

CITY OF CHARLOTTESVILLE
"A World Class City"

Department of Neighborhood Development Services

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September 15, 2015

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

Please Take Notice

A Work Session of the Charlottesville Planning Commission will be held on **Tuesday September 22, 2015 at 5:00 p.m. in the NDS Conference Room in City Hall (610 East Market Street).**

AGENDA

1. Small Area Plans
2. Public Comment

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



**CITY OF CHARLOTTESVILLE
NEIGHBORHOOD DEVELOPMENT SERVICES
MEMO**

To: Charlottesville Planning Commission
From: Missy Creasy, Assistant Director
Brian Haluska, Principal Planner
CC: Alex Ikefuna, NDS Director
Date: September 14, 2015
Re: Small Area Planning

At the August 25, 2015 work session, guidance was provided for the CIP process which led to a broader discussion of items the Commission wanted to review. The Commission requested that the September work session focus on the topic of small area planning. Staff has gathered materials from discussions held to date as well as the small area plan process proposal which was scheduled for the August work session but was not reached for discussion.

City Council and the Board of Supervisors held a work session on September 10, 2015 to talk about future priorities for joint activities. There was consensus that joint planning involving the Rivanna River and a plan for both localities in this area should occur. When this effort moves forward, additional staff time will need to be dedicated to this effort in addition to the time currently dedicated to committee meetings. They also set up a subcommittee to discuss small area planning with the City and County. It was specifically noted that all other small area planning efforts should move forward and not await results from this group.

Staff highlights the following as helpful outcomes of this work session

1. Should the Rivanna River project include a review of the Woolen Mills zoning?
2. Next priority for small area planning following the Rivanna River area.
3. Refinement of the small area planning process document.

As you prepare for this discussion, please prepare for the following questions:

1. After review of the packet materials, what does a small area plan look like and what outcomes do we want to see from each process or plan?

2. After review of the Comprehensive Plan materials on Small Area Planning, do you agree the areas listed are all still areas for consideration?

3. Progress is still occurring on the West Main Streetscape and Zoning update as well as implementation efforts proceeding in the SIA. It is anticipated that resources may be placed towards a Rivanna River focused planning effort with the County in the coming months. If this moves forward, should the scope of the project include a review of the zoning in the Woolen Mills area?

4. Keeping the information in item 3 in mind, where should the City be focusing next for small area planning?

5. Staff has submitted a process which could be tailored for use for each small area plan. What recommendations do you have for updates to this document?

Attachments:

Comprehensive Plan Materials

Materials and Minutes from the August 27, 2013 Small Area Planning Discussion

Minutes – 4-23-14 Small Area Subcommittee

Minutes – 6 25-14 Small Area Subcommittee

Materials and Minutes from the January 27, 2015 Work Session

Small Area Plan Process

Small Area Plans

This Comprehensive Plan Update identified several specific areas of the city where planning and design issues or investment opportunities may warrant additional study through the development of specific small area plans in the coming years. Each of these small areas is highlighted on the attached map although the boundaries of each specific small area plan may be adjusted during the study period. The process for each small area plan will begin with the development of common elements as well as a planning process that is generally consistent but which can be molded to the unique character of each area. Once these elements are in place, the community will develop small area plans for prioritizing and implementing proposed planning strategies and civic improvements in these areas. The resulting small area plans will provide the basis for future planning, urban design, and investment decisions.

The descriptions below update current efforts to address these issues and also highlight some of the issues that members of the public identified in these areas.

The small area planning process is intended to examine these areas anew and holistically, with the full engagement of the public, elected and appointed officials and planning professionals. The Comprehensive Plan identifies a number of small area plans but acknowledges that not all can be addressed in the short term. It is anticipated that those already underway will continue to move forward and that evaluation and execution of other plans will follow. The resulting small area plans will provide the basis for future planning, urban design, investment decisions, and possible changes to zoning and the future land use plan. These plans will then be appended to the Comprehensive Plan and reviewed for possible changes every five years. Each small area plan should be also coordinated within a city-wide map and “multi-modal system framework plan” as called for by Land Use Objective 1.4 and required by the Institute of Transportation Engineers (ITE) guidebook, “*Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*” (Transportation Objective 2.5,) and the Virginia Department of Rail and Public Transportation (DRPT) “*Multimodal System Design Guidelines*” as they are developed.

Strategic Investment Area: This is an urban design and economic development study of the area south of Downtown to Elliott Avenue between Avon and Ridge Streets. The City has engaged the firm Cunningham/Quill to lead this study over the next six to eight months to conclude in July 2013.

Woolen Mills: The 2001 and 2007 Comprehensive Plans recognized planning challenges in the Woolen Mills Neighborhood that result from the adjacency of residential and industrial zoned areas. Staff proposed to the University of Virginia that the resources of the Architecture School be focused on this area to start the process. During the fall 2012 semester, PLAC 4010, a neighborhood planning workshop, examined the neighborhood’s history and land-use and in January 2013 the full school conducted a week long design exercise focused on both sides of the Rivanna River. Staff and the Planning Commission will utilize, as appropriate, both of those efforts as points of departure to work with the neighborhood in the development of a small area plan that can address the tension between the low-density residential uses in the north of the neighborhood and the industrial uses in the south.

West Main/Ridge McIntire Corridors: At the request of the PLACE Design Task Force, City Council approved issuing a request for proposals in the Spring of 2013 to secure consultant services to recommend updates to existing plans, codes and guidelines related to these two corridors. Transportation improvements will be focused on balancing the needs of pedestrians and bicycles with other vehicles. This plan will examine the different “nodes” on West Main and consider how to maximize investment in this key corridor.

Cherry/Roosevelt Brown: The Transition Zone/Cherry Avenue Corridor zoning was created through a collaborative community process in 1999. Since that time changes in the neighborhood and the economy have led to thinking that the current zoning might not be appropriate for this area. Staff has held initial neighborhood meetings in this area and intends to continue a focused review on this area to consider both economic opportunity and neighborhood protection.

Fontaine Neighborhood Commercial: After completion of the Comprehensive Plan there will be a review of any needed changes to the zoning ordinance identified during the planning process. The appropriateness of the Fontaine Neighborhood Commercial is one area that will be studied, with the desire being to determine if commercial designations are appropriate.

Rose Hill: The 2001 and 2007 Comprehensive Plan recognized that there may be incompatible land uses and zoning in the Rose Hill Neighborhood. Vested rights issues make addressing the adjacency of residential and heavy commercial areas difficult; however a Rose Hill small area plan combined with study of Preston Avenue and the Harris/McIntire Corridor may help to resolve these issues.

Preston Avenue: The 2001 Comprehensive Plan suggested this area as a mixed-use corridor with a focus on high tech uses. An updated review of this area would determine uses appropriate to current conditions and opportunities as well as the need for improved urban design.

McIntire/Harris/Allied: This area’s traffic pattern and volume will change with the completion of the Meadow Creek Parkway and interchange. This transportation change coupled with the recent development of restaurants, studios, start-up and other commercial endeavors warrant an updated review that addresses the effects and potential opportunities associated with this change

The River Road Area: UVA Architecture School held a charrette process to begin examining this area. New information from this effort will be evaluated and considered in the context of applicable ordinances and initiatives.

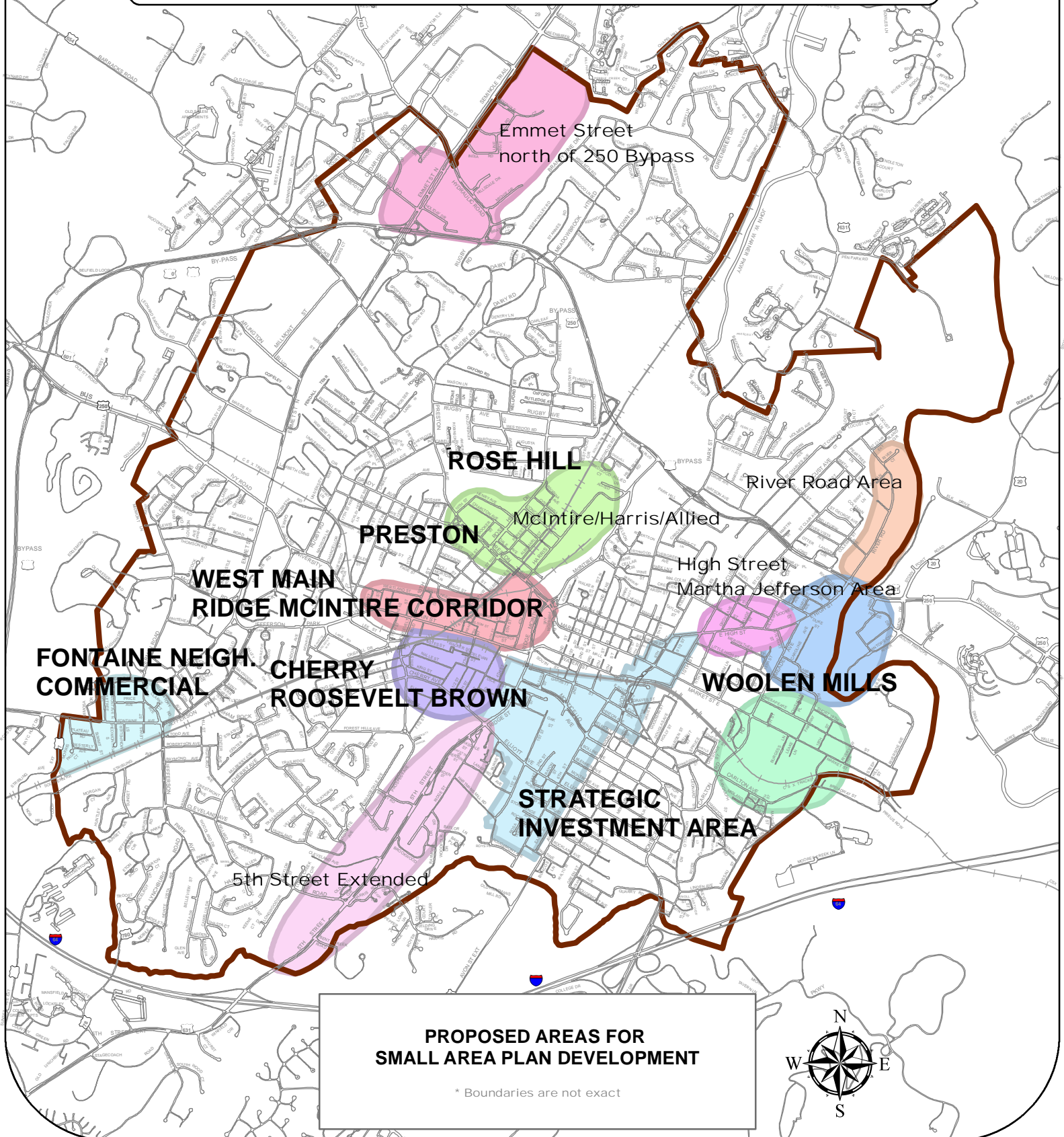
Emmet Street north of the 250 Bypass: This area possesses considerable potential for new placemaking because of road network and traffic pattern changes, the development of the Stonefield commercial and residential development in the County, and future redevelopment of the K-Mart site and Michie Drive CRHA site. This area provides an expanded opportunity for dense, urban development at a major gateway to the city.

High Street/Martha Jefferson Area: The relocation of Martha Jefferson Hospital is responsible for the new and transitional uses that are developing for both the former hospital as well as other

properties in this neighborhood and differ from the vision created in previous plans. This area has been identified for study to include the Little High neighborhood and the area extending from High Street to River Road to evaluate the most appropriate urban design solutions for continued residential uses and economic development.

Fifth Street Extended: The construction of the Avon/5th Connector and the resultant big box center will change traffic patterns in this area and is likely to stimulate increased commercial activity near this city/county edge. Planning and design studies for this area may identify urban design opportunities more consistent with the city's desire for walkable, bikable, and transit-supported development.

Proposed Areas SMALL AREA PLAN DEVELOPMENT



Emmet Street
north of 250 Bypass

ROSE HILL

River Road Area

PRESTON

McIntire/Harris/Allied

**WEST MAIN
RIDGE MCINTIRE CORRIDOR**

High Street
Martha Jefferson Area

**FONTAINE NEIGH.
COMMERCIAL**

**CHERRY
ROOSEVELT BROWN**

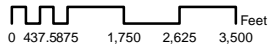
WOOLEN MILLS

**STRATEGIC
INVESTMENT AREA**

5th Street Extended

**PROPOSED AREAS FOR
SMALL AREA PLAN DEVELOPMENT**

* Boundaries are not exact



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August 7, 2013

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

Please Take Notice

The Charlottesville City Council and Charlottesville Planning Commission will hold a Joint Work Session on **Tuesday August 27, 2013 at 5:00 p.m. at City Space (100 5th Street NE)**.

AGENDA

1. Comprehensive Plan Implementation
 - a. General Comprehensive Plan
 - b. Small Area Planning
 - (1) Standards and Design Manual Update
 - (2) Code and Ordinance Audit Project
 - (3) Prioritize Small Areas for Future Consideration

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

CITY OF CHARLOTTESVILLE NEIGHBORHOOD DEVELOPMENT SERVICES



MEMORANDUM

To: Charlottesville Planning Commission and City Council
From: Jim Tolbert, Director & Missy Creasy, Planning Manager
Date: August 13, 2013
Re: August 27, 2013 Work Session materials – Comprehensive Plan Implementation

Planning Commission and City Council scheduled a joint work session to discuss implementation of the Comprehensive Plan following the plan adoption. Plan implementation is a multifaceted process with a number of people and resources involved. Many items included in the plan address ongoing and long term initiatives as well as one time projects and items that will be implemented if resources are available.

To make best use of this short discussion time, we are breaking the session into two parts. The first will be focused on the Comprehensive Plan as a whole and the second on Small Area Planning.

General Comprehensive Plan Implementation

The Comprehensive Plan contains a myriad of community priorities. Objectives are contained in different chapters which focus on specific topics yet link to one another. With so many considerations, it can be very difficult to focus on items for implementation and even more difficult to determine what comes first. This is an opportunity for the Commission and Council to start that conversation. The Comprehensive Plan chapters should be one of the main items you review in preparation for this discussion. In addition, the City and County Planning Commissions spent time reviewing each of the areas contained in the plans for areas where joint planning could occur. The report from this exercise may also help in determining where to start in the implementation process.

As you review the Goals and Objectives, the Implementation Chapter and the Joint City County Planning Commission Goals report, think about the following questions:

1. Which areas should the City focus on first? Why?
2. Which items do you feel could be accomplished within 1-2 years?
3. Which items need to be addressed specifically by the City Council's Strategic Planning Process?
4. What additional resources are needed to provide Implementation input?

Small Area Planning

The Comprehensive Plan outlines a number of areas where additional planning activities may potentially occur to address opportunities available in those areas. Staff has provided a report containing background information as well as some preliminary information to be used to begin thinking through this process. It is felt that this initial discussion would be best used to prioritize the small areas in preparation for Council's Strategic Planning Process which begins in September 2013. As you review the report and prepare for the prioritization discussion, think about the following:

1. How should the Small Area Plan's be prioritized in preparation for City Council's Strategic Planning Process?

Comprehensive Plan Link for chapter information: <http://www.charlottesville.org/index.aspx?page=3462>

The Livability Project

April 5, 2013

In 2011, the U.S. Department of Housing and Urban Development (HUD) awarded a \$999,000 grant to the Thomas Jefferson Planning District Commission (TJPDC) to develop a Livability Implementation Plan for the Charlottesville-Albemarle MPO area. The process to develop this plan, referred to as the Livable Communities Planning Project (Livability Project), builds upon the region's 1998 Sustainability Accords and other area planning documents to integrate cross-cutting strategies for land use, transportation, housing, economic vitality, air and water quality, and energy use. The Livability Project was launched in April 2011 in conjunction with the kick off to the Charlottesville & Albemarle County Comprehensive Plan and Long Range Transportation Plan updates. Since the kick off, project staff have assisted in coordinating public input into the three plan updates.

The process to develop the Livability Project has been a continuation of decades of cooperative planning efforts formally set in place in 1986 through the Three Party Agreement. This Agreement between the City of Charlottesville, Albemarle County, and the University of Virginia (UVA) created the Planning Action Coordination Council (PACC) to oversee planning and development coordination in areas of adjoining or overlapping jurisdiction.

Areas "A," "B," and "C" were shown on a map to delineate the areas of adjoining or overlapping jurisdiction. Area "A" are University-owned properties, Area "B" contains privately-owned properties that span the City-County boundary, and for which mutual interest exists. Area "C" is everything that is not part of Area "A" or "B." In years past, properties in Area B had specific plans to guide future development. These specific plans are updated and are expected to be part of the City and County's Comprehensive Plans. In addition to Area B work, Charlottesville, Albemarle and University of Virginia have worked with TJPDC on regional transportation planning under the auspices of the Charlottesville-Albemarle Metropolitan Planning Organization (MPO). The partners also work closely on planning related to diverse issues of mutual concern.

The grant expectations are for completion of five primary products:

1. Common Map

This product is a single map depicting in a consistent fashion the Future Land Use Plans of Charlottesville and Albemarle County, the UVA Grounds Plan and fiscally constrained transportation projects in the CA MPO Long Range Transportation Plan. This product is intended to assist all participants including Planning Commissions and the public in visualizing the future plans for the area.

2. Performance Measurement System

This product is intended to depict the most important measurements of the status of the Charlottesville-Albemarle area through quantitative data. The measurements being selected are those that portray the priorities for the area as expressed in the Comprehensive Plans of the two localities. Data that is incorporated into the Performance Measurement System has been chosen due to its ready availability and regular schedule for updates allowing the performance measurements to be easily updated and tracked in the future.

3. Code and Ordinance Review

The Code and Ordinance Review is intended to create a list of topics in the Charlottesville and Albemarle Zoning Ordinance and Subdivision Ordinance that should be reviewed based on policy changes adopted in the updated Comprehensive Plans. It is intended to be used by Planning Commissioners and staff over the next several years to make sure that the policy changes in the Comprehensive Plans get incorporated into the Zoning and Subdivision ordinances which are the legal implementing documents.

4. Sustainability Initiatives

The Sustainability Initiatives report will identify key sustainability issues facing the area and suggest approaches by which public and private community leaders can work cooperatively to address those issues.

5. Comprehensive Plan Recommendations

The purpose of this product is to support the required updates of the Comprehensive Plans of the City of Charlottesville and Albemarle County.

Specific activities expected in development of the plan included the following:

1. Development of a Local Plans Database

This product was created by the TJPDC staff to provide a tool to efficiently search a compilation of over 12,000 goals, objectives, strategies and action items based on key issues and topics identified in 82 local planning documents from the project study area. Use of the Local Plans Database allows members of the public to quickly access goals, objectives, strategies and recommendations related to any topic or combination of topics. It also can be used by staff members to quickly identify everything that has been adopted by the localities on any topic.

2. Expanded Public Input

An expanded public input process was provided for both the City and County Comprehensive Plan updates through the following activities:

- a. Community Outreach Series - In the fall and winter of 2011/12 a Community Outreach series was conducted. These workshops touched on a wide variety of issues, including environment, land use, transportation, housing, economic drivers, community facilities and services, and historic resources. Attendees were asked to provide feedback on existing goals and actions being taken to implement the goals.
- b. Questionnaires – Public input was also sought to support the Comprehensive Plan updates through a number of questionnaires. These questionnaires were distributed online or at events and broadened the number of people that provided input on the issues. Questionnaires sought input on the Performance Measurement System, Housing and Economic Drivers, Transportation, Historic and Scenic Resources and on Community Priorities. Received input was analyzed by project staff and reported to the public, Planning Commissioners and locality staff for consideration in the Comprehensive Plans.
- c. OneCommunity Conversations – The OneCommunity Conversations were a series of workshops held in October 2012. These workshops shared findings from the Community Priorities Questionnaire and solicited feedback on shared planning goals for Charlottesville and Albemarle County. Four workshops were held at different locations, but all included the same content and format. The workshops utilized a focus group approach structured around facilitated small groups whose comments were written down by recorders.

3. A Joint Planning Commission Process

One of the most important activities in the Sustainable Communities Planning Project was the Joint Planning Commission process. Over the course of a year and a half, the Charlottesville and Albemarle Planning Commissions met together nine times in joint session. These sessions allowed Planning Commissioners to discuss issues of overlapping concern, share existing approaches and identify key issues that needed to be addressed by both localities. Through the course of this process, the two Planning Commissions identified eight areas of joint interest for discussion and recommendations; Economic Development, Entrance Corridors, Environment, Housing, Land Use, Transportation, Parks and Recreation, and Historic Preservation. The Planning Commissions ultimately

agreed on an overall direction in these areas that are important for both the localities.

At the January 2013 Joint Planning Commission meeting the two commissions identified two priorities for implementation:

- 1) Planning for a unified vision of the Rivanna River Corridor by the two localities that supports the river corridor as a destination and develops a shared vision for parks, trails and recreational opportunities associated with the river;

- 2) Planning for a coordinated sidewalk network across City-County boundaries and dedicated bike-pedestrian connections across physical barriers within the community.

These priorities are identified in each locality's Comprehensive Plan Draft as of April 5, 2013.

The final version of the Vision and Goal Statements, as approved by the two planning commissions at their meeting on January 15, 2013, is below. The Vision and Goal Statements will be incorporated into the updated Comprehensive Plans by the two local governments using approaches that are appropriate within the structure of the updated Comprehensive Plan documents. As a result, the presentation of the Vision and Goal Statements is somewhat different in the two plans and may be modified by City Council and Board of Supervisors. One of the most important benefits of the HUD Sustainable Communities Planning project for the Charlottesville-Albemarle area has been the input from the entire community, opportunities to learn about how each locality addresses areas of common interest and collaborative efforts by the two Planning Commissions to jointly identify and prioritize vision and goals for the entire community.

Charlottesville & Albemarle County Joint Vision and Goal Language

Final February 19, 2013

Economic Development

Charlottesville and Albemarle County recognize the necessity of vibrant regional economic relationships and will work together toward a strong, diversified economy creating stability and opportunities for advancement in our communities.

To do this, the City and County will:

- Continue to coordinate staff efforts to support regional economic development, including collaboration with the University of Virginia.
- Improve opportunities for employment centers that are connected to community amenities, housing, and services in the City and in the County's Development Areas.
- Coordinate with education partners – elementary, middle, high schools, as well as PVCC and CATEC – to provide training for locally based jobs.
- Support a range of businesses in identified target industry areas (bioscience & medical, business & financial, information technology & defense, and agribusiness).
- Encourage land use practices and policies that promote vibrancy in the local economy through cultural industries including heritage tourism, entertainment, agritourism, local food, and art, and entertainment.
- Improve opportunities for entrance and re-entry into, and advancement within the workforce by encouraging a diversity of training and placement programs designed to help all citizens, regardless of education or income, secure and retain jobs in our community.
- Identify opportunities for small businesses and entrepreneurship and develop policies that encourage innovation.

Entrance Corridors

Charlottesville and Albemarle County will work together to more consistently enhance the visual quality and multi-modal experiences along the corridors.

To do this, the City and County will:

- Enhance communication among the University of Virginia and, City and County Boards and Commissions related to proposed changes within Entrance Corridors and other shared boundaries.
- Create distinctive destinations and places through multiple means such as landscaping and urban area walkability
- Establish a consistent approach to signage.

- Coordinate continuity of corridor guidelines between the City and County.
- Enhance and improve the scenic and historic character of each corridor, while connecting historic resources – such as Monticello, Ashlawn-Highland, the University of Virginia, and Court Square – within the community.

Environment

Charlottesville and Albemarle County will continue to promote a community of green neighborhoods, healthy waterways, clean air, and sustainable natural resources.

To do this for each aspect of the environment, the City and County will:

- **Air Quality**
 - Encourage multi-modal transportation and focus development and redevelopment in urban areas that are supported by multi-modal transportation facilities that will help to reduce emissions of air pollutants and greenhouse gases.
 - Encourage industries to be clean and environmentally responsible.
- **Water Quality**
 - Protect drinking water supplies, and associated watershed protection areas.
 - Improve water quality of all of our waterways.
 - Recognize the connection between land use practices and water quality in decision making.
 - Coordinate actions intended to address and meet all appropriate water quality standards.
- **Stormwater**
 - Improve stormwater infrastructure and reduce stormwater runoff.
 - Encourage low-impact development techniques and practices through land development regulations, education, and incentives.
- **Agriculture**
 - Improve the viability of local agriculture through concentrating development in the city areas identified for greater intensity of use and higher densities and county development areas while strengthening measures that protect agriculture in the rural areas.
 - Recognize the shared interests between the City and County in promoting a strong local food economy.
- **Vegetation and Biodiversity**
 - Recognize the benefits of biological diversity and encourage the retention and use of native plants.
 - Encourage establishment, maintenance, and replenishment of urban tree canopy in the developed areas, as a means of promoting urban green space, as well as supporting stormwater runoff reduction efforts
- **Energy Efficiency and Conservation**
 - Continue to develop resource and energy conservation strategies and practices applicable to both public and private facilities.

- **Disposal Practices**
 - Promote re-use and recycling.
 - Encourage programs to eliminate roadside litter.

Historic Preservation

Charlottesville and Albemarle County will enhance the historic character of the region by fostering community awareness of our historic and cultural resources and promoting the preservation of designated structures and areas.

To do this, the City and County will:

- Prepare and maintain coordinated information detailing requirements, responsibilities and support programs for eligible, significant and designated resources.
- Collaborate on tourism outreach related to historic resources.
- Prepare, maintain, and make publically available a single map of formally designated City and County historic resources to be made available as a layer on both city and county data systems.
- Encourage designation of historic buildings, sites, districts, structures and objects through state and federal programs.
- Encourage local historic designations where appropriate in cooperation with neighborhoods.
- Collaborate with the University of Virginia, Ashlawn-Highland, and Monticello and other community organizations on historic preservation matters.

Housing

Charlottesville and Albemarle County will each have a range of housing types that support various incomes, ages, and levels of mobility. These housing types should be connected to community amenities, parks, trails and services in the City and in the County's Development Areas.

To do this, the City and County will:

- Develop joint City-County housing goals, both for market-priced and affordable units.
- Explore the idea of a Regional Housing Authority.
- Encourage mixed income communities.
- Facilitate collaboration and coordination among various housing staff, committees, builders and organizations to ensure an appropriate range of housing choices for all community members.

- Develop policies to encourage housing opportunities suitable for healthy aging and for people with disabilities, located in close proximity to community services and amenities, recreational resources and connected to multi-modal transportation corridors.
- Promote housing located near employment centers in the City and County Development Areas and optimal multi-modal transportation links between those areas and major employment centers.
- Increase the range of housing type choices, focusing especially on the creation of additional workforce (60%-120% AMI), affordable housing (25%-60% AMI), and deeply affordable (0%-25% AMI) units in the City and the County.

Land Use

Charlottesville and Albemarle County will support neighborhoods and places that allow residents to live, work, and play near their homes and where attention to the character of new development and redevelopment enhances quality of life.

To do this, the City and County will:

- Encourage development and redevelopment in areas of the City identified for increased density and greater intensity of use, and in County Development Areas where appropriate in order to preserve open space, rural areas, and agricultural areas.
- Promote land use patterns that encourage multi-modal transportation opportunities.
- Coordinate City and County Development Areas land use and infrastructure policies.
- Maintain the distinct character of the Rural Areas.
- As a means of decision coordination, continue to actively participate in the Planning and Coordination Council (PACC), which brings City, County and University leaders together to discuss issues of common concern and interest.
- Establish policies that provide for consideration of development effects on the neighboring locality and shared community resources.
- Create a unified vision for land uses adjacent to the Rivanna River that supports the river corridor as a destination while ensuring the protection and improvement of the river's water quality.

Parks and Recreation

Charlottesville and Albemarle County will provide a system of high quality public parks, recreation facilities and programming to meet the needs of all residents of the community.

To do this, the City and County will:

- **Share community visions.**
 - Explore shared use facilities as a first option when contemplating new or replacement recreation facilities within either jurisdiction.
 - Explore the possibility of a Regional Park Authority to manage shared resources including, but not limited to Ivy Creek Natural Area and Darden Towe Park.
 - Develop and implement a shared vision for parks, trails and recreation opportunities associated with the Rivanna River.
 - Work with the Virginia Department of Conservation and Recreation (DCR) to develop a shared vision for recreation opportunities associated with Biscuit Run State Park.
- **Encourage healthy choices among all of our residents.**
 - Create multi-modal connections to and between parks and recreation areas and employment centers.
- **Coordinate shared parks and recreation resources.**
 - Utilize existing Needs Assessment documents to initiate a dialogue on meeting recreation needs.
 - Evaluate existing user fees associated with all parks, facilities and programs to explore reciprocity programs.
 - Coordinate with UVA to identify both active and passive recreation opportunities that may be shared with the larger community.
 - Create a common city/county park, recreation and programming "amenity matrix", and an associated map of amenity locations.
 - Create a regional plan to address need for additional recreational fields.

Transportation

Charlottesville and Albemarle County will promote regional multi-modal and accessible transportation options.

To do this, the City and County will:

- Coordinate transportation planning between Charlottesville, Albemarle County, and the University of Virginia through the Metropolitan Planning Organization by;
 - Storing transportation data in the same format.
 - Coordinating collection of transportation data to facilitate sharing information among Charlottesville, Albemarle County, the University of Virginia, and the Metropolitan Planning Organization.
- Increase and expand transit network efficiency and use.
- Coordinate building the sidewalk network across City-County boundaries and addressing barriers to pedestrian connectivity.
- Provide community education regarding transportation options.
- Collaborate to strengthen intrastate and interstate rail and air transportation opportunities.

- Coordinate to provide and enhance multi-modal connections between employment centers and areas of high residential density.
- Create dedicated bike-pedestrian connections across physical barriers within community.
 - Rivanna River
 - Route 250 – East and West
 - Interstate 64
 - Railroad network
 - City and VDOT system connection
 - Route 29

Small Area Plans

BACKGROUND

The Comprehensive Plan adopted by the City Council in 2001 established the vision for Charlottesville to become a more dense, urban walkable community. Using the 1994 Sustainability Accords as a basis, the plan had the following highlights:

- Work by Torti Gallas and Robert Charles Lessor recommended density in the Downtown, West Main Street, and other “corridors” including Emmet Street and Preston Avenue.
- Dense neighborhoods of student housing were recommended immediately adjacent to the University of Virginia to encourage pedestrian activity and discourage the use of automobile by students.
- Entrance Corridor designations were expanded to gain some degree of control on key corridors poised for development.
- Mixed-use was recommended as a highly desirable form of development.

In 2003 a new Zoning Ordinance was adopted with the specific intent to implement changes recommended by the Comprehensive Plan. Highlights include:

- Creation of sixteen “corridor” zones to replace the old Euclidean System of regulation with its six layers of commercial zones. Instead specific corridors tailored to the Torti Gallas vision were designated as their own zoning classification with the purpose to use the zoning as a mirror of the Plan, to encourage and simplify the process. Where the vision is for mixed-use, the zoning ordinance was crafted to allow the development appropriate for that zoning classification by addressing:
 - Density
 - Setbacks
 - Height
 - Build to lines
 - Stepbacks
- The University High Density and Medium Density zones were adopted.

- Parking requirements were substantially reduced and allowances made for shared parking.
- Requirements for street trees and landscaping were added to the code.

After adoption of the revised Zoning Ordinance, the Planning Commission and Board of Architectural Review in 2003, began a revision of the Design Guidelines for Architectural Control Districts and Entrance Corridors. Those guidelines were crafted to encourage pedestrian friendly development appropriate to the character of the particular district under development.

The desire for Charlottesville to become that more urban, more dense, walkable and bikeable community was continued as the central theme of the 2007 Comprehensive Plan and the 2013 Plan, just adopted. The recent plan identified that, although much development has occurred in support of that vision, there are areas where more specific plans are needed and codes that need review/revision in order for that vision to be more fully realized. Three specific things that should be addressed are:

- The Design Standards Manual should be revised to implement the “Complete Streets” resolution adopted by City Council. In particular the manual should provide for design solutions appropriate to context by addressing lane widths, sidewalk widths, bike lane standards, planting buffer with appropriate materials, and on-street parking. It must also incorporate provisions and/or requirements for sustainable infrastructure and coordinate with ongoing revisions required for the stormwater ordinance. The Design Standards Manual should be coordinated with the ADC and EC design guidelines, and with the Zoning Ordinance (smaller driveways may be approved in historic districts) and Comprehensive Plan objectives, especially Urban Design goal 7 such as, 7:8: Coordinate with the Public Works and Parks Departments regarding maintenance and construction that would affect historic features of the City’s neighborhoods. Where possible, maintain and repair granite curbs, retaining walls, distinctive paving patterns and other features instead of replacing them.
- While the Zoning Ordinance adopted in 2003 was far reaching and unlike any other in Virginia when it was written, it is 10 years old and should be reviewed to ensure that it allows the desired development and, to the extent possible,

prohibits development that is not desired. Issues to be considered include balancing the vision for more density with the desire to preserve community character and contributing historic buildings, and addressing uses allowed to the extent that non-compatible uses are not allowed to occur adjacent to one another, or if they are located adjacent to one another to be mitigated so they may co-exist. Problems and opportunities already identified which include:

- Street Tree location
 - Building Height/Massing
 - Build to line issues
 - Discretionary Review
 - Parking Requirements and Parking Location
 - Use of the PUD
- The 2013 Comprehensive Plan identified 15 areas in need of more specific planning study. For lack of a better term they are referred to as “Small Area Plans”. Two of these planning efforts are underway and one was removed during plan adoption. Each is unique with a different understanding of desired direction and outcome or a different issue is driving each. There are themes common to most however. Concerns include:
 - Incompatible Zoning
 - Changes of property ownership and transition of uses
 - Traffic
 - Walking and Biking

ACTION

There is an incredible amount of work to undertake to address these very important issues. Staff has spent a lot of time discussing how each might be addressed within existing resources and small resource increases. Using knowledge of potential development and the need to get ahead of that development, or the length of time an issue has been of concern to a neighborhood, the following is a recommended plan of action to address these needs.

1. Revise the Design Standards Manual to incorporate Complete Streets and Sustainable Infrastructure Principles. A staff team has begun this work and has established a plan to update the standards using the Institute of

Transportation Engineers Manual for Designing Walkable Urban Thoroughfares and the NACTO Urban Bikeway Design Guidelines.

2. Audit City Codes to ensure they will achieve the desired development. Using the Smart Growth America Smart Growth Policy Audit, conduct a review of city codes and policies to determine if they help us achieve our vision for smarter growth. The audit is based on the following principles:

- a) Provide a variety of transportation choices
- b) Mix land uses
- c) Create a Range of Housing Opportunity choices
- d) Create Walkable Neighborhoods
- e) Encourage Community and Stakeholder Collaboration
- f) Foster Distinctive, Attractive Communities with a Strong Sense of Place
- g) Make Development Decisions Predictable, Fair and Cost Effective
- h) Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas
- i) Strengthen and Direct Development Towards Existing Communities.
- j) Adopt Compact Building Patterns and Efficient Infrastructure Design

The tools provided with the toolkit include:

- A Quick Diagnostic
- Policy Audit
- Code and Zoning Audit
- Audit Summary
- Project Scorecard
- Incentives Matrix
- Strategy Builder

Staff will use the resources in the toolkit to audit all codes and policies. We will also engage a stakeholder group to use some of the tools to gain their perspective on the codes and policies and to ask for specific examples that will assist with the change recommendation. The stakeholders will include citizens, PLACE Design Task Force, Planning Commission and BAR members, developers, architects, and engineers. The work will be coordinated by a staff

intern and the anticipated completion date is June 30, 2014. There will be no cost to the City other than staff time and incidental meeting costs.

3. Begin the development of the Small Area Plans as identified in the Comprehensive Plan. Adopted in the Comprehensive Plan are recommendations for 14 Small Area Plans. One is nearing completion, one is about to begin, and 12 remain. These potential planning areas represent 1,595 acres of the City or 24% of the total City land area.

NAME	AREA (Acres)
Woolen Mills	151.7
Martha Jefferson Area	51
High Street	151.2
River Road Area	75.2
5 th Street Extended	247.2
Fontaine Neighborhood Commercial	79.9
Cherry Roosevelt Brown	90.9
West Main Ridge McIntire Corridor	111.9
Preston Rose Hill McIntire Harris Allied	155.1
Emmet Street North of 250 Bypass	230.4
Strategic Investment Area	250.4

If plans are done, there will be an expectation for implementation. Implementation will include both regulatory and code changes as well as public infrastructure improvements. Private sector improvements will depend on market conditions and property owner willingness to take a risk on an investment. The City cannot afford to implement improvements in all these areas at one time, nor can the market absorb the private development that is the object of many of these studies and is what will ultimately fund some of the improvements.

Another factor that must be considered is the citizen interest in these planning efforts. Staff regularly hears from citizens that they have meeting fatigue, therefore planning efforts must be relevant. Prior to the initiation of additional planning studies an engagement plan should be developed and neighborhoods engaged to determine interest in more process.

As stated above, the twelve proposed Small Area Plans take several forms. Including the Strategic Investment Area and West Main Street projects which are in process, staff believes that six should involve consultant team efforts due to the complexity. The remaining six could be completed by staff teams as described later in this report. Below are descriptions of each of the planning processes along with a brief outline of how they might be completed. The bold portion of each Small Area Plan description is the language from the Comprehensive Plan. Staff comments follow each.

1. **Strategic Investment Area (South of Downtown):** This is an urban design and economic development study of the area south of Downtown to Elliott Avenue between Avon and Ridge Streets. The City has engaged the firm Cunningham/Quill to lead this study over the next six to eight months to conclude in November 2013.

This planning process is nearing completion; expected in November, 2013 with a presentation to City Council, Planning Commission and the PLACE Design Task Force.

2. **West Main/Ridge McIntire Corridors (JPA to Ridge and Preston to Monticello):** At the request of the PLACE Design Task Force, City Council approved issuing a request for proposals in the Spring of 2013 to secure consultant services to recommend updates to existing plans, codes and guidelines related to these two corridors. Transportation improvements will be focused on balancing the needs of pedestrians and bicycles with other vehicles. This plan will examine the different “nodes” on West Main and consider how to maximize investment in this key corridor.

Staff is currently negotiating a contract with a consultant team for the completion of this project.

3. **Preston Avenue (Ridge/McIntire to 10th):** The 2001 Comprehensive Plan suggested this area as a mixed-use corridor with a focus on high tech uses. An updated review of this area would determine uses appropriate to current conditions and opportunities as well as the need for improved urban design.

The Preston planning process should be very similar to the West Main Street scope and process. Because this corridor has not had the amount of scrutiny and prior planning efforts as West Main Street, more initial time must be spent with the community to form a vision. There will be stakeholder meetings with the key

property owners and businesses along the corridor. Staff envisions that the scope will include urban design work to include streetscape and form based coding as well as a financial analysis. Due to the unique configuration of Preston Avenue and the opportunities it provides for change this study will require extensive multi-modal transportation planning and traffic engineering expertise.

4. **Emmet Street/Hydraulic north of the 250 Bypass:** This area possesses considerable potential for new place making because of road network and traffic pattern changes, the development of the Stonefield commercial and residential development in the County, and future redevelopment of the K-Mart site and Michie Drive CRHA site. This area provides an expanded opportunity for dense, urban development at a major gateway to the City.

The Emmet/Hydraulic corridor provides some of the greatest challenges as well as opportunities. The completion of Stonefield, end of the K-Mart lease, Hillsdale Drive, and potential relocation of Kroger create a pending crisis of opportunity. This study will need a critical discussion to set a realistic vision for the area and must include the primary property owners who are the ones that will make things happen. A financial analysis will be key to any decision making. Only after those things are complete can a plan and regulating system be developed. Traffic volumes may negate the opportunity for this entire area to be a walkable pedestrian corridor but a realistic attempt to tie it together for all modes should be a focus.

5. **The River Road/Rivanna Corridor Area:** The UVA Architectural School held a charrette process to begin examining this area. New information from this effort will be evaluated and considered in the context of applicable ordinances and initiatives.

The River Road/Rivanna area is a multi-faceted area of study and by necessity must include joint city/county participation. Current uses are a mixture of park, commercial, residential, and industrial. Their uses are both integrated and segregated into linear nodes along the river and care must be taken to not raise fears in the area that this study is attempting to treat the entire area as a homogeneous whole. There are many competing interests, some that utilize the river corridor and some that turn their backs to the river. This planning effort must bring those groups together and create a vision and set of guidelines/codes that can bring the vision to reality. Of all the plans this may be the most complex and is the one in most need of an agreed upon vision. This area has been

discussed at joint meetings of the City and County Planning Commissions and is the subject of joint planning goals. To work together, a mutually agreeable process must be established.

6. **Woolen Mills:** The 2001 and 2007 Comprehensive Plans recognized planning challenges in the Woolen Mills Neighborhood that result from the adjacency of residential and industrial zoned areas. Staff proposed to the University of Virginia that the resources of the Architectural School be focused on this area to start the process. During the Fall 2012 semester, PLAC 4010, a neighborhood planning workshop, examined the neighborhood’s history and land-use and in January 2013 the full school conducted a week long design exercised focused on both sides of the Rivanna River. Staff and the Planning Commission will utilize, as appropriate, both of those efforts as points of departure to work with the neighborhood in the development of a small area plan that can address the tension between the low-density residential uses in the north of the neighborhood and the industrial uses in the south.

Woolen Mills is a complicated area. Since its beginnings as a mill village it has retained that mixture of residential and industrial uses, but not always in an appropriate manner. Many of the residents view it as a “suburban” neighborhood and desire for it remain that way. Businesses adjacent to the railroad value it as an industrial area and do not want to give up the location. Many desire to see the industrial area transition to a mixed-use area with emphasis on residential and neighborhood appropriate commercial uses. Cut-through traffic is a problem in other areas. The planning effort here will require a strong engagement effort and a creative approach to transition from commercial/industrial uses to residential.

These are the six plans where staff sees the assistance of a consultant led process as necessary. Using the experience of the SIA and West Main Street work to date, below is an estimate of timeline, deliverables and cost for each.

SIA	Timeline	10 months
	Cost	Approximately \$200,000
	Deliverables	Urban Design Plan Code/Guideline Recommendations

West Main St.	Timeline	18 months
	Cost	Phase One - \$250,000 Phase Two - \$200,000
	Deliverables	Phase One Urban Design Plan Form Based Code Design Guidelines Phase Two - Construction Documents
Preston Ave.	Timeline	15 months
	Cost	\$300,000 - \$400,000
	Deliverables	Urban Design Plan Traffic Study (Detailed) Code Changes Design Guidelines
Emmet/Hydraulic	Timeline	18 months
	Cost	\$500,000 - \$700,000
	Deliverables	Traffic Study Design Guidelines Urban Design Plan Code Changes
River Road/ Rivanna Corridor	Timeline	18 months
	Cost	\$350,000 - \$500,000
	Deliverables	Urban Design Plan Stormwater/Sustainability Plan Code Changes
Woolen Mills	Timeline	15 months
	Cost	\$150,000 - \$200,000
	Deliverables	Vision Plan Urban Design Plan Code Change

If a program to complete these plans using consultants were adopted and the plans were done consecutively with only a slight overlap, it is possible to complete them in between five and six years. This is contingent upon the appropriation of funds (estimated \$1,300,000 - \$1,800,000) and available staff to manage the projects.

As we learned from Virginia Beach, a way to achieve both economy and continuity might be to engage one consulting team to do all four of the planning studies not yet underway. This of course would be subject to a significant appropriation of funds.

The remaining six Small Area Plans could be completed by a staff team if staff receives Form Based Code Training and supplemental staff. The training is already being scheduled because staff must understand the form based coding that will be a part of the two plans underway in order to properly administer the code. Training is offered by the Form Based Code Institute in 3 levels, with the first being a FBC 101 that is online. The other two, FBC 201 and FBC 301 are offered as a two-day hands on training at various locations. We are currently talking to the Institute about bringing that training here to save costs. After training, the staff would be certified as form based code professionals and be able to write and administer codes.

This is important because several of the next six plans will require some degree of new code work and with new codes in place, there will be a need to administer projects.

As stated earlier there are six other Small Area Plans proposed in the Comprehensive Plan. These are described below:

- Cherry/Roosevelt Brown: The Transition Zone/Cherry Avenue Corridor zoning was created through a collaborative community process in 1999. Since that time changes in the neighborhood and the economy have led to thinking that the current zoning might not be appropriate for this area. Staff has held initial neighborhood meetings in this area and intends to continue a focused review on this area to consider both economic opportunity and neighborhood protection.**

This effort should examine the vision for Cherry and Roosevelt Brown and also the appropriateness of the zoning for other areas that were included in the rezoning in 1999. Staff and many in the community believe that the more residential areas off of the prime corridors should not allow the same intensity of use as those on the corridor. Also, there is a need to revisit the regulations in place to determine if they are appropriate to guide the desired development. This process must also examine the public spaces and look at all modes of transportation.

8. **Fontaine Neighborhood Commercial:** After completion of the Comprehensive Plan there will be a review of any needed changes to the zoning ordinance identified during the planning process. The appropriateness of the Fontaine Neighborhood Commercial is one area that will be studied, with the desire being to determine if commercial designations are appropriate.

The Fontaine area has been zoned as neighborhood commercial since 2003. During the Bel Rio noise discussions, it became clear that while the area shared a zoning designation with Downtown Belmont, the two areas are vastly different. Since 2003 the JPA bridge has been rebuilt, the gas station has been converted to a very popular restaurant, and a new fire station has been built on the corridor. It is time to examine the appropriateness of the zoning as well as the context sensitive design proposed for Fontaine Avenue. Pedestrian and bike mobility in the intersection also need to be addressed.

9. **Rose Hill:** The 2001 and 2007 comprehensive Plan recognized that there may be incompatible land uses and zoning in the Rose Hill Neighborhood. Vested rights issues make addressing the adjacency of residential and heavy commercial areas difficult; however a Rose Hill small area plan combined with study of Preston Avenue and the Harris/McIntire Corridor may help to resolve these issues.

The study envisioned in the 2001 and 2007 Comprehensive Plans has been narrow in focus and simply intended to address incompatible land uses and zoning. This plan may need to be expanded to address the Rose Hill Drive corridor and the various zones of intensity from Preston to Rugby.

10. **High Street/Martha Jefferson Area:** The relocation of Martha Jefferson Hospital is responsible for the new and transitional uses that are developing for both the former hospital as well as other properties in this neighborhood and differ from the vision created in previous plans. This area has been identified for study to include the Little High neighborhood and the area extended from High Street to River Road to evaluate the most appropriate urban design solutions for continued residential uses and economic development.

Some work has been done for the Martha Jefferson/Little High area through the SIA process. The worst traffic issues have been addressed and there has been some study of land use. A strategy to guide the change of use that should come with the departure of the hospital and re-use of former offices is a key

component of this effort. This project should build off of the prior planning process.

11. McIntire/Harris/Allied: This area’s traffic pattern and volume will change with the completion of the Meadow Creek Parkway and interchange. This transportation change coupled with the recent development of restaurants, studios, start-up and other commercial endeavors warrant an updated review that addresses the effects and potential opportunities associated with this change.

The Torti-Gallas study of 2002 envisioned this corridor as one for large home improvement goods retail and related service. That vision has not come about and in fact, the northern end of the property has seen more small local shops and offices develop. With traffic changes due to the interchange project this area should be re-examined for its potential land uses and context appropriate changes made to the street.

12. Fifth Street Extended: The construction of the Avon/5th Connector and the resultant big box center will change traffic patterns in this area and is likely to stimulate increased commercial activity near this city/county edge. Planning and design studies for this area may identify urban design opportunities more consistent with the city’s desire for walkable, bikeable, and transit-supported development.

In the next two years there is a good chance that major big box development will occur off of 5th Street Extended in Albemarle County. This area should see significant traffic changes as that happens. While ownership patterns will lessen the development opportunities, this area will continue to grow as a gateway into downtown and guidance should be put in place to ensure that growth is appropriate.

These are six plans where it is possible for a staff team with the appropriate staff additions to complete the projects. Similar to the consultant driven plans below is a summary with timeline, cost and deliverables.

Cherry Roosevelt

Timeline - 12 months

Cost - \$25,000*

Deliverables

Conceptual Plan

Zoning Code for Cherry Roosevelt Brown

Zoning Changes for Remainder

Cherry/Roosevelt Brown Streetscape

Fontaine Neighborhood	Timeline – 6 months Cost - \$10,000
Deliverables	Zoning Code Change Urban Design Plan
Rose Hill	Timeline – 12 months Cost - \$10,500
Deliverables	Land Use Study Urban Design Plan for Rose Hill Zoning Change
High Street/Martha Jefferson	Timeline – 6 months Cost – \$7,500
Deliverables	Vision Plan Zoning
McIntire/Harris/Allied	Timeline – 12 months Cost - \$15,000
Deliverables	Vision Plan Zoning Urban Design Plan
Fifth Street Extended	Timeline – 12 months Cost - \$10,000
Deliverables	Vision Plan Urban Design Plan Design Guidelines Zoning

*Costs associated with these in-house planning projects are to cover supplies and citizen engagement activities to include notice, meals, etc.

This process is possible with a staff team if design professional assistance is added to the staff. We envision that one or two-full time positions are necessary to support this effort along with at least two year round interns. One in urban design requires a background in either architecture or landscape architecture at a projected salary of \$60,000 - \$70,000 each. The other would be an economic analyst at essentially the same salary range. These could be long-term temporary positions to last until the

planning processes are completed. The total annual cost for these staff additions is estimated to be:

Urban Designer	$\$70,000 + \$18,000 + \text{benefits} =$	\$88,000
Economic Analyst	$\$70,000 + \$18,000 + \text{benefits} =$	\$88,000
Intern	$850 \text{ hours} \times 11.90 + \text{FICA} =$	\$12,000
Intern	$850 \text{ hours} \times \underline{11.90} + \text{FICA} =$	<u>\$12,000</u>
	Total	\$200,000

Cost over 10 years estimated to be - \$2,000,000

If approached as a staff team there is still a cost to each of the projects. With incidental costs added, the total would exceed \$2,000,000 or an average of approximately \$333,000. This is as expensive as using a consultant team but it also provides for staff to serve on an implementation team also.

A staff team would bring Economic Development, Parks, Environmental and legal staff together with NDS as appropriate for each project. NDS Staff includes planners, engineers, traffic engineering and housing and GIS. We would envision a structure where each project would be led by an NDS Planner or Urban Designer with many serving on multiple teams. In addition to the regular roles, the responsibilities are imagined as follows:

Jim Tolbert – Overall management of each project, and coordination of consultant led projects.

Missy Creasy – Overall management of the six staff led projects.

Planners/Urban Designer – Specific project management including citizen engagement, vision plan development, Form Based Coding or zoning where needed, detailed plan development.

Using the McIntire/Harris/Allied Area as an example, a staff team for planning could be organized as follows:

Missy Creasy	Management
Design Professional	Project Vision, Design
Staff Planner	Project Vision, Code and Policy
Intern	Logistical/Assistance
Economic Development	Impact Analysis/Business Plan
Parks	Trails/Open Space

Traffic Engineer	Traffic Analysis/Planning
Bike/Ped Coordinator	Traffic Analysis/Planning
Environmental	Sustainable Infrastructure
Public Utilities	Utilities Analysis/Planning
Contracted Facilitator	Neighborhood Involvement

These teams could be fluid as scoping changes and many different employees from the various departments utilized depending on skill sets desired.

Using lessons learned from the Strategic Action Team and the Virginia Beach approach, an implementation team can be organized for each area as plans are completed. The organization will be very similar to the team used in plan development with exact membership and leadership to be fluid depending on the particular skill set needed.

A steering committee would be needed for each area to serve during the planning process. Each committee should include members of the PLACE Committee, Planning Commission and Community. As appropriate for a particular study, City Council might invite participation from other groups such as the BAR, Tree Commission, Chamber of Commerce, etc.

A process timeline that makes assumptions as to priority and uses July 1, 2014 as the beginning point for the future driven plans is below:

<u>Project</u>	<u>Begin</u>	<u>Complete</u>
SIA	2/13	11/13
West Main	9/13	2/15
Woolen Mills	7/14	10/15
Emmet Street	10/15	6/16
Preston	7/16	10/17
River Road/Rivanna	1/18	7/19
Cherry/Roosevelt Brown	7/14	9/15
High/Martha Jefferson	1/16	8/16
Rose Hill	1/17	3/18
McIntire/Harris/Allied	7/18	8/19
Fontaine	10/19	6/20
Fifth Street Extended	10/20	12/21

This is a very aggressive timeline that envisions as many as one consultant plan and one staff plan going on at any given time. Even pushing that much we believe it would realistically take ten years to complete the work. That will require overlapping work prep while another project is nearing completion. While the work could be done if the normal work load approaches what it has been for the last 18 months, we face a real possibility of staff burnout. This also assumes no other major priority like an SAT, Market District Study, or SIA arises.

The reality of this schedule is that they never work the way one wants them to do. Staff turnover, leave, and the other workload issues will cause many of the dates to slip. A goal of ten years for completion is probably more realistic, and that assumes funding is available and continues to be available. As you compare the chart above with the timelines of the various plans you will note that extra time has been built in to handle the unforeseen.

The Comprehensive Planning Process never assumed that all of these projects could be done in five years. While working on all of these plans could be exciting, our market is only so big and we will only absorb a certain amount of development. It is certainly obvious that we are experiencing an incredible amount of development, so it is difficult to argue that our codes impede growth. I can agree that our public spaces like West Main Street could be a lot better, but that is a multi-million dollar project. Improvements recommended in the SIA will probably represent tens of millions of public investment. Our fiscal reality is that there are limited dollars with many competing needs and we can't do it all. And, unfortunately, planning efforts create expectations of action, and when there is no action, frustration sets in. All of these issues need to be discussed before we take off on a massive planning effort.

The upcoming Strategic Planning process is a great time for City Council to prioritize these efforts. Using the priorities recommended by the Planning Commission, Council can determine the priority order and funding levels they are prepared to commit so there can be a complete understanding by the Council, the Commission, and community of the process and priority.

Any of these is a major effort, whether consultant led or by staff. Even the consultant led projects will require significant staff time to manage and coordinate, just as we have seen with the SIA. If any are undertaken we cannot expect staff to take on other major efforts and still accomplish their day to day work.

As mentioned at the beginning, implementation is something that must be considered before any of this is started . There will be an assumption by the impacted neighborhoods, that if we do a plan that we will follow through with the work. Zoning and code changes are comparatively easy and inexpensive. The public infrastructure recommendations that will come from some of these plans will be in the tens of millions of dollars. We already know that recommendations from the SIA will have associated costs in the tens of millions and West Main Street will probably cost five to ten million dollars. The thinking about planning efforts should also include an awareness of related long term investment costs and community expectations.

ALTERNATIVES

Staff is concerned that while the thought behind the need for small area plans is well intentioned, the capacity to carry out these plans is not available. Number of staff and/or budget for additional staff or consultant studies is not available to complete this ambitious project. Instead of doing nothing an alternative approach that takes more time and cost less is possible. This approach could include:

- Complete the Design Standards Manual as outlined previously
- Complete the Code Audit as outlined
- Add an Urban Design Professional to the staff.
- Using a staff team as outlined above begin a systematic process to engage the community around the Small Area Plan priorities selected and determine if the previously established vision is appropriate or if it should be adjusted.
- Based on the findings from the engagement process and results of the Design Standards Manual and Code Audit use the staff teams to recommend changes to the Zoning Ordinance or other codes as appropriate. Where needed recommend changes to the public spaces and develop plans for infrastructure improvements.

The same staff teams discussed earlier can also coordinate implementation. Resources needed to implement infrastructure improvements are scarce and competition with other needs is fierce. Public investment should be strategic and

targeted to those places most likely to make a difference. While codes can be adjusted to prepare for development opportunities, public resources should be strategically invested in those areas where the investment directly supports jobs and development.

SUMMARY/CONCLUSION

The recommendations contained in the Comprehensive Plan include a lot of very important work and can guide the planning work of the City for many years. This is important but must be balanced with all other community needs.

MINUTES
CITY OF CHARLOTTESVILLE
PLANNING COMMISSION and CITY COUNCIL JOINT WORK SESSION
TUESDAY, August 27, 2013 -- 5:00 P.M.
CITYSPACE

Councilors Present:

Mr. S. Huja
Ms. Kristin Szakos
Ms. Kathy Galvin
Ms. Dede Smith

Commissioners Present:

Ms. Genevieve Keller (Chairperson)
Ms. Natasha Sienitsky
Mr. Dan Rosensweig
Mr. Michael Osteen
Ms. Lisa Green
Mr. Kurt Keesecker
Mr. John Santoski

Staff Present:

Mr. Maurice Jones, City Manager
Mr. Jim Tolbert, AICP, Director
Ms. Paige Barfield, Clerk
Ms. Miriam Dickler, Communication Director
Ms. Missy Creasy, AICP, Planning Manager
Mr. Brian Haluska, AICP, Neighborhood Planner
Mr. Mike Smith, Neighborhood Planner
Mr. Richard Harris, Deputy City Attorney

Mr. Huja and Ms. Keller called the meeting to order and turned the time to Ms. Creasy. She provided an overview of the agenda and outlined the questions for consideration.

Which areas do you think the City should focus on first, and why?

Mr. Huja stated the common interests between the City and County including the River.

Ms. Smith noted any implementation objectives relating to stormwater

Ms. Green highlighted biking/pedestrian transportation objectives and Mr. Huja and Mr. Osteen agreed.

Mr. Rosensweig noted update of the standards and design manual.

Ms. Galvin stated updating design tools and guidelines

Ms. Sienitsky was concerned about Economic Development related items in the plan. Where will new residents work?

Ms. Szakos noted that implementation of Strategic Action Team report should be addressed.

General consensus was provided that mapping and other associated visuals of projects was a priority.

There was a brief discussion about the work being done to represent CIP projects visually.

Mr. Huja expressed concerned about the utility needs of the City and how this issue fits into the Comprehensive Plan. All agreed about the importance of utilities in future discussions.

The meeting was then turned to Mr. Tolbert who provided an overview of the small area plan materials. He noted that Council is embarking on a strategic planning process and the input from this session will assist Council in making decisions about prioritization. Mr. Tolbert confirmed for Ms. Galvin that all studies underway include a market analysis. He then discussed the list of ten areas targeted for detailed study in the "small area plans" called for in the Comprehensive Plan.

Council and Planning Commissioners discussed the best way to handle developing the small area plans.

Mr. Rosensweig asked if we can achieve a better result by combining some small area sections with one another.

Council and Planning Commission participated in a prioritization exercise with the following results:

Small Area Plans – total counts:

Cherry/Roosevelt Brown: 7,

Emmet Street/Hydraulic N of 250 Bypass: 7,

Fifth Street Extended: 5,

Fountain Neighborhood Commercial: 4,

High Street/MJ Area: 6,

McIntire/Harris/Allied: 6,

Preston Ave (Ridge/McIntire to 10th): 7,

River Road / Rivanna River Area: 7,

Rose Hill: 2,

Woolen Mills: 6.

It was noted that for a future discussion, the following information will be provided:

1. Staff will review the proposed small areas and provide information on the pros and cons of combining areas into larger plans.
2. Economic development will assist in providing information on the estimated income to be generated by plan investment in the small areas to help with prioritization.

Ms. Galvin noted that implementation and big picture context is critical. We must discuss this next time.

The meeting adjourned at 7:06.

CITY OF CHARLOTTESVILLE
Planning Commission – PLACE Subcommittee on Small Area Planning
April 23, 2014
NDS CONFERENCE ROOM

Planning Commissioners present

Mr. Dan Rosensweig
Mr. Kurt Keesecker

PLACE Members Present:

Ms. Genevieve Keller
Mr. Richard Price

Staff Present:

Mr. Jim Tolbert, Director
Ms. Missy Creasy, Planning Manager

Discussion began at 12noon. Ms. Creasy and Mr. Tolbert provided an overview and turned the time to the subcommittee members for discussion.

Highlights of the discussion include:

1. Identification of areas where there are urgent needs would be helpful. There is limited funding and staff available at this time but there is concern about not missing important opportunities.
2. The Small areas indicated on the map do not all need extensive study. Many were indicated for review of a specific concern which could be addressed without an extensive process.
3. Mr. Keesecker provided his vision for a possible direction with supporting diagrams. The information falls into the following categories:
 - a) Strong central core
 - b) Gateways at perimeter (on major entrances to City as well as opportunity to cooperate with County)
 - c) Districts near central core....(SIA is already on the books....can a similar district be identified north of the core? Use and design elements of the north district would obviously be different...)
 - d) The neighborhoods, where quality of life and preservation of character is paramount (these areas contains schools, parks, small neighborhood centers, and connections via pedestrian or bike network that make our city livable.
 - e) Some major north/south and east/west dedicated greenways that can be used to orient and form the backbone of non-vehicular travel

It was felt that looking at things in this context could assist in discussions for specific projects because it could be considered in the larger context.

4. It was determined that Mr. Keesecker's information provides visuals which support the information outlined in the Comprehensive Plan.
5. It was noted that there are many opportunities for change in the coming years in the 29 corridor.
6. There was discussion about review and revision of the corridor vision statements in the zoning code. It was noted that information to assist in that effort would be available as a result of the Code Audit

7. Mr. Keesecker reiterated the following points:
 - a. He feel there needed to be a system put in place to determine priority for choosing the order of small area planning with criteria to support choices.
 - b. There are many plans underway at this time and he is concerned that we may not get full benefit from all of them since they speak to one another and will be performed at the same time. There is less opportunity to address the scoping of a plan while it is in process.
 - c. Plans are always underway.
8. The group referred back to its charge which was to provide prioritization of small area plans to PLACE and PC which would then be reported to Council. It was determined that at the next meeting the group would have reviewed staff's recommendation for small area planning and discuss next steps in that context.

Bill Emory encouraged the group to focus on "placekeeping." The zoning in the Woolen Mills area does not support the vision for this area. Put the river corridor areas together and get a plan in place.

The discussion adjourned at 1:25pm.

CITY OF CHARLOTTESVILLE
Planning Commission – PLACE Subcommittee on Small Area Planning
June 25, 2014
NDS CONFERENCE ROOM

Planning Commissioners present

Mr. Dan Rosensweig
Mr. Kurt Keesecker

PLACE Members Present:

Ms. Genevieve Keller

PLACE Members Not Present:

Mr. Richard Price

Staff Present:

Mr. Jim Tolbert, Director
Ms. Missy Creasy, Planning Manager

Discussion began at 12noon. Mr. Tolbert provided an overview of the small area planning memo included in the packet materials, noted the budget available for small area planning and turned the time to the subcommittee members for discussion.

Mr. Rosensweig asked about the cost of the SIA report and that information was provided. He also asked Mr. Tolbert where he would start with this process. Mr. Tolbert noted that he would start with the following: Hydraulic Road area, Preston Ave and Rivanna River area (River Road and Woolen Mills). He also noted that there are other areas where a small area plan may not be needed, but the addressing of specific concerns may be sufficient.

Ms. Keller suggested procuring a consultant and phasing the project such that the contract could be renewable. Phase one could look at overall scoping for each of the proposed areas with a recommendation for prioritization.

Mr. Rosensweig noted that the overview should include review of the livability project information.

There was discussion about the importance of looking at the Hydraulic Road area due to the many changes anticipated in the next few years.

Mr. Keesecker proposed having a consultant provide overview information for all the areas, a middle level of review for a few identified areas and use Hydraulic Road as a test for increased study. These three levels were explained using the visual of a triangle diagram sketched by Mr. Rosensweig with general information at the base and the more specific Hydraulic road work at the point.

Ms. Keller noted that Cherry and Preston are important areas to review following the West Main project.

The subcommittee talked further about the amount of review which should occur at each level and discussed different areas which should be included in the middle level of review. The Harris Street/Allied Street area was suggested as a potential area for that middle level of review given its potential as a second gateway into the City from the John Warner Pkwy/McIntire Extended project

It was noted that the base level review would provide confirmation that the existing vision was accurate and/or propose a revised vision. The middle level would take those visions to the next step of gathering and updating data in areas where it is anticipated that change is to occur. The highest level will provide focus on the necessary code changes and capital investment to make needed changes.

Mr. Keesecker noted the importance of continuing to update data in the middle level so it does not get out of date and require going back to the beginning. Information needs to be updated along the way.

During public comment, Bill Emory asked what the Woolen Mills neighborhood could do. He expressed concern about the zoning and future use of commercial property. He suggested that Council perform an inventory of the properties along the River using the Small Area Planning funds.

The discussion adjourned at 1:00pm.

City of Charlottesville

MEMO



"A World Class City"
www.charlottesville.org

TO: PLACE/Planning Commission Subcommittee
FROM: James E. Tolbert, AICP, Director
DATE: December 22, 2014
SUBJECT: **Small Area Plan Process**

City Council is desirous of a Planning Commission recommendation for a process and priorities to complete the Small Area Plans outlined in the Comprehensive Plan. The current plan is to discuss this issue at a January 27, 2015 Planning Commission work session. Attached is a description of each plan with a recommendation for how they might proceed.

Since the last meeting of the Planning Commission and the Joint PLACE/Planning Commission subcommittee several important things have taken place regarding areas both groups had discussed as priorities. This has the potential to impact how we proceed.

Below is a proposal for how staff would like to address each of the identified Small Area Plans.

Priority Plans:

Emmet Street – North of 250 Bypass: At a recent City Council meeting one of the Councilors asked that staff discuss working with the TJPDC to do this plan jointly with Albemarle County. Staff has discussed this idea with the Executive Director of the TJPDC and he is very interested in moving this forward. County staff is supportive also. The TJPDC director

has initiated initial discussions with VDOT about the possibility of funding a portion of the plan.

If this remains a top priority then staff proposes that formal conversations take place with Albemarle County, the TJPDC and VDOT to develop a scope of work, budget and memorandum of understanding. We will also need an advisory committee with members from both the City and County.

Below is a description of the study area.

This area possesses considerable potential for new place making because of road network and traffic pattern changes, the development of the Stonefield commercial and residential development in the County, and future redevelopment of the K-Mart site and Michie Drive CRHA site. This area provides an expanded opportunity for dense, urban development at a major gateway to the City.

The Emmet/Hydraulic corridor provides some of the greatest challenges as well as opportunities. The completion of Stonefield, end of the K-Mart lease, Hillsdale Drive, and potential relocation of Kroger create a pending crisis of opportunity. This study will need a critical discussion to set a realistic vision for the area and must include the primary property owners who are the ones that will make things happen. A financial analysis will be key to any decision making. Only after those things are complete can a plan and regulating system be developed. Traffic volumes may negate the opportunity for this entire area to be a walkable pedestrian corridor but a realistic attempt to tie it together for all modes should be a focus.

The River Road Area – In 2014 the City Council and the Albemarle Board of Supervisors held a retreat to discuss areas of mutual concern. One of the areas where they agreed to focus was on the “river”. This is also an area of study identified by the City and County Planning Commission during work on the Livability Project. That committee has been meeting to work on a scope and project area for study. Given that joint commitment it seems that any planning effort for the river area should be included as part

of that process. The TJPDC is coordinating this study and the City is represented by Councilors Szakos and Smith, Planning Commission Chairman Dan Rosensweig, and staff Jim Tolbert and Missy Creasy. For the time being we should see how that effort progresses. This group has expanded the study area beyond the original scoping to include additional areas within Albemarle County.

The study area issues previously identified in the City include the following which will be modified by the joint study group.

The River Road area is a multi-faceted area of study and by necessity must include joint city/county participation. Current uses are a mixture of park, commercial, residential, and industrial. There are many competing interests, some that utilize the river corridor and some that turn their backs to the river. This planning effort must bring those groups together and create a vision and set of guidelines/codes that can bring the vision to reality. Of all the plans this may be the most complex and is the one in most need of an agreed upon vision.

Staff Developed Plan Process

Three of the smaller plans identified in the Comprehensive Plan were intended to address concerns raised by citizens during earlier planning efforts. Staff proposes that we build on the Streets That Work effort and Code Audit and that we prioritize those three for code review immediately following the completion of the two ongoing planning efforts. The priority is proposed as follows:

Woolen Mills

Starting 8/15/15

The 2001 and 2007 Comprehensive Plans recognized planning challenges in the Woolen Mills Neighborhood that result from the adjacency of residential and industrial zoned areas. Staff proposed to the University of Virginia that the resources of the Architectural School be focused on this area to start the process. During the Fall

2012 semester, PLAC 4010, a neighborhood planning workshop, examined the neighborhood's history and land-use and in January 2013 the full school conducted a week long design exercised focused on both sides of the Rivanna River. Staff and the Planning Commission will utilize, as appropriate, both of those efforts as points of departure to work with the neighborhood in the development of a small area plan that can address the tension between the low-density residential uses in the north of the neighborhood and the industrial uses in the south.

Woolen Mills is a complicated area. Since its beginnings as a mill village it has retained that mixture of residential and industrial uses, but not always in an appropriate manner. Many of the residents view it as a "suburban" neighborhood and desire for it to remain that way. Businesses adjacent to the railroad value it as an industrial area and do not want to give up the location. Many desire to see the industrial area transition to a mixed-use area with emphasis on residential and neighborhood appropriate commercial uses. Cut-through traffic is a problem in other areas. The planning effort here will require a strong engagement effort and a creative approach to transition from commercial/industrial uses to residential.

Cherry/Roosevelt Brown

Starting 1/15/16

The Transition Zone/Cherry Avenue Corridor zoning was created through a collaborative community process in 1999. Since that time changes in the neighborhood and the economy have led to thinking that the current zoning might not be appropriate for this area. Staff has held initial neighborhood meetings in this area and intends to continue a focused review on this area to consider both economic opportunity and neighborhood protection.

This effort should examine the vision for Cherry and Roosevelt Brown and also the appropriateness of the zoning for other areas that were included in the rezoning in 1999. Staff and many in the

community believe that the more residential areas off of the prime corridors should not allow the same intensity of use as those on the corridor. Also, there is a need to revisit the regulations in place to determine if they are appropriate to guide the desired development. Recent streetscape improvements have been made on Cherry Avenue and others are planned. It is anticipated that the Streets That Work project will examine other needed improvements in the network.

Rose Hill

Starting 4/15/16

The 2001 and 2007 comprehensive Plan recognized that there may be incompatible land uses and zoning in the Rose Hill Neighborhood. Vested rights issues make addressing the adjacency of residential and heavy commercial areas difficult; however a Rose Hill small area plan combined with study of Preston Avenue and the Harris/McIntire Corridor may help to resolve these issues.

The study envisioned in the 2001 and 2007 Comprehensive Plans has been narrow in focus and simply intended to address incompatible land uses and zoning. This plan may need to be expanded to address the Rose Hill Drive corridor and the various zones of intensity from Preston to Rugby.

Other Plans

Other areas were identified in the Comprehensive Plan for possible Small Area Plans. Staff proposes that these be visited again as progress is made on the others to determine an appropriate priority at that time.

The remaining neighborhoods and a very rough outline of known issues in no order of priority is below:

Preston Avenue: The 2001 Comprehensive Plan suggested this area as a mixed-use corridor with a focus on high tech uses. An updated review of this area would determine uses appropriate to current conditions and opportunities as well as the need for improved urban design.

The Preston planning process should be very similar to the West Main Street scope and process. Because this corridor has not had the amount of scrutiny and prior planning efforts as West Main Street, more initial time must be spent with the community to form a vision. From there will be stakeholder meetings with the key property owners and businesses along the corridor. Staff envisions that the scope will include urban design work to include streetscape and form based coding as well as a financial analysis. Due to the unique configuration of Preston Avenue and the opportunities it provides for change this study will require extensive multi-modal transportation planning and traffic engineering expertise.

Fifth Street Extended: The construction of the Avon/5th Connector and the resultant big box center will change traffic patterns in this area and is likely to stimulate increased commercial activity near this city/county edge. Planning and design studies for this area may identify urban design opportunities more consistent with the city's desire for walkable, bikeable, and transit-supported development.

In the next two years there is a good chance that major big box development will occur off of 5th Street Extended in Albemarle County. This area should see significant traffic changes as that happens. While ownership patterns will lessen the development opportunities, this area will continue to grow as a gateway into downtown and guidance should be put in place to ensure that growth is appropriate.

McIntire/Harris/Allied: This area's traffic pattern and volume will change with the completion of the Meadow Creek Parkway and interchange. This transportation change coupled with the recent development of restaurants, studios, start-up and other commercial endeavors warrant an updated review that addresses the effects and potential opportunities associated with this change.

The Torti-Gallas study of 2002 envisioned this corridor as one for large home improvement goods, retail and related service. That vision has not come about and in fact, the northern end of the property has seen

more small local shops and offices develop. With traffic changes due to the interchange project this area should be re-examined for its potential land uses and context appropriate changes made to the street.

In October, 2014 the City engaged RK&K to perform a feasibility analysis of a roundabout at the intersection of McIntire Road and Harris Street. The results of that study may influence the recommendations of the SAP.

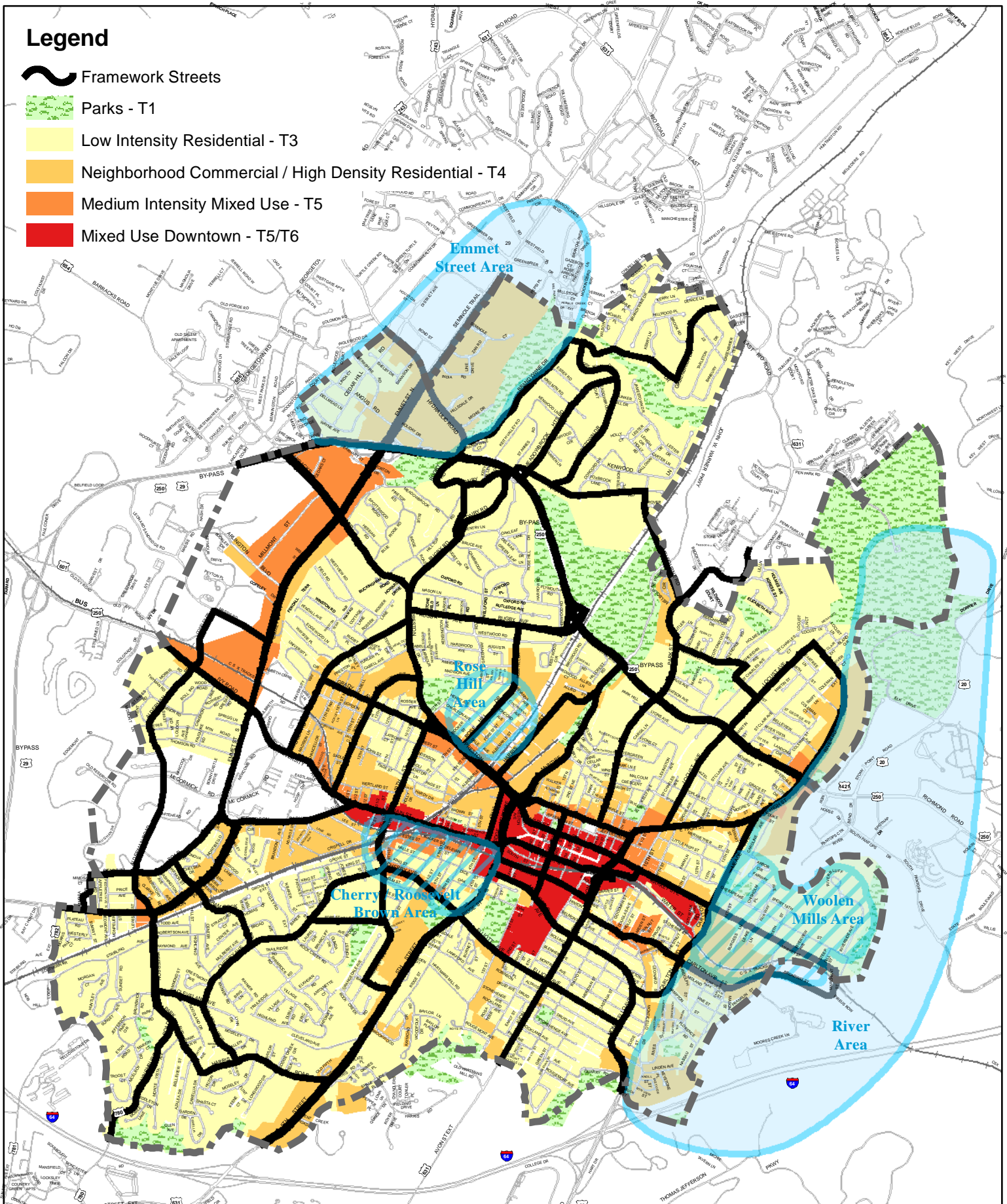
Fontaine Neighborhood Commercial: The Fontaine area has been zoned as neighborhood commercial since 2003. During the Bel Rio noise discussions, it became clear that while the area shared a zoning designation with Downtown Belmont, the two areas are vastly different. Since 2003 the JPA bridge has been rebuilt, the gas station has been converted to a very popular restaurant, and a new fire station has been built on the corridor. It is time to examine the appropriateness of the zoning as well as the context sensitive design proposed for Fontaine Avenue. Pedestrian and bike mobility in the intersection also need to be addressed.

One of the questions asked at previous meetings was how these all related so we could make sure we would not lose any opportunities for connectivity and that the Small Area Plans would be done in context. Attached is a drawing of the planning areas that has been done on top of the map used at the Streets That Work meeting that shows the context (transect) with framework streets. This begins to capture that picture and shows the relationship of each plan to context.

Please let me know if you have any questions.

JET:sdp

PRIORITY SMALL AREA PLAN AREAS WITH CHARACTER/CONTEXT AND FRAMEWORK STREETS



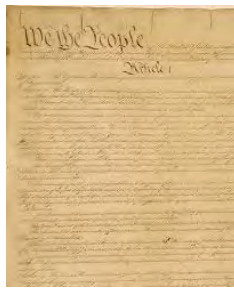


**Very
Simple
Charlottesville
version 2.0**

**(in anticipation of
all necessary future complications)**

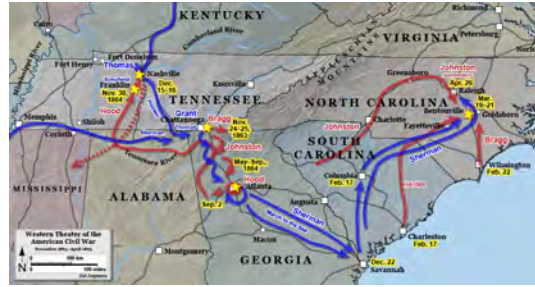
**a point of beginning
for discussion and
a first attempt at prioritization
of various potential small area
planning districts within the City**

**-agree? disagree?
please direct any comments or questions
to Kurt K
(fortunately, there are no others to blame here)
kurtkees@gmail.com**

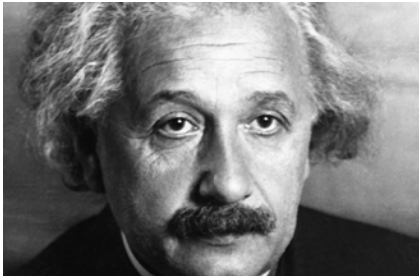


Introduction

The history of addressing complex issues with simple, easily communicated and debated concepts is long and varied, with mixed results. Eventually, those 'simple' concepts are translated to more complex actions, and so one must look at both



concept and the needed details undertaking such an effort. Attempting to 'stand our City on its own two feet' is no different...



value

energy | mass | speed of light

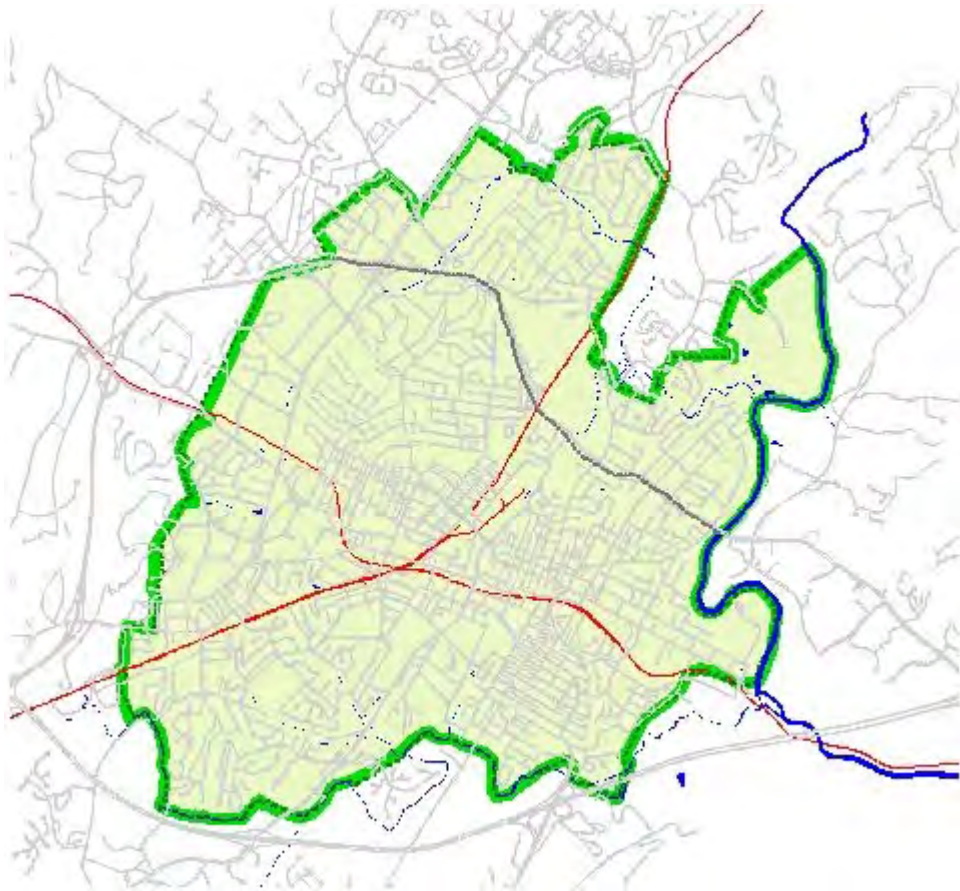
$$E = mc^2$$

J | kg | 299,792,458 m/s

units

$c^2 = 89,875,517,873,681,800 \text{ m}^2/\text{s}^2$



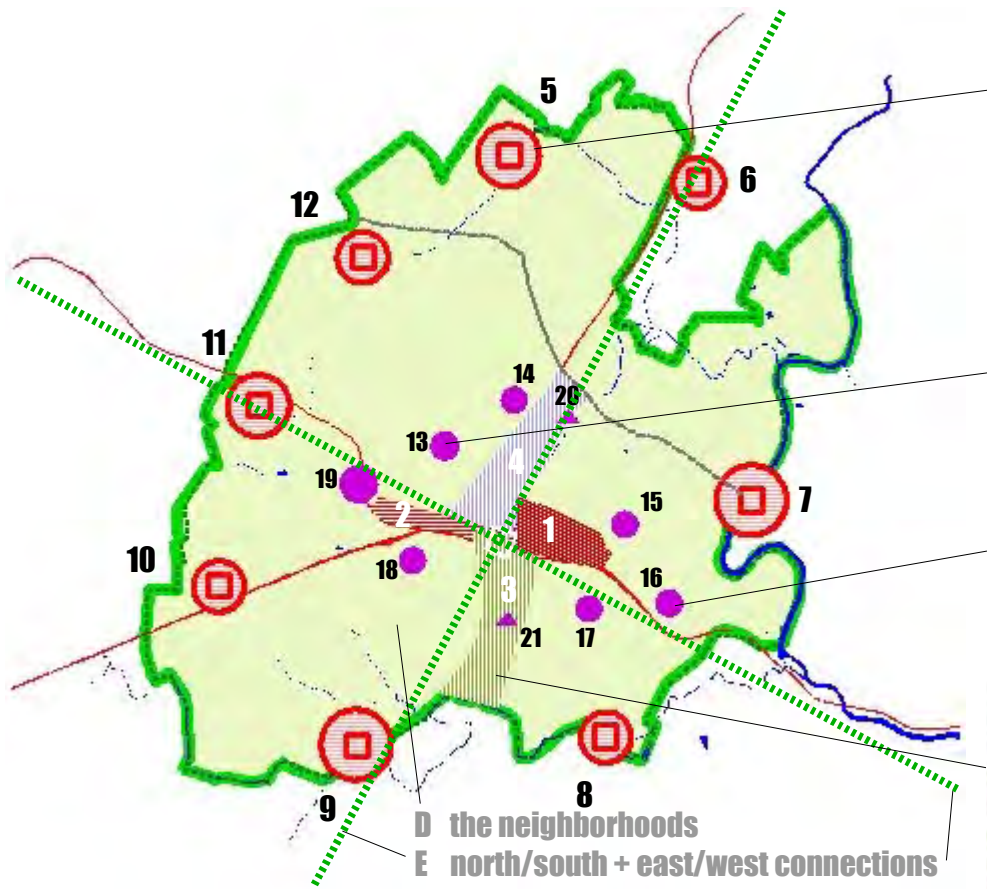


Introduction

How can we begin to look at our City with an eye toward identifying and prioritizing those areas that give us a good head start and help create places for diverse, healthy, accessible, interesting and memorable experiences and opportunities for our neighbors and visitors alike?

Begin by simplifying, grouping, and sorting...

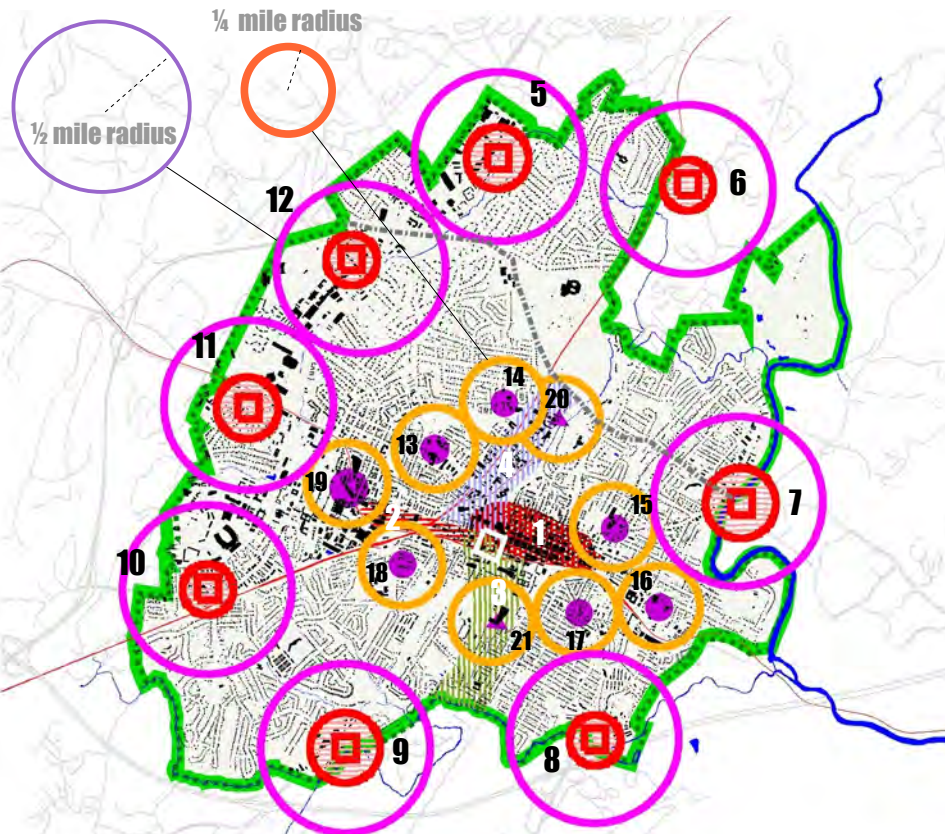
Five 'Easy' Pieces (revisited)



- A heart**
 - 1 downtown
 - 2 west main
 - 3 s.i.a.
 - 4 new north
- B points of interest**
 - 5 hydraulic
 - 6 catec
 - 7 free bridge
 - 8 rt 20 / quarry
 - 9 5th street ext
 - 10 fontaine/frys
 - 11 ivy / alderman
 - 12 barracks
- C gathering**
 - 13 preston / grady
 - 14 rose hill
 - 15 locust/high
 - 16 east market
 - 17 d'town belmont
 - 18 cherry/roos blvd
 - 19 the corner
 - 20 mcintire plaza
 - 21 IX

D the neighborhoods
E north/south + east/west connections

Five 'Easy' Pieces



neighborhoods where the emphasis is on enhance and preserve quality of life
connections giving priority to an enjoyable network of access within public realm

heart
is the cultural and business core of the City, where ideas are heard and made real. Each area has its own individual urban character based on history and present.

points
are the areas at the City's edge that announce arrival while providing varied opportunities for

and recreation in a mix distinct to each point

gathering
where one can gather with friends to experience unique neig

- A heart**
- 1 downtown
 - 2 west main
 - 3 s.i.a.
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- B points of interest**
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 - 19 the corner
 - 20 mcintire plaza
 - 21 IX

Primary roles...moving toward center

Outer – extroverted, sense of arrival

Inner – introverted, intimate

Heart – intense, anchored

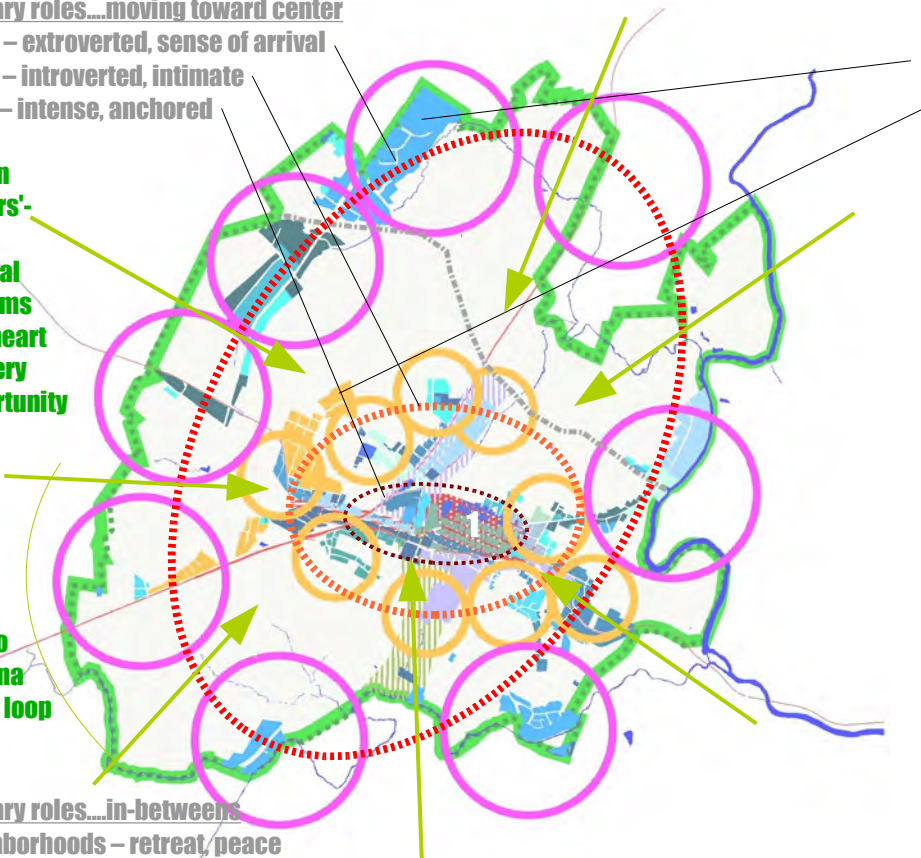
'green fingers'-
bring
natural
systems
into heart
at every
opportunity

link to
rivanna
trails loop

Primary roles...in-between

Neighborhoods – retreat, peace

Connections – access, movement



The blue areas on this map are our current mixed use zones.

The orange areas are our high density housing zones.

These zones are primarily based on corridors.

They each generally align with the “five easy pieces” groupings previously identified, but have no ‘center’. As a planning element, they are ‘lines.’

The ‘five easy pieces’ concept seeks to identify these areas as ‘places’, each focused on a particular destination (either an intersection or a landmark) with unique qualities / character and mix of uses at each.

Five ‘Easy’ Pieces

A heart

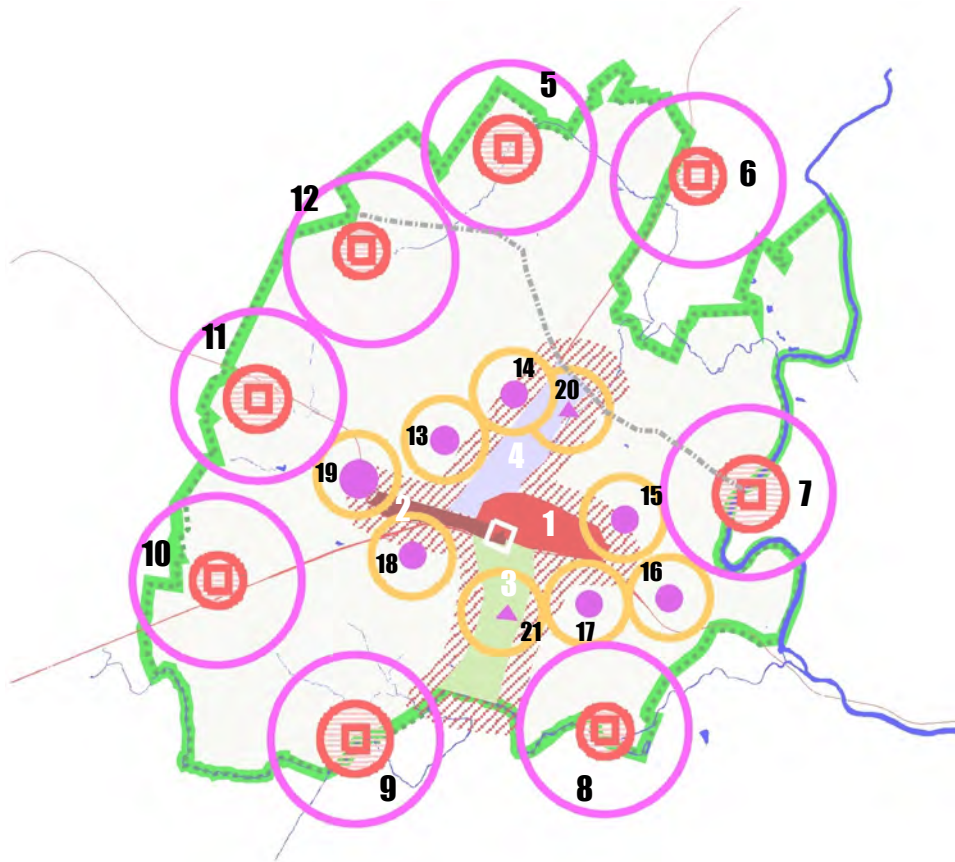
- 1 downtown
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B points of interest

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C gathering

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- 20 mcintire plaza
- 21 IX



What criteria can be used to understand which areas might need immediate consideration and which areas can be viewed from a more distant perspective?

Having established the places where resources might be focused, can we begin to sort these places by a series of attributes that help distinguish one from the next in terms of opportunity, urgency, and impact?

What are the milestones of any process that begins to engage neighbors and businesses in an ongoing dialogue regarding the application of public resources to leverage private participation?

Five 'Easy' Pieces

- A heart**
 - 1 downtown
 - 2 west main
 - 3 s.i.a.
 - 4 new north
- B points of interest**
 - 5 hydraulic
 - 6 catec
 - 7 free bridge
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 - 21 IX

PLACES	NEEDS IMPROVEMENT....										PRIORITY STAGE	ATTRIBUTES FOR CHANGE	ONE WORD (OR 2!)		
	INFILL	INFRASTRUCTURE	CENTER	ENCLOSURE	"SOCIAL" ENERGY	ECONOMIC ENERGY	USE MIX	RECREATION NETWORK	NATURAL / OPEN NETWORK	TRANSPORT NETWORK				BIKE/PEID NETWORK	
1 DOWNTOWN															HEART
2 WEST MAIN															BACKBONE
3 SIA															ARTS / MIXER
4 NORTH DISTRICT															INNOVATION / MAKER
5 HYDRAULIC / HILLSDALE												2			EDGE CITY
6 CATEC												4			REC+ED DESTINATION
7 FREE BRIDGE												4			RIVER PASSAGE
8 RT 20 / QUARRY ROAD												5			JEFFERSON THRESHOLD
9 5 th STREET / HARRIS ROAD												5			INTERSTATE COMMERCE
10 FONTAINE / JPA												5			HOSPITAL THRESHOLD
11 IVY ROAD / ALDERMAN												5			UNIVERSITY THRESHOLD
12 BARRACKS / EMMET												5			MARKET GATEWAY
13 PRESTON / GRADY												1			TOO MANY CARS
14 ROSE HILL / AMHERST												1			WALKABLE CENTER
15 LOCUST / HIGH												6			REINVENTION
16 WOOLEN MILLS / E.MARKET STREET												6			GATEWAY TO RIVANNA
17 DOWNTOWN BELMONT												3			MORE THAN EVENING?
18 CHERRY / ROOSEVELT BROWN												3			HOSPITAL DOORSTEP
19 THE CORNER												3			STUDENT ENTERTAINMENT
20 (MCINTIRE PLAZA)												SEE SIA			STARTUP ANCHOR
21 (IX)												SEE SIA			EXPERIMENTAL REPURPOSE

Places that will require both infill and infrastructure changes should be given attention with the highest priority. By infrastructure changes, I mean that the 'bones' of the area need to be altered or improved....street alignments, right of way changes, additional connectivity, or significant streetscape improvements. The areas requiring both infill and infrastructure (noted with dark green lines) can then be considered by their relative 'attributes for change' and prioritized. All other areas are monitored or engaged with ongoing help from residents.



Connections

But Charlottesville isn't just a series of stand alone places. These places are all connected by a network of streets, transit, and in some cases trails. The connections also have important qualities that enhance our daily experiences. So, the challenge is to build a relationship model that recognizes the interdependence of both the places and the connections...





Settlement

Road Segment

Road Segment

Settlement

Every Settlement must be built at least two segments distant from the next. All segments are built on border edges between valuable resource areas

Without trying to explain the entire set of game rules, suffice to say using the 'building blocks' of Catan (the roads and the settlements/cities) as an analogy could be oversimplifying Charlottesville. But, if one considers in the past we may have been guilty of an overemphasis on corridor planning only to be recently moved by the merits of placemaking, it seems reasonable to assume we could benefit from a conceptual working image of our City where both the corridors and places rely on each other and work together to take advantage of resources to increase opportunities + experiences.

City of Charlottesville
Places + Connections

luckily, somebody has already done it...
1.20.15

'Yes, we *Catan*..'

(so, that's a pretty bad pun...but hopefully you know the game and this analogy will make sense.)

Anyone that has played Settlers of Catan knows the strategic use of roads is key to having a productive series of 'settlements' and 'cities.' ...deciding when, where, and how to apply resources is the essence of this strategy game.

3.1



...Build a strong interior web around Heart...



...connect Points to Heart and each other...



...tie into larger systems beyond...



...provide fabric of walking, bike, transit, and car...

Connected dots

Another simple analogy, but once we decide 'where' our places are located we can then go about connecting them through a series of ongoing efforts over long periods of time. Some connections will simply serve to move people about, while others will provide their own experiential environment, commercial activity, or series of gathering spaces to compliment places.

CONNECTIONS

		NETWORK IMPROVEMENTS NEEDED	RELEVANCE	POSITIVES	PRIORITY STAGE
		INfill INFRASTRUCTURE BIKE / PED EXPERIENCE ECONOMIC OPPORTUNITY TREE CANOPY / NATURAL SYSTEMS UTILITY LINES THREE OR MORE INTERSECTION IMPROVEMENTS PRESENT (MULDRUP ROAD) VEHICLE VOLUME AND NEIGHBORHOOD CONTEXT DO NOT CORRESPOND "FRAMEWORK" STREET MISSING LINK	DIRECT PLANNING TURNING LIMS OR REDIRECTS CONNECTS TO ONE OR MORE PRIORITIZED PLACES THREE OR MORE PLACES CONNECTED OR ADJACENT	FAVORABLE TOPOGRAPHY FOR IMPROVED LIMS FAVORABLE RIGHT OF WAY FOR POTENTIAL CHANGES POTENTIAL COUNTY OR UNIVERSITY COOPERATION	ONGOING / COORDINATED INCREMENTAL DEPARTMENT OPERATIONS PROVIDE CLUES / FEEDBACK TO DIRECT DEVELOPER CONTRIBUTIONS GRANTS, CDBG OR OTHER FOCUSED SHORT DURATION EFFORTS DEDICATED LONG TERM STREETScape IMPROVEMENTS
DESTINATION PHASE	COMPLETE STREETS				
	D1 WEST MAIN / WATER STREET				
	D2 MARKET STREET / PRESTON				
	D3 ROSE HILL DRIVE				
	D4 ROOSEVELT BROWN				
	D5 HARRIS / 4 th NW				
	D6 2 nd STREET SE				
	D7 EAST HIGH STREET TO LOCUST				
D8 MONTICELLO ROAD					
ENTRANCE PHASE	PRIMARILY BIKE WITH TRANSIT / CAR MIX				
	E1 HILLSDALE / HYDRAULIC / 250 / MCINTIRE				
	E2 MEADOWBROOK PARKWAY				
	E3 RIVER ROAD / E. HIGH STREET / 250				
	E4 MONTICELLO AVENUE / AVON				
	E5 9 th STREET				
	E6 JPA / FONTAINE AVE				
	E7 NY ROAD / UNIVERSITY AVENUE				
E8 BARRACKS ROAD / PRESTON					
NEIGHBORHOOD CIRCUIT	EMPHASIS ON BIKE / PED				
	N1 MADISON AVE (LINK) / PRESTON				
	N2 (LINK) / ALLIED STREET				
	N3 MCINTIRE / NELSON / N.WD/PARK/FAIRSH... 10 th / E. JEFFERSON				
	N4 WATER ST EXTENDED / (LINK TO RYANNA)				
	N5 MEADE / CARLTON AVE				
	N6 MERIDIAN / BLENHEIM				
	N7 ELLIOT / CHERRY				
	N8 ROOSEVELT BROWN / 10 th STREET				
	N9 CHERRY / (LINK THROUGH HOSPITAL)				
	N11 RUGBY / GRADY				
THRESHOLD CIRCUIT	PRIMARILY TRANSIT / CAR				
	T1 HILLSDALE DRIVE / RIO				
	T2 RIO / 250				
	T3 MEADE / CARLTON / MONTICELLO AVE				
	T4 ELLIOT / AVON / FUTURE WEGMANS				
	T5 HARRIS / JPA				
	T6 MAURY / ALDERMAN				
	T7 IVY / EMMET				
T8 EMMET / HYDRAULIC					

With a more robust development of a 'Connections' matrix, one could then begin to identify those connections that most directly impact the quality of the prioritized places (as identified by the previous 'Places' matrix.) Finding this synergy between place and connection would help direct small area planning efforts in terms of both priority and area of study.

This page intentionally left blank, because any conclusions would have to be identified as a group after a more robust discussion..

A map with a green dotted outline, a red line, and a blue line. The red line is a straight line crossing the map from the bottom left to the top right. The blue line is a winding line on the right side of the map. The green dotted line is an irregular shape that follows the general outline of the map.

5

EASY PIECES

A SMALL BOOK

FOR A

QUICK LOOK

AT THE

BIG PICTURE

AS WE

SIMULTANEOUSLY

CONSIDER

THE

DETAILS

BY KURT KEESECKER

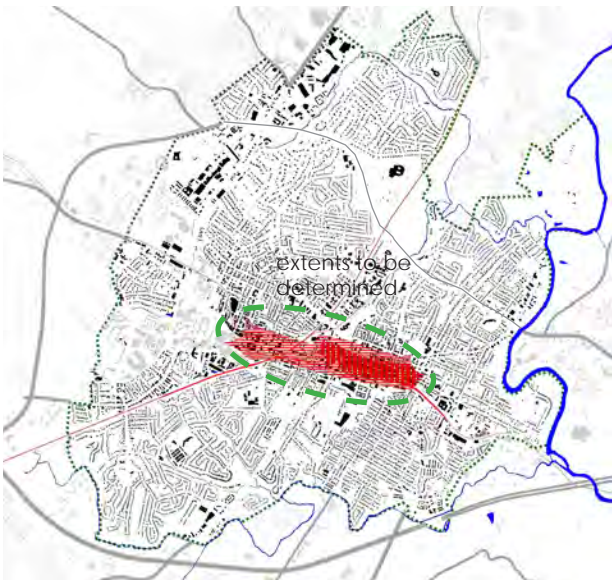
(I MADE THIS BOOK TO CLARIFY MY OWN THINKING AND DO NOT MEAN TO IMPLY ANY OPINIONS INSIDE ARE ADOPTED OR SHARED BY ANYONE ELSE, AT THE MOMENT)

5

EASY PIECES

CAN WE VIEW THE CITY THROUGH A SIMPLIFIED LENS WITH JUST FIVE EASY TO DESCRIBE ‘PIECES’, EACH PLAYING AN IMPORTANT ROLE IN HELPING TO SHAPE THE CITY AND ORGANIZE OUR CONVERSATIONS REGARDING EFFORTS TO IMPROVE IT?

MIGHT THE PIECES SIMPLY CAPTURE THE IDEAS ALREADY PRESENT IN OUR VARIOUS PLANS (COMPREHENSIVE PLAN, STRATEGIC PLAN, VARIETY OF DEPARTMENTAL OR SPECIAL SUBJECT PLANS) AND HELP MAKE THOSE IDEAS VISIBLE AND MORE EASILY IDENTIFIED FOR EASY DISCUSSION , COMPARISON, AND COORDINATION?



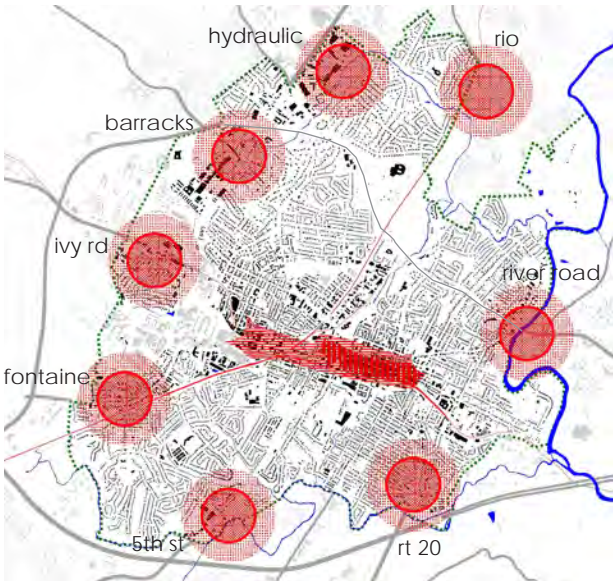
A: STRONG HEART

CHARISMATIC ENJOYABLE PLACES

STREETS PROVIDE ACTIVITY, EXCHANGE AND MEMORY

A FORUM FOR SHARING IDEAS AND EXPERIENCES

A LOCAL STAGE WITH AUDIENCE BEYOND



B: CENTERS OF ATTENTION

**INTERCONNECTED MIXED USE DESTINATIONS
 DISTINCT CHARACTER AT EACH POINT DEFINED BY:
 TOPOGRAPHY, HISTORY, SURROUNDING NEIGHBORHOOD
 POINTS SERVE AS PLACES TO: WORK, LIVE, PLAY
 REINFORCE COOPERATION, ALLEVIATE COMMUTER STRAIN**



C: DISTRICT BALANCE

**EVER CHANGING RECIPE OF USES
 OPPORTUNITY AND ENTERPRISE LIVE AND WORK HERE
 CONTIGUOUS AND CONTAGIOUS SPIRIT OF
 INNOVATION AND EXPERIMENTATION**



D: NEIGHBORHOOD FABRIC

THE GLUE THAT KEEPS IT ALL TOGETHER
TREES, SCHOOLS, PARKS, NEIGHBORHOOD CENTERS
SIDEWALKS, BIKE TRAILS, BIKE PATHS, RIVANNA
SAFE, WALKABLE, CONVENIENT, CONNECTED
QUALITY OF LIFE AND NEIGHBORHOOD CHARACTER



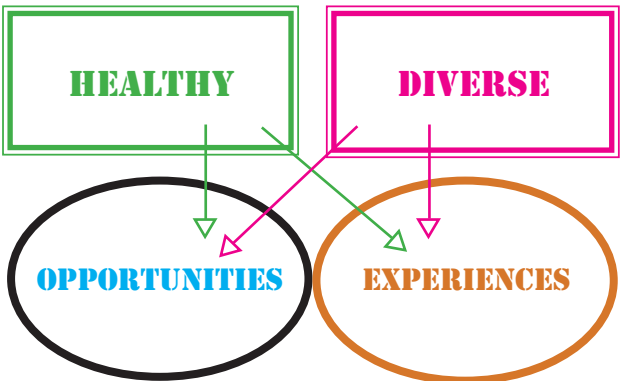
E: NETWORK CONNECTIONS

TRANSIT REINFORCES DIAGRAM
MAJOR BIKE PATHS ORGANIZE THE CITY E/W + N/S
ACT AS WAYFINDING ELEMENTS, GIVEN SIGNIFICANT NAMES
SERIES OF INTERCONNECTED PATHS FEED THE WHOLE

4

GUIDING PRINCIPLES

TO FURTHER SIMPLIFY MANY OF THE GOALS FOUND IN OUR PLANS, ONE MAY CHOOSE TO KEEP FOUR GUIDING PRINCIPLES IN MIND. THESE PRINCIPLES CAN BE RECOMBINED IN A VARIETY OF WAYS TO DESCRIBE THE INTENT OF MANY COMPREHENSIVE PLAN GOALS. WITHOUT COMPLICATING CONVERSATION OR REQUIRING CONSTANT REFERENCE TO SPECIFIC PASSAGES OF THE COMPREHENSIVE PLAN, THESE GUIDING 'PRINCIPLES' SHOULD HELP ONE EVALUATE BROAD VIEWS OF THE CITY (LIKE THE FIVE EASY PIECES) AND ALSO SOME OF THE DETAILS TO BE DISCUSSED IN MORE SPECIFIC PLANNING EFFORTS.



3

TIER PROCESS

WITH THE VARIETY OF ‘PIECES’ OF THE CITY AND A COMPLICATED MIX OF OPPORTUNITIES, PRESSURES, AND RESOURCES, HOW MIGHT ONE BEGIN TO PRIORITIZE EFFORTS TOWARD ACHIEVING GOALS? FOR CONSIDERATION, PLEASE FIND A THREE TIER ‘GRASS ROOTS’ PLACE BASED SYSTEM INITIATED BY NEIGHBORHOOD (OR NDS) AND ORGANIZED BY VISION, CONSENSUS, AND FUNDING.

1. BEGIN WITH VISION

**GATHER EXISTING CONDITIONS/DATA
IDENTIFY ISSUES/OPPORTUNITIES
DETERMINE BOUNDARY FOR STUDY
ESTABLISH MISSION STATEMENT
25% OPT-OUT STALLS PROGRESS**

2. NEXT, BUILD CONSENSUS

**NARROW TO FIVE GOALS
ORGANIZE CHARETTE
IDENTIFY CATALYST PROJECT
‘BACK OF ENVELOPE’ FEASIBILITY
ELECT STEERING COMMITTEE
IDENTIFY MILESTONES
IDENTIFY MEASURABLES
TEST PROJECTS/SMALL STEPS
75% OPT-IN REQUIRED TO PROCEED**

3. LAST, FUNDING STRATEGIES

**YEAR 1 CIP, FORMALIZE PLAN
YEAR 2,3 CIP CATALYST PROJECT
YEAR 4,5 CIP ‘IF’ INVESTMENTS
EXPLORE ALT/ TOOLBOX (PPP, BID)
SUSTAINED REINVESTMENT IS GOAL
APPLY FORM BASED CODE
ABBREVIATED BAR, STAFF REVIEW
PARKING “IN LIEU OF” FEES
UNDERGROUND UTILITIES EFFORT**

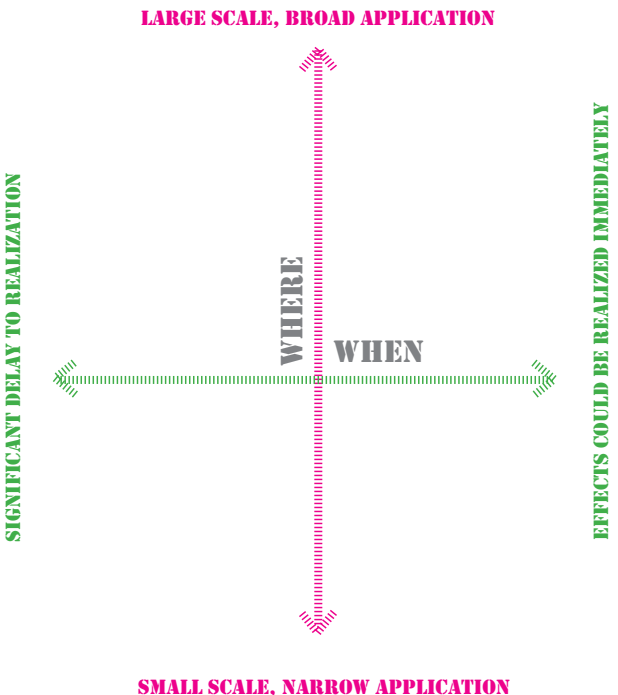
2

WHEN AND WHERE

WHILE THE PLACE-BASED TIER SYSTEM OF PRIORITIZING AND IMPLEMENTING SPECIFIC PLANS IS SUFFICIENT FOR CERTAIN PIECES OF THE CITY, WE MUST ALSO CONSIDER HOW BEST TO EVALUATE A VARIETY OF CODE REFERENCES AND TEXTS THAT HAVE GENERAL APPLICATION ACROSS THE CITY. TO THAT END, PLEASE FIND JUST TWO CRITERIA FOR ORGANIZING THE PRIORITIZATION OF NON-PLACE BASED CODE OR TEXT MODIFICATION EFFORTS:

WHEN MIGHT THE FULL EFFECT OF THE CHANGE FIRST BE REALIZED IN OUR CITY?

WHAT IS THE SCALE OF THE IMPACT OF THE CHANGE WHEN BROADLY APPLIED TO OUR CITY?



1

SHARED PERSPECTIVE

IF IT IS TRUE CITIES ARE A REFLECTION OF THEIR CITIZENS ACROSS MANY YEARS, MIGHT WE BE ABLE TO VIEW OUR FUTURE IMAGE THROUGH A COMMON LENS TODAY?

IF CAPTURED BY A QUICK GLIMPSE AND USED AS A BENCHMARK/POINT OF BEGINNING DURING DISCUSSION AND DEBATE OF A VARIETY OF BROAD OR DETAILED TOPICS, CAN WE ASSUME THIS COMMON LENS (OR ONE LIKE IT) MADE OF FIVE EASY PIECES AND USED FROM APPROXIMATELY THE SAME INITIAL VANTAGE POINT HELPS US MORE CLEARLY VIEW AND ACHIEVE A DISTANT SHARED PERSPECTIVE?



- A: STRONG HEART**
- B: CENTERS OF ATTENTION**
- C: DISTRICT BALANCE**
- D: NEIGHBORHOOD FABRIC**
- E: NETWORK CONNECTIONS**



OTHER SOURCES

The Virginia Accord by VSAIA

<http://www.aiava.org/uncategorized/virginia-accord-principles/>

City of Charlottesville Comprehensive Plan

<http://www.charlottesville.org/Index.aspx?page=3523>

City of Charlottesville Strategic Plan

<http://www.charlottesville.org/Index.aspx?page=3591>

City Council Vision Statement

<http://www.charlottesville.org/Index.aspx?page=1750>

City of Charlottesville Strategic Investment Area

<http://www.charlottesville.org/index.aspx?page=3409>

**AGREE? DISAGREE? HAVE SOME IDEAS TO ADD?
EMAIL ME ANYTIME AT KURTKEES@GMAIL.COM**

MINUTES
PLANNING COMMISSION WORK SESSION
Tuesday, January 27, 2015
5:00 – 7:00

I. PLANNING COMMISSION WORK SESSION

Location: NDS Conference Room, Charlottesville City Hall, 2nd Floor

Members Present: Chair Dan Rosensweig; Commissioners Taneaia Dowell, Kurt Keesecker, Genevieve Keller, Jody Lahendro, and John Santoski; UVA representative Bill Palmer

Call to Order: the meeting was called to order by Chair Rosensweig at 5:00 p.m.

AGENDA

2. Unified Development Review Code

Missy Creasy, Assistant Director of NDS, gave a detailed definition of the Unified Development Ordinance (UDO) and explained that it is a local ordinance that combines zoning and subdivision regulations, traditionally set forth within two separate chapters of the City Code, into one location in the City Code. By combining these regulations in one location, the intention of the UDO is 1) to make it simpler for property owners and staff to identify applicable regulations and submission requirements, 2) to remove inconsistencies between two sets of development regulations, where there is no policy or substantive reason for those differences, and 3) to make process and procedure simpler for decision-makers to identify and followed.

Ms. Creasy explained the concept is to merge the development regulations and subdivision ordinances and refer to the consolidated requirements as a “Unified Development Ordinance” (UDO). The present state code will no longer allow localities to mandate a preliminary submission. The City Code will define the requirements for subdivision and zoning final plans in one ordinance.

Lisa Robertson, Chief Deputy City Attorney said now was not the time to discuss substantive provisions of the two ordinances being merged. She said that many of concerns raised by the public and the Commission regarding the UDO relate to existing provisions of the City’s zoning ordinance or subdivision ordinance and are not new within the draft UDO.

Mr. Keller said she was inclined to support this but is concerned about what the submission requirements look like and if it is a really involved process. She asked Ms. Creasy and Ms. Robertson to identify what they envision a submission would be.

Ms. Robertson said she would like to put in a chart without changing substantive requirements or adding something new. She wants to give something that is an easy visualization of what the requirements are now for a preliminary subdivision/final subdivision and preliminary site plan/final site plan and present it in a way that the Commission can see where it overlaps and where it differs. She said it is possible to keep the same submission requirements and just bring everything together.

Ms. Keller said she has concerns with linking this to the Standards and Design Manual because the Commission has talked about revising the manual and it seems to her that that should be done in a comprehensive way and not slide it in a unified ordinance. She felt like that would be premature.

Mr. Rosensweig said he would like to see what it looks like if we vote as a commission.

Ms. Keller said most of the sites that are left in the City are challenging sites which is why she would like to take a look at the Standards and Design Manual.

Ms. Robertson said she wanted to show them that the concept of this could be done without changing any substantive requirements right now. She will give them the second piece which is the submission requirements without necessarily proposing to change anything but try to bring it together to something that is easily reviewed.

Mr. Rosensweig said it might be more productive if commissioners go through and send staff a list of things where they think there may be some substantive changes and have staff respond about whether or not it was where there was discrepancy.

Ms. Creasy thought this was a good idea.

Mr. Santoski asked about what the process would be before the item was publicly advertised.

Mr. Rosensweig concluded with the commissioners will go through and flag substantive details and send those to Ms. Creasy.

Public Comment

Heather Walker, 603 Shamrock Road said whenever the City is creating this matrix or guidelines for the developers that outreach to the surrounding neighborhoods should be done much earlier in the process, perhaps before the first site plan is submitted.

Neil Williamson thanked staff for answering a number of questions from Blue Ridge Home Builders Association. If the Planning Commission decides now is the best time to push forward an UDO, he said this will yet be another outside consultant exercise where local understanding of the regulations and policies regarding development operations may become lost in the mirage of charettes and renderings of other localities. It is rather sad that rather than dealing with the substantive issues raised by the very people impacted by the ordinances, the Chief Deputy City Attorney was dismissive of their concerns.

3. Small Area Plans

Small Area Plan – Ms. Creasy stated that there was a sub-committee made up of members of the Planning Commission and the PLACE Task Force who met and talked about this item but it was

determined that a broader discussion was needed to take place outside of the smaller group and it made sense to come back to the Planning Commission to talk about it further. There were a number of areas designated in the comprehensive plan as areas for consideration of additional review. Staff has some outlines of some of those areas and why the area was put on the map. In some places it was for more detailed planning and studying the specific area and in some cases it was looking at zoning consideration or a use consideration or something that didn't necessarily require a large project. She stated that there were a number of these things in the plan, some for quite a while, and that people are interested in having the plans move forward. She stated that staff has limited resources with which to work on the small area plans. She mentioned some of the planning effort ongoing currently: the Rivanna River work is definitely getting some traction. There is a group set up as part of a discussion between the City Council and the County Board of Supervisors that is really taking a look at all the many aspects affecting the river area. That group is in the early phases of info gathering, but they have a strong interest in doing something and they haven't pinpointed what that will be yet. In the Hydraulic Road area there is interest in the Planning District Commission in assisting with planning activities there. Staff has a memo from December that outlines some proposals for where staff felt we could go. She stated that the staff is doing quite a bit of regrouping at this point and time, with Mr. Tolbert leaving. She said that the staff will have to step back and look at all of the different things going on right now and that it would be a challenge just trying to manage the things going on and under way right now.

Ms. Keller said she is concerned about the Small Area Plan for the Strategic Investment Area (SIA). She said that the City has endorsed that and while the City cannot move ahead with full scale implementation, it would seem to her that something like the SIA needs to start informing planning decisions and the Commission so when a proposal such as 201 Garret Street comes forward, the SIA should be referenced in the staff report. She said if the City has more info about the Hydraulic area north of 250, if the City has a proposal that whatever information the City has collected at that point, staff should start informing and guiding the staff report and the discussion as a Commission. She said she is concerned that the City has put off too many things and the City won't take advantage of the most up to date information available.

Ms. Creasy stated there is an effort from the SIA standpoint that Economic Development is working on, and staff is trying to keep all of these things going.

Ms. Keller said in terms of suggested heights, if something comes before the Commission and it is a discretionary review for a Special Use Permit or a Planned Unit Development, the most recent information (she hopes) would be pointed out to the Commission.

Mr. Rosensweig said he noticed a difference between what is in this document and what the subcommittee recommendation was north of the bypass. He said he felt there was a "fire burning" on Hydraulic Road in that there is a lot of development pressure there and some transportation initiatives that are going to affect how that area wants to develop. He said that it seems to garner clear consensus that the Commission would like to see the small area plan development there. The Commission wanted to see movement on the River, Preston and Cherry areas. He said the thought process was because West Main is going become something different, the quality of travel is going to be different. He said ultimately it is going to change circulation patterns in the core of town where the western part of the core of town as will the opening of the Meadowcreek Parkway (John Warner Parkway).

Ms. Keller said she thought the first priority was to do growth scale look at Small Area Plans and how they might inter-relate, the connectivity of them and the different characters. She said that it should be

done with a very broad brush, and then focus in on the others. She thought that Hydraulic was at the top of the list because of known transportation improvements there and the perception that there would be redevelopment opportunities there and those could be taken advantage of. She said the Commission thought that Cherry and Preston were important because of their relationship with the opening of the Parkway and the possible changes on West Main. She said there was a connection between the River and Woolen Mills.

Mr. Keesecker commented that he wanted to put a book together to detail some criteria The Commission could use and argue about. After going through the discussion with the subcommittee, it seemed the recommendations were based more on intuition since no objective criteria for comparing priority small area plans has been identified, the booklet he created, 5 easy pieces, asked if we can view the city through a simplified lens with just five easy-to-describe pieces, each playing an important role in helping to shape the city and organize the conversation regarding efforts to improve it. Mr. Keesecker gave a summation of his second booklet for the work session as follows:

1. Complex issues have often been simplified to allow discussion and debate. Once broad concepts are agreed upon the implementation of the ideas can once again be complex, but each step can be guided by those original simple ideas. It worked for our Constitution, Sherman's March, and Einstein's Theory and this approach can also be applied when considering Charlottesville's future physical organization and planning efforts.
2. We should consider the City as an organized web of both points/places and connections between them, this viewpoint helps one understand the importance of directing and guiding future development to the "points" which will facilitate the preservation of the neighborhoods between these identified points.
3. There are 21 points we should focus our attention toward, each with its own character, economy, positive attributes, and negative attributes.
4. These 21 points can be compared and contrasted by a variety of criteria to help establish priority for application of planning and implantation resources.
5. These 21 points and their relative importance in the City is not a new idea. In each case, these 21 points have already been included in a mixed use zone, a design control district, a small area plan, or some combination of the three.
6. These 221 points should be considered places with definitive center or known location. This will allow energy to be focused and hierarchy to be established in and around each of the 21 points.
7. The connections between these 21 points are equally important (look at Settlers of Catan as example of this dual importance of point and connection) and should be enhanced in terms of enjoyable travel between the 21 points whether by foot, bike, bus or car.
8. These ideas are a point of beginning and meant to help establish consensus around establishing priorities and vision.

Ms. Creasy said that the rights of the people who own property and is something that can't be left behind. She said some things are coming forward for discussion to the Planning Commission concerning pre-application meetings and there are pros and cons to that proposal. She said that staff cannot get the neighborhood involved before it has something to show them. As soon as the City get applications in it has a process to get notifications out.

Ms. Keller said we are seeing a different type of development, she is not sure that we know who our development community is.

Public Comment

Mr. Emory said he thought the outcome of meeting would be a recommendation to prioritize the Small Area Plans for Council. In 1988 he gave the Planning Commission an article where Sue Harrison Lewis told the Woolen Mills to get involved with the City's Comprehensive Plan process. Every five years the neighborhood has been bringing items to the City for implementation or planning items and they haven't been able to get any of them done. He said his neighborhood would like for the Commission to plan in the Woolen Mills or the River or between the World Heritage Site bookends. He said that this is a really great area potentially for the City of Charlottesville. The Rivanna Water and Sewer Authority (RWSA) just committed to spend 9 million dollars on odor control down there. He said that we have no corridor or planning. He asked why the City hasn't done an inventory on the properties along the river that we have left. He said we have no vision. He said that we need to at least get some protective land use or zoning on the ground so bad things won't happen. He said he was sorry to see Jim Tolbert leave after 15 years. Everyone has given their rendition of this meeting and the one in the staff memo was Jim's rendition and that he actually has recordings of each meeting if anyone wants a copy. He said he hoped that we can make a unified planning effort. He also asked that the County and the City advocate for lowering of the flood elevation along the river so that it would help a lot of residents who are currently paying flood insurance and would open up new possibilities.

Public Comment Closed

Mr. Fenwick said to Mr. Keesecker that this something new and he likes it but be careful because Ms. Creasy has her hands full and we don't really know for how long. We do have tools and justification in the Comprehensive Plan for anything. When neighborhoods bring up an objection, we have a Comp Plan, we have many meetings and a whole lot of public input but the Comp Plan is being used in a way where it wasn't expected to be used. If we have the tools in place, the Planning Commission, BAR and City Council are responsible for that. Preston Avenue is starting to blossom by itself with the Region 10 and the Coke Building. He said that we're here in this city because what we found here was in place with very little process in place. He said people came here because they liked it and now we're going to change it. He said be very careful in changing it. He said he will be more than happy to do anything to help. He is looking forward to Mr. Keesecker book. Mr. Fenwick said the Planning Commission is more of an approval commission and he encourages better plans and stick to the plans and make the special use permit really special.

Ms. Keller asked if there is an expectation to follow-up on Mr. Emory's comment. Is there an expectation that the Commission would endorse the small area plan?

Ms. Creasy said she didn't think the commission is there yet.

Mr. Keesecker said he though a larger conversation with Council would seem productive.

Ms. Keller said they should get a time table for that.

Ms. Galvin said there is no rush for all the reasons they have all talked about but the City does need to build in a lot more interaction.

Mr. Keesecker said about a year ago discussion was how would the City evaluate which of these areas would be a priority over the next. He said first we need to list how we are going to prioritize our valuing

of these different points in the city. He said first we need to agree that there are points in the city that are worth concentrating effort on and then you can ask what are the qualities of each of those to make them more or less desirable for resources for either Planning, Structural Improvements, Marketing efforts or Economic Development.

Ms. Galvin said this is not only a planning question. She said the City will have to talk to people about stormwater and environmental concerns. It would inform the level of investment that is needed or intensity and focus. Virginia has small area planning all over the place and they have processes and methods and criteria for identifying these areas.

Mr. Lahendro thanked and commended Mr. Keesecker for the information stating it is a great composition.

Work Session adjourned at 7:50 pm

City of Charlottesville
Department of Neighborhood Development Services
Memorandum



To: City of Charlottesville Planning Commission

From: Brian Haluska, AICP

Date of Memo: July 31, 2015

RE: Small Area Plans

Summary: The Planning Commission and City Council have been working on the procedures and prioritization of the small area plans identified in Land Use Goal 1.1 of the 2013 Comprehensive Plan following the approval of the plan. Several planning efforts are underway in some of the areas identified in the plan, while further progress in this area has been slowed by staffing concerns in the Department of Neighborhood Development Services, as well as other planning efforts that have been prioritized ahead of the small area plans.

While the prioritization of the individual plan area will continue to be a topic of discussion in the future, staff has aimed to make progress in this planning effort by focusing on Land Use Goal 1.2 of the Comprehensive Plan:

“Develop common elements of a Small Area Plan as well as a planning process that is both consistent and can be molded to the unique character of each area.”

Staff looked to the previous planning efforts that led to the drafting of the Strategic Investment Area plan and the West Main Streetscape plan as guides for how future small area plan should proceed.

When reviewing the following document, keep in mind that this document should present an exhaustive list of options to choose from when crafting a small area planning process. Staff does not anticipate that every small area planning process will follow all the steps listed in this document. Rather, this document serves as a “menu” of options to choose from when starting a small area planning process.

Planning Process of a Small Area Plan

This is a draft list of process steps that would guide a small area planning process from start to completion.

1. Background Research

The staff assigned to the small area planning process should first complete background research on the area designated for a small area plan.

- a. Demographic Snapshot
 - i. Census Data
 - ii. American Community Survey
- b. Existing Land Use Summary
 - i. TJPDC Land Use Survey
 - ii. Tax Assessor Data
 - iii. Current Redevelopment Efforts
- c. Zoning Build-Out Envelope
 - i. Build-Out Analysis
- d. Applicable Comprehensive Plan Sections
 - i. Strategic Investment Area Guidance
- e. Bike/Ped Plan Connections
 - i. Bicycle/Pedestrian Master Plan
- f. Historic Resources
 - i. Historic Districts
 - ii. Conservation Districts
 - iii. Individually Protected Properties
- g. Natural Resources
 - i. Green Infrastructure Plan
- h. Prior Planning Documents

2. Identification of Planning Issues

Based on the background research results, staff should draft an initial list of issues and concerns that arise when looking at the small area.

- a. Zoning Mismatches
 - i. Zoning Map/Current Land Use
 - ii. Comprehensive Plan/Zoning Map
 - iii. Future Land Use Plan/Zoning Map

- b. Transportation Infrastructure
 - i. Streets That Work
 - ii. Bicycle/Pedestrian Master Plan
- c. Green Infrastructure
 - i. Green Infrastructure Plan
 - ii. Tree Coverage
- d. Economic Development
- e. Historic Preservation

3. Initial Public Outreach

The goal of the initial public outreach is to collect feedback from the public as well as other bodies on the issues identified in the first two steps of the process. Input will hopefully validate the summary of the planning issues, identify any areas that need further exploration, and provide some guidance on how the public would like to see the issues addressed in the plan.

Ideally, this outreach will occur in small groups, and may require numerous meetings to complete.

- a. Neighborhood Leadership
 - i. Neighborhood Associations
 - ii. Homeowners' Associations
 - iii. Neighborhood Leaders
- b. City Council
- c. Planning Commission
- d. Board of Architectural Review
- e. PLACE Committee
- f. Tree Commission
- g. Bicycle/Pedestrian Advisory Committee

4. Plan Drafting

Following the collections of input, the staff should focus on drafting the small area plans, incorporating the existing research, identified issues, public input, and drawing conclusions from that information.

- a. Existing Conditions
- b. Summary of Planning Issues
- c. Input and Outreach
- d. Analysis
- e. Recommendations

5. Public Presentation/Feedback

Once the draft of the plan is complete, the plan should be presented to any of the groups that had initial input. Ideally, the public presentation and feedback will be done in larger public settings.

- a. Neighborhood Leadership
 - i. Neighborhood Associations
 - ii. Homeowners' Associations
 - iii. Neighborhood Leaders
- b. City Council
- c. Planning Commission
- d. Board of Architectural Review
- e. PLACE Committee
- f. Tree Commission
- g. Bicycle/Pedestrian Advisory Committee

6. Final Report/Approval

The final report should be revised to incorporate any relevant feedback from the presentation of the draft, and sent to the Planning Commission for review and recommendation to City Council.

- a. Report
- b. Proposed Zoning Amendments
- c. Streetscape Plan

Common Elements of a Small Area Plan

This list is a draft list of contents that may be included in a small area plan document.

1. Existing Conditions

The purpose of the existing conditions sections is to serve as an introduction to the plan, as well as effectively describe the area of study. It should provide a picture of the small area plan study area, as well as any external linkages that may impact the area.

- a. Demographic Snapshot
 - i. Census Data
 - ii. American Community Survey
- b. Existing Land Use Summary
 - i. TJPDC Land Use Survey
 - ii. Tax Assessor Data
 - iii. Current Redevelopment Efforts
- c. Zoning Build-Out Envelope
 - i. Build-Out Analysis
- d. Applicable Comprehensive Plan Sections
 - i. Strategic Investment Area Guidance
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 - i. Bicycle/Pedestrian Master Plan
- f. Historic Resources
 - i. Historic Districts
 - ii. Conservation Districts
 - iii. Individually Protected Properties
- g. Natural Resources
 - i. Green Infrastructure Plan

2. Summary of Planning Issues

The purpose of the summary section will be to take the information from the existing conditions section, and create a concise summary of the issues that the area faces. The issues identified should be supported by the data found in the existing conditions section. It should also incorporate previous feedback received from residents and business owners in the area.

- a. Zoning Mismatches
 - i. Zoning Map/Current Land Use

- ii. Comprehensive Plan/Zoning Map
 - iii. Future Land Use Plan/Zoning Map
- b. Transportation Infrastructure
 - i. Streets That Work
 - ii. Bicycle/Pedestrian Master Plan
- c. Green Infrastructure
 - i. Green Infrastructure Plan
 - ii. Tree Coverage
- d. Economic Development
- e. Historic Preservation

3. Input and Outreach

The input and outreach section should document the public outreach efforts undertaken following the identification of the planning issues, and the input that came from those sessions.

- a. Public Input Process
 - i. Mailings
 - ii. Community Meetings
 - iii. Online Postings
- b. Neighborhood Leadership
 - i. Neighborhood Associations
 - ii. Homeowners' Associations
 - iii. Neighborhood Leaders
- c. City Council
- d. Planning Commission
- e. Board of Architectural Review
- f. PLACE Committee
- g. Tree Commission
- h. Bicycle/Pedestrian Advisory Committee

4. Analysis

This section should draw on the material in the prior three sections to craft the case for any potential strategic changes to the identified area. While the first section is factual information about the area, this section would contain more detailed analysis of the small area that can be derived from that information.

- a. Comprehensive Plan Guidance
- b. Zoning Build-Out Analysis
- c. Future Growth/Usage Trends and Projections

5. Recommendations

This section should draw on the material in the prior sections to craft the case for any potential strategic changes to the identified area. At the minimum, this section should contain action items to be completed in the future to address the issues identified in the plan. A more complete plan would include drafts of proposals to be forwarded to the appropriate bodies upon adoption of the plan.

- a. Proposed Zoning Amendments
- b. Streetscape Plan
- c. Implementation Strategy (projects/programs, estimated costs potential funding sources, responsible party, and timeline for implementation.)