

# RECOMMENDATION ASSESSMENT

Benefits, Concerns, and Public Commentary on Key Issues

DRAFT September 4, 2007

## DOWNTOWN ZONING ISSUES

Required Mixed-use	2
Building Height	3

## TRANSITION ZONING ISSUES

Live/Work in Transition 2	4
Attached Housing	5
Stand Alone Commercial	5
Stand Alone Parking	5

## DOWNTOWN BOUNDARY ISSUES

Western Boundary	6
Southern Boundary	7
Downtown 2	8

## TRANSITION BOUNDARY ISSUES

Northern Boundary	9
Southern Boundary	10
Western Transition I Boundary	11

# ASSESSMENT - Downtown Zoning Recommendations

## MIXED-USE REQUIRED

### Benefits

- Requiring mixed-use assures that the Master Plan vision will evolve as indicated and adopted in the Comprehensive Plan
- Mixed-use assures that one use (such as commercial office) will not dominate the market
- More options would be allowed by-right, instead of requiring an SUP (e.g. the way that residential can be easily integrated as a by-right approach)
- This ensures the introduction of new residences downtown, something that can only happen today through an SUP in the C-1 district today.
- Given the maximum average unit size of 1,500 SF for each development, this assures that a greater percentage of affordable housing will also evolve downtown.
- Single use is permitted in several cases, for example where a building does not exceed 5,000 SF – (e.g., allows existing single family structures to convert to commercial use)
- Civic uses are also exempted from the mixed-use requirement (churches, library, etc.)

### Concerns

- Mixed-use required for larger developments: more restrictive on property owners.
- Some argue that the 1,500 SF maximum average for residential is unnecessary and restrictive.
- Exempting civic uses from the mixed-use requirement may be seen as “special treatment”, opening up questions about why private property owners are expected to do this and civic users are not required to do so.

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

*“The architectural form and site design of the US Joiner building, which was alluded to as an example, is a product of the existing zoning district regulations. Greater mixed use could have been created on the site if the county zoning and site plan regulations allowed. Mixed use is currently allowed, retail/office, and with an SP residential can be incorporated into an existing commercial district; however, it is not required”*

*“I don’t hear much criticism of the proposals for building height, setback, or parking although there are concerns about requiring mixed use particularly in the case of an office building where certain office tenants want first floor (street-level) locations. They do not want to be over retail or have to have residential above them. I understand and agree with them. I think the market will cause much of the ground level to be retail and would like not to over-regulate. Also, residential (over retail or office) might best be handled by setting up incentives for including that type of mixed use”.*

*“We need more housing density in Downtown to promote walkability and affordable housing opportunities. We need more people living in close proximity to Downtown. Look at our Charlottesville Pedestrian Mall now that it is vibrant, condos will soon surround it on all sides. These people live and spend money on the Mall”.*

*“Not allowing single users would force those users out to other commercial areas in Crozet”.*

*Why are two uses being required? At the beginning of the process, the community agreed that mixed use was a desirable and necessary attribute of downtown. In the proposed new zoning it is therefore required. For some it seems like flexibility is being lost.*

- See Benefits. Without a requirement for mixed use, many developers might prefer to develop stand alone commercial structures, and downtown Crozet could end up with little to no new residential and little to no new retail or civic uses. Single use has been allowed in Downtown 2, in Downtown 1 for buildings not exceeding 5000 SF, and in the case of civic uses. Downtown 2 is so designated to be consistent with the “Employment” designation in the Crozet Master Plan and the County’s Comprehensive Plan.

## ASSESSMENT - Downtown Zoning Recommendations

### BUILDING HEIGHT

### PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

#### Benefits

- Two story requirement assures greater enclosure of the street and pedestrian realm and in increased optimization of land downtown.
- Assures greater development potential and a closer approximation of the feel of an historic village setting.
- Two story requirement is written to allow flexibility in how it is achieved.

#### Concerns

- Two story requirement is more restrictive on property owners, limiting property owners who might want to produce a 1 story product. For example, this would limit national chain stores that often demand one story configurations.
- Some property owners may not be familiar with mixed-use development strategies, in which case they may find themselves having to partner with other investors or developers who have such experience.

*“Currently, two stories are not required, this appears to be an architectural regulation? The requirement for at least 2-story structures can be a significant barrier to large and small commercial users and is not a current requirement”.*

-See Benefits: The two story requirement is flexible in that it is required for only 3/4 of the lot width. See page 8 of the Recommendation Packet.

*“I do like the two story minimum requirement and think that provision will give us both the density we need in downtown as well as the likelihood of mixed use”.*

# ASSESSMENT - Transition Zoning Recommendations

## LIVE-WORK IN TRANSITION 2

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

### Benefits

- Greater opportunities for property owners
- Creates a more intense entry to Downtown than R-2

### Concerns

- Existing single family neighbors may object to live/work in their neighborhoods.

*“In the transition area described by the consultant, opposed to the new transition areas to the east of “Downtown”, “Transition Adjoining Downtown” the limitation to three, 3, employees is highly restrictive and unacceptable from my perspective. This employee limitation is more restrictive than a Class B, Home Occupation, which is allowed by SP in all residential zoning districts and the RA district. This is in an area designated for the most part as CT-5 in the Crozet Master Plan and a significant divergence from the CT-5 use criteria. There are multiple parcels that are currently zoned C-1 or CO that would be down-zoned by the transition zone district.”*

- Properties in the western portion of the Transition area have now been incorporated into the *Transition 1* zoning district which does not limit commercial use by employees or home occupation. Transition 2 (now contained north of Downtown) maintains these restrictions to minimize the effects on the existing neighborhood. See pages 5 and 12 of Recommendation Packet.

*“If live-work is a feature of edge (Transition), then edge area should be reduced”.*

*There is concern about the quality of life for the homeowners in the Transition, mainly with the inclusion of small scale retail adjacent to single family detached.*

-The implementation recommendation for individual properties going through rezoning in the Transition District will provide an opportunity for public review before these types of live/work developments go forward.

# ASSESSMENT - Transition Zoning Recommendations

## ATTACHED HOUSING

**Benefits**

- Greater development potential for Transition I areas

**Concerns**

- Greater density is possibly seen as a negative by existing single family neighbors.

## STAND ALONE COMMERCIAL

**Benefits**

- Greater development potential for Transition I areas

**Concerns**

- Greater density and different use are possibly seen as negatives by existing single family neighbors.

## STAND ALONE PARKING

**Benefits**

- Would help to accommodate greater parking demand over time

**Concerns**

- Pressure from downtown could lead to too much parking in this district, where it could start to become 'downtown's parking lot'.

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

*“Would you examine the issue of whether the “Transition” area is being made more restrictive as far as home occupation type business and residential density by virtue of the proposed new zoning? I have not looked at this personally, but have heard rumblings from others”.*

- The majority of the Transition area is now in the Transition I district where stand alone commercial and attached units are allowed. There recommendations are more permissive than earlier recommendations. Residential densities for the Transition districts are consistent with the Master Plan: 18 DUA in Transition I (similar to CT-5) and 10-12 DUA in Transition 2 (similar to CT-4).

## ASSESSMENT - Downtown Boundaries

### WESTERN DOWNTOWN BOUNDARY

### PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

#### Benefits

- Concentrates development tied to Crozet Avenue and the Square
- Adjacency of Transition I can produce a compatible “urban” street along Carter even with the two districts on either side.
- Transition I could allow for public review if the implementation recommendations are enacted (Downtown could be pre-zoned by County and thus by-right, whereas Transition would require applicant initiated re-zoning, thus the reviews).

#### Concerns

- Original size of Downtown (CT-6 in Master Plan) has been reduced somewhat.
- Two districts flank Carter Street (Downtown to the east, Transition I to the west). Some argue that Downtown should span both sides of Carter Street.
- If the implementation recommendations are enacted, applicants in the Transition area will need to make a case for their re-zoning according to the zoning text that is implemented for this district. This adds a burden to the applicant.

*“I do like the concept of a core (Downtown) and an edge (Transition) zone. I think that a few particular areas should be reclassified however. First, I think the core area should include the eastern half of the block lying between Blue Ridge Avenue and Carter Street - the parcels fronting on Carter should be “core” so that Carter Street is a commercial/business street, while the parcels fronting on Blue Ridge should be “edge” which preserves the residential nature of that street.”*

*“Many have concerns about the three special transition areas complicating things. I think most do have an appreciation for the impact of commercial/retail on neighboring residential areas, but want to keep this zoning district simple. I would recommend taking a second look at the downtown boundaries and perhaps take in these special transition areas. I feel that it is a mistake not to have both sides of Carter street in the “downtown” (splitting the block down the middle between Blue Ridge and Carter)”*

*“Making Downtown Core District smaller is tragic mistake. Don’t make the boundaries smaller! It a growth area. Please treat it as such. We have already figured out where to do it, we now need to figure out how to accomplish it. Leave (CT 6) alone”*

- See Benefits. The Transition I designation allows for development that is more consistent with Downtown than Transition 2. This decision mediates the neighborhood concerns and the development community’s desire for greater development potential. It is also consistent with the intent of the Master Plan to be responsive to local circumstances (balancing the scale of development between areas).

# ASSESSMENT - Downtown Boundaries

## SOUTHERN DOWNTOWN BOUNDARY

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

**Benefits**

- Concentrates development toward the “center” of town by making the southern part of the district slightly smaller than the C-6 area in the Master Plan
- Strives to achieve a balance in the overall size of mixed-use, higher intensity development.

**Concerns**

- Reduces CT-6 area slightly from Master Plan
- Some argue that Downtown should be larger.

*“There is no need to change or alter the plan that was determined to be appropriate and adopted by the County of Albemarle. Boundaries and uses of our Comprehensive Land Plan should remain as decided”.*

- See Benefits. In some respects, CI properties excluded from Downtown would be more restrictively zoned, yet the Transition I designation will also help them achieve significant development potential including commercial uses.

# ASSESSMENT - Downtown Boundaries

## DOWNTOWN 2 BOUNDARY

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

### Benefits

- Provides a specific designation that is consistent with the Master Plan’s “Employment District”.
- Allows property owner more flexibility in that mixed-use is not required. Commercial only could be produced in this one area, otherwise it is exactly the same at Downtown 1.

### Concerns

- One property is split into 2 different districts to accomplish this. An alternative would be to not provide a Downtown 2 district, but to rely on an SUP case to be made by the applicant (as in the current recommendations for Downtown 1).
- There is some debate in the community questioning why the County should require mixed-use anywhere.

*“I like the core district (Downtown), but the heavy industry area should be grandfathered in for only existing use. Then convert to commercial/residential”.*

*The Barnes Lumber property will revert to C-1 once it no longer functions under its current arrangement, therefore it needs to be considered in those terms. The language about this employment area in the Master Plan suggests that perhaps Commercial only should be allowed here.*

-See Benefits. Stand alone commercial and light manufacturing are allowed within this district. The current heavy industrial use is grandfathered in the sense that it will remain unaffected by the new zoning until a change is made to the property. At that point, the property would not be required to follow all of the zoning completely-rather they will need to demonstrate that they are moving toward conformity.

# ASSESSMENT - Transition Boundaries

## NORTHERN TRANSITION BOUNDARY

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

### Benefits

- This portion of Crozet could develop like High Street in Charlottesville with some commercial offices in residential structures.
- Gives more depth to downtown entrance, since Downtown is somewhat limited north of tracks
- More flexibility than current R-2 zoning – allowing for commercial in conjunction with home occupancy
- Area pulled in tighter toward the Dairy Queen in recognition of the stream and to align Downtown on both sides of Crozet Avenue in this area.

### Concerns

- Slightly smaller than the original recommendation put forward by consultant. Some have argued for a larger Downtown Area north of the tracks.

*“A major portion of the new area added on the north side of the railroad tracks is impacted by stream buffer setbacks related to the County’s WPO. One can understand the expansion in this direction to create the potential for support services and better design capacity for the commercial district on the north side of the tracts”.*

*“The St. George Ave intersection with Rt. 870 should not be the edge (Transition) meaning the north side”.*

*“North of the railroad tracks, I would remove the parcels north of the Beaver Creek tributary from the “core” (Downtown) and make them “edge” (Transition). I feel that the “core” designation would disrupt the St. George Avenue/ Wayland Drive residential area”.*

- In the final recommendation, the Downtown boundary does not cross the stream buffer. The Transition area has been reduced from previous iterations to be contained by the southern edge of St. George Avenue. This decision reflects the compromise between the existing neighborhood concerns and a greater potential for development north of Downtown.

# ASSESSMENT - Transition Boundaries

## SOUTHERN TRANSITION BOUNDARY

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

### Benefits

- Transition 1 provides more flexibility for former CI/CO properties than Transition 2, with greater development potential for those property owners.
- Transition 1 affords greater development potential as compared with Transition 2.

### Concerns

- In some respects, CI properties would be more restrictively zoned, yet the Transition 1 designation will also help them achieve significant development potential including commercial uses.

*"I think that the parcels south of and fronting on Jarman Gap Road east of this line down the center of the Blue Ridge/Carter St. block should be "core" (Downtown) based upon the topography and the fact that they have been home occupation for years. These parcels are east of the crest of the hill entering "downtown" Crozet from the west. I also think that the parcels to the west of Crozet Avenue after the last curve entering "downtown" from Miller School road direction should be "core".*

- See Benefits/Concerns.

# ASSESSMENT - Transition Boundaries

## WESTERN TRANSITION I BOUNDARY

## PUBLIC COMMENT SAMPLE + CONSULTANT RESPONSE

**Benefits**

- Extended to Blue Ridge Avenue to provide a transition with the existing and adjoining R-6 zoning to the west.

**Concerns**

- Blue Ridge Road would have two different conditions on its two sides (Transition to east, existing R-6 to the west).

*“The basic idea of a Core (Downtown) district and an Edge (Transition) district is sound, however, the proposed edge district is unsound and heavily weighted toward the western side of the downtown”.*

*“On the west side of the proposed district on the north side of Jarman Gap Road there is close to 62 acres currently zoned R-6. This process should take that into consideration”.*

- See Benefits. The Transition I district is more consistent with the adjacent R-6 zoning than the previous Transition 2 recommendation.