Required Front Yard—20 feet
- Required Side Yard (adjacent to residential zone or use) - 1 foot/2 feet in building height, 10 feet minimum
- Required Rear Yard (adjacent to residential zone or use) - 20 feet

“The M-I district is established to allow areas for light industrial uses that have a minimum of environmental pollution in the form of traffic, noise, odors, smoke and fumes, fire and explosion hazard, glare and heat and vibration.”



Emmet Street



Highway Corridor
Regulations of Note:
 Maximum Height— 80 feet
 Primary frontage setback— 5 feet minimum, 30 feet maximum

“The intent of the Highway Corridor district is to facilitate development of a commercial nature that is more auto oriented than the mixed use and neighborhood commercial corridors. Development in these areas has been traditionally auto driven and the regulations established by this ordinance continue that trend. This district provides for intense commercial development with very limited residential use. It is intended for the areas where the most intense commercial development in Charlottesville occurs.”

