

CITY OF CHARLOTTESVILLE
"A World Class City"

Department of Neighborhood Development Services

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March 16, 2012

**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 **Tuesday March 27, 2012 at 5:00 p.m. in the NDS Conference Room in City Hall (610 East Market Street).**

AGENDA

1. Presentation of Planning Initiative from 2001 to Present – 30 minutes
2. Land Use Project questions for feedback – 45 minutes
3. Public Outreach proposal – 15 minutes
4. Public Comment – 15 minutes

cc: City Council
Maurice Jones
Aubrey Watts
Jim Tolbert
Neighborhood Planners
Melissa Thackston, Kathy McHugh
Mary Joy Scala
Craig Brown, Rich Harris

Agenda

1. Presentation of Planning Initiative from 2001 to Present – 30 minutes
2. Question 1: Future vision of the City's land use policies – 15 minutes
3. Question 2: Future vision of the City's economic development policies – 30 minutes
4. Question 3: Agreement on the proposed public outreach process – 15 minutes
5. Public Comment – 15 minutes



CITY OF CHARLOTTESVILLE
NEIGHBORHOOD DEVELOPMENT SERVICES
MEMO

To: City of Charlottesville Planning Commission
From: Brian Haluska, AICP
CC: Jim Tolbert, AICP; Missy Creasy, AICP
Date: March 27, 2012
Re: Comprehensive Plan Land Use Chapter

Introduction

A new direction for land use and the development of the city was set forth in the 2001 Comprehensive Plan and subsequent adoption of the 2003 Zoning Ordinance rewrite. Key principles that were adopted include:

- Protect neighborhoods by creating more intense mixed-use corridor zoning that takes pressure off of residential neighborhoods for both density and business uses.
- Create the opportunity for dense student housing adjacent to the grounds to remove pressure for student housing to move into traditional single family neighborhoods and to encourage more students to live near grounds to walk to class rather than commute and fight for parking.
- Create dense mixed-use corridors to support transit growth and pedestrian activity in key areas of the community.
- Change the zoning ordinance to require buildings to be built to the street with parking in the rear and to allow greater height and volume to encourage the increased densities desired.
- Change zoning to describe the form desired rather than focus as much on the uses allowed.
- Change zoning to allow greater by right development to facilitate the ability of the development community to build what our plan says we want them to build.

Staff believes that the actions taken in 2001, 2003 and affirmed with the plan adopted in 2007 have had the desired impact. If not for the downturn in the economy even more development would have occurred. Since the changes in direction over 1,700 new residential units have been constructed and approximately 800,000 square feet of new commercial space in the mixed-use districts. These developments have generated over \$6 million dollars in additional real estate

taxes annually to the city. Plans on the drawing board show a continuation of this trend into the future.

City staff has researched the topic of land use in the City in preparation for updating the Comprehensive Plan. That research has been compiled in a “Briefing book” that is attached to this memo. Also attached to this memo is detailed data from the zoning ordinance on each of the mixed use corridor districts with a rendering and/or developed site as available. This information will provide you with a technical and visual understanding of our current mixed use areas.

In reviewing this research, staff has come to the point where Commission and Council guidance are necessary before proceeding. The primary questions staff has about the land use chapter are listed below. Once staff has the Commission and Council’s feedback on these questions, we intend to start the public outreach process on this chapter, as well as compiling a list of key issues to be discussed at a future work session.

Questions for Discussion

The City must set a course for where we believe the City should go. The strategy for addressing many of the larger issues mentioned in the attached research will be impacted by the philosophy towards growth and land use the City employs. To that end, staff requests resolution of the following three questions:

1) What should the City’s vision for the future be with regards to land use policy?

Since 2001, the City has regulated land use within the City in attempt to encourage increased residential and commercial density around key commercial corridors. The 2003 Zoning Ordinance formalized much of this policy by creating the mixed-use zoning designations. Similarly, the ordinance intended to focus high-density residential development around the University of Virginia in an effort to minimize the need for University students to drive to class – as well as easing the demand for rental units in established single-family neighborhoods.

The Build-Out analysis performed by staff while researching this topic supports the direction taken in 2001. The analysis shows that the City’s current zoning supports population growth of 50%, but that most of the residential units to accommodate this growth would be constructed in the mixed-use zones of the City.

Staff proposes drafting the land use chapter of the Comprehensive Plan with this in mind. The large amount of growth potential will remain along the major corridors of the City, and the established single-family neighborhoods will primarily be preserved as they are.

Do the Commission and Council agree with this approach?

2) What should the City’s vision for the future be with regards to economic development and its impact on zoning?

The 2007 Comprehensive Plan spoke to the need for the City to attract more high-technology related businesses. Following the adoption of the Plan, no changes were proposed to the zoning ordinance to facilitate this goal. Staff finds that this goal remains unchanged in the City, but that the zoning ordinance may present some hurdles towards high-technology and biotechnology firms from locating in favorable locations the City.

In researching the topic of economic development, staff believes that the City is in an advantageous position to attract high-technology businesses. The presence of the University of Virginia as a potential labor source, nearby residential development that can permit employees to walk or bike to work, and the entertainment options available downtown combine to create an attractive location for employers. In order to take advantage of this opportunity, the City must re-examine the role industrial development plays in a healthy local economy. Requiring any business that does not fit the traditional definition of commercial or retail development to locate away from the amenities of the community does not serve the best interest of the City at-large.

Staff finds that the next Comprehensive Plan should enable the community to re-examine what types of uses are appropriate in the mixed-use corridors, particularly uses that can bring jobs to these areas. Additionally, the Plan should present a conceptual plan for the existing areas of the City zoned for industrial development – a plan that will aim to make these areas mesh better with surrounding land uses.

Is this approach in line with Council and Commission visions on the subject?

3) How should public outreach be completed for the Comprehensive Plan?

Prior to the 2001 Comprehensive Plan, City staff hosted more than 150 meetings as a part of the public outreach effort. In 2006, City staff organized Neighborhood Design Day with the assistance of members of the community. The event served as the principle public outreach for the 2007 Comprehensive Plan update.

For the current Comprehensive Plan update effort, the City has been engaged in outreach jointly with the County of Albemarle and the Thomas Jefferson Planning District Commission. These efforts have been a part of the regional Livability project.

Staff would like to coordinate additional public outreach efforts on land use issues that will be addressed in the Comprehensive Plan update, as well as in neighborhoods where the plan may suggest changes in land use policy. In order to do this, staff is proposing that the city host informational kick-off meetings on particular issues of interest. These meetings would be followed with assembling focus groups for detailed discussions on the topics of interest. (Ex: A group of business owners and residents on economic development). Following the small group discussions, staff would draft suggested policy statements to be presented at a final public meeting.

As with all city actions, the final draft of the Comprehensive Plan will be subject to a public hearing, recommendation from the Planning Commission and final vote of City Council. The proposed outreach process is intended to focus on the issues that will be a departure from prior Comprehensive Plans. The meetings will alert citizens to the proposed change, as well as use the opportunity to gather public input on the changes.

Do the council and Commission agree with this approach?

Land Use Briefing Book

“In the preparation of a comprehensive plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities.” – *Code of Virginia, Chapter 15.2-2223*

Executive Summary

Over the past year, Neighborhood Development Services staff has prepared to re-write the Land Use Chapter of the City of Charlottesville Comprehensive Plan. The Land Use Chapter sets the overall guidance for land use decisions.

Staff has researched several topics regarding land use in the City. The findings of those research projects are re-printed below. Staff has also included additional information as requested by the Commission in prior work sessions.

At this work session, staff is seeking answers to three questions from the Commission and Council.

These questions are:

- 1) What should the City’s vision for the future be with regards to land use policy?
- 2) What should the City’s vision for the future be with regards to economic development?

Staff feels that the answers to these questions will help guide the public input process for the chapter. Additionally, the answers to these questions will help staff craft suggested actions on other land use issues, some of which are mentioned in this document.

Introduction

The City of Charlottesville last addressed the issue of future land use citywide in the 2001 Comprehensive Plan. Included in the 2001 Comprehensive Plan was the 2025 Land Use Map, which has been featured prominently in rezoning and special use permit applications. The plan was also a starting point for the 2003 Zoning Map revisions.

The Land Use Chapter of the 2007 Comprehensive Plan focused primarily on areas of the City where concerns had been raised about the land use designation or zoning and their compatibility with the surrounding land use patterns. The land use map was unchanged.

In preparation for revising the land use chapter in the next Comprehensive Plan, City staff has been working on collecting relevant information regarding land use in the City. This information is presented in the next section.

Initial Research

Neighborhood Development Services staff researched the topic of land use from several perspectives. These efforts included:

- Looking at any trends in development, including the number of housing units constructed in the City in recent years.
- Using the 2010 Census data to highlight trends in the demographic composition of the City.
- Identifying concerns and goals the City included in the 2007 Comprehensive Plan.
- Using data from the City's survey of the land use of all property to spot any issues that the land use chapter could address.
- Comparing the future Land Use Map in the 2007 Comprehensive Plan with the current zoning map of the City and outline discrepancies between the two documents.
- Completing a build-out analysis of the City based on the current zoning ordinance.

The conclusions from these efforts are included in the report below, and the full text of each report is attached as an appendix.

Development Trends

Conclusions

Charlottesville's new housing construction has loosely followed the general national and state trends with an increase in the number of units constructed in 2005-2007 and decreases in the number of permits following 2007. Charlottesville's percentage of multi-family units is higher than the state and national averages. Additionally, the increases and decreases in the total number of building permits are more pronounced in Charlottesville.

The local trends most likely reflect increased enrollment at the University of Virginia and higher demands for off-campus housing, as well as trends toward more one and two-person households, more renter-occupied units and an increased number of multi-family dwellings. The 2003 zoning changes provided increased density around student areas which encouraged new multi-family developments.

Demographic Trends

Conclusions

- Racially, Charlottesville is diversifying.
- Our city is home to a large group of younger adults who are likely college students or young professionals seeking job opportunities. As this group makes up the largest percent of the city's population, their needs will likely shape the city as they pursue jobs and housing, likely in search of a more urban appeal with transit options.
- The city has 21% poverty rate but the presence of students skew that number. Mapping poverty by census tract reveals that the greatest percentages of poverty are areas around the university. We must consider the effect that thousands of college students with no major income have on the percentages of individuals below the poverty line.

Land Use Concerns in the 2007 Comprehensive Plan

Conclusions

There are several discrepancies between the comprehensive plans and neighborhood plans, and even more internal points of conflict within each respective set of plans.

Comprehensive Plans vs. Neighborhood Plans

- The Comprehensive Plan goals do not align with Neighborhood Plans as far as creating a bustling and dense urban fabric that is reliant on alternate forms of transportation. Neighborhoods would like to maintain or lower density and zoning.
- Neighborhoods fear that commercial, City, and University development will creep into neighborhoods without servicing neighborhood needs/desires.

- Citizens are concerned that new commercial and residential development will change the density and character of their neighborhoods.

Internal Conflict within Neighborhood Plans

- Neighborhoods would like to add commercial amenities to their neighborhoods but this cannot come at the price of increased density and intensity of action or change in neighborhood character.
- Similarly the majority of neighborhoods are open to the idea of more diverse and affordable housing, again not at the price of increased density and loss of neighborhood character.
- Neighborhoods would like to maintain, protect, and in many cases increase green and open spaces.

Land Use Survey

Conclusions

A significant amount of data has been produced as a result of the land use survey and the TJPDC has synthesized much of this data into a number of informative and useful formats. This information may help support the City's planning goals now and into the future. The land use survey was conducted for informational purposes and now is the time for us to decide how this information can be used to improve the Comprehensive Plan.

Land Use Map

Conclusions

Although the numbers reveal otherwise, many of inconsistencies located during this study stem from the City adopting mixed use zones and essentially abandoning strict commercial (B-1, B-2, etc.) zoning throughout the City. Single and two-family land use designations show many discrepancies as well. This is largely due to the influx of PUD rezonings, particularly in the Fry's Spring neighborhood. Neighborhoods located on the east side of town (Woolen Mills, Martha Jefferson, Belmont) may have inconsistencies, but these are a result of the City promoting more mixed uses.

Build-Out Analysis

Conclusions

- Ample capacity for development exists under the City's current zoning regulations to accommodate projected increases in population.
- Of the 10,000 units that could be built under by-right zoning, only roughly 800 would be accommodated in low-density residential zones. Any substantial increase in City population will require the construction of additional multi-family residential structures.

- Additional commercial and industrial space in the City will most likely need to be located in mixed-use zones, or in existing commercial and industrial sites via re-development.
- The analysis shows that the City's ability to accommodate new units on vacant property is declining, and will continue to do so in the future. Development activity will be increasingly focused on re-use and re-development of previously built upon sites.

Additional Research

Demographics

The Planning Commission requested demographic information from City staff be compared and even combined in some cases with County data in order to get a clearer picture of the population of the Charlottesville/Albemarle area. Of particular concern was whether the City's high percentage of residents aged 35 and under would be offset by an older population in the County.

The County's population is more regularly distributed across the various age cohorts, but the combined numbers still show the influence the University of Virginia has on the area's age statistics. Over 28% of the population in the City and County combined is between the ages of 15 and 29.

Other trends found in the analysis in the City study of demographics are reinforced by County statistics. For example, both the City and County have a lower percentage of Hispanic residents than the Virginia and national average.

Neighborhoods Seeking Land Use Changes

Woolen Mills – Representatives of the Woolen Mills Neighborhood have made several requests for land use changes in the southern portion of their neighborhood. On January 1, 2012 – neighborhood representatives sent a letter to City Council requesting, among other items, that the industrial land in the Woolen Mills neighborhood be classified as single-family residential in the next land use plan. A similar request was rejected by City Council prior to the drafting of the 2007 Comprehensive Plan.

Martha Jefferson – Residents of the Martha Jefferson area of the City have discussed with City staff the possibility of downzoning property in the vicinity of the former Martha Jefferson Hospital. In particular, the residents are interested in properties that were converted from residential uses to commercial uses, and may be suitable to be converted back to residential uses.

Fifeville – Residents of Fifeville have requested that the boundaries of the Cherry Avenue Corridor be modified to no longer include areas of the neighborhood that have been traditionally used for low density residential uses, despite being zoned for industrial and mixed-use.

Public Participation

Staff has drafted a public participation plan that will rely on focus groups of various stakeholders in the land use chapter. Staff hopes to concentrate on each of the groups affected by potential

changes (home owners, business owners, etc.) and obtain their perspective on the issues raised prior to drafting a staff recommendation.

Staff prefers this method of public input, as the issues that need to be addressed in the Comprehensive Plan update have already been identified through the ongoing research process. Previous public input into Comprehensive Plans has frequently focused on issue identification, rather than problem solving. This can lead to frustration with a process that highlights the same issues over and over with seemingly no resolution.

This process will hopefully avoid “burning out” participants by limiting the number of meetings needed to gather public input, and providing clear guidance in the land use chapter of the Comprehensive Plan for residents, business owners and other concerned parties to respond to once the draft chapter has been published.

Economic Development

The City of Charlottesville with its 250 year history and small physical foot print has limited opportunities for development. This is particularly true for commercial and industrial uses that have employment opportunities associated with them. A recent review indicated only 100 acres of unimproved parcels exist in zoning categories that permit business related activities. A majority of those parcels, totaling 87 acres, fall in the mixed use zoning designation, with nine acres available in industrial and only three in commercial. To further complicate matters most of these parcels are not large and are not contiguous. Many are in fact sliver or remnant parcels, on which meaningful development would be a significant challenge. While effective economic development occurs in a variety of manners, it often does occur in conjunction with alterations or additions to the built environment and therefore can be impacted by land use and zoning regulations.

The sheer lack of land available for development puts the city at a disadvantage when seeking opportunity to attract and grow business. To best position the city to take advantage of future opportunities, the economic development staff recommends that the following be considered:

- **New Development** - Given the limited amount of vacant land in the city all reasonable efforts should be taken to encourage the maximum use of these parcels when development occurs with particular emphasis on uses that provide employment opportunities. Efforts to connect/join/swap parcels to create larger blocks more suitable for new development should be explored.
- **Redevelopment** - Redevelopment of existing parcels represents the city’s best opportunity to grow the tax base and create employment. Mixed-use development in an urban setting has proven its ability to create greater value long term and meet market demands. Efforts to make the redevelopment process as predictable as possible will help interested parties make critical decisions.

- **Regional Cooperation** – Recognition of our role in the regional economy. To the extent possible efforts should be made to match land use and zoning along city/county boundaries.

Employment by Industry

Overall employment has increased from an annual average of 100,000 to 110,000 in the Greater Charlottesville area during the period of 2000 to 2010. During that same period employment in the City of Charlottesville decreased from 37,888 to 34,640, an average annual rate of decrease of 0.89%. Sectors showing consistent decline across the ten year period were manufacturing and transportation and utilities. The two sectors showing the most pronounced growth were education and hospitality.

The top five industry sectors in the city as of 2011 are:

Industry	# of Employees	New Hires	Weekly Wage
Government (Federal, State & Local)	9,900	64	\$1,040
Accommodation & Food Service	4,950	719	\$327
Health Care	3,550	723	\$806
Retail Trade	3,500	338	\$448
Professional, Scientific and Technical Services	2,504	230	\$1,388

Source: US Census Bureau (LED), VA Employment Commission (QCEW, 2nd Qtr 2011)

While the city is home to a variety of unique and creative enterprises the economic base is largely comprised of healthcare, education, hospitality and technology related businesses. Healthcare and education are driven largely by university policy and macroeconomic forces and are less affected by land use and zoning regulations. The city is an ideal location for hospitality industry. This sector is always evolving and we would encourage that a regular review take place to be sure regulations are in sync with current trends (i.e. food trucks, tasting rooms, bed & breakfast with restaurant, hotels). Technology related businesses are perhaps the greatest opportunity the city has for impacting employment opportunities. The city has a small but established base of technology businesses and as the above table suggests the wages are good and growth continues. Efforts should be made to ensure that technology businesses and life science businesses are permitted by right in as many use categories as possible. Accommodation

for businesses that require some combination of lab space, warehouse, light assembly and office space should be considered.

In addition, the Thomas Jefferson Partnership for Economic Development is managing a Target Industry Study for the TJPED region. Once complete this will provide additional information into the target industries that the city and the region are best positioned to compete. While this information will be valuable and useful it is not expected to reveal major changes in the type of land use or zoning needed.

Summary

Several large scale issues emerge from the research staff has done on the topic of land use. They are listed below.

Future Vision of the City

One purpose of the Comprehensive Plan is to lay out the future vision for a locality. Previous Comprehensive Plans in the City have often mentioned many visions, and included statements that could be used to support any myriad of planning and land use goals.

The accumulated research shows that the City has a number of options from which to select when deciding the policies that will govern future development activity. The population of the City is anticipated to grow, and ample capacity exists to permit this growth. The question remains whether this growth is desired or necessary. Is the City already at an ideal size?

Additionally, land use policy can shape economic growth in the City. The future vision of the City should contemplate where the citizens of the City will work, as well as what policy changes are needed to encourage the type of economic growth the City desires.

Land Use Conflicts

The research into land use also identifies some conflicts between the existing land use of some parcels, the zoning of those parcels, and in some cases the future land use designation. The most frequently debated of these conflicts is the land designated for industrial development.

In recent years changes in the manufacturing sector of the economy have made the traditional concept of "industrial" land use obsolete. The City, however, still has areas of the City that are designated as industrial zoning. The overarching question of what to do with the industrially zoned land in the City has yet to be definitively addressed in the Comprehensive Plan.

Additionally, every neighborhood plan drafted in 2006 mentioned a desire to have some form of commercial establishments within walking distance of each of the City's neighborhoods. The City's Neighborhood Commercial zoning district, however, has been the source of several controversies over how well the businesses located in these zones mesh with nearby residential properties. While the City can investigate ways to create walkable commercial districts that

serve the entire City, additional attention should be paid to minimizing conflicts between these zones and adjacent residents.

Rental vs. Home Ownership

In 1991, the City rezoned the southern half of the City from R-2 to the newly created R-1A (now R-1S) zoning classification. This change eliminated the ability of property owners to build new duplex units. This change, coupled with the creation of the R-1U, R-1SU and R-2U zoning classifications was intended to curb the amount of rental housing in the City.

Twenty years later, the percentage of housing in the City classified as for rent has not changed appreciably. In fact, the 2010 Census numbers regarding the population of City show a large percentage of City residents in the 20-35 age cohort, where renting is much more common. The question posed by these numbers is whether or not the City's attempts to encourage a higher percentage of home ownership in the City should go further, or is the mixed of rental vs. owner occupied housing largely immune to City efforts to alter the mix.

Poverty

The demographic research done regarding poverty falls in line with prior reports on the subject in the City. The City's poverty rate is high when compared with other localities across the state.

As pointed out in the demographics section, however, the City has a large student population that skews the numbers. In the 2000 Census, the census tract with the highest percentage of residents living in poverty ran along Jefferson Park Avenue. The tract with the second highest percentage of residents living in poverty included the student housing district around the Corner. The City's land use policy must take into account the issue of poverty when looking at strengthening neighborhoods, but it should be done with data that accurately reflects the nature of the challenge.

Balance of low-density neighborhoods (neighborhood plans) with City's stated goal of a dense urban fabric.

The 2007 Comprehensive Plan mentions quite a few goals, some of them conflicting with each other. In particular, the overall plan mentions the desire to have a more dense urban setting around the City's downtown area, and several key corridors in the City. This conflicts with many of the neighborhood plans that advocate for maintaining neighborhoods in their current state. While these two goals are not mutually exclusive, they demand continued attention to balancing the competing desires.

Land Use Map

The City's future land use map was last updated in 2001. A quick review of the map shows that the existing land use on many parcels was a strong consideration when deciding what the future use should be. This raises the question of how the future land use map should be modified with the next Comprehensive Plan. Should the map be aspirational, and reflect a future goal of the

City many years in the future, or is the City already in a desirable position with regards to land use?

Staff Recommendations

Much of the research done by staff points to the need to reconsider the City's policies towards land use as it pertains to economic development. National trends point toward a continued decline in the manufacturing sector of the national economy in terms of numbers of jobs. According the Bureau of Labor Statistics in a report released on February 1, 2012, of the 20 industries projected to lose the most jobs by 2020, 11 of those industries are in the manufacturing sector.¹

Almost daily, the media publishes an article about the future of the American economy - a future that centers on creative, highly-educated workers churning out innovation. Urban centers that provide places for these workers to work, live and play in one location will have a decided advantage in attracting these individuals. Charlottesville has the potential to meet the demand for the urban fabric described above.

The City's proximity to the University of Virginia is a further benefit to these efforts. The Bureau of Labor Statistics projects that jobs that require some form of postsecondary education will increase the fastest in the next decade.

The days of the American manufacturing sector providing large numbers of jobs are rapidly coming to an end. This event brings into question the need for segregating heavy industrial zones from the rest of the City. If such policies are eventually brought to an end, what is to be done about the land zoned for industrial uses today? The framework for redeveloping industrial land needs to take into account the proximity of nearby residents, as well as the financial incentive to redevelop this property.

The concerns about the economic balance in the City ties in with the questions about the future vision of the City, as well as the relationship between the City's built environment, and the urban core of the County of Albemarle.

The original process for updating the land use chapter was to use this document to identify the large issues that the land use chapter needed to address. Staff would further research each of those issues as well as analyze the potential courses of action. These reports would be presented at a later date to the Planning Commission and City Council for decisions that would be incorporated into the final land use chapter.

The question about the future populations and economic goals of the City, however, are critically important to the rest of the chapter, and other chapters. Staff proposes moving these items forward in the process so that the decisions on them can be reflected throughout the land use chapter and the Comprehensive Plan.

¹ <http://bls.gov/news.release/ecopro.nr0.htm>

Zoning Classification: Central City

Primary Location: Preston Avenue

Vision: Central City Corridor. The intent of the Central City Corridor district is to facilitate the continued development and redevelopment of the quality medium scale commercial and mixed use projects currently found in the those areas. The district allows single use development, but encourages mixed use projects. The regulations are designed to encourage use of and emphasize proximity to natural features or important view sheds of natural features. Development allowed is of a scale and character that is appropriate given the established development that surrounds the district.

Zoning Allowances:

Height – Maximum – 50’

Setback – Front –Maximum – 15’

Side/Rear – Adjacent to residential – 20’

Densities – 21 DUA

120 DUA with SUP

43 DUA Mixed Use

Use Characteristics: Mixed use encouraged with a focus on technology based business. Medium density residential allowed.



Zoning Classification: Cherry Avenue

Primary Location: Cherry Avenue/Roosevelt Brown Boulevard

Vision: Cherry Avenue Corridor: This zoning classification establishes 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. It is anticipated that development will occur in a pattern consisting of ground-floor commercial uses, with offices and residential uses located on upper floors. This district is intended to promote pedestrian-oriented development, with buildings located close to and oriented towards the sidewalk areas along primary street frontages.

Zoning Allowances:

Height – Minimum – 35’

Maximum – 50’

Setback – Front - 0

Side/Rear – 10’

Densities – Mixed Use – 43 DUA

Single Use – 21 DUA

SUP Single Use – 43 DUA

Use Characteristics: Mixed Use encouraged, lower intensity development blending with the neighborhood scale, medium densities allowed.



Zoning Classification: Corner District

Primary Location: University Avenue

Vision: Corner District. The Corner District is established to provide low-intensity missed-use development to primarily serve the area surrounding the University of Virginia. It encourages development at a scale that respects the established character of the historic commercial area adjacent to the central grounds of the University. Within the district two and three story buildings front the street establishing a pedestrian scale for retail and commercial uses.

Zoning Allowances:

Height – Maximum – 50’

Minimum – 40’

Setback – Front – Maximum – 20’

Side/Rear – Adjacent to Residential – 20’

Densities – 21 DUA

120 DUA with SUP

43 DUA – Mixed Use

Use Characteristics: Mixed use encouraged with businesses serving the University community. High density residential allowed.

Zoning Classification: Downtown Extended

Primary Location: South of Downtown to Monticello Avenue

Vision: Downtown Extended Corridor. Historically, the areas within the Downtown Extended district contained manufacturing uses dependent upon convenient access to railroad transportation. In more recent times, use patterns within this area are similar to those within the Downtown District. The intent of this district is to encourage an inter-related mixture of high-density residential and commercial uses harmonious with the downtown business environment, within developments that facilitate convenient pedestrian and other links to the Downtown area.

Zoning Allowances:

Height – Minimum - 35’

Mixed Use – 101’

Single Use – 50’

Setback – 15’ Maximum

Densities – Mixed Use – 43 DUA

240 DUA with SUP

Single Use – 43 DUA

Minimum – 21 DUA

Use Characteristics: Mixed Use encouraged, High Densities allowed, Light Assembly and Technology allowed.



Zoning Classification: Downtown

Primary Location: Downtown Mall, Water Street, Market Street

Vision: Downtown Corridor. The intent of the Downtown Corridor district is to provide for a mixture of commercial and residential uses, and encourage such development by right, according to standards that will ensure harmony with the existing commercial environment in the city's downtown area. Ground-floor uses facing on primary streets should be commercial in nature. The area within this zoning district is the entertainment and employment center of the community and the regulations set forth within this district are designed to provide appropriate and convenient housing for persons who wish to reside in proximity to those activities.

Zoning Allowances:

Height – Minimum 45'
Maximum 101' for mixed use,
70' for other
Setbacks – Front - 20' maximum;
Side – 0 unless adjacent to low density, then 20'
Densities – Mixed Use – 43 DUA
240 DUA by SUP
Single Use – 43 DUA
Minimum – 21 DUA

Use Characteristics: Mixed Use, Ground Floor Commercial, with High Density Residential encouraged. Entertainment allowed.



Zoning Classification: High Street Corridor

Primary Location: East High Street and Meade Avenue

Vision: Cherry Avenue Corridor: This zoning classification establishes 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. It is anticipated that development will occur in a pattern consisting of ground-floor commercial uses, with offices and residential uses located on upper floors. This district is intended to promote pedestrian-oriented development, with buildings located close to and oriented towards the sidewalk areas along primary street frontages.

Zoning Allowances:

Height – Minimum – 35’

Maximum – 50’

Setback – Front - 0

Side/Rear – 10’

Densities – Mixed Use – 43 DUA

Single Use - 21 DUA

SUP Single Use – 43 DUA

Use Characteristics: Mixed Use encouraged, lower intensity development blending with the neighborhood scale, medium densities allowed.

Zoning Classification: Highway Corridor

Primary Location: 29 North/Monticello Avenue/5th Street Extended

Vision: Highway Corridor District. 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.

Zoning Allowances:

Height – Maximum – 80’

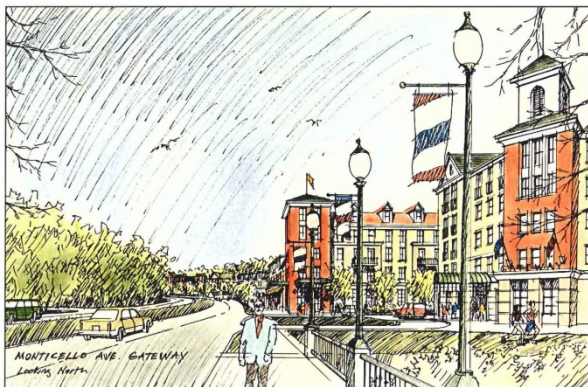
Setback – Front – Minimum – 5’

Maximum – 30’

Side/Rear – Adjacent to residential – 20’

Densities – 43 DUA with SUP

Use Characteristics: Highway scale retail allowed. Larger scale commercial with higher parking needs. Medium density residential allowed.



Proposed view of Monticello Avenue, showing the gateway hotel and the multifamily residential building beyond



Zoning Classification: Neighborhood Commercial

Primary Location: Hinton Avenue/Monticello Avenue/Fontaine Avenue

Vision: Neighborhood Commercial Corridor District. The intent of the Neighborhood Commercial Corridor district is to establish a zoning classification for the Fontaine and Belmont commercial areas that recognize their compact nature, their pedestrian orientation, and the small neighborhood nature of the businesses. This zoning district recognizes the areas as small town center type commercial areas and provides for the ability to develop on small lots with minimal parking dependent upon pedestrian access. The regulations recognize the character of the existing area and respect that they are neighborhood commercial districts located within established residential neighborhoods.

Zoning Allowances:

Height – Maximum – 45’ - With SUP – 60’

Setback – Front – 10’

Side/Rear – Adjacent to residential – 10’

Densities – 21 DUA

43 DUA with SUP

Use Characteristics: Neighborhood scale commercial encouraged with mixed –use allowed. Mixture of many types of small businesses allowed.



Zoning Classification: North Downtown

Primary Location: North of Downtown – High Street

Vision: North Downtown Corridor: The Downtown North Corridor is the historic center of the City of Charlottesville, and contains many historic structures. In more recent years this area has also developed as the heart of the city’s legal community, including court buildings and related law and professional offices, and commercial and retail uses supporting those services. Within this area, residential uses have been established both in single-use and in mixed-use structures. Many former single-family dwellings have been converted to office use. The regulations for this district are intended to continue and protect the nature and scale of these existing patterns of development.

Zoning Allowances:

Height – Minimum – 2 stories
Maximum – 5’
Setback – Front - 15’ Maximum
Side/Rear – 20’, if adjacent to residential
Densities – Mixed Use – 43 DUA
240 DUA with SUP
Minimum – 21 DUA

Use Characteristics: Mixed Use encouraged, High Density allowed, offices on smaller scale blending with neighborhood allowed.



Zoning Classification: South Street

Primary Location: South Street

Vision: South Street Corridor District. Adjacent to the downtown area and wedged against the railroad tracks is a small grouping of large historic homes, many of which have been converted to offices and/or apartments. In order to preserve the rich character and style of these few remaining structures from another era, the South Street Corridor District has been created. This district is intended to preserve the historic pedestrian scale, recognizing the importance of this area to the history of the downtown area.

Zoning Allowances:

Height – Maximum – 45’

Minimum – 25’

Setback – None

Densities – 43 DUA

240 DUA with SUP

Use Characteristics: Smaller scale mixed use respecting the historic older homes on the street. High density allowed.



Zoning Classification: Urban Corridor

Primary Location: Emmet Street/Barracks Road/Ivy Road

Vision: Urban Corridor. The intent of the Urban Corridor district is to continue the close-in urban commercial activity that has been the traditional development patterns in these areas. Development in this district is both pedestrian and auto oriented, but is evolving to more of a pedestrian center development pattern. The regulations provide for both a mixture of uses or single use commercial activities. It encourages parking located behind the structure and development of a scale and character that is respectful to the neighborhoods and university uses adjacent.

Zoning Allowances:

Height – Maximum – 60', With SUP – 80'

Setback – Front – Minimum – 5', Maximum – 30'

Side/Rear – Adjacent to residential – 10'

Densities – 21 DUA

64 DUA with SUP

Use Characteristics: Designed to allow a continuation of the type of uses in the Barracks Road Center but pushing buildings to the street, relegating parking, and allowing mixed use.



Proposed view looking south on Emmet Street at Barracks Road; Meadowbrook Shopping Center (rebuild) is on the left and the existing bank building (with a face lift) is on the right



Zoning Classification: Water Street Corridor

Primary Location: Water Street

Vision: Water Street Corridor District. The intent of the Water Street Corridor District is to provide for a mix of commercial, retail and entertainment uses in a way that complements and supports the Downtown Pedestrian Mall area. As the Downtown Pedestrian Mall develops, the natural spillover will be to this area. While it is not a complete pedestrian zone, it contains many characteristics thereof. Development thereof shall blend the pedestrian scale with a slightly more automobile oriented feel to achieve this supportive mixed-use environment.

Zoning Allowances:

Height – Maximum – 70’
 With SUP – 101’
 Minimum – 40’
Setback – Water Street - 5’
Densities – 43 DUA
 240 DUA with SUP

Use Characteristics: Mixed use encouraged with high density residential allowed. Envisioned as an extension of downtown uses.



Zoning Classification: West Main North

Primary Location: North Side of West Main, Ridge to University

Vision: West Main North Corridor: The West Main North district is established to provide low-intensity mixed use development at a scale that respects established patterns of commercial and residential development along West Main Street and neighborhoods adjacent to that street. When compared with the area further south along West Main Street, lots within this area are smaller and older, existing buildings (many of them historic in character) have been renovated to accommodate modern commercial uses. Within this district, established buildings are located in close proximity to the street on which they front, and one (1) of the primary goals of this district is to provide a uniform street wall for pedestrian-oriented retail and commercial uses.

Zoning Allowances:

Height – Minimum – 40'
Maximum – 60'
70' with SUP
Setback – Front - 12' Maximum
Side/Rear – 20, if adjacent to residential
Densities – Mixed Use – 43 DUA
200 DUA with SUP
Minimum – 21 DUA

Use Characteristics: Mixed Use encouraged, High Density allowed, respecting smaller scale historic nature of past development scale is not as great as on West Main South.



SYCAMORE TEN POINT FIVE



Zoning Classification: West Main South

Primary Location: South Side of West Main, Ridge to University

Vision: West Main South Corridor: Property on the South Side of West Main Street are much deeper, and generally larger in size, than those to the north, and established non-commercial uses typically are separated from adjacent residential neighborhoods by railroad tracks and street rights-of-way. The purpose of this zoning district is to encourage pedestrian-friendly mixed-use development, at intensity slightly greater than that to the north of West Main. The permitted uses and building heights, those allowed by-right and by special permit, respect the scenic character of the West Main Street corridor.

Zoning Allowances:

- Height – Minimum – 40’
Maximum – 70’, with SUP – 101’
- Setback – Front - 15’, 20’ Maximum
Side/Rear – 20, if adjacent to residential
- Densities – Mixed Use – 43 DUA
240 DUA with SUP
Minimum – 43 DUA

Use Characteristics: Mixed Use encouraged, High Density allowed with greater density than West Main North due to deeper lots, more open space, and railroad tracks as buffer.



Proposed view at 7th Street looking to the new Union Station development and showing the proposed square at 7th Street and West Main Street

