



COUNTY OF ALBEMARLE EXECUTIVE SUMMARY

<u>AGENDA TITLE:</u> Downtown Crozet Zoning	<u>STAFF:</u> Rebecca Ragsdale, Senior Planner
<u>SUBJECT/PROPOSAL/REQUEST:</u> Work Session-Review and Discussion of Crozet Downtown Zoning recommendations	<u>PLANNING COMMISSION DATE:</u> November 27, 2007

BACKGROUND

Work sessions with the Planning Commission began in September on the Downtown Crozet Zoning project. The consultant, Community Planning + Design, provided an overview of their recommendations to the Commission in a work session on September 18, 2007.

The Commission held a second work session on the project on October 2, 2007. The focus of that work session was to further discuss the intent of the Zoning recommendations and the need for four zoning districts. Public input provided by members of the Crozet Community, including the Downtown Crozet Association (DCA), was supportive of one Downtown zoning district and no Transition Districts. The Crozet Community representatives also did not support the Downtown 2 District, requirements for mixed use, requirement for a maximum residential unit size average, and building articulation requirements. The Commission directed staff to look at ways of simplifying the approach to the zoning changes.

Zoning regulations for a single Downtown Zoning district were discussed in a work session with the Commission on October 30, 2007. The Commission provided the following regarding the draft zoning district regulations:

- **Parking-** The Commission had concerns about parking trading agreements and the potential for owners to lose parking, after having established businesses, due to the informal nature of the proposal for establishing the agreements among property owners. There was also concern that this would put the County in a role of then having to enforce parking requirements that could affect businesses. The Commission directed staff to look at ways to reduce the minimum number of parking spaces and recommended that the minimum spaces for 2-bedroom residential uses should be 2.0 instead of 2.5.
- **Mixed Use-** The consultant's proposal would require that each building have a mixture of uses. Members of the public were concerned that requiring all buildings to have mixed use would be too onerous and that there should be more flexibility for property owners to allow them to attract businesses. The Commissioners were concerned that a mix of commercial and residential uses might not be achieved in the downtown without some incentives or requirements. They directed staff to look at ways of providing incentives for mixed use rather than requiring it through regulations.
- **Maximum Average Residential Unit Size-** The Commission indicated that the 1,000 sq ft maximum average for residential units needed additional work and substantiation and asked staff to provide that information.

- **Building Height-** The consultant's proposal would require a 2-story minimum and allow up to 4 stories in height. The Commission heard from members of the Crozet community who indicated support for the requirements as they are proposed. Others were concerned about loss of views and that 4 stories was too tall for Downtown Crozet. The Commission agreed not to recommend revisions to requirements for a 2-story minimum, 4-story maximum, and greater than 4-stories or single-story through special use permit approval.

DISCUSSION

The purpose of this work session is to discuss changes that have been made by staff to the Downtown district regulations, in response to Commission recommendations; to review the proposed boundaries of the Downtown District; and to discuss the proposed process for implementation, including the County initiating the rezoning to the Downtown District for the area within the proposed boundaries.

Crozet Downtown Zoning District Regulations

Attached is a revised table of zoning district regulations that reflecting changes from the Commission's last work session. All changes are highlighted in yellow. (Attachment A) These changes include:

- Further reduction of the minimum number of parking spaces. Current Zoning Ordinance language (Section 4.12.8.e) that could be used to regulate parking agreements, rather than the informal arrangement suggested in the consultant's recommendations, is attached.
- Additional flexibility, exemptions, and allowances for special use permits have been included in the regulations for mixed use buildings. Staff believes that the most beneficial incentive to provide mixed use is already included in the regulations with shared parking allowances.
- Staff believes that the 1,000 square feet maximum average residential unit size is the appropriate size requirement to meet the affordability goals of the regulation and provide for a range of unit sizes in Crozet. This is supported by research of multifamily residential unit sizes in the Crozet/Charlottesville area and in consultation are organizations that provide for affordable housing.

Crozet Downtown Zoning District Boundaries

Throughout the course of the study, potential boundaries have been discussed for a rezoning by the County to implement the Downtown District. The consultants and Downtown Crozet Association (DCA) both suggested boundaries for a central Downtown zoning district, while the consultant also recommended Transition Zoning districts adjoining Downtown and a Downtown 2 district on a portion of the lumber yard property. (Attachment B and C) The Crozet Master Plan boundaries for the Downtown center, primarily the CT6 Urban Core area and portions of the CT 5 Urban Center, have served as the basis for each of those boundary recommendations. (Attachment D-Crozet Master Plan)

Staff is recommending a revised boundary for the Commission's discussion. (Attachment E) This is based on information provided by the consultant, input from the Crozet Community, and the master plan. The proposed Downtown Zoning District boundary is concentrated around areas of public investment by the County, including the Phase I and II Streetscape projects, library, and stormwater master plan for Downtown. In addition, the boundaries take into consideration the underlying zoning of parcels and impacts to adjoining residential areas, some of which are not yet ready to transition to commercial uses. Staff's recommendation for the Crozet Downtown District includes a boundary focused on areas already zoned commercial and the block south of New Main Street, north of Tabor Street, and west of High Street. Due to the underlying Heavy Industrial Zoning, which emphasizes the current lumber yard use which is not a permitted use in the new Downtown Zoning District regulations, the J. Bruce Barnes Lumber Yard is not recommended for rezoning at this time. Staff believes that a separate rezoning process initiated by the developer in the future would best serve the interests of the property owner and community for this area.

Implementation

Staff believes that to most effectively achieve the intent of the Downtown Zoning District, the County should initiate rezoning to the district within the proposed boundaries rather than waiting for landowner-initiated rezonings. While this has some financial implications to the County as it removes the possibilities for receipt of proffers to offset impacts, it takes a step and cost out of the development process for landowners, which better enables them to develop to the intent of the district.

The Fiscal Impact Planner is also conducting an initial assessment of financial implications of a County-initiated rezoning of the proposed boundaries. The purpose of this analysis is to compare revenue under the existing zoning of Downtown and potential under the proposed zoning district to determine possible financial impacts to the County. In order to conduct that analysis, potential build-out information was needed, which will be factored into the fiscal impact planner's modeling. Application fees would be collected if rezonings were applicant-initiated and are factored into the fiscal impact model. The following assumptions and methods have been used to provide a best-guess initial build-out scenario to base the fiscal analysis:

Development potential under existing zoning districts was determined for both Commercial Zoned Properties in Downtown (C1, CO, PDSC) and Residential Districts within the boundaries for the proposed district:

- Based on historical County-wide building patterns, the maximum average square feet of building area per acre would be 10,000 square feet.
- Existing buildings on the Square are assumed built-out under either scenario.
- Properties owned by the County are were not included in the FIA analysis as they have no revenue potential.
- Properties zoned R2 have potential for one single family dwelling unit based on the size of the parcels.

Development potential under the proposed Downtown Crozet District regulations was then determined, based in part on information provided by the consultant Community Planning + Design:

- The range of maximum building square footage per acre under the proposed district was assumed to be between 28,500 square feet of building area and up to 42,000 square feet of building area per acre. Staff believes, based on the need to also provide for parking in the Downtown area, that the lower end of the range is more realistic in the near term and the appropriate figure to use for this analysis. Based on the parcels within the boundaries and using these assumptions, this would allow the potential for up to approximately 1 million square feet of building area.
- It was assumed that 25% of the total sq. ft. of building area would be devoted to residential uses. That would result in approximately 250 residential units Downtown, based on the requirement of a 1,000 sq. ft. average residential unit size. If properties were rezoned on an applicant-initiated basis and subject to the Cash Proffer Policy, then approximately 212 units would be subject to cash proffers, after 15% of total number of units devoted to affordable have been subtracted. Assuming that the multifamily amount of \$12,400 would be provided as a cash proffer for those units subject to proffers, then this would yield approximately \$2,630,000 dollars in proffers.

The findings of the Fiscal Impact planner's analysis based on the above factors, in terms of impacts to the County's revenue will be provided to the Commission at the work session on November 27 (or before if it becomes available). This information will help determine if the absence of proffers would be negated by higher development potential for redevelopment/infill of Downtown Crozet.

RECOMMENDATION

With consideration of the proposed regulation changes, zoning boundaries, and fiscal information, the Commission is asked to:

1. Confirm the changes to the district regulations as contained in Attachment A.
2. Confirm the proposed boundaries of the Downtown District as contained in Attachment E.
3. Confirm the proposed process of the County initiating the rezoning to the Downtown District for the area within the proposed boundaries.

ATTACHMENTS:

- A. Draft Downtown Crozet Zoning District regulations, revised November 20, 2007
- B. Crozet Downtown Zoning Boundary-C+D Recommendation
- C. Crozet Downtown Zoning Boundary-Downtown Crozet Association Recommendation
- D. Crozet Master Plan Place-Type & Built Infrastructure Map
- E. Recommended Downtown Zoning District Boundary, November 19, 2007
- F. Section 4.12.8.e of the Zoning Ordinance