

CITY OF CHARLOTTESVILLE  
"A World Class City"

**Department of Neighborhood Development Services**

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May 13, 2016

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

# Please Take Notice

A Joint Work Session of the Charlottesville City Council and Planning Commission will be held on **Thursday May 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  
<http://www.charlottesville.org/departments-and-services/departments-h-z/neighborhood-development-services/strategic-investment-area>
2. Public Comment

cc: City Council  
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 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

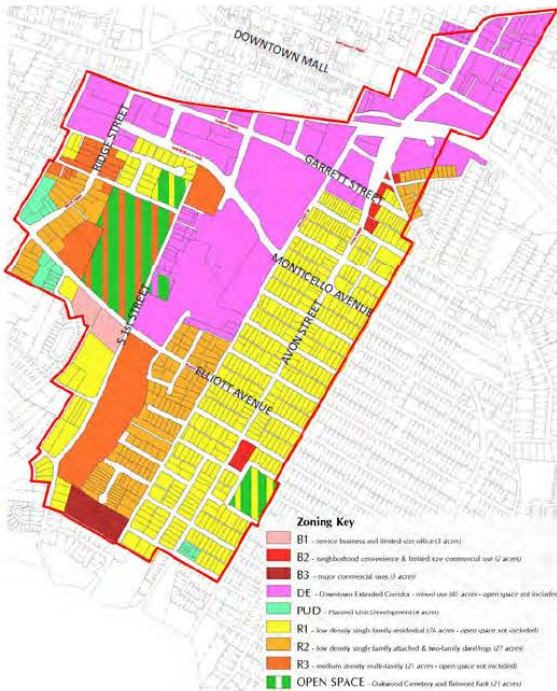
SIA-R3 Zone.

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

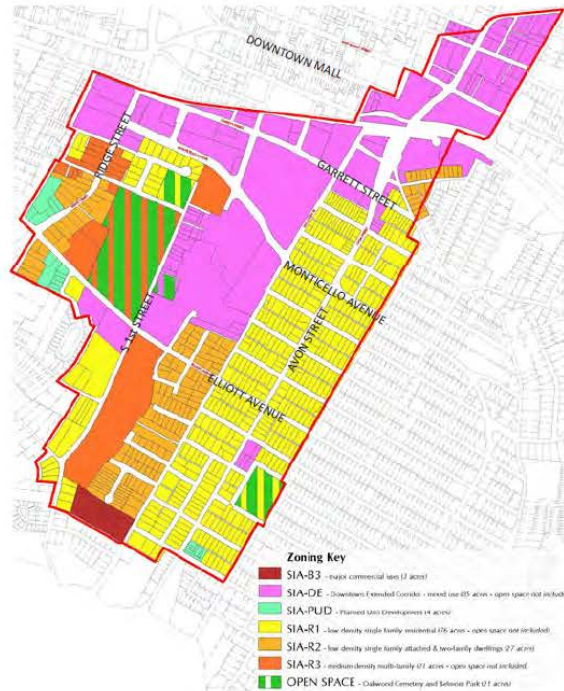
The SIA outlines consideration for additional uses for the R-3 and DE zoned properties in the SIA area. Staff asks that consideration be given to focusing review of these uses for the zoning classifications citywide to provide for a more comprehensive review.



# 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