

CITY OF CHARLOTTESVILLE

Department of Neighborhood Development Services

City Hall Post Office Box 911  
Charlottesville, Virginia 22902  
Telephone 434-970-3182  
Fax 434-970-3359  
[www.charlottesville.org](http://www.charlottesville.org)



December 16, 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 January 3, 2017 at 5:00 p.m. in the NDS Conference Room (610 East Market Street)**

## AGENDA

1. Community Engagement Strategy Planning for 2018 Comprehensive Plan
2. Legal Review of Development Codes
3. Public Comment

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

**City of Charlottesville**  
Department of Neighborhood Development Services  
Memorandum



**To:** City of Charlottesville Planning Commission

**From:** Missy Creasy, AICP

**Date of Memo:** December 16, 2016

**RE: Community Engagement Strategy Planning for 2018 Comprehensive Plan**

At the November 30, 2016 City Council, Planning Commission and PLACE Design Task Force Joint Work Session, Council tasked the Planning Commission with preparing a Community Engagement Strategy as part of the 2018 Comprehensive Plan five year update. The Community Engagement Strategy should be complete in time for City Council to adopt it on March 20, 2017.

The Commission determined they would need to outline the scope of work and frame what input was needed in order to create a community engagement strategy. To support this effort, staff is providing resources as well as questions for consideration for solidifying the scope which will in turn lead to the community engagement strategy.

The Commission must complete the following assignments in advance of the January 3, 2017 Work Session and come to that session prepared to discuss.

- 1) Review the current [Land Use Plan](#) and provide specific comments:
  - A. What are the reasons for updating the plan?
  - B. What is not working on the current plan?
  - C. Show areas of conflict.
  - D. What specifically do we want to illustrate with the plan?
- 2) Review the [Land Use Chapter \(Appendix\)](#) and Implementation Chapter (part) and provide specific comments:
  - A. What is not working in the chapter?
  - B. What should the chapter explicitly address?
  - C. What resources will be needed to achieve these changes?

Comments on the text and circles/drawings on the map (with explanations) are encouraged. Be specific about the areas which you see as a concern, why and how it may be addressed. Individual work on this is imperative for the group discussion.

In addition, Commissioners need to bring their calendars for scheduling of a Retreat (between January 11<sup>th</sup> – January 23<sup>rd</sup>) and other work sessions to accomplish this project.

## 2018 Comprehensive Plan Preview

In preparation for the update of the City's Comprehensive Plan, staff reviewed the current chapters of the 2013 plan and evaluated how well the chapters reflect the City's vision. At the November 30, 2016 City Council, Planning Commission and PLACE Design Task Force Joint work session, staff received additional guidance. The following provides the recommended course for the update of the Comprehensive Plan next year.

### Overall Considerations

- The document should be more spatial
- Further integrate the CIP into the Plan

### Community Facilities

City staff has indicated that a large portion of the Community Facilities chapter should be re-written, especially in light of facility evaluations that have been ongoing in the Fire and Police Departments. The current chapter was determined to be out of date with regards to educational institutions and public buildings as well. Parks staff indicated that their portion of this chapter is not in need of anything more than minor revisions.

### Economic Sustainability

Staff would maintain the existing economic goals, but modify some of the objectives in the plan.

### Environment

Staff projects that this chapter would require a moderate amount of work to update the chapter in order to reflect progress over the prior three years. Staff also indicated a desire to expand goals in other chapters to tie into environmental efforts the City has undertaken.

### Housing

Staff has extensive comments and proposed revisions for the Housing Chapter that would clarify the intent of the chapter, as well as remove some goals that have been accomplished or studied and rejected. Update to cross-reference SIA and incorporate recent HAC recommendations

### Transportation

Staff has determined that the Transportation chapter is not in need of major revisions to the goals. The state code requires a Transportation Plan be included in the Comprehensive Plan, and staff suggests compiling the various plans (Streets That Work, Bike/Ped plan/6 Year Plan/SmartScale) that impact the transportation network in the interest of making the information more publicly accessible, and resolving any conflicts between the various documents.

### Historic Preservation and Urban Design

Staff has minor suggested changes for the goals of this chapter, but does not foresee the need for any major rewrites.

### One Community Planning Project

Staff does not suggest major revisions, but minor updates will need to be made to reflect progress since the adoption of the 2013 Comprehensive Plan.

## Land Use

The Land Use chapter of the Comprehensive Plan received a large amount of attention in the 2013 re-write, and is still in the process of being implemented through the Small Area Planning process and Regulatory Framework revisions. Staff suggested some modifications to the chapter to make the guidance more prescriptive when used to evaluate potential zoning changes. It was further determined by CC and PC that significant work is needed on the Land Use Chapter. Here are items noted for review.

Here are Land Use ideas posed by the group on November 30:

- Move from current Land Use Map to Citywide Vision Map (including revitalization and conservation)
  - Where do we want to Grow?
    - Is density the best way to distinguish among different areas of residential growth?
    - What is meant by the terms “high density”, “medium density” and “low density”?
  - Where do we want to Preserve (historical resources; housing stock)
  - What to do with areas on the borders of Growth and Preservation.
- Find way to present “equity” (maps, data etc.)
- Determine way to appropriately link to social issues
- Place based Land Use Plan
  - New vision/approach for areas currently designated “mixed use corridors”)?
    - Should focus be on use? Or “form”/ development patterns?
    - Are “mixed use” districts really based on a desire to regulate uses? Or is the term just a way of saying that uses aren’t as important, on a parcel-specific basis, as other factors (e.g., building form; etc.)
    - If you DO want to regulate a specific mixture of uses on a parcel-specific basis, how will you define “mixed use”?
  - What areas should remain regulated as “Use Districts”? (low-density residential; industrial; other?)
  - What type of development is desired within “transition areas”?
  - How should Building Height relate to Historic Districts?
- What zoning ordinance and zoning map changes are needed to implement an updated Land Use Plan?
  - Are PUD’s accomplishing the purposes stated in our current zoning ordinance?
  - What, if any, role is there for the PUD to accomplish updated Land Use Objectives?

Here are additional thoughts provided by staff:

- Identify what types of data will be needed.  
(Examples: income status/demographic breakdown/education status compared to items that affect public improvements, employment, number of cars, proximity to transit/schools/etc. (walkability – ¼-1/2 mile), needed sidewalk infrastructure)
- Ask the following questions:
  - What does the data show?

- Why are we showing it?
  - Will Land Use be able to address any issues raised?
- Collect public comment on land use concerns
- Additional questions to answer:
  - What are the reasons for updating the Land Use Plan?
  - What is not working about the current plan?
  - What do we specifically want to see?
- Determine what resources are needed to get us where we want to be (Facilitation, consulting, data)
- Provide context on the current Land Use Plan (what works and what does not)

The first step in moving forward will be to determine the scope of work so that can be linked into the community engagement strategy.

### Community Engagement

The community engagement process for the Comprehensive Plan needs to be of a scale that falls in line with the scope of the review the City is undertaking.

Here are Community Engagement ideas posed by the group on November 30:

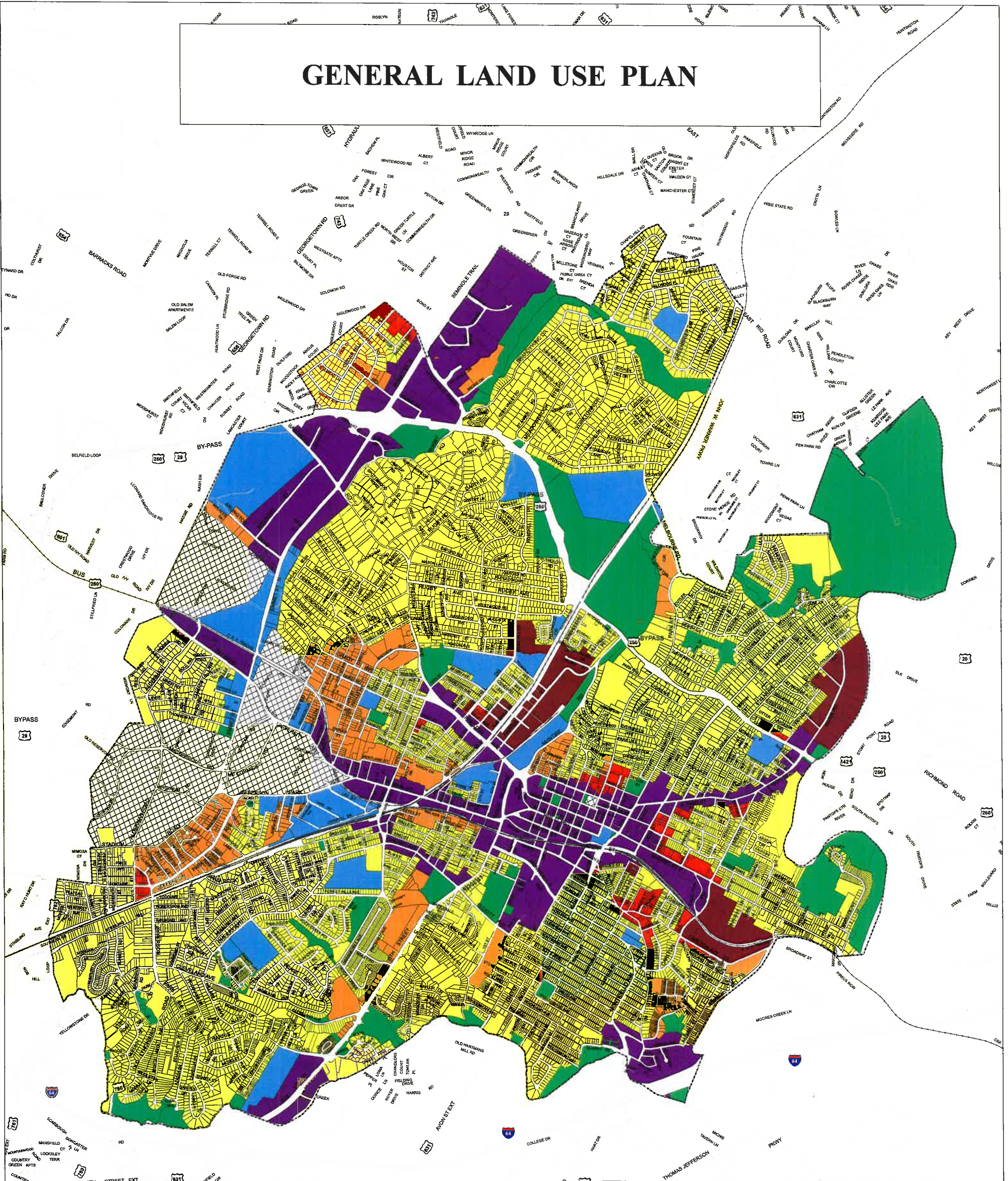
- Use 5 levels of community engagement
- Have neighborhood based engagement
- Use the hour before town halls to engage in land use issues (1. More than one neighborhood is present and 2. Citizens have already gathered for the town hall)
- Strategy should be on going
- Engage community partners (schools, non-profits, County, CADRE, Business Groups, Chamber of Commerce, UVA etc.)
- Use various mediums (face to face, meetings, on line)

Here are additional thoughts provided by staff:

- Planning Commission develop information sessions to begin to gather public feedback on the current plan, followed by further open house meetings to present the draft of the new plan.
- Use Internet to publish chapters and have comment period on line prior to meetings (this could be used for drafts of chapters (besides Land Use) that are receiving less extensive updates
- Use of online questions to gather feedback in the early stages

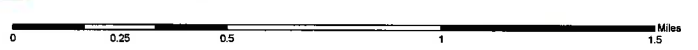
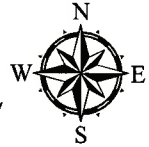


# GENERAL LAND USE PLAN



**Land Use**

Low Density Residential	Park or Preserved Open Space
High Density Residential	Public or Semi-Public
Neighborhood Commercial	** Denotes property not subject to the City of Charlottesville's municipal authority
Mixed Use	
Business and Technology	



Map adopted as part of the 2013 Comprehensive Plan by Charlottesville City Council on August 19, 2013.



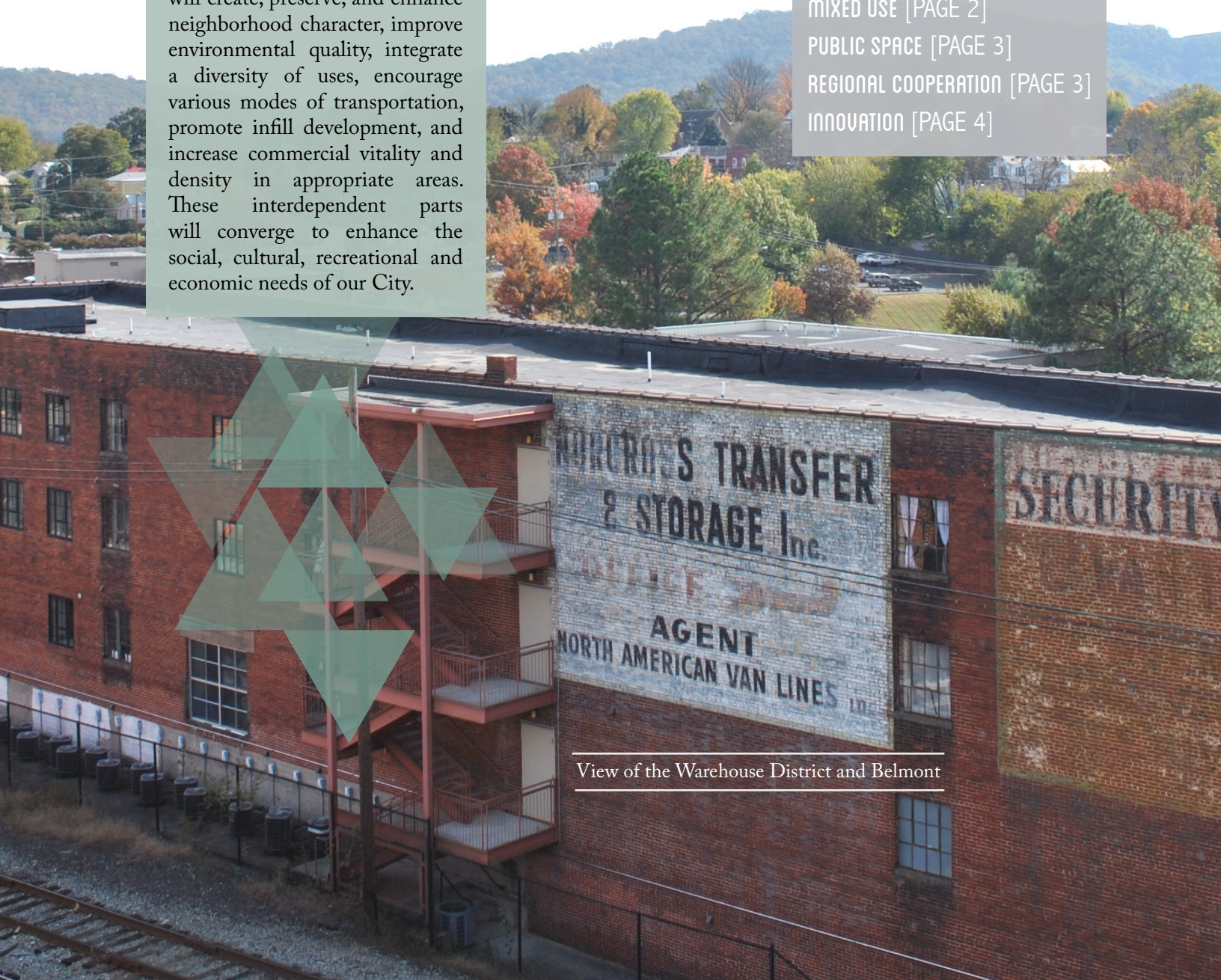
# LAND USE

## VISION

The use of land in Charlottesville supports human activities and reflects community values. Our land use plan aims to promote harmonious development and support neighborhoods and places that allow residents to live, work, shop and play in proximity. Charlottesville's land use patterns will create, preserve, and enhance neighborhood character, improve environmental quality, integrate a diversity of uses, encourage various modes of transportation, promote infill development, and increase commercial vitality and density in appropriate areas. These interdependent parts will converge to enhance the social, cultural, recreational and economic needs of our City.

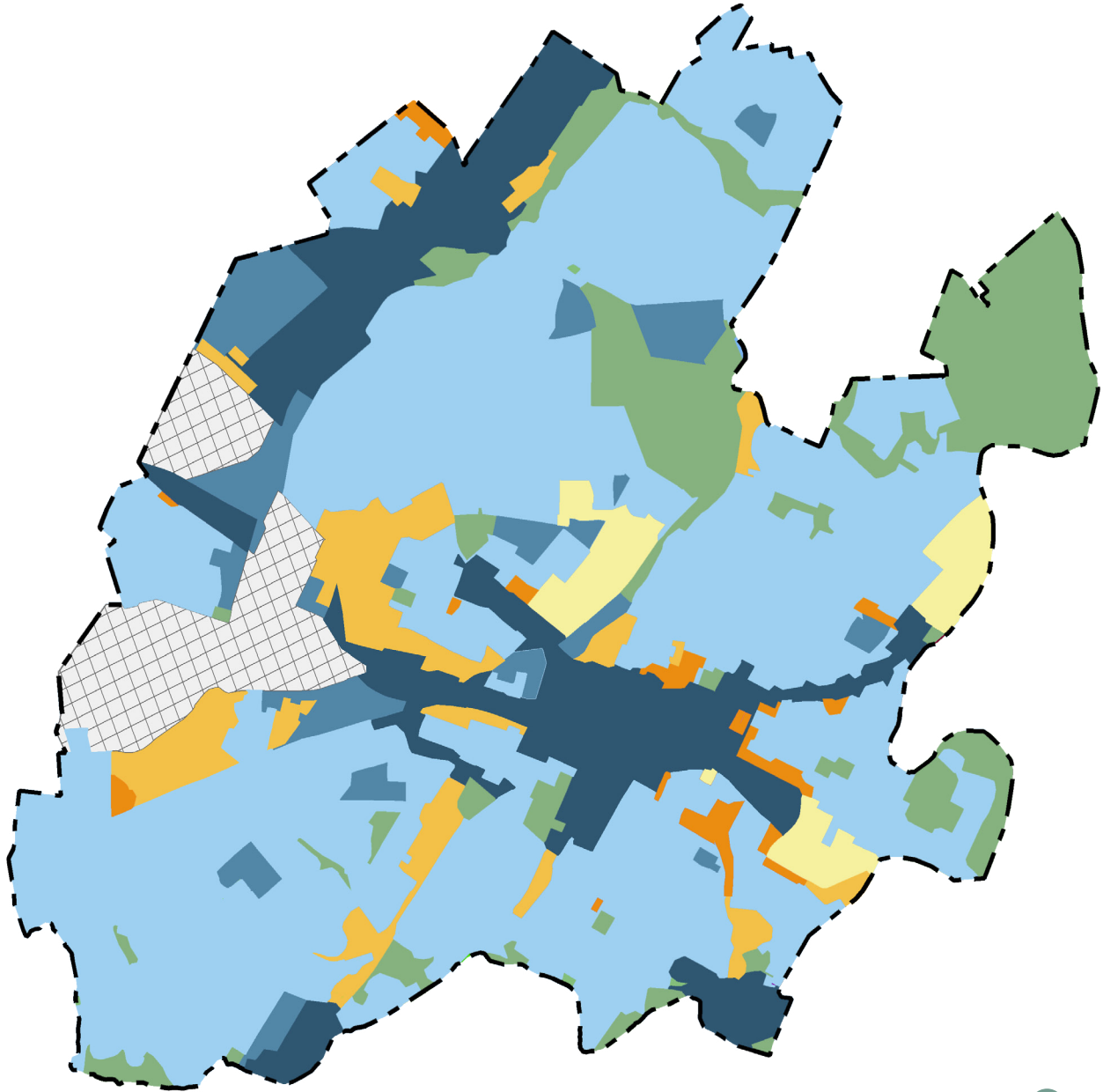
## CONTENTS

- SENSE OF PLACE [PAGE 2]
- MIXED USE [PAGE 2]
- PUBLIC SPACE [PAGE 3]
- REGIONAL COOPERATION [PAGE 3]
- INNOVATION [PAGE 4]











View of the Warehouse District and Belmont

# CHARLOTTESVILLE LAND USE



To see a more detailed version of the Charlottesville Land Use map, click here: [▶](#)

-  mixed use
-  neighborhood commercial
-  parks & open space
-  public or semi-public
-  high density residential
-  University of Virginia
-  low density residential
-  business & technology



# GOAL 1

## SENSE OF PLACE

### ENHANCE THE SENSE OF PLACE THROUGHOUT CHARLOTTESVILLE.

#### 1.1

Examine opportunities in the following areas: Downtown to Elliott between Avon and Ridge; Woolen Mills; West Main/Ridge McIntire; Cherry/Roosevelt Brown; Fontaine Neighborhood Commercial; Rose Hill; Preston Avenue; McIntire/Harris/Allied; River Road; Emmet Street North of the 250 bypass; High Street/Martha Jefferson; and Fifth Street Extended.\*

#### 1.2

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.

#### 1.3

Create a plan for prioritizing and implementing proposed investments and strategies in Small Area Plans.

#### 1.4

Create a map showing the Small Area Plans in context with the entire City.



artists painting a Charlottesville Mural Project on West Main Street

# GOAL 2

## MIXED USE

### ESTABLISH A MIX OF USES WITHIN WALKING DISTANCE OF RESIDENTIAL NEIGHBORHOODS THAT WILL ENHANCE OPPORTUNITIES FOR SMALL GROUP INTERACTION THROUGHOUT CHARLOTTESVILLE.

#### 2.1

When considering changes to land use regulations, respect nearby residential areas.

#### 2.2

Encourage small businesses that enhance existing neighborhoods and employment centers.

#### 2.3

Enhance pedestrian connections between residences, commercial centers, public facilities, amenities and green spaces.\*

#### 2.4

Enhance the role of schools and parks by expanding the community use of these places.

#### 2.5

Expand the network of small, vibrant public spaces, particularly in areas that are identified for higher intensity uses and/or potential higher density.



\*Goals and objectives are in accordance with the City of Charlottesville and Albemarle County Joint Vision and Goals.

## GOAL 3

### PUBLIC SPACE

ENHANCE FORMAL PUBLIC SPACES OF COMMUNITY INTERACTION IN CHARLOTTESVILLE THAT SUPPORT THE CITY'S ROLE AS A CENTER OF URBAN VITALITY.

#### 3.1

Respect natural resources and sensitive environmental areas, including designated flood plain areas, rivers and streams.\*

#### 3.2

Enhance existing neighborhood commercial centers and create opportunities for others in areas where they will enhance adjacent residential areas. Provide opportunities for nodes of activity to develop, particularly along mixed-use corridors.

#### 3.3

Increase opportunities for employment centers and diverse

employment opportunities, particularly for targeted industries and businesses.

#### 3.4

Increase both passive and active recreational opportunities for Charlottesville residents.

## GOAL 4

### REGIONAL COOPERATION

FACILITATE THE CREATION OF NEW OPPORTUNITIES FOR REGIONAL COOPERATION ON LAND USE ISSUES.

#### 4.1

Coordinate with Albemarle County and other regional stakeholders to create a link between the City's pedestrian infrastructure and Monticello.\*

#### 4.2

Work with regional partners to draft and implement a plan that better utilizes and protects the Rivanna River as an environmental, recreational and economic amenity.\*

#### 4.3

Coordinate with the University of Virginia to take advantage of

opportunities that arise from any potential future expansion of the University and in particular the University Health System.\*

#### 4.4

Coordinate with Albemarle County on matters of land use that cross the jurisdictional border.\*





# GOAL 5

## INNOVATION

### EXPLORE PROGRESSIVE AND INNOVATIVE LAND USE, DESIGN STANDARDS AND ZONING REGULATIONS TO ACCOMPLISH THE CITY'S VISION.

#### 5.1

Evaluate whether the Planned Unit Development ordinance is successful in providing projects in line with the City's vision for future development.

#### 5.2

Explore the expansion of areas of the City where the Infill Special Use Permit can be utilized.\*

#### 5.3

Update the Standards and Design Manual and subdivision ordinance so that these documents promote pedestrian-oriented, environmentally sensitive design where appropriate.

#### 5.4

Update the zoning ordinance as needed so that it complements the City's design guidelines and is sensitive to the history of the community. Provide for the protection of valuable historic resources.

#### 5.5

Revise the Future Land Use Map so that it represents the desired vision for the City's future. Pay special attention to increasing the supply of affordable housing, increasing employment opportunities for all citizens, and encourage the development of mixed income neighborhoods throughout the City.

#### 5.6

Review and revise the light industrial zoning regulations to

reflect contemporary uses. New regulations should increase buffering adjacent to low-density residential neighborhoods, while permitting uses that are compatible with surrounding land use.

#### 5.7

Revise the zoning ordinance so that zoning classifications are based on intensity of use (as defined by density, height and maximum size of allowable use) as well as the type of use.

#### 5.8

Be aware of and learn from applicable experiences, policies, procedures, ordinances and plans of other municipalities in Virginia and the United States.



the Pink Warehouse celebrates 30 years as a vibrant, mixed use building  
photo by Kristen Finn



\*Goals and objectives are in accordance with the City of Charlottesville and Albemarle County Joint Vision and Goals.



# APPENDIX

Additional reading for Land Use:

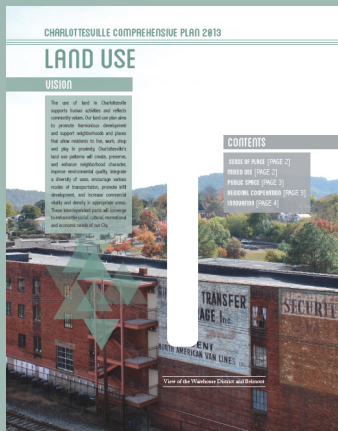
## 1: LAND USE

- [Future Land Use Map](#)
- [Build Out Analysis](#)
- [City Land Use Survey Summary](#)
- [Community Focus Group Summary](#)
- [Area B Report – Map and PACC Approval](#)
- [Urban Development Areas](#)
- [Small Area Plan Narrative](#)
- [Small Area Plan Development Map](#)





# COMPREHENSIVE PLAN 2013



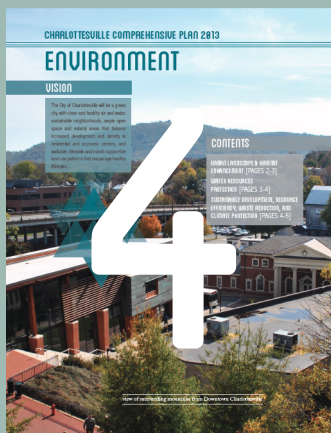
LAND USE



COMMUNITY FACILITIES



ECONOMIC SUSTAINABILITY



ENVIRONMENT



HOUSING



TRANSPORTATION



HISTORIC PRESERVATION & DESIGN



many plans  
**one COMMUNITY**  
1-coummunity.org

The first Comprehensive Plan for the City of Charlottesville was adopted in 1979. This most recent version of the Comprehensive Plan was adopted by City Council on August 19, 2013. Previous plans and drafts may be accessed online through:  
[CHARLOTTESVILLE.ORG](http://CHARLOTTESVILLE.ORG)

**THE COMPREHENSIVE PLAN HAS BEEN DEVELOPED BY CHARLOTTESVILLE CITIZENS WITH THE HELP OF:**

**PLANNING COMMISSION**

- |                  |                   |
|------------------|-------------------|
| Genevieve Keller | Dan Rosensweig    |
| Lisa Green       | John Santoski     |
| Kurt Keesecker   | Natasha Sienitsky |
| Michael Osteen   | David Neuman      |

**CITY COUNCIL**

- |                |                |
|----------------|----------------|
| Dede Smith     | Satyendra Huja |
| Dave Norris    | Kathy Galvin   |
| Kristin Szakos |                |

**CHARLOTTESVILLE CITY STAFF**

- |                     |                         |
|---------------------|-------------------------|
| Jim Tolbert, AICP   | Mary Joy Scala, AICP    |
| Missy Creasy, AICP  | Melissa Thackston, AICP |
| Ebony Walden, AICP  | Ruth Emerick            |
| Brian Haluska, AICP | Kristin Rourke          |
| Amanda Poncy        | Willy Thompson, AICP    |
| Kathy McHugh        | Jim Herndon             |
| Hollie Lee          | Tierra Howard           |
| Michael Smith       |                         |

**COMPREHENSIVE PLAN DESIGN**

Madeleine Hawks

## Implementation

This chapter outlines the strategies that Charlottesville will employ to accomplish the actions and policies outlined in the previous chapters of the Comprehensive Plan. The implementation strategy includes the following:

- Target Areas to be evaluated for **short term** intensive public planning processes.
- Land Use Strategies to be employed during the 25 year planning time frame to address the needs and actions articulated in the plan.
- A Short Term Work Program for the purpose of scheduling specific actions the community intends to take during each of the next five years.

All implementation policies, strategies and actions should be based on the City Council Vision that is detailed in the Community Values Chapter.

### **Recommendations and Actions**

The following implementation steps are recommended to accomplish the changes that the plan proposes: Land Use changes, Target Area Plans, and Community Goals and Actions outlined in the Comprehensive Plan chapters. The Land Use changes may take the form of zoning changes in accordance with the updated Land Use Map. The Target Area Plans are a list of physical areas in the City that are to be the focus of planning efforts in the future. The Community goals include broad and specific initiatives that should influence land use policy and decision making overall, as well as direct the action of staff, the Planning Commission and City Council on specific projects in the future.

### **Future Land Use Map**

The future land use map presents a vision of the City's future. Changing the designation of a property in the Future Land Use Map does not require the City to alter the zoning of that parcel in the immediate future. Any rezoning is still subject to the standard of review in the zoning ordinance. Compliance with the Future Land Use Map is only one of several considerations that the Planning Commission and City Council must discuss when debating whether or not to rezone property. While the Future Land Use Map may suggest a particular type of future development for a parcel, City Council maintains the authority to decide when the time is right for any zoning changes.

The following land use categories were used in preparing the Future Land Use Plan (2040 Land Use Plan):

**Low Density Residential:** Includes all land occupied by single or two-family types of housing. The density in these areas by right should be no greater than 15 units per acre.



**High Density Residential:** Includes all land intended to be occupied by multi-family residential types of housing (townhouses, apartments, condominiums). The density in these areas should be greater than 15 units per acre.

**Neighborhood Commercial:** This is intended as an area where the building form mirrors that of the low density residential zones, but some additional commercial uses that are compatible with residential areas are permitted.

**Mixed-Use:** These areas are intended to be zones where the City encourages development of a moderate or high intensity, and where a large variety of uses will be permitted, including many commercial uses, residential uses, and some limited research and manufacturing where appropriate.

**Business and Technology:** Properties designated as Business and Technology would permit small scale offices that cater to start-up businesses and technological development, as well as commercial activity that does not generate the amount of traffic that can be found in more **consumer oriented** commercial areas.

**Public or Semi-Public:** This category includes publicly owned lands and buildings such as the Government Center, police and fire stations, libraries, post offices, schools and University facilities.

**Park or Preserved Open Space:** This category includes both active and passive park and recreational lands, including associated buildings and parking areas. These areas may be either publicly or privately owned and may include playgrounds, public parks, golf courses, and recreation centers.

The Future Land Use Map can be viewed in the Land Use chapter.

## Small Area Plans

In the previous two Comprehensive Plans, the City has undertaken an effort to create neighborhood centered plans for each of the City's eighteen planning areas. In advance of the 2013 Comprehensive Plan, the City decided to focus physical planning efforts over the next five years on specific areas in the City where land use changes, accompanied with possible public infrastructure investment could achieve many goals of the Comprehensive Plan.

The intention of the Target Area Plans is that the thirteen areas identified will be the subject of a **short term**, intensive public planning process. The process for each area would be similar, but crafted to address the unique circumstances present in each area. Additionally, the plans are not intended to be accomplished without referencing each other and other City goals. They are to be completed within the context of major City goals. Lastly, such plans will contain implementation elements to guide the City in accomplishing the recommended changes of each area plan.

The following areas are the twelve areas the Planning Commission chose to study:

1. **Strategic Investment Area Plan. An urban design and economic development study of the area south of Downtown to Elliott Avenue between Avon and Ridge Streets. The study includes the Former Martha Jefferson Hospital site and surrounding properties.**

**Source:** City Council

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** In Progress. The City has retained a consultant to lead the study of this area.

**2. Woolen Mills Small Area Plan.**

**Source:** Woolen Mills Residents, 2001 & 2007 Comprehensive Plan

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** In progress. Staff anticipates a full planning process following the adoption of the new Comprehensive Plan.

**3. West Main Street/Ridge-McIntire Corridors Small Area Plan.**

**Source:** City Council, Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** In Progress. The City's PLACE Design Task Force SubCommittee has started studying the area.

**4. Cherry Avenue/Roosevelt Brown Boulevard Corridors Small Area Plan.**

**Source:** 2007 Comprehensive Plan, Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Evaluate within 5 years.

**5. Fontaine Commercial Area Zoning Review.**

**Source:** Planning Commission, Neighborhood Development Services

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Scheduled following the conclusion of the Comprehensive Plan update.

**6. Rose Hill Neighborhood Small Area Plan.**

**Source:** 2001 Comprehensive Plan, 2007 Comprehensive Plan

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Evaluate within 5 years.

**7. River Road Small Area Plan.**

**Source:** Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Evaluate within 5 years.

**8. Preston Avenue Small Area Plan.**

**Source:** Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Evaluate within 5 years.

**9. Emmett Street Small Area Plan.**

**Source:** Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Evaluate within 5 years.

**10. High Street/Martha Jefferson Hospital Small Area Plan.**

**Source:** Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council  
**Timeframe:** Evaluate within 5 years.

**11. McIntire Road/Harris Street/Allied Street Small Area Plan.**

**Source:** Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Evaluate within 5 years.

**12. Fifth Street Extended Small Area Plan.**

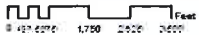
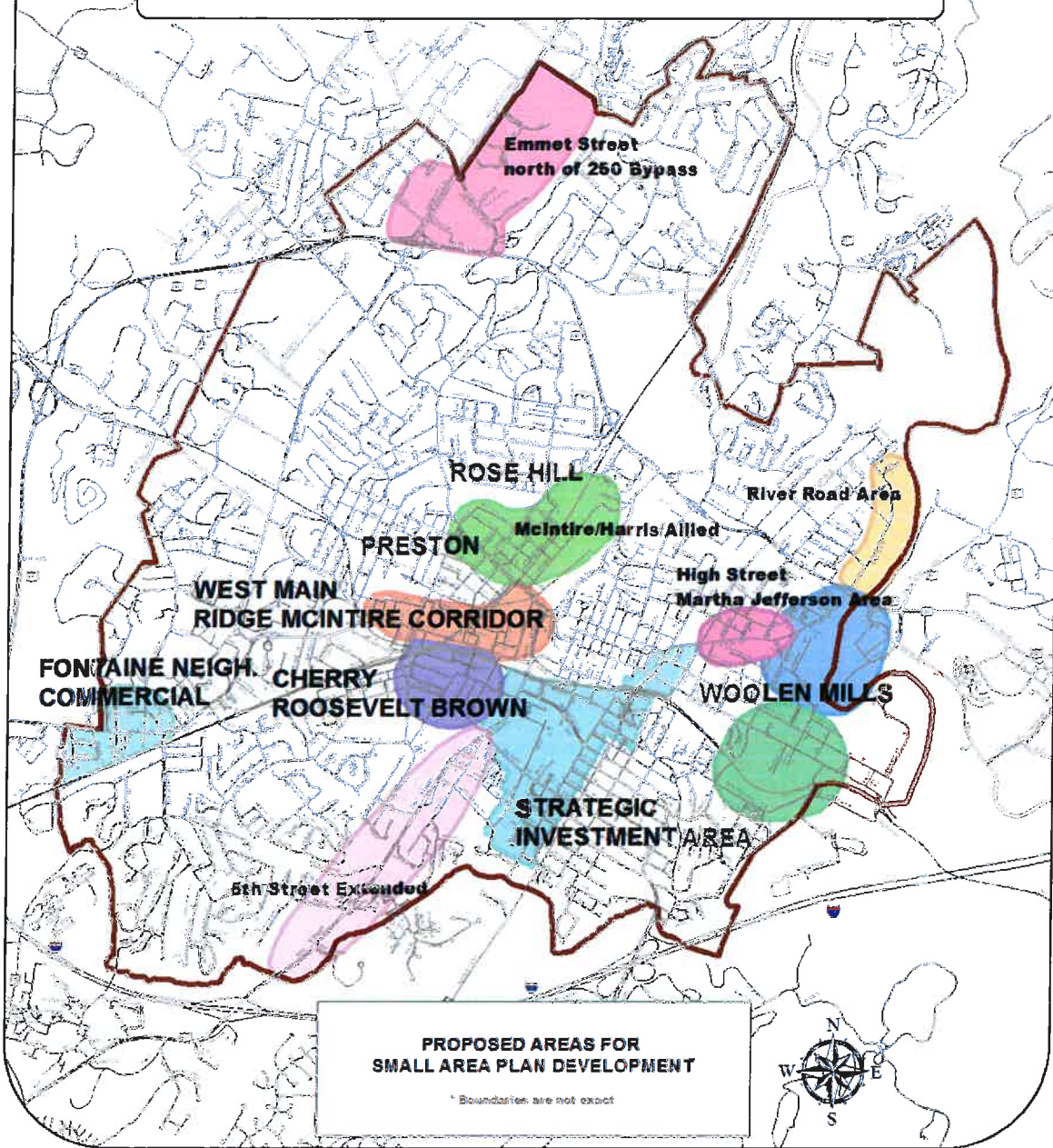
**Source:** Planning Commission

**Parties Responsible:** Neighborhood Development Services, Planning Commission, City Council

**Timeframe:** Evaluate within 5 years.



# Proposed Areas SMALL AREA PLAN DEVELOPMENT



NEIGHBORHOOD DEVELOPMENT SERVICES - AUGUST 2013

**RESOLUTION**  
**TO COMPLETE THE CITY OF CHARLOTTESVILLE'S REGULATORY FRAMEWORK REVIEW**  
**AND REVISION SUCH THAT IT ALIGNS WITH THE 2018 COMPREHENSIVE PLAN UPDATE**

**WHEREAS**, *The 2013 Comprehensive Plan of the City of Charlottesville* calls for a review and revision of the City's Regulatory Framework (herein defined as encompassing the Zoning and Subdivision Ordinance, Standards and Design Manual, District and Entrance Corridor Guidelines, Affordable Housing Guidelines and other supporting documents), inclusive of researching and learning from "applicable experiences, policies, procedures, ordinances and plans of other municipalities in Virginia and the United States", to ensure that the City's Regulatory Framework successfully and consistently implements the City's Comprehensive Plan, and

**WHEREAS**, the Charlottesville City Council tasked the City Manager on February 3, 2014 to develop, fund, coordinate and complete the following for Council review and adoption by June 2015: ( 1) a Policy and Regulatory Audit leading to code revisions that align with the City's Comprehensive Plan; (2) a Comprehensive Multi-Modal Plan, (with Street Design Standards and a Block Network Plan, herein referred to as the Streets that Work Plan); and (3) a Green Infrastructure Plan.

**WHEREAS**, the Streets that Work (STW) Plan was appended to the Comprehensive Plan on September 6, 2016 and a Green Infrastructure Plan is underway but has not yet been formally adopted by City Council; and a Policy and Regulatory Audit (leading to regulatory framework revisions that align with our Comprehensive Plan) has not yet been initiated city-wide; and

**WHEREAS**, the Charlottesville City Council and Planning Commission have undertaken several initiatives to promote the general welfare of our citizens such as the adoption of new zoning for the West Main Street Corridor District and directing staff to implement the zoning recommendations of the Strategic Investment Area (SIA) small area plan;

**WHEREAS**, the City of Charlottesville is required (Va. Code Sec. 15.2-2230) to update the City's vision, known as the Comprehensive Plan, every five (5) years and the next Comprehensive Plan update is due in 2018.

**NOW THEREFORE, BE IT RESOLVED** by the Charlottesville City Council that the City Manager and his staff, inclusive but not limited to the Office of the City Attorney, the Department of Neighborhood Development Services (NDS), the Office of Economic Development and the Office of Sustainability shall follow the "Work Plan" (attached to with timeline and deliverables) to complete the Regulatory Framework Review and Revision by December 31, 2017, in a manner that aligns with the 2018 Comprehensive Plan update and incorporates other City plans and initiatives and research of best practices from other institutions and localities .

**BE IT FURTHER RESOLVED** that the attached Work Plan and Timeline to complete the Regulatory Framework Review and Revision such that it aligns with and implements the 2018 Comprehensive Plan Update is hereby adopted by City Council on September 6, 2016 with quarterly updates and final deliverables thereafter presented to City Council, following Planning Commission review.

**BE IT FURTHER RESOLVED** by the Charlottesville City Council that a strong, coordinated public engagement strategy will be critical to the success of the development and implementation of the 2018 Comprehensive Plan update, and coincident Regulatory Framework Review and Revision and must be developed and executed as soon as possible in keeping with the Work Plan and Timeline.

**BE IT FURTHER RESOLVED** by the Charlottesville City Council, that the City Manager and his staff shall further define the additional resources that will be needed to fully execute this Work Plan (such as establishing formal working relationships with the University of Virginia; procuring professional consultants; and/or hiring additional staff well-versed in progressive zoning and code auditing and writing,) on December 19, 2016, the date of the first quarterly report as per the attached Work Plan.

Approved by Council  
September 6, 2016



Clerk of Council

**WORK PLAN** (approved by City Council September 6, 2016): to execute the Regulatory Framework Review and Revision such that it aligns with the 2018 Comprehensive Plan Update.

**COMPONENTS.** The work plan shall consist of three components.

- I. **Immediate Action.**
  - A. Legal Review.
    - i. Initial review of inconsistencies in the zoning ordinance and legal provisions in need of immediate clarification such as; definition of micro-units and "mixed use"; maximum densities and building heights and how to measure building heights, when a site plan is required; shared parking; and others.
    - ii. Comprehensive and thorough legal review of zoning ordinance contents, to make sure that the ordinance reflects current mandatory requirements of state zoning legislation, both substantively and procedurally (for example, process for review of site plans), and applicable Virginia Supreme Court decisions.
    - iii. Determination of what provisions of the ordinance have become particularly problematic and if they should be amended now, or during the 2018 Comprehensive Plan update. Problematic areas are those where :
      1. staff may be making interpretations of the existing regulatory framework in a manner that might not be consistent with Council's expectations;
      2. staff, the attorneys, the zoning administrator, and/or the planning commission may have identified specific items in the existing regulatory framework that are not leading to desired outcomes; and
      3. staff, the attorneys, the planning commission and stakeholders may have identified specific items in the existing internal review process that have led to unnecessarily long delays in processing development applications.
    - iv. Review and development of supporting materials including but not limited to:
      1. provisions of the Standards and Design Manual;
      2. Affordable Housing guidelines;
      3. illustrations, plant lists, etc., that don't fit well into a published ordinance format, but can have the status of approved administrative policies.
  - B. Implementation of the SIA regulatory changes/ development of a form-based code, and
  - C. Review and update of Standards and Design Manual so it will align with the STW Plan, which is now part of the Comprehensive Plan and;
    - i. facilitate implementation of the STW Comprehensive Plan Addenda and
    - ii. address zoning ordinance issues that relate to the inclusion of new streets and alleys such as block sizes, curb cuts, green infrastructure strategies, others;
  - D. Joint Work-session (WS) with the Planning Commission and City Council (with the PLACE Design Task Force invited to observe) to discuss the above on or by December 19, 2016.
- II. **Near Term: 2018 Comprehensive Plan Update.** The Comprehensive Plan should guide the "harmonious development of the City." (Ref. Va. Code 15.2-2223(A)). The Update must also provide guidance on how best to amend the Regulatory Framework (inclusive of the zoning ordinance.) To that end:
  - A. The 2018 Comprehensive Plan Update will be completed by March 19, 2018 (with possible 3 month extension);
  - B. Outside resources will be needed to augment staff's work, (to be determined and requested of council on Dec. 19, 2016), for component II;
  - C. NDS and the City Attorney's office will manage the "master documents" to ensure that outside resources focus on substantive issues, and not on document-drafting.
  - D. Joint Work-session (WS) with the Planning Commission and City Council (with the PLACE Design Task Force invited to observe) to discuss the above on or by December 19, 2016.
  - E. Community engagement strategy (CES) readied for Council adoption by Mar. 20, 2017.
- III. **Near Term: Regulatory Framework Review and Revision.** The Regulatory Framework (inclusive of the zoning ordinance) must effectively implement the updated 2018 Comprehensive Plan. To that end:
  - A. The zoning ordinance review and revision will be coincident with the update of the 2018 Comprehensive Plan, and completed by December 31, 2017;
  - B. Outside resources will be needed to augment staff's work, estimated cost to be refined at a later date, for component III;



- C. NDS and the City Attorney's office will manage the "master documents" to ensure that outside resources focus on substantive issues including but not limited to the following:
- i. revising the future land use map and
  - ii. auditing and writing new zoning standards for
    1. parking;
    2. land use,
    3. building height, mass and placement,
    4. density;
    5. housing types;
    6. block size and curb cuts,
    7. design control and entrance corridor districts, planned unit developments,
    8. special use permits and rezoning requests;
    9. submittal requirements and review processes,
    10. integration with the STW and green infrastructure plans,
    11. transportation and traffic;
- D. Joint Work-session (WS) with the Planning Commission and City Council (with the PLACE Design Task Force invited to observe) to discuss the above on or by December 19, 2016.
- E. Community engagement strategy (CES) readied for Council adoption by Mar. 20, 2017.

**REPORTING REQUIREMENTS.** Progress reports will be prepared by NDS staff on a quarterly basis, for the purpose of informing and eliciting feedback from: neighborhood associations, property owners, developers, non-profits, business and industry, University of Virginia, Charlottesville Redevelopment and Housing Authority, Planning Commission, BAR, PLACE design task force, and others. They are also intended to inform and elicit guidance from City Council, before specific deliverables are proposed for adoption.

**TIMELINE (September 6, 2016 to December 18, 2017-15 months).**

Activity	Duration	Responsible Entity	Quarterly Report 1	Quarterly Report 2	Quarterly Report 3	Quarterly Report 4	Quarterly Report 5	Quarterly Report 6
Component 1: I								
1. A. Legal Review.	Sept. 2016- May 2017	City Attorney	12/19/16 (WS)	3/20/17	6/19/17 (final)			
1.B. Implement SIA code	Sept. 2016- Oct. 2017	NDS (w/ others)	12/19/16 (WS)	3/20/17	6/19/17 (final)			
1.C. STW integration	Sept. 2016- Oct. 2017	NDS (w/ others)	12/19/16 (WS)	3/20/17	6/19/17	9/18/17 (final)		
Component 2. 2018 Comp Plan Update	Jan. 2017- Dec. 2017	NDS (w/ others)	12/19/16 (WS)	3/20/17 (CES)	6/19/17	9/18/17	12/18/17	6 /19/18 (final)
Component 3. Regulatory Revisions	Jan. 2017- Dec. 2017	City Attorney, NDS (others)	12/19/16 (WS)	3/20/17 (CES)	6/19/17	9/18/17	12/18/17 (final)	

NOTE 1: Estimates for additional resources needed to execute this Work Plan will be further refined and presented to Council on Monday, December 19, 2016 as part of the first Quarterly Progress Report.

NOTE 2: The "final" quarterly report also constitutes a final deliverable that requires council action.

NOTE 3: Quarterly Report #6 which is the final deliverable for the Comprehensive Plan Update, may slide 3 months should more community engagement be required.

Topic Area	Action Wording	Source	Responsible Parties	Estimated Cost	Status Update	Person of Contact	Time Frame
Land Use	1.1: Examine opportunities in the following areas: Downtown to Elliot between Avon and Ridge; Woolen Mills; West Main/Ridge McIntire; Cherry/Roosevelt Brown; Fontaine Neighborhood Commercial; Rose Hill; Preston Avenue; McIntire/Harris/Allied; River Road; Emmet Street North of the 250 bypass; High Street/Martha Jefferson; and Fifth Street Extended.*	Source: 2007 Comprehensive Plan, 2013 Comprehensive Plan	Parties Responsible: Neighborhood Development Services, Planning Commission		The SIA plan was adopted in 2014 and implementation is underway. In 2016, the Planning Commission prioritized the Cherry Avenue area for a small area plan and is awaiting the allocation of resources. The MPO has requested funding from VDOT to implement planning efforts in the Hydraulic/29 area. Smart Scale transportation funding has been awarded for a streetscape project at Lexington and High as well as projects on Fontaine Avenue and Emmet Street.	Alex Ikefuna, Missy Creasy	Varies
Land Use	1.2: 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.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		Staff provided these materials to the Planning Commission for review in 2015. Using those materials, staff was asked to put together data sheets on some of the potential small areas to use on the tours held in Summer 2016 of priority areas.	Alex Ikefuna, Missy Creasy	Ongoing
Land Use	1.3: Create a plan for prioritizing and implementing proposed investments and strategies in Small Area Plans.	2013 Comprehensive Plan	Parties Responsible: Neighborhood Development Services, Planning Commission, City Council		The Planning Commission set criteria and established the top 3 priority areas in 2015. Following that, they did further review including walking tours of each of the 3 areas. Cherry Avenue area was chosen as their top priority. Resources will need to be allocated to implement.	Alex Ikefuna, Missy Creasy	Ongoing
Land Use	1.4: Create a map showing the Small Area Plans in context with the entire City.	2013 Comprehensive Plan	Parties Responsible: Neighborhood Development Services		Complete	Missy Creasy, J. Herndon & Bart Pfautz	Complete
Land Use	2.1: When considering changes to land use regulations, respect nearby residential areas.	2007 Comprehensive Plan, 2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		This consideration is provided in applications and zoning requests.	Missy Creasy	Ongoing
Land Use	2.2: Encourage small businesses that enhance existing neighborhoods and employment centers.	Source: 2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Economic Development		The ACE program was created in 2014 to assist city based entrepreneurs and existing businesses with their growth. Approximately 36 have been served.	Chris Engel	Ongoing
Land Use	2.3: Enhance pedestrian connections between residences, commercial centers, public facilities and amenities and green spaces.*	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Parks and Recreation		Ongoing. Addressed through site plan process. The Bike/ped Plan identified the next round of sidewalk construction projects with objective criteria that addressed these connections. In addition, there has been a handful of new trail easements established and acquisition of more park properties that are helping to build this system. Most of this effort is focused on Moore's Creek, 250 bypass, and Pollock Branch this year.	Amanda Poncy, Chris Gensic	Ongoing
Land Use	2.4: Enhance the role of schools and parks by expanding the community use of these places.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Parks and Recreation		Park renovations and improvements are always aimed at making parks more useful within the communities they serve.	Brian Daly	Ongoing
Land Use	2.5: Expand the network of small, vibrant public spaces, particularly in areas that are identified for higher intensity uses and/or potential higher density.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Parks and Recreation, School Board		Continue to look for opportunities with each submitted application.	Missy Creasy	Ongoing
Land Use	3.1: Respect natural resources and sensitive environmental areas, including designated flood plain areas, rivers and streams.*	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Parks and Recreation		The City has been doing stream cleanups and invasive plant removal on existing public lands, and acquiring lands in the floodplain and stream valleys as parkland.	Chris Gensic	Ongoing
Land Use	3.2: Enhance existing neighborhood commercial centers and create opportunities for others in areas where they will enhance adjacent residential areas. Provide opportunities for nodes of activity to develop, particularly along mixed-use corridors.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		Ongoing - The SIA plan provides for this and it is anticipated that zoning review in these areas will lead to this type of development long term.	Missy Creasy	
Land Use	3.3: Increase opportunities for employment centers and diverse employment opportunities, particularly for targeted industries and businesses.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Economic Development			Chris Engel	Ongoing
Land Use	3.4: Increase both passive and active recreational opportunities for Charlottesville residents.	2013 Comprehensive Plan	Parties Responsible: Neighborhood Development Services, Planning Commission, City Council, Parks			Brian Daly	Ongoing
Land Use	4.1: Coordinate with Albemarle County and other regional stakeholders to create a link between the City's pedestrian infrastructure and Monticello.*	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Parks and Recreation		This is included in the Long Range Transportation Plan. The City is coordinating easements and land acquisitions to further this project. It will probably be at least year 2021 until completion, if funding is aligned.	Amanda Poncy, Chris Gensic	Ongoing
Land Use	4.2: Work with regional partners to drain and implement a plan that better utilizes and protects the Rivanna River as an environmental, recreational and economic amenity.*	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Parks and Recreation		Following adoption of the Comp plan, the City and County requested the PDC staff a multifaceted committee to determine next steps for this project. The committee met for 2 years and ultimately provided a proposal for moving forward to the City and County. Allocation of resources is the next step toward implementation.	Missy Creasy	Ongoing
Land Use	4.3: Coordinate with the University of Virginia to take advantage of opportunities that arise from any potential future expansion of the University and in particular the University Health System.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		The University Health system is currently in the process of constructing a new Emergency Facility to the hospital. The University is working on plans for redevelopment of Brandon Avenue and Ivy Road in which the City has been a part of discussions. In addition, the City is collaborating with UVA on the Smart scale Transportation projects adjacent to the University	Missy Creasy	Ongoing
Land Use	4.4: Coordinate with Albemarle County on matters of land use that cross the jurisdictional border.*	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		Collaboration on the Solutions 29 project as well as potential future phases extending to Hydraulic are underway. The Planning Commissions are working together on the Woolen Mills Redevelopment project. Many trails projects are under coordination to connect resources.	Missy Creasy	Ongoing

Land Use	5.1: Evaluate whether the Planned Unit Development ordinance is successful in providing projects in line with the City's vision for future development.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		This has been discussed but no action taken. The PUD ordinance is anticipated to be discussed during the regulatory framework update.	Missy Creasy	Ongoing
Land Use	5.2: Explore the expansion of areas of the City where the Infill Special Use Permit can be utilized.*	2013 Comprehensive Plan	Parties Responsible: Neighborhood Development Services, Planning Commission, City Council		This has been discussed briefly but not prioritized for initiation.	Missy Creasy	2019
Land Use	5.3: Update the Standards and Design Manual and subdivision ordinance so that these documents promote pedestrian-oriented, environmentally sensitive design where appropriate.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Public Works, Fire Department		The Streets that Work plan was developed and has been adopted as of September 2016. Staff is in the process of developing the scope of work and RFP for the update to the SADM. Financial resources will need to be allocated to implement.	Martin Silman, Amanda Poncy	2018
Land Use	5.4: Update the zoning ordinance as needed so that it complements the City's design guidelines and is sensitive to the history of the community. Provide for the protection of valuable historic resources.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council, Board of Architectural Review		The BAR is beginning the process of updating the historic guidelines. At the same time, a legal review of the zoning ordinance is in the early phases which will assist the coordination process.	Missy Creasy	Ongoing
Land Use	5.5: Revise the Future Land Use map so that it represents the desired vision for the City's future. Pay special attention to increasing the supply of affordable housing, increasing employment opportunities for all citizens, and encourage the development of mixed income neighborhoods throughout the City.	2007 Comprehensive, 2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council	n/a	Completed as part of Comp Plan Review	Missy Creasy	Complete
Land Use	5.6: Review and revise the light industrial zoning regulations to reflect contemporary uses. New regulations should increase buffering adjacent to low-density residential neighborhoods, while permitting uses that are compatible with surrounding land use.	2007 Comprehensive Plan, 2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		Plan to review as part of the Regulatory Framework update	Missy Creasy	2019
Land Use	5.7: Revise the zoning ordinance so that zoning classifications are based on intensity of use (as defined by density, height and maximum size of allowable use) as well as the type of use.	2007 Comprehensive Plan, 2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		Plan to review as part of the Regulatory Framework update	Missy Creasy	Ongoing
Land Use	5.8: Be aware of and learn from applicable experiences, policies, procedures, ordinances and plans of other municipalities in Virginia and the United States.	2013 Comprehensive Plan	Neighborhood Development Services, Planning Commission, City Council		Most recently we have been working with other localities to understand their procedures for updates to construction standards. Staff has attended training to exchange ideas and the legal review of the zoning ordinance is underway to updated provisions as needed.	Missy Creasy	Ongoing