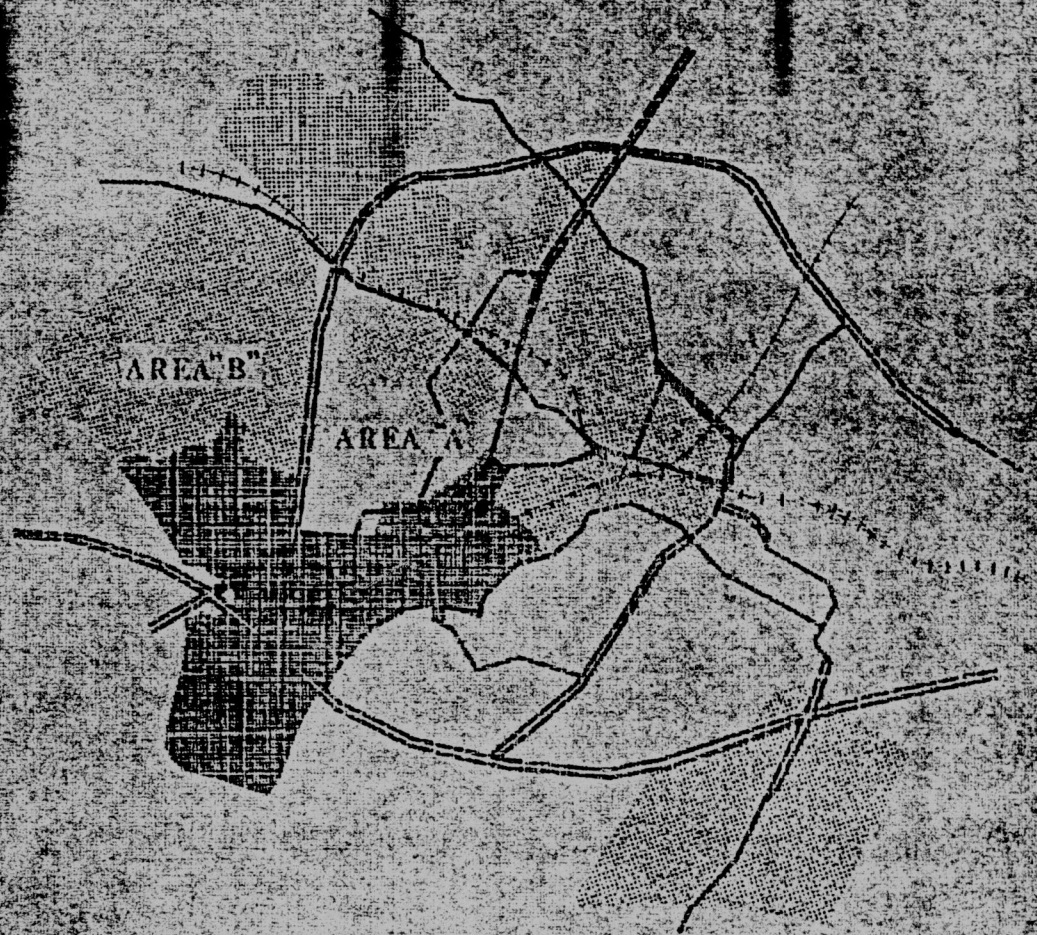


Final Report
Neighborhood Framework Plan

\$3.00

*Jefferson Park Avenue/Fontaine Avenue
Neighborhood Study*



Submitted to

August 18, 1988

The Planning and Coordination Council Task Force

Submitted by

Land Design/Research, Inc.
Columbia, Maryland

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I. INTRODUCTION

Purpose of the Study

The City of Charlottesville, in conjunction with the Planning and Coordination Council (PACC) of the City of Charlottesville, County of Albemarle and University of Virginia, retained Land Design/Research, Inc., to assist them in preparing a detailed study of the Jefferson Park Avenue - Fontaine Avenue area. The purposes of the study were:

- to assess current and past conditions and the potential for change in the JPA - Fontaine Avenue area;
- to analyze specific areas of concern in the area;
- to assist the PACC, the Charlottesville Planning Commission, the Albemarle County Planning Commission and the University Master Planning Council in developing a plan for the area; and
- to receive and incorporate input from the neighborhood study advisory committee, consisting of residents, property owners, neighborhood associations, community and business leaders.

Study Process

The study was conducted in three phases: neighborhood analysis, preparation of a Neighborhood Framework Plan, and preparation of the final report and action plan.

The neighborhood analysis included review of base information and available studies; evaluation of existing conditions; analysis of environmental conditions, public facilities and services, and adjacent land uses. Concurrent with this physical inventory and analysis, a

demographic and economic profile of the area was prepared and market opportunities were identified. The results of this first phase were reviewed with the PACC Task Force and the advisory committee, resulting in consensus on neighborhood development goals and objectives.

The Neighborhood Framework Plan, prepared in response to the physical and economic analysis findings, outlines and illustrates a series of recommendations including potential infill development areas, new development opportunities, transportation and pedestrian circulation improvements, and open space opportunities. Preliminary plans were reviewed and refined based on input received. The final report and action plan contained in this document summarize these recommendations.

Description of the Study Area

The JPA-Fontaine Avenue neighborhood comprises developed and undeveloped land along the southern edge of the City of Charlottesville and the University of Virginia. Approximately one third of the study area is located within the City limits and is predominantly established residential development. A neighborhood commercial center is located at the intersection of JPA, Fontaine Avenue and Maury Avenue. The remaining two thirds of the study area lies in Albemarle County and is primarily undeveloped land in large blocks of single ownership. Where development has occurred in the County portion of the study area, it is predominantly single-family residential.

The study area is heavily influenced by the area's transportation network. JPA and Fontaine Avenue form the spine which defines and links the neighborhood. Both the Route 29 bypass and Interstate 64 cross the study area, although the only access from I-64 is at the Route 29 interchange. The intersection of the Route 29 bypass and Fontaine Avenue is a potentially important, although underutilized, gateway to Charlottesville. The study area is also bisected by an active Southern Railway line. The tracks create a tangible physical barrier between the northern and southern portions of the study area.

Land uses adjacent to the study area are primarily existing and proposed residential development and institutional uses; the University of Virginia campus, UVA hospital, and several elementary and middle schools are located immediately outside the study area.

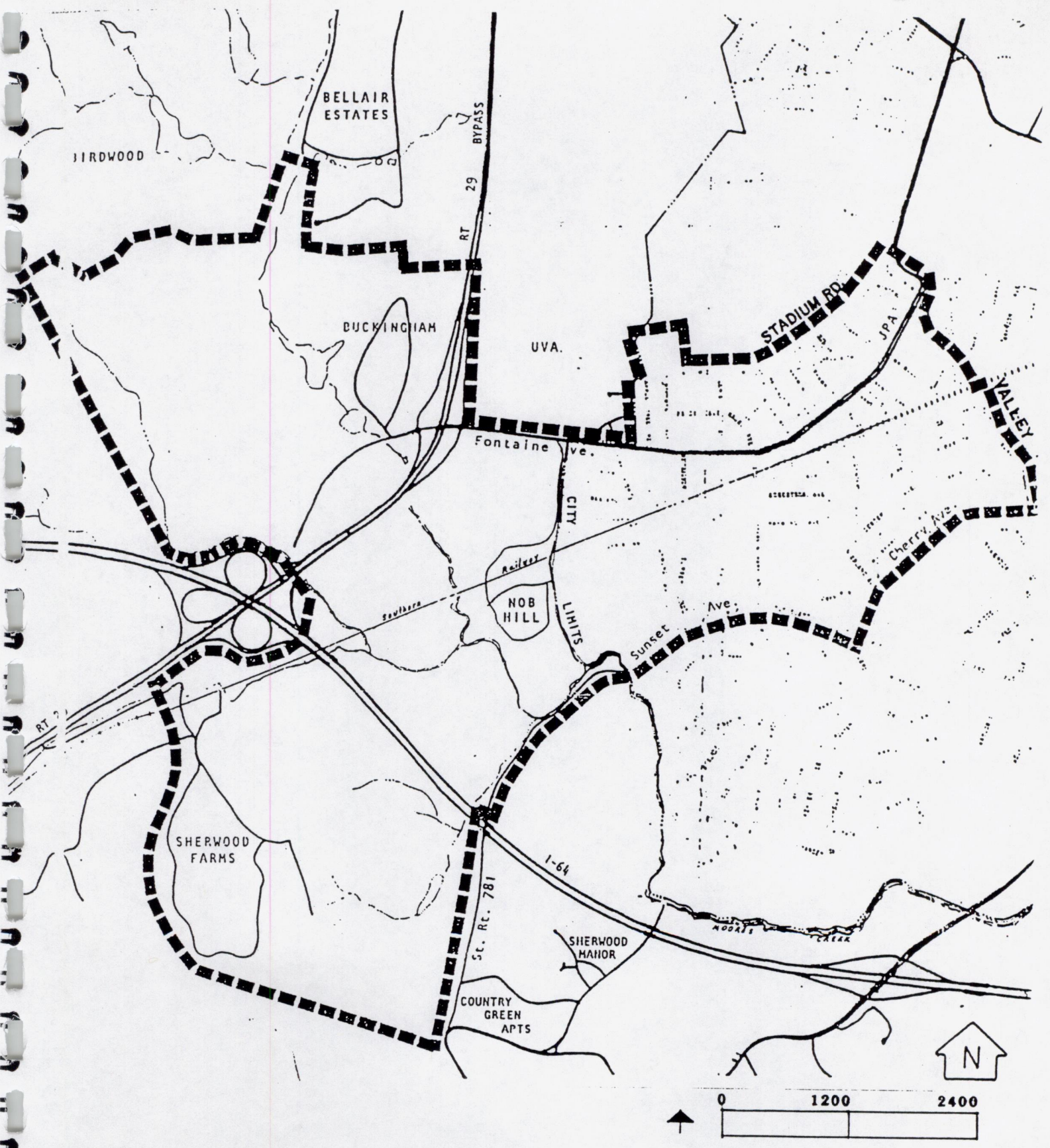
Study Area Boundaries

The boundaries of the study area were determined by the Planning and Coordination Council of the City of Charlottesville, Albemarle County and the University of Virginia, in their delineation of Area "B" Study sub-areas (see Exhibits 1 & 2).

The JPA-Fontaine Avenue neighborhood is bounded on the north by the Birdwood site and the Bellair Estates subdivision, the University of Virginia, and Stadium Road; on the east by Valley Road; and on the south by Cherry Avenue, Cleveland Avenue, Sunset Avenue, and State Route 781. The western and southwestern boundaries are irregular, extending southward from the Birdwood tract to include the undeveloped Heyward property; around the eastern edge of the Route 29/I-64 interchange; around the perimeter of the Sherwood Farms residential subdivision and southeasterly to Route 781.

Existing Conditions Diagram

As a first step in the study process, a physical inventory of the study area was compiled and synthesized in an Existing Conditions diagram (Exhibit 3). The analysis included the following elements: land use and ownership patterns, historic and architecturally significant properties, vehicular and pedestrian circulation, planned developments, slopes of 15-25%, slopes greater than 25%, flood plains and drainage patterns, vegetation, and existing man-made site features such as roads, railroads and utility corridors. Utility capacity was determined to be adequate for foreseeable development throughout the study area.

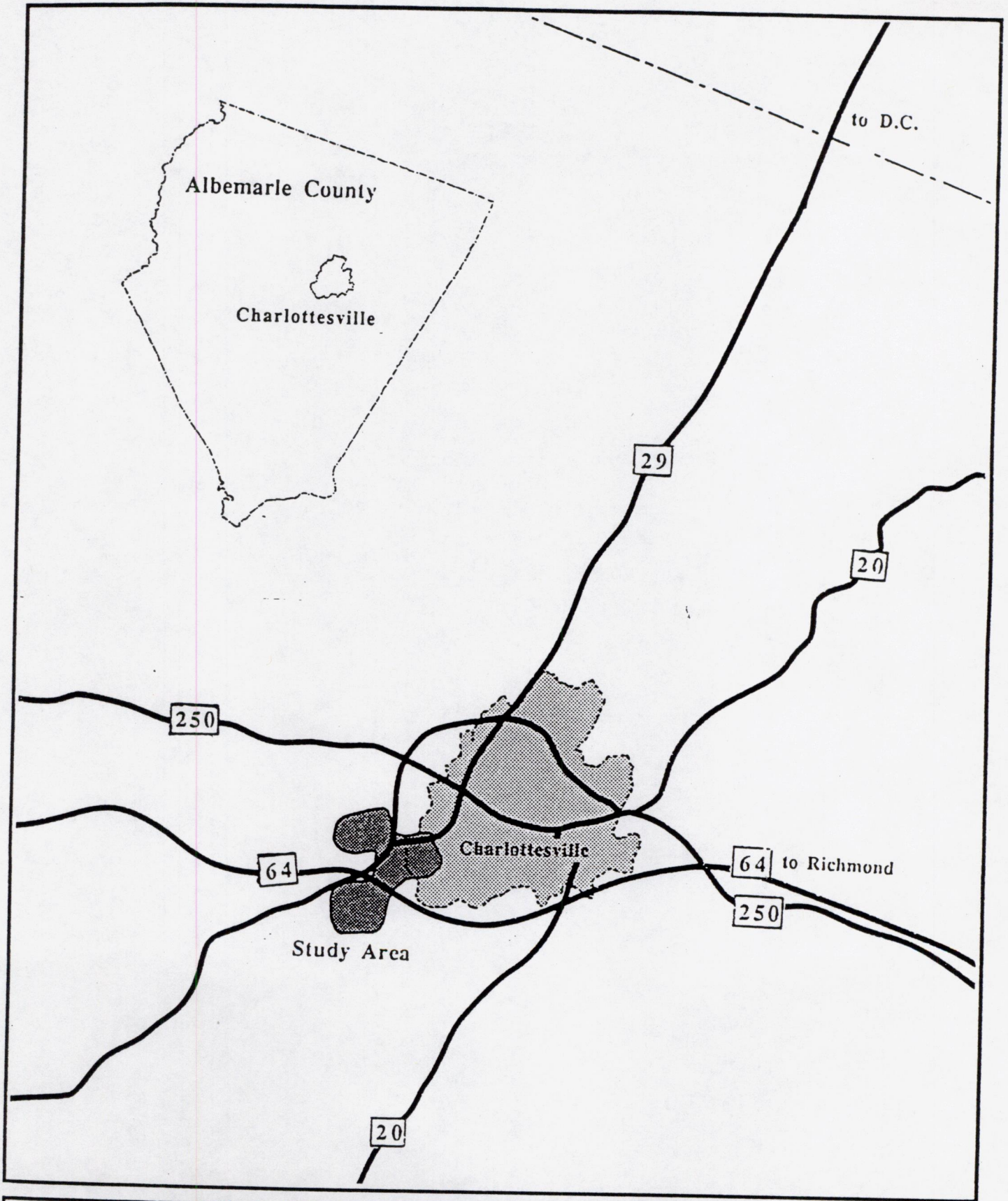


Study Area Boundaries

JEFFERSON PARK AVENUE-FONTAINE AVENUE NEIGHBORHOOD STUDY

Charlottesville, Virginia Department of Community Development Prepared by: Land Design/Research Inc.

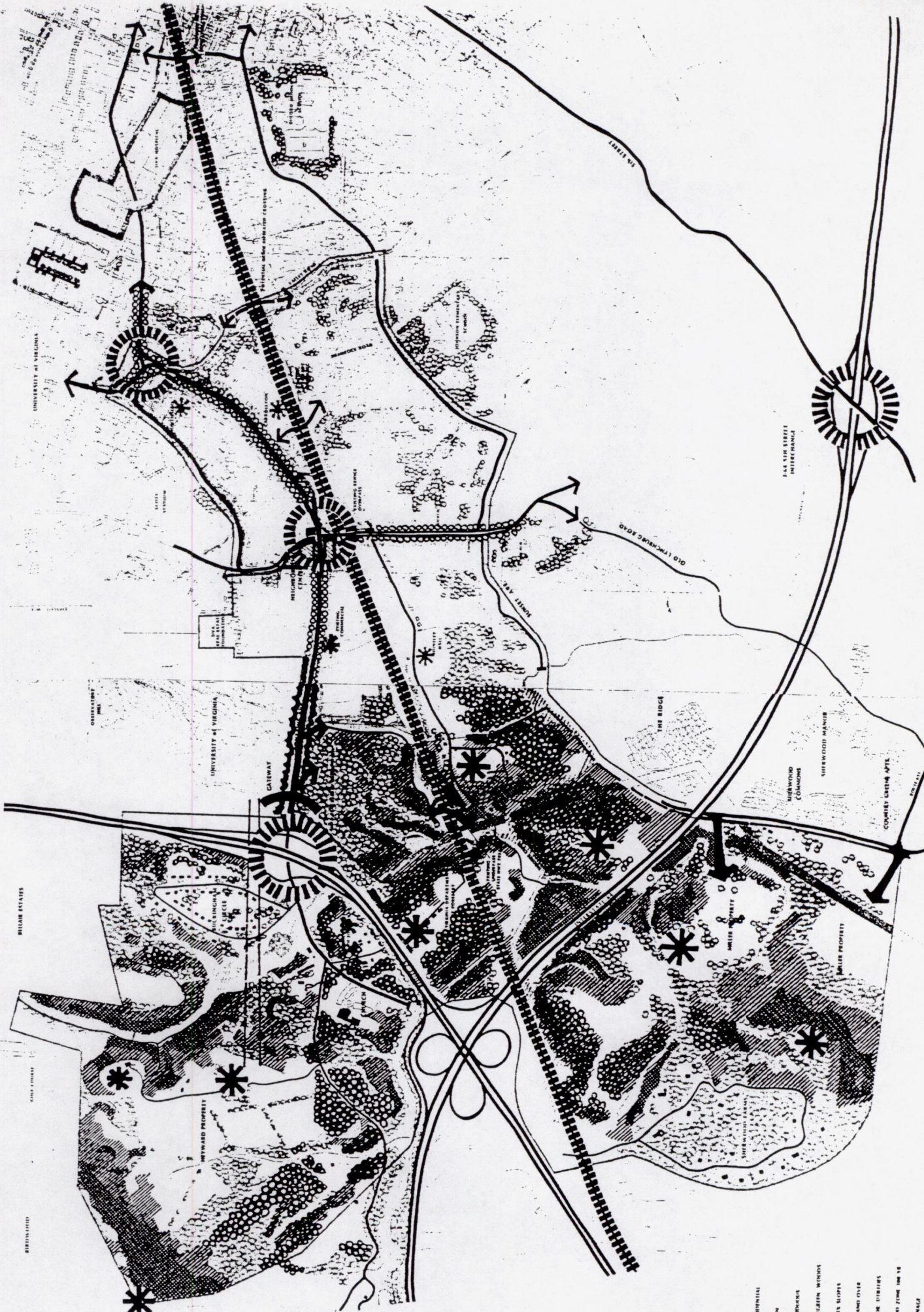
Exhibit 1



JPA - Fontaine Avenue Study Area

Charlottesville, VA

LDR
 Land Design Research, Inc.
 Quarry Park Place/Suite 100
 9175 Guilford Road
 Columbia, Maryland 21046
 301/792-4360 Baltimore
 301/498-8500 Washington



EXISTING CONDITIONS
JEFFERSON PARK AVENUE - FONTAINE AVENUE NEIGHBORHOOD STUDY

LEGEND

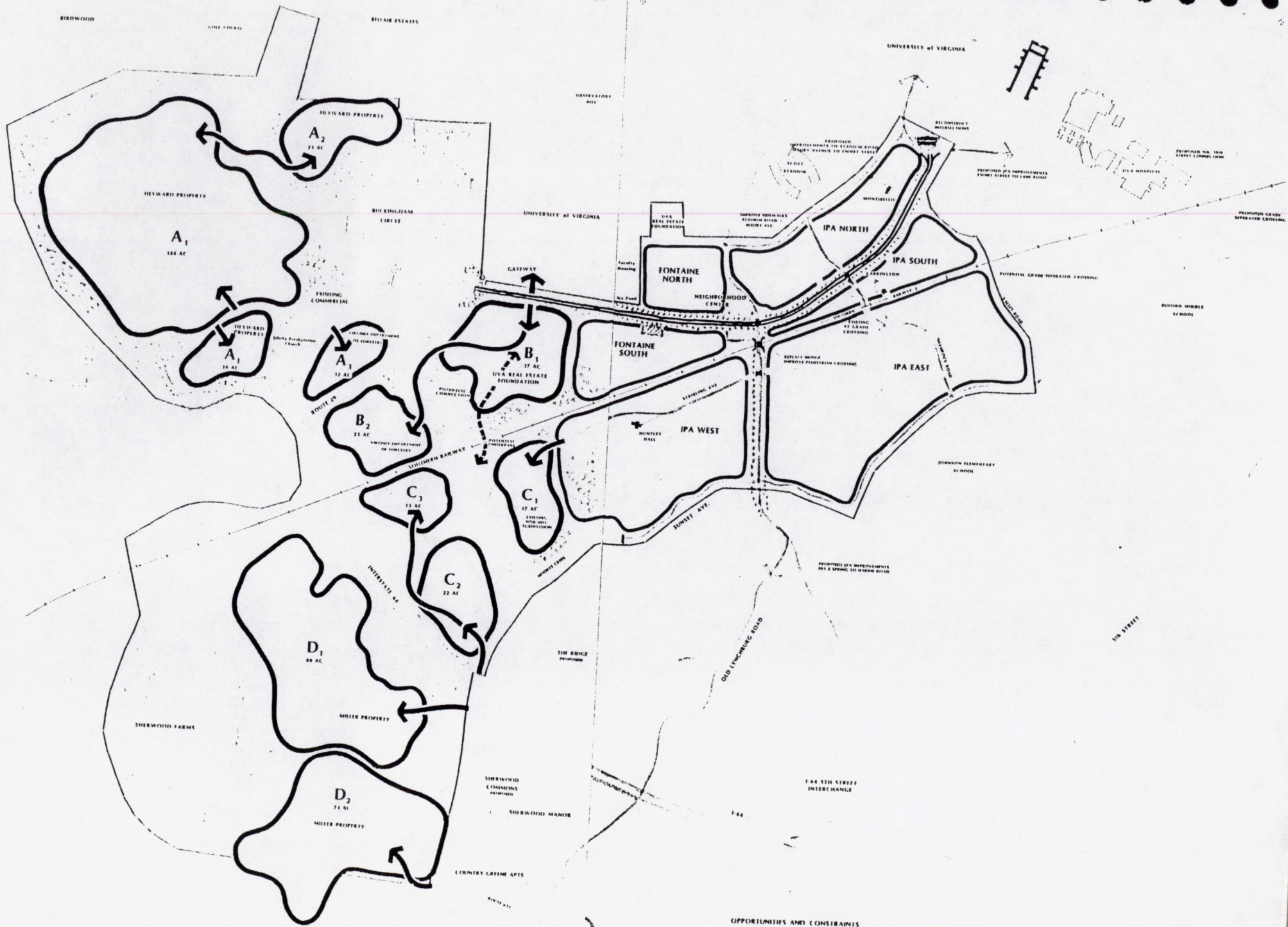
- RESIDENTIAL
- OPEN
- FORESTED WOODS
- 15 JUV. WOODS
- 30% AND OTHER
- MADE WOODS
- STORM DRAIN
- DRIVEWAY
- FOOTING ALLEY
- TRAFFIC

For purposes of this study, slopes over 25% and flood plains were considered to be undevelopable. The exclusion of steep and flood-prone land from development not only indicates environmentally sound development opportunities, but also permits the recognition of a potential open space system in the undeveloped areas which will become more valuable over time and which may ultimately be part of a continuous greenbelt around the City, as discussed in the Carr, Lynch Urban Design Plan for Charlottesville.

In the more settled areas, man-made features such as roads and railroads proved to be more important than natural features in determining parcels of land which could be considered as development zones. The Opportunities and Constraints diagram (Exhibit 4) illustrates the neighborhood sub-areas and developable parcels of land, with existing development, floodplains and steep slopes excluded. Potential access points, as determined through the physical analysis process, are also shown; development opportunities and constraints for each of the parcels are discussed in the Neighborhood Framework Plan section.

Availability of Utilities

Throughout the study area, there is adequate utility service for existing and proposed development, or will be in the near future. The Albemarle County Service Authority is extending the 24" regional Southern Water Loop from Observatory Hill to Avon Street; water will be available in the currently undeveloped areas on a site-specific basis. Sewer service will be adequate for all undeveloped areas once the Rivanna Water and Sewer Authority has expanded the Moore's Creek interceptor to accommodate additional flow. Site-specific problems may occur because of topography or land-locked situations; these problems would need to be addressed on a case-by-case basis.



OPPORTUNITIES AND CONSTRAINTS
 JEFFERSON PARK AVENUE - FONTAINE AVENUE NEIGHBORHOOD STUDY
 A Collaborative Strategic Program of Community Development Prepared By: [unreadable] and [unreadable] for [unreadable]



II. ECONOMIC CONTEXT

This section of the report provides an overview of the Charlottesville and Albemarle County economy and provides a perspective on future development trends that may affect the Jefferson Park Avenue - Fontaine Avenue study area.

Key indicators of employment, population, number of households, and personal income have been examined, and demographic trends and changes in University enrollment and student housing patterns have been assessed. In addition, a number of local public officials and developers were interviewed to identify specific development projects that may impact the study area as well as to gain insight into long-term economic prospects.

Finally, broad development opportunities for the study area have been identified. This analysis reflects the underlying economic trends in the County and the location advantages and disadvantages of the study area. The Economic Context section is organized in three parts:

- 1) *Economic Overview*, outlining recent trends in employment, population, number of households, and personal income;
- 2) *Demographic Overview*, comparing the demographic characteristics of the City of Charlottesville, Albemarle County, and the State, along with University enrollment and student living patterns; and
- 3) *Development Potentials*, analyzing and identifying development opportunities in the study area by major land-use category.

Economic Overview

The economy of Charlottesville and the surrounding urban area of Albemarle County is stable and is projected to grow moderately through the year 2000. The economy is anchored by the presence of the University and hospital and has become the center of retail trade in the broader three county metropolitan area. While not growing significantly, the local economy is projected to remain healthy, enjoying low unemployment rates and strong growth in personal incomes.

- Total employment grew by 18 percent between 1980 and 1987 in Albemarle County, rising from 23,600 to 27,900. Employment is projected to increase to 38,151 by 2000, an increase of 23 percent over the 1985 adjusted total employment figures developed by the Albemarle County Planning Department.

In Charlottesville, employment grew only slightly over the same time period, rising from 26,765 to 28,200. Growth was uneven across industries, with manufacturing declining and retail trade and service industries increasing. These sectors are projected to produce most of the additional employment between 1987 and 2000.

- Population in Charlottesville grew only slightly between 1970 and 1987, rising from 38,900 to 41,250, based on estimates produced by Urban Decision Systems (see Table 5). Future increases are expected to be modest. Albemarle County, in contrast, grew 48 percent between 1970 and 1980; however, between 1980 and 1987, growth slowed to 11 percent. Albemarle County is projected to increase from 63,750 in 1987 to 81,310 by 2000, a change of 28 percent. The population of the combined areas is projected to increase by 19 percent by 2000.
- Household growth exceeded population growth in the 1970's as the average household size declined (following national trends), but is projected to slow in the future. The total number of households in the City and County is projected to grow from 37,729 in 1987 to

Table 1.

WAGE AND SALARY EMPLOYMENT TRENDS BY PLACE OF WORK, 1970 - 1987
CHARLOTTESVILLE, VA

	EMPLOYMENT (000's)				CHANGE, 1970-1980		CHANGE, 1980-1987	
	1970	1980	1984	1987	Number	Percent	Number	Percent
Construction	1,242	1,124	1,328	1,427	(118.0)	-9.5%	303.0	27.0%
Manufacturing	2,061	3,492	3,565	2,377	1,431.0	69.4%	(1,115.0)	-31.9%
Transp., Communications and Utilities	1,392	1,607	1,434	1,596	215.0	15.4%	(11.0)	-0.7%
Wholesale & Retail Trade	4,634	7,110	6,926	8,452	2,476.0	53.4%	1,342.0	18.9%
F.I.R.E. (1)	1,427	1,263	1,608	1,502	(164.0)	-11.5%	239.0	18.9%
Services	3,009	5,935	6,798	7,325	2,926.0	97.2%	1,390.0	23.4%
Government	5,194	5,886	5,106	5,497	692.1	13.3%	(389.0)	-6.6%
Total	18,959	26,417	26,765	28,176	7,458.1	39.3%	1,759.0	6.7%

	PERCENT DISTRIBUTION			
Construction	6.6%	4.3%	5.0%	5.1%
Manufacturing	10.9%	13.2%	13.3%	8.4%
Transp., Communications and Utilities	7.3%	6.1%	5.4%	5.7%
Wholesale & Retail Trade	24.4%	26.9%	25.9%	30.0%
F.I.R.E. (1)	7.5%	4.8%	6.0%	5.3%
Services	15.9%	22.5%	25.4%	26.0%
Government	27.4%	22.3%	19.1%	19.5%
Total	100.0%	100.0%	100.0%	100.0%

(1) Finance, Insurance, and Real Estate

Sources: Virginia Employment Commission; LDR Development Economics

Table 2.

EMPLOYMENT PROJECTIONS: 1987-2000
CHARLOTTESVILLE, VA

Industry Group	EMPLOYMENT (000's)					CHANGE, 1987-1990		CHANGE, 1990-2000	
	1980	1987	1990	1995	2000	Number	Percent	Number	Percent
Construction	1,124	1,427	1,502	1,627	1,752	75	5.26%	250	16.64%
Manufacturing	3,492	2,377	2,422	2,472	2,522	45	1.89%	100	4.13%
Transp., Communications and Utilities	1,607	1,596	1,632	1,692	1,752	36	2.26%	120	7.35%
Wholesale & Retail Trade	7,110	8,452	8,872	9,622	10,372	420	4.97%	1,500	16.91%
F.I.R.E. (1)	1,263	1,502	1,607	1,782	1,957	105	6.99%	350	21.78%
Services	5,935	7,325	7,775	8,525	9,275	450	6.14%	1,500	19.29%
Government	5,886	5,497	5,572	5,697	5,822	75	1.36%	250	4.49%
Total	26,417	28,176	29,382	31,417	33,452	1,206	4.28%	4,070	13.85%

Industry Group	PERCENT OF TOTAL EMPLOYMENT				
	1980	1987	1990	1995	2000
Construction	4.25%	5.06%	5.11%	5.18%	5.24%
Manufacturing	13.22%	8.44%	8.24%	7.87%	7.54%
Transp., Communications and Utilities	6.08%	5.66%	5.55%	5.39%	5.24%
Wholesale & Retail Trade	26.91%	30.00%	30.20%	30.63%	31.01%
F.I.R.E. (1)	4.78%	5.33%	5.47%	5.67%	5.85%
Services	22.47%	26.00%	26.46%	27.13%	27.73%
Government	22.28%	19.51%	18.96%	18.13%	17.40%
Total	100.00%	100.00%	100.00%	100.00%	100.00%

(1) Finance, Insurance, and Real Estate

Source: LDR Development Economics

Table 3.

WAGE AND SALARY EMPLOYMENT TRENDS BY PLACE OF WORK, 1970 - 1987
ALBEMARLE COUNTY

	EMPLOYMENT (000's)				CHANGE, 1970-1980		CHANGE, 1980-1987	
	1970	1980	1984	1987	Number	Percent	Number	Percent
Construction	466	1,244	1,213	1,552	778.0	167.0%	308.0	24.8%
Manufacturing	6,395	5,892	4,972	5,867	(503.0)	-7.9%	(25.0)	-0.4%
Transp., Communications and Utilities	71	244	283	278	173.0	243.7%	34.0	13.9%
Wholesale & Retail Trade	777	2,503	3,000	3,610	1,726.0	222.1%	1,107.0	44.2%
F.I.R.E. (1)	331	1,088	1,271	1,452	757.0	228.7%	364.0	33.5%
Services	758	1,963	2,253	2,988	1,205.0	159.0%	1,025.0	52.2%
Government	5,230	10,670	11,239	12,194	5,439.9	104.0%	1,524.0	14.3%
Total	14,028	23,604	24,231	27,941	9,575.9	68.3%	4,337.0	18.4%

	PERCENT DISTRIBUTION			
Construction	3.3%	5.3%	5.0%	5.6%
Manufacturing	45.6%	25.0%	20.5%	21.0%
Transp., Communications and Utilities	0.5%	1.0%	1.2%	1.0%
Wholesale & Retail Trade	5.5%	10.6%	12.4%	12.9%
F.I.R.E. (1)	2.4%	4.6%	5.2%	5.2%
Services	5.4%	8.3%	9.3%	10.7%
Government	37.3%	45.2%	46.4%	43.6%
Total	100.0%	100.0%	100.0%	100.0%

(1) Finance, Insurance, and Real Estate

Sources: Virginia Employment Commission; LDR Development Economics

Table 4.

EMPLOYMENT PROJECTIONS, 1985-2010
ALBERMARLE COUNTY

BASIC SECTORS	% INC	1985 TOTAL	1990 TOTAL	2000 TOTAL	2010 TOTAL
Agricultural Services, Forestry, Fisheries	1.5	151	163	189	219
Mining	0.0	21	21	21	21
Construction	2.1	75	83	102	126
Manufacturing	2.0	6,031	6,659	8,117	9,894
Transportation, Public Utilities	1.4	153	164	188	217
Wholesale Trade	3.2	476	557	763	1,046
Finance, Insurance Real Estate	2.1	674	748	921	1,133
Services	2.3	566	640	820	1,049
Government	0.0	9,580	9,580	9,580	9,580
Farm	-0.4	2,182	2,139	2,055	1,974
TOTAL BASIC		19,909	20,754	22,756	25,259
TOTAL NONBASIC		11,080	12,380	15,395	19,110
TOTAL EMPLOYMENT*		30,989	33,134	38,151	44,369
RATIO (TOTAL/BASIC)		1.557			

* Total employment for 1985 from Virginia Employment Commission (corrected by Albermarle County Department of Planning and Community Development).

Source: County of Albermarle, Department of Planning & Community Development

Table 5.

POPULATION AND HOUSEHOLD TRENDS AND PROJECTIONS
 CHARLOTTESVILLE, VA TRADE AREAS
 1970 - 2000

POPULATION	TRENDS			PROJECTIONS			Percentage Change		
	1970	1980	1987	1990	1995	2000	'70-'80	'80-'90	'90-'00
Charlottesville:	38,880	39,916	41,248	42,020	43,211	43,410	2.66%	5.27%	3.31%
Albemarle County:	37,780	55,783	63,750	68,990	70,190	81,310	47.65%	23.68%	17.86%
Total:	76,660	95,699	104,998	111,010	113,401	124,720	24.84%	16.00%	12.35%
HOUSEHOLDS									
Charlottesville:	13,647	15,401	16,237	16,597	17,147	17,647	12.85%	7.77%	6.33%
Albemarle County:	10,541	18,886	21,492	26,133	26,790	31,034	79.17%	38.37%	18.76%
Total:	24,188	34,287	37,729	42,730	43,937	48,681	41.75%	24.62%	13.93%

Sources: Urban Decision Systems, LDR Development Economics

Table 6.

PERSONAL INCOME TRENDS AND PROJECTIONS
 CHARLOTTESVILLE MARKET AREAS
 1970 - 2000
 (In Constant 1986 Dollars)

	TRENDS			PROJECTIONS			Percentage Change		
	1970	1980	1987	1990	1995	2000	'70-'80	'80-'90	'90-'00
TOTAL PERSONAL INCOME*									
Charlottesville:	\$369.1	\$418.7	\$533.5	\$567.0	\$622.5	\$677.7	13.45%	35.41%	19.52%
Albemarle County:	\$343.7	\$679.6	\$897.7	\$993.8	\$1,134.2	\$1,281.7	97.76%	46.23%	28.97%
TOTAL MARKET AREAS:	\$712.7	\$1,098.3	\$1,431.1	\$1,560.8	\$1,756.7	\$1,959.5	54.10%	42.11%	25.54%
AVERAGE HOUSEHOLD INCOME									
Charlottesville:	\$25,865	\$26,609	\$32,404	\$33,754	\$35,929	\$38,054	2.87%	26.85%	12.74%
Albemarle County:	\$30,719	\$35,298	\$41,194	\$43,144	\$45,894	\$48,519	14.90%	22.23%	12.46%
PER CAPITA INCOME									
Charlottesville:	\$9,493	\$10,490	\$12,934	\$13,564	\$14,405	\$15,292	36.25%	4.87%	12.74%
Albemarle County:	\$9,096	\$12,183	\$14,553	\$15,433	\$16,545	\$17,519	59.99%	6.05%	13.52%

* In millions of dollars.

Sources: Urban Decision Systems, LDR Development Economics

48,681 in 2000, an increase of 29 percent (compared to 19 percent growth in population).

- Total personal income, adjusted to constant 1987 dollars, exhibited strong growth from 1970 to 1987, doubling from \$700 million to \$1.4 billion in 1987. Strong growth is expected to continue, with the combined area adding another \$500 million in personal income by 2000. This growth is projected to result largely from increases in average household income, rather than from the addition of new households to the area. After experiencing strong growth in the 1980-1981 period, average household incomes are projected to rise further, but at a slower pace.
- Development activity, as measured by the total value of building permits issued for new construction, has varied over the last seven years. Business and commercial construction has accounted for the largest share of development activity, followed by residential construction. In general, more development activity has occurred in the County than in the City in the 1980's.

Study Area Projections

- The study area is primarily residential in character, with an estimated population of 4,324 and an employment base of 91 jobs in 1986, as shown in Tables 7 and 8. Population and employment are concentrated in the Charlottesville portion of the study area. The jobs are located mostly in small office and service businesses. Most of the existing housing stock is single-family homes, although a significant number of multi-family housing units are located in the study area in Charlottesville.
- Relatively little new construction activity has occurred in the study area over the last five years; the largest new structures are listed below:

Table 7.

POPULATION AND DWELLING UNIT PROJECTIONS: 1986 - 2010
JEFFERSON PARK AVENUE - FONTAINE AVENUE STUDY AREA

	1986	2000	2010	Percent Change	
				'86-'00	'00-'10
Albemarle County	-----	-----	-----	-----	-----
Population:	366	651	818	78.0%	25.5%
Dwelling Units:					
Single Family:	116	210	216	81.0%	2.9%
Multi-family:	7	7	36	0.0%	414.3%
Group Quarters:	16	16	16	0.0%	0.0%
Total:	139	233	268	67.6%	15.0%
Charlottesville	-----	-----	-----	-----	-----
Population:	4,071	4,174	4,249	2.5%	1.8%
Dwelling Units:					
Single Family:	1,078	1,116	1,143	3.5%	2.4%
Multi-family:	715	715	715	0.0%	0.0%
Group Quarters:	2	2	2	0.0%	0.0%
Total:	1,795	1,833	1,860	2.1%	1.5%
TOTAL STUDY AREA:					
Population:	4,437	4,826	5,067	8.8%	5.0%
Dwelling Units:	1,934	2,066	2,128	6.8%	3.0%

Data based projections for individual traffic zones, adjusted for overlapping boundaries.

Source: County of Albemarle, Department of Planning and Community Development,
City of Charlottesville, Department of Community Development,
LDR Development Economics

Table 8.

EMPLOYMENT PROJECTIONS: 1986 - 2010
JEFFERSON PARK AVENUE - FONTAINE AVENUE STUDY AREA

	1986	2000	2010	Percent Change	
				86-00	00-10
Albemarle County					
Total:	33	41	58	24.7%	40.0%
Charlottesville*					
Retail:	31	33	35	6.5%	6.1%
Non-retail:	27	30	32	11.1%	6.7%
Total:	58	63	67	8.6%	6.3%
STUDY AREA TOTAL:	91	104	125	14.5%	19.6%

* Charlottesville data from 1985.

Data based on projections for individual traffic zones, adjusted for overlapping boundaries.

Sources: County of Albemarle, Department of Planning & Community Development,
City of Charlottesville, Department of Community Development,
LDR Development Economics

1910 & 1912 Jefferson Park Avenue, 11 three-bedroom apartments;

1910 - 1916 Jefferson Park Avenue, 23 condominium units;

Jefferson Park Avenue, 19-bed rooming house;

Carrolton Terrace, 5 four-bedroom apartments;

107 Woodrow Street Apartments, 4 two and three-bedroom rental units;

Alderman Road, University dormitory, 650 beds.

- The most significant development trend has been the conversion of housing units from ownership to rental tenure. Based on Charlottesville Planning Department data, between the summer of 1981 and 1987, approximately twice as many units have been converted from owner to rental status than the reverse within the study area (120 versus 64 housing units). Most of these conversions have been made to accommodate student renters. This rate of conversion exceeds other areas of the City studied.
- Based on projections for individual traffic zones completed for the Charlottesville Area Traffic Study, the study area is expected to grow moderately between 1986 and 2010. The area will absorb additional employment of approximately 34 jobs by 2010 and population is estimated to increase by about 630, reflecting an anticipated addition of 200 dwelling units to area's current inventory (see Table 7).
- Most of the expected population growth will occur in the County portion of the study area, reflecting the availability of undeveloped land zoned for low density residential development.
- These projections are based on a build-out of undeveloped land at densities similar to existing single family developments, and may underestimate future potential if significant rezoning occurs allowing a higher level of development.

Demographic Overview

Demographic characteristics, including age, household size, and household and family incomes, are important indicators of trends that can affect future development within the study area.

- Table 9 below provides a distribution of population by age category for the three areas. Not surprisingly, Charlottesville has a greater proportion of people between the ages 21 to 24 than either the County or the State. The County also has a larger relative proportion of 21 to 24 year-olds than does the State as a whole, reflecting student living arrangements that will be discussed below.
- Charlottesville has a lower percentage than the State of those aged 35 to 64, but a higher relative percentage of those aged 65 or more. This demographic indicator reflects the popularity of Charlottesville as a retirement location, a factor that will continue to influence development in the Charlottesville area.
- Also reflecting the large retiree and student populations in Charlottesville, is the smaller average household size in the City as compared to the County and State. Charlottesville has more single person households and fewer large households than the State or County (see Table 10).
- Median and average household incomes are significantly lower in Charlottesville than in the County or State due to presence of a large student and retiree population, and relatively fewer households in the peak earning age brackets of 35 to 65. Average household income is almost \$5,000 lower than the statewide average and is \$8,500 lower than the County-wide figure (Table 11).
- Much of the income differential disappears when family incomes are compared, which exclude student households. Average family income in Charlottesville is about \$1,000 higher than the statewide average of

Table 9.

COMPARITIVE AGE DISTRIBUTION, 1987

Age	Charlottesville	Albermarle	Virginia
0 - 5	5.8%	7.6%	8.4%
6 - 13	6.4%	8.9%	11.0%
14 - 17	4.2%	6.1%	5.9%
18 - 20	9.8%	8.8%	4.5%
21 - 24	15.6%	8.8%	6.7%
25 - 34	20.3%	20.1%	18.5%
35 - 44	10.0%	15.3%	15.9%
45 - 54	7.4%	9.1%	9.8%
55 - 64	7.6%	6.8%	8.8%
65+	13.1%	8.4%	10.5%
Median Age, Total	29.1	29.9	32.3
Median Age, Males	29.4	29.4	31.2
Median Age, Females	31.2	30.6	33.2

Sources: 1970, 1980 Censuses, July 1, 1987 UDS Estimates

Table 10.

COMPARITIVE HOUSEHOLD SIZE DISTRIBUTION, 1987

Household Size	Charlottesville	Albermarle	Virginia
1-Person	27.7%	21.4%	21.4%
2-Person	33.5%	33.3%	31.6%
3-4 Person	31.6%	36.2%	36.8%
5+ Person	7.2%	9.1%	10.3%
Average Household Size	2.44	2.65	2.69

Sources: 1970, 1980 Censuses, July 1, 1987 UDS Estimates

Table 11.

COMPARATIVE INCOMES, 1987

	Tract 6*	Charlottesville	Albermarle	Virginia
	-----	-----	-----	-----
Household				

Median Income	\$11,718	\$21,859	\$29,833	\$26,505
Average Income	\$17,866	\$31,427	\$39,952	\$36,103
Family				

Median Income	\$25,921	\$30,665	\$35,334	\$29,478
Average Income	\$36,889	\$41,324	\$44,809	\$40,177

* Census Tract 6 lies between Stadium Road, Jefferson Park Avenue, and the Southern Railroad.

Sources: 1970, 1980 Censuses, July 1, 1987 UDS Estimates, Tayloe Murphy Instit

\$40,000, although it is still below the County-wide figure of almost \$45,000.

- Household income within the developed portion of the study area is generally lower than the citywide average. Census tract 6, which covers the area of the City along Jefferson Park Avenue within the study area, has an average household income of \$17,866, approximately 60 percent of the Charlottesville average.

University Housing Trends

- Full-time university enrollment has been relatively stable during the 1980's as shown in Table 13, rising from 16,022 in 1982 to 16,904 in 1986 (undergraduate and graduate). Total enrollment is projected to reach 17,827 by 1989, an increase of 11 percent over 1982. (The University Off-Grounds Housing Office reports small discrepancies between their data and official enrollment figures.)
- Over 77 percent of all students live on campus or within a one mile radius. Among undergraduates, the preference for living close to the University is even stronger, with almost 93 percent living within one mile of campus (see Table 12).
- The study area has traditionally had one of the largest concentrations of student residents in Charlottesville. Based on the University data, approximately 2,600 students live with the JPA study area, with the greatest number living along Jefferson Park Avenue in a variety of apartment buildings. Approximately 1,000 faculty and staff also live within the study area.
- The popularity of the JPA neighborhood with students appears to have declined slightly in the 1980's, as shown in Table 13. This table shows the number of students living in different locations from 1982 to 1986. Zone 1E most closely corresponds with the study area (as shown in Exhibit 5). Overall, the number of students living in zone

Table 12.

UNIVERSITY ENROLLMENT
LOCATIONS BY DISTANCE FROM THE UNIVERSITY

	Grad		Undergrad		Total Student		Faculty/ Staff		Total University	
	-----		-----		-----		-----		-----	
0-1 Miles	2114	37.06%	4154	37.09%	6268	37.08%	676	7.67%	6944	27.00%
1-5 Miles	1582	27.73%	562	5.02%	2144	12.68%	4022	45.63%	6166	23.98%
5+ Miles	612	10.73%	134	1.20%	746	4.41%	3208	36.40%	3954	15.37%
University Housing	601	10.53%	5335	47.64%	5936	35.12%	181	2.05%	6097	23.71%
Fraternity/ Sorority	9	0.16%	905	8.08%	914	5.41%	2	0.02%	916	3.56%
Unknown*	787	13.74%	109	0.97%	896	5.30%	1692	17.30%	2588	9.70%
TOTAL	5,705		11,199		16,904		9,781		26,685	

* VA/non-Charlottesville, out-of-state, and unidentifiable.

Source: Off-Grounds Housing Office, University of Virginia, Geographical Survey of University Student, Faculty and Staff Living in the Charlottesville Area, 1986-1987 Academic Year; September 15, 1987

Table 13.

COMPARISON OF STUDENT LOCATIONS 1982, 1983, 1984, 1985, and 1986

BY DESIGNATED ZONE	1982		1983		1984		1985		1986	
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage
Zone 1A	1635	10.21%	1814	11.97%	1848	11.17%	1628	9.64%	1521	9.00%
Zone 1B	958	5.99%	954	5.82%	965	5.83%	939	5.56%	606	3.58%
Zone 1C	825	5.15%	1068	6.52%	957	5.78%	1030	6.09%	1148	6.79%
Zone 1D	616	3.85%	593	3.62%	572	3.46%	703	4.16%	971	5.74%
Zone 1E	2322	14.50%	2174	13.27%	1925	11.64%	2237	13.24%	2022	11.96%
1-5 Miles	2540	15.85%	2558	15.62%	2284	13.84%	2221	13.15%	2144	12.68%
5+ Miles	708	4.42%	695	4.24%	676	4.09%	757	4.48%	746	4.41%
UVA	4916	30.70%	5074	30.97%	5595	33.84%	5674	33.59%	5936	35.12%
Fraternities	755	4.71%	787	4.80%	813	5.24%	870	5.15%	914	5.41%
Unknown	747	4.66%	662	4.04%	866	5.24%	830	4.91%	896	5.30%
TOTAL	16,022		16,379		16,501		16,889		16,904	

Source: Off-Grounds Housing Office, University of Virginia

1E declined from 2,322 in 1982 to 2,022 in 1986. In contrast, zones 1C and 1D in the Venable neighborhood have attracted more students, in part due to the area's close proximity to the fraternities and sororities (Exhibit 5).

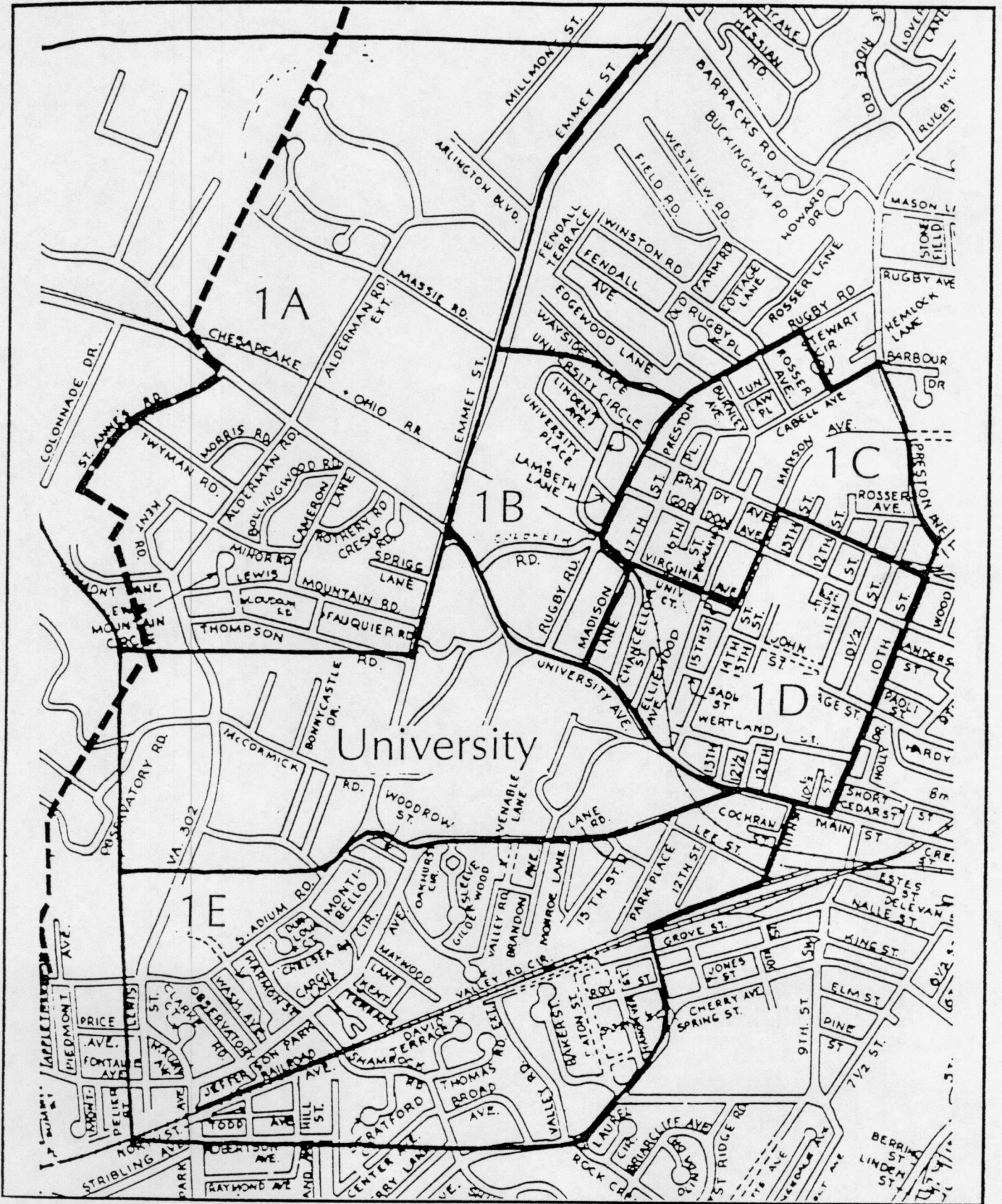
- The proximity of the JPA-Fontaine Avenue neighborhood to the University will continue to attract students desiring close-in lodgings. However, with projected enrollment constant, the study area is likely to sustain lower development pressures associated with student housing needs.

Development Potential

Three key characteristics of the Charlottesville area economy will affect the long-run development potential of the study area:

- The long-term stability of the economy. Anchored by the presence of the University and the hospital complex, as well as by the center of government for the County and the region's major shopping facilities, Charlottesville has and is likely to remain buffered from broader economic changes.
- The quality of life in Charlottesville combined with the international reputation of the University, will continue to attract interest in the area from outside firms, retirees and other relocating households.
- Offsetting these factors supporting strong economic growth are the high costs of development in the area due to land costs, generally rugged topography, and the strong preference of local residents to maintain the quality of life and physical environment and to manage development, particularly in the County.

Given these underlying characteristics, the Charlottesville area is likely to grow at a moderate, although steady pace. Development will occur at highly selective locations under conditions maximizing project feasibility.



University Housing Zones

Charlottesville, VA

LDR
 Land Development Resources, Inc.
 Quarn Park Place Suite 100
 9175 Guilford Road
 Columbia, Maryland 21046
 301.792.4360 Baltimore
 301.496.8500 Washington

Possible development locations in the region will be compared, and given the modest level of projected growth, only the strongest will be successfully developed.

- Much of the undeveloped land in the study area is located in close proximity to the Route 29 - I-64 interchange and thus could potentially have excellent east/west and north/south access. However, access roads would have to be constructed. Also, the interchange is not located in the flow of most intracity traffic. Due to Charlottesville's relatively small size, the interstate has not become an important artery for commuters or cross-town trips.
- The study area's proximity to the University and the hospital complex is an important asset. Businesses requiring close interaction with University or hospital staff could be attracted to the area. For example, the parcel of land on Fontaine Avenue owned by the University of Virginia Real Estate Foundation is located at the gateway to the City from Route 29; its combined advantages of visibility and proximity to the University make it attractive for development. This parcel is currently being evaluated as a potential site for a new University arena. The University is conducting a study to examine the feasibility of building a new 15,000 - 18,000 seat arena, as well as several possible locations for such a facility. The development of an arena on Fontaine Avenue would have a substantial economic impact on the study area. A large arena could generate as many as 200 full-time jobs, and the same number of temporary event-related jobs. (The current U Hall employs 123 people on a full-time basis and 110 on an event-related temporary basis.) Alternatively, the site could be developed as an office park, which could attract a larger number of full-time jobs to the site, but could take longer to fully develop. However, due to the difficult topography of the parcel and the availability of other development sites, this parcel is unlikely to be developed without a substantial commitment of the University's resources and prestige.

- Within the City portion of the study area, the large student presence establishes the image of the area. The lower average household income of the area and high land costs limits the attractiveness of the area for improved neighborhood shopping, despite the relative lack of such stores within the immediate area.

Traditionally the strongest areas of development - residential, commercial, and retail - have been to the northern and western sides of Charlottesville. Urban neighborhoods north of the City have accounted for almost half of all residential construction over the last five years, and most of the significant retail, lodging, and office projects. Given the availability of developable land along the northern Route 29 corridor, the north side of the City is likely to remain a preferred development location.

The eastern side of Charlottesville is just beginning to develop around Pantops Mountain. This development node will take a number of years to fully build-out and will absorb a significant share of demand for new development over the short-term.

The southern side of Charlottesville has long been viewed as a less desirable location for development. This image may be slowly changing as the 315 unit Mill Creek development, off Route 742 south of I-64, has sold well and several new residential developments have been proposed for the area. In addition, the development of The Ridge, a planned 350-unit apartment project adjacent to the study area, may attract additional developer interest to the County portion of the study area.

Market Summary

Over the short term (two to four years) the south side of Charlottesville -- including the study area -- is likely to develop more slowly than other locations in the Charlottesville area. Other locations offer similar access to major highways and are located nearer the center of current development. While there is some indication that the image of the south

side will change, given the moderate growth projections for the local economy, the process will take a number of years.

- Within the developed area, infill housing projects could attract a modest number of new households to the area, particularly if the pressure for student housing in the area abates. Student households are likely to be the primary source of demand for new housing in the area.

Over the five to ten year time frame, the study area's location advantages will help to attract development as other sites located close to Charlottesville are developed. Development opportunities could include:

- Office or research and development space related to the University or hospital, assuming firms from outside the local area could be attracted. This development would require a long-term development commitment from the University in order to establish the image and creditability of the park. The Fontaine Avenue corridor would be a suitable location for such activity if it is not selected as the location for a new arena.
- Retail development near the I-64 interchange, assuming substantial residential development has occurred along I-64 south of the City.
- Upgraded neighborhood retail center within the City portion of the study area, particularly if average incomes rise within the JPA neighborhood.
- Low to medium density residential development on undeveloped land, targeted to affluent retirees or households looking to trade-up to more costly housing in the \$80,000 to \$120,000 range.

Most of these opportunities identified are long-term in nature and depend to some extent on changing current conditions within the study area and the Charlottesville urban area. The parcel of land along Fontaine Avenue owned by the University of Virginia Real Estate Foundation will play a

key role in defining any changes to the use and related image of the area. This property is currently being evaluated by the University for a number of uses ranging from a new sports arena to a UVA Hospital-affiliated medical office park; its eventual disposition could influence the development of the surrounding area. Physical public improvements to the area could also help to change current conditions and attract development.

III. COMMUNITY ISSUES AND CONCERNS

The principal issues and concerns identified during the course of the study were:

- Residential growth trends in the undeveloped portions of the study area and their potential impact on existing transportation networks and community facilities;
- Potential impacts of development of Fontaine Avenue properties owned by the University of Virginia and the University of Virginia Real Estate Foundation, particularly the parcel being considered for development as a sports arena;
- Adequacy of existing public facilities and services in the developed portions of the study area;
- Neighborhood stability related to student housing requirements, changing household patterns and the impact of institutional uses; and
- The image of the City gateway at the intersection of Fontaine Avenue and the Route 29 bypass, and along the JPA-Fontaine Avenue Corridor.

IV. NEIGHBORHOOD FRAMEWORK PLAN

Based on the physical characteristics of the development parcels delineated in the inventory and analysis process (Exhibits 3 and 4), the conclusions of the economic analysis of the study area, and input received on community issues and concerns, a series of recommendations have been formulated for potential development within the JPA-Fontaine Avenue neighborhood. These recommendations are summarized in Exhibit 6, and are discussed in detail in this section.

County Development Parcels

Parcel A1

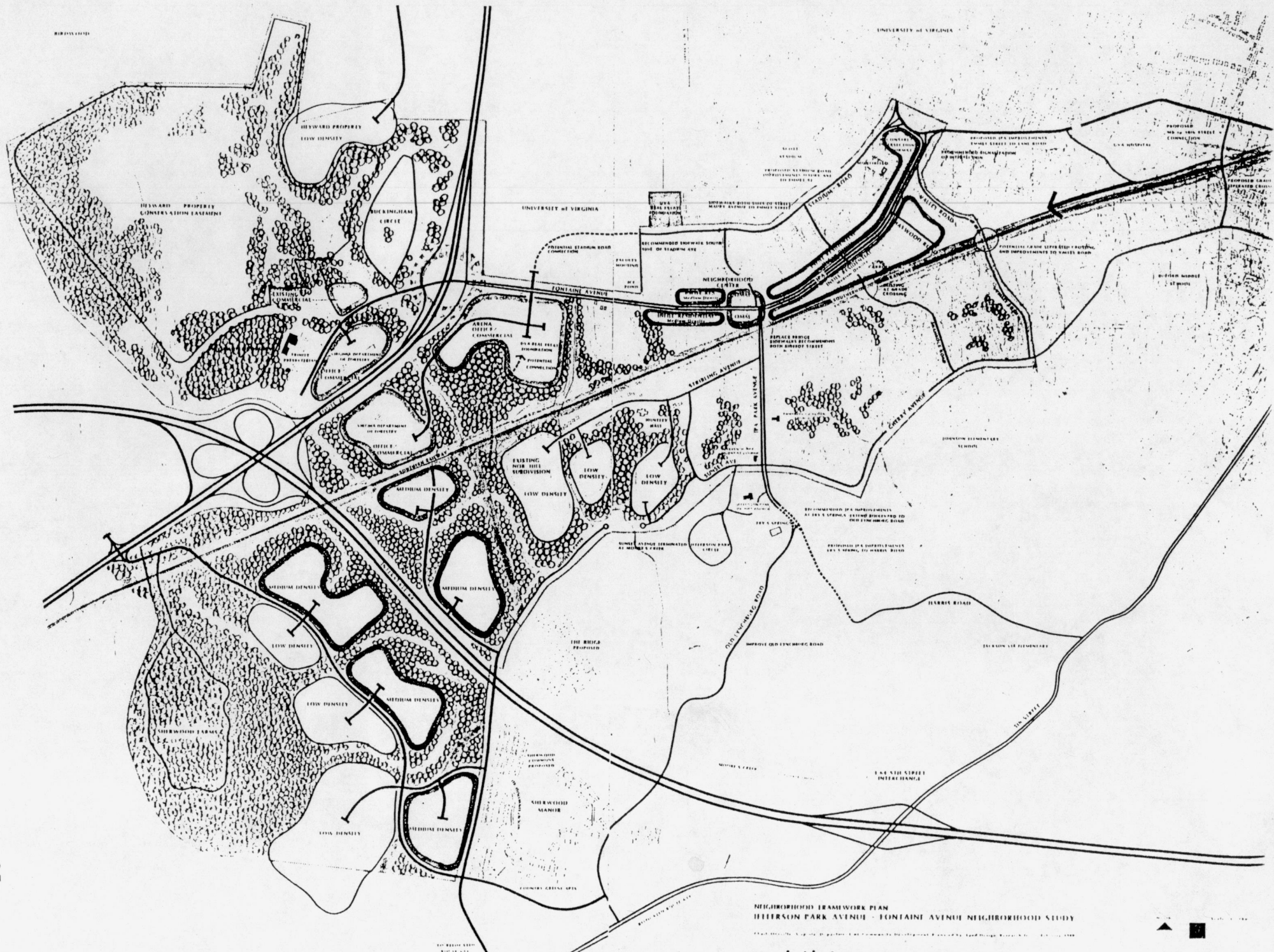
Portions of this property are under consideration for conservation easements. This property should remain low density residential unless the conservation easements currently being considered are established.

Parcel A2

This land is owned by the same individual that owns parcel A1, but it is physically isolated by streams and floodplain. It is currently zoned for low-density residential. The land should remain low density residential unless the conservation easement currently being considered is established. Access is only feasible to the north, through Bellaire Estates. Current road design in Bellaire may, however, preclude such access.

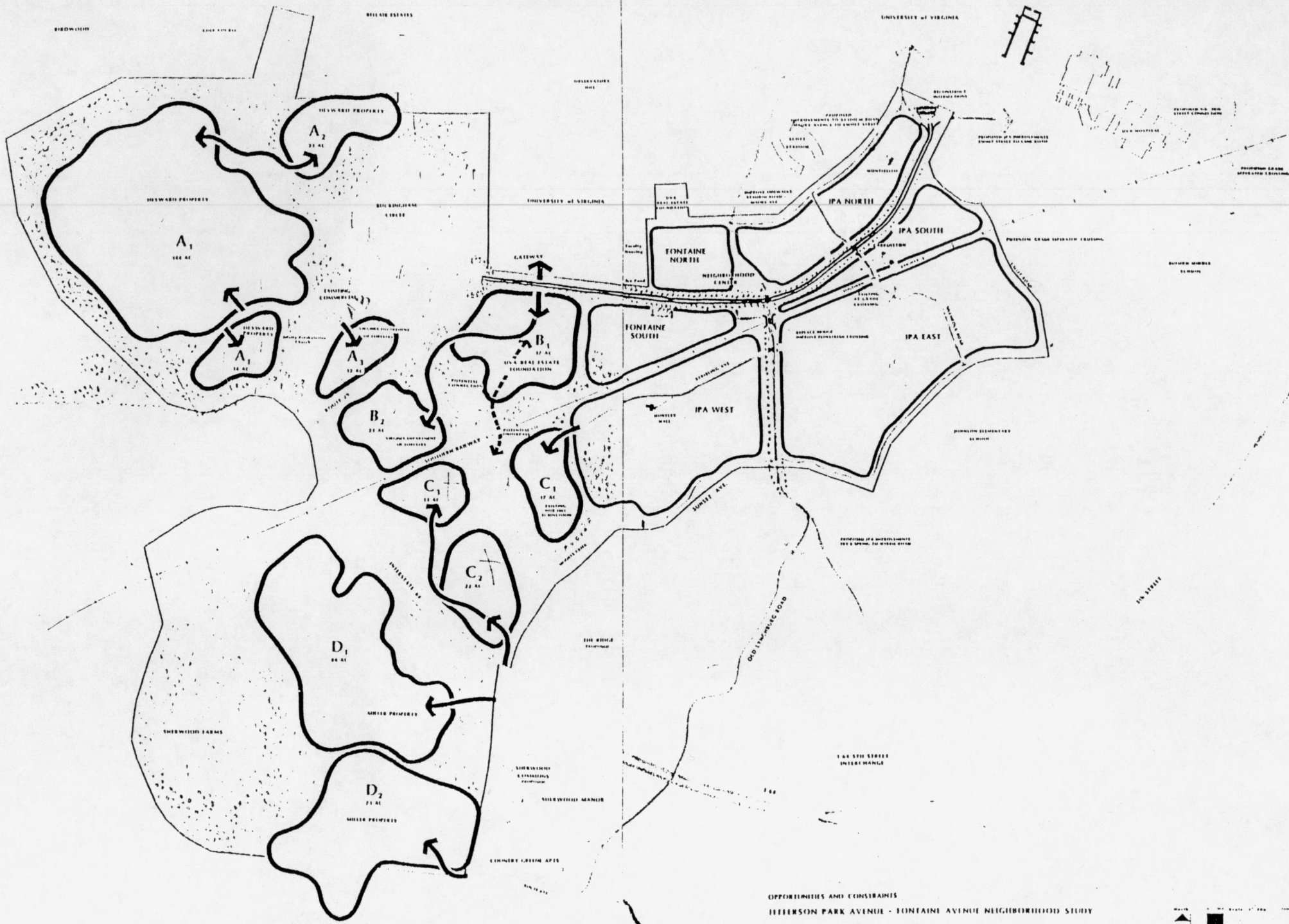
Parcel A3

This parcel is owned by the Virginia Department of Forestry and is presently used as a research station. The land is currently zoned low-



NEIGHBORHOODS FRAMEWORK PLAN
 HILTON PARK AVENUE - FONTAINE AVENUE NEIGHBORHOOD STUDY

Exhibit C



OPPORTUNITIES AND CONSTRAINTS
 JEFFERSON PARK AVENUE - FONTAINE AVENUE NEIGHBORHOOD STUDY
 Charlottesville, Virginia Department of Community Management Prepared by JED Design Research Inc. November 2007

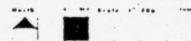


Exhibit 6a

density residential. Because the site is visible and accessible from Route 29, office or other employment-generating uses might be considered in the future if the Department of Forestry wishes to sell the land, but at present no market exists. Included with this parcel is land directly across Fontaine Avenue, which is already zoned commercial and should be part of any redevelopment plans for the area.

Parcel B1

This land, owned by the University of Virginia Real Estate Foundation, has been considered for a new sports arena or for medical office use and satellite parking for the UVA Hospital. It is presently zoned as planned development-shopping center and medium density residential, but its excellent access and visibility make it a likely site for high-profile, image setting development. The market study suggests that there is little current demand for office uses on this site, unless such uses were associated with the University or UVA hospital.

If the decision is made to construct a sports arena on the site, particular design attention will be needed to create a facility which enhances this important gateway to the City and the University. In addition, careful consideration will be needed to avoid adverse impacts on area circulation systems. Redesign of Fontaine Avenue and the Route 29-Fontaine Avenue intersection will be essential.

Currently, the only access to the property is via Fontaine Avenue. A secondary access would be necessary to handle traffic generated by the property when it is developed; alternative secondary access routes will need to be evaluated. This improvement would be required to gain adequate access to the property, whether the use is a sports arena or medical office complex.

Traffic generated by a medical office park would occur during periods of peak demand on weekday mornings and evenings, while the sports arena traffic would be generated during non-peak evening hours and on

Table 14

Comparison of Development Impacts

Parcel B1 & B2

	Medical Office Park	Sports Arena
Parcels B1 & B2	58± Acres (Developable Acres)	58± Acres (Developable Acres)
Size	630,000 SF * Multiple Buildings	15,000 - 18,000 Seats ** One building or complex
Parking Required	2,520 Automobile Spaces * 4 spaces / 1,000 SF	6,000 Automobile Spaces ** 50 Bus Spaces (may not all be on-site)
Employment	2,520-3,150 full time* 250 - 200 SF / Employee	200 Full time ** 200 Part time
Transportation	AM & PM Weekday Peak Loads 1,200 Cars / Peak hour	Evening & Weekend Peak Loads 3,000 Cars / Peak hour
Time Frame	Phased Impact	Immediate Impact

- * Based on .25 FAR development strategy - Maximum build-out
 ** Based on University of Virginia Athletic Department Estimates

This Table has been prepared for the purpose of general comparisons of the potential impact of a sports arena and medical office park. Program information for both uses is estimated and is not based on any detailed planning or analysis of the site, surrounding road network or other factors.

weekends. Thus, while an arena would periodically generate significantly larger volumes of traffic than would an office complex, the overall impact on the adjacent traffic systems would be minimal.

It would be difficult to provide sufficient on-site parking for a sports arena without extensive earth work, due to steep slopes and the drainage system between this parcel and the adjoining parcel (B2). Other parking resources would be needed to supplement on-site parking; existing parking at Scott Stadium could be used with shuttle service to the arena. The recommended roadway connection from Stadium Road to Fontaine Avenue would facilitate use of this parking resource. However, construction of this roadway would be particularly difficult due to topographical and drainage problems in this area. Because of these condition, serious consideration should be given to designing this only as a service road. Use of shuttle-served satellite parking for arena events would help to distribute the volume of traffic throughout the area.

Parcel B2

This land, along with parcel A3, is owned by the Virginia Department of Forestry. It is currently zoned for low-density residential, but this may not be an appropriate long-term use because of the proximity to Route 29 and I-64. The parcel is currently accessed from Fontaine Avenue through parcel B1; its entrance off Fontaine Avenue is close to the Route 29 interchange and is not suitable for any increase in intensity of development. Should its use change, single ownership of parcels B1 and B2 should be considered so that the two parcels could be developed as a single, logically organized unit, with access to B2 gained through parcel B1.

Parcel C1

Parcel C1 is presently platted as a single-family subdivision of Nob Hill. It is an older subdivision with lot sizes which do not meet current County standards. Access via Stribling Avenue should remain, with development as low density single family detached and attached residential continuing as the market dictates.

Parcel C2

Parcel C2 is currently zoned for low-density residential, and it is adjacent to a planned high-density housing development. Since this parcel is adjacent to I-64, it is suitable for multi-family housing at low gross density; high-density is precluded by the steep topography. At present the market may not support additional housing in this area.

Parcel C3

This parcel is accessible only through parcel C2 and is isolated by streams, adjacent railroad tracks, and steep topography. Because of the access problems and proximity to I-64, the best future use would be multi-family housing at low gross density.

Parcels D1 and D2

These areas are zoned as low-density residential, and are accessible via Stagecoach Road and Sunset Avenue. They are bordered on the west by Sherwood Farms, a low-density residential development, and on the east by the Sherwood Manor and Sherwood Village medium-to-high density residential developments.

Because of its topography and location, this area would be suitable for a planned unit development with mixed density. Low density would be most suitable to the west near the existing Sherwood Farms subdivision, and medium-to-high density would be most suitable near the eastern edge along I-64. Because of their good visibility, the land areas adjacent to I-64 may also be suitable for employment-generating uses as the market dictates; improved access (as illustrated on the Framework Plan, Exhibit 6) would be necessary.

The Economic Overview report indicates a possible market for retirement housing, and this site might be suitable for such a development. If higher-density development is planned for the area, it could be buffered

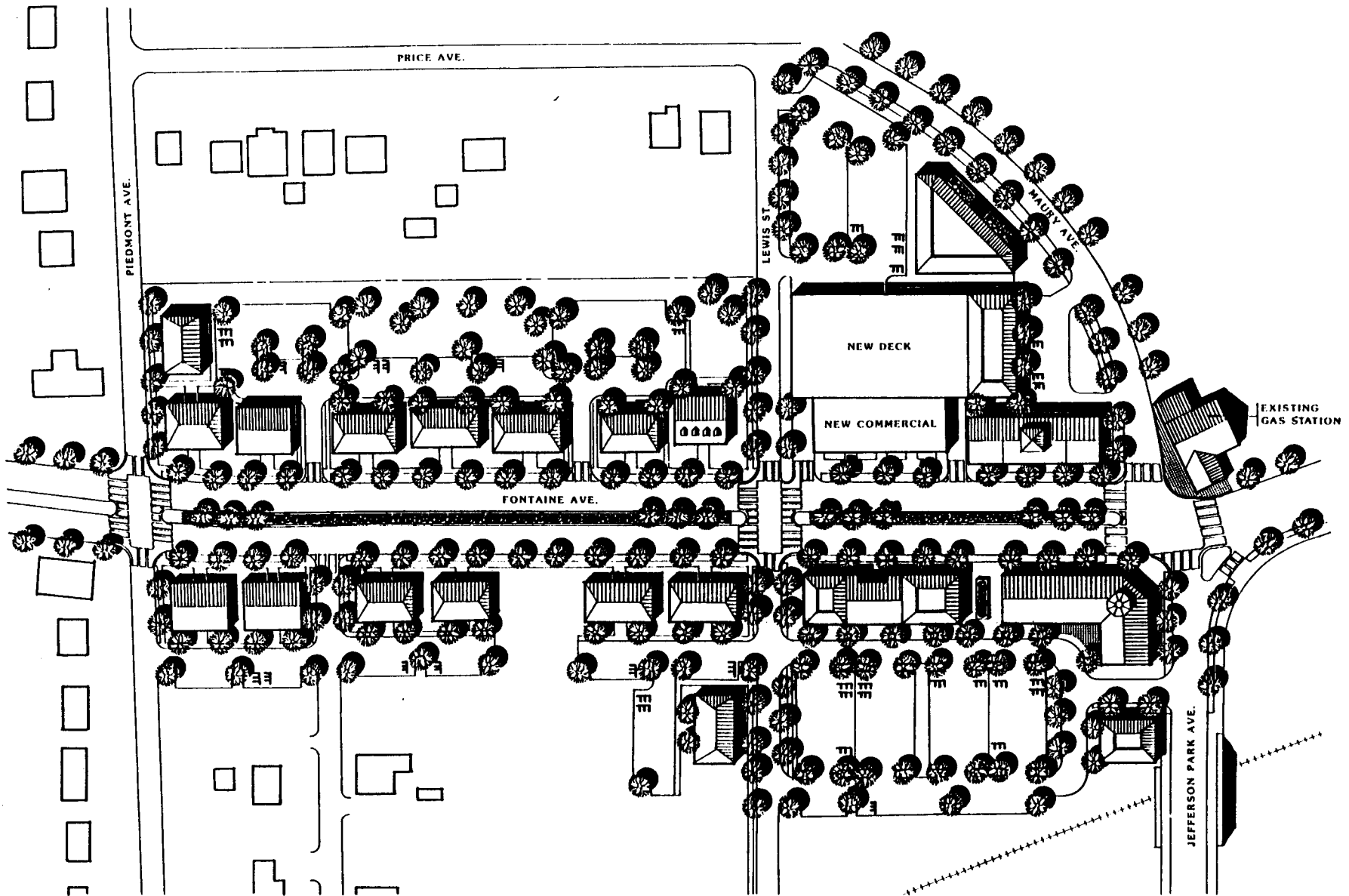
from the lower density housing by preserving existing steep slopes and vegetation as open space.

City Development Parcels

Most of the neighborhoods within the City are stable and will remain primarily single-family residential areas. However, if infill development takes place, it is recommended that it occur primarily along the Fontaine-JPA corridor, strengthening the residential character of the Fontaine North, JPA North and JPA South areas. Existing vacant parcels of land within the JPA West area are recommended for low density residential use, with access off Stribling Avenue and Sunset Avenue.

If Fontaine Avenue between Route 29 and Maury Avenue is widened as recommended, extreme care will need to be exercised to avoid negative impacts on existing residential and commercial structures. If redevelopment occurs, one and two-family residential structures are recommended. This would permit maintaining the residential character of the area and providing for parking off-street and behind the structures. The northern side of JPA-Fontiane would need to be rezoned to accommodate higher density residential uses.

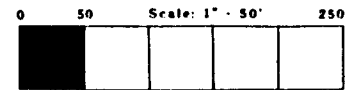
The neighborhood retail/commercial center would be enhanced with a more urban approach. For example, the pedestrian character of the area will be strengthened if new structures are built to the street line, with adequate off-street parking placed behind the buildings. Exhibit 7 illustrates the recommended re-orientation of commercial uses and new housing opportunities created by the widening of Fontaine Avenue. It also illustrates the mixed-use development with structured parking, currently under construction; this is being developed in an appropriate manner and should serve as a model for future development in the center.



NEIGHBORHOOD CENTER

JEFFERSON PARK AVENUE - FONTAINE AVENUE NEIGHBORHOOD STUDY

Charlottesville, Virginia Department of Community Development Prepared by: Land Design/ Research Inc. February 1988



PROJ. NO. 17148.00

JPA-North and JPA-South

These parcels are defined by Stadium Road on the north, Valley Road on the east, the railroad on the South, and Maury Avenue on the west.

UVA owns nearly all the land to the north and east of this parcel, and thus heavily influences the population and character of the neighborhood. This area was once predominantly single-family houses, but because of its proximity to UVA and the need for student housing, a transition from single-family residential to multiple-unit housing has occurred.

Development of new residential units in the area to the north of Jefferson Park Avenue may be constrained by the steep terrain. The area to the south is more gently rolling, with potential for additional multiple-unit development. Zoning guidelines in these areas should be developed which will define architectural standards, setbacks, and parking requirements. Increased density may cause traffic and parking problems and necessitate requiring new development to provide adequate off-street parking for all dwelling units.

JPA-West and JPA-East

JPA-East and West consists of the area bordered by the railroad on the north, Valley Road on the east, Cherry Avenue and Sunset Avenue on the south, and the City limits on the west. These areas are predominantly detached and attached single-family residences in established neighborhoods. They are unlikely to be significantly affected by increased traffic in the JPA-Fontaine Corridor. However, the zoning in this area should reinforce and protect the present uses so that the integrity of these neighborhoods is not threatened.

Fontaine-North

This parcel is bordered by the City limits and the University of Virginia on the north and west, Maury Avenue on the east, and Fontaine on the south. The neighborhood is heavily influenced by its proximity to UVA.

The area is primarily attached and detached single-family residential, although a section to the northwest is owned by the University of Virginia Real Estate Foundation, and the southeastern corner is neighborhood service commercial. There will undoubtedly be increasing pressure on the eastern and southern edges of this parcel to change from residential to commercial, so it will be necessary to decide whether such a change is desirable, and if it is desirable, to plan for it (and conversely, if it is not desirable, to restrict it). The University of Virginia Real Estate Foundation holdings will probably be utilized for institutional uses although no long range plans have been formulated at this time.

Fontaine-South

This parcel is bordered by Fontaine Avenue to the north, the railroad tracks to the south, and the City limits to the west. The area is at present primarily residential, but does not contain a cohesive neighborhood or consistent architecture. Because of this, the area is susceptible to change. This may be a suitable area for future commercial and/or housing development. Its future use and zoning will need to be determined by resident concerns, economic and demographic forecasts, and the market.

University of Virginia Development Parcels

Several parcels of land under consideration in both City and County portions of the study area are owned by or may be acquired by UVA or the University of Virginia Real Estate Foundation. In addition, part of the campus borders Fontaine Avenue near the Route 29 interchange and at the north border of the JPA-Fontaine Avenue spine. The University, City and County must continue to cooperate in setting priorities and coordinating improvements if the recommendations contained in this plan are to be successfully implemented.

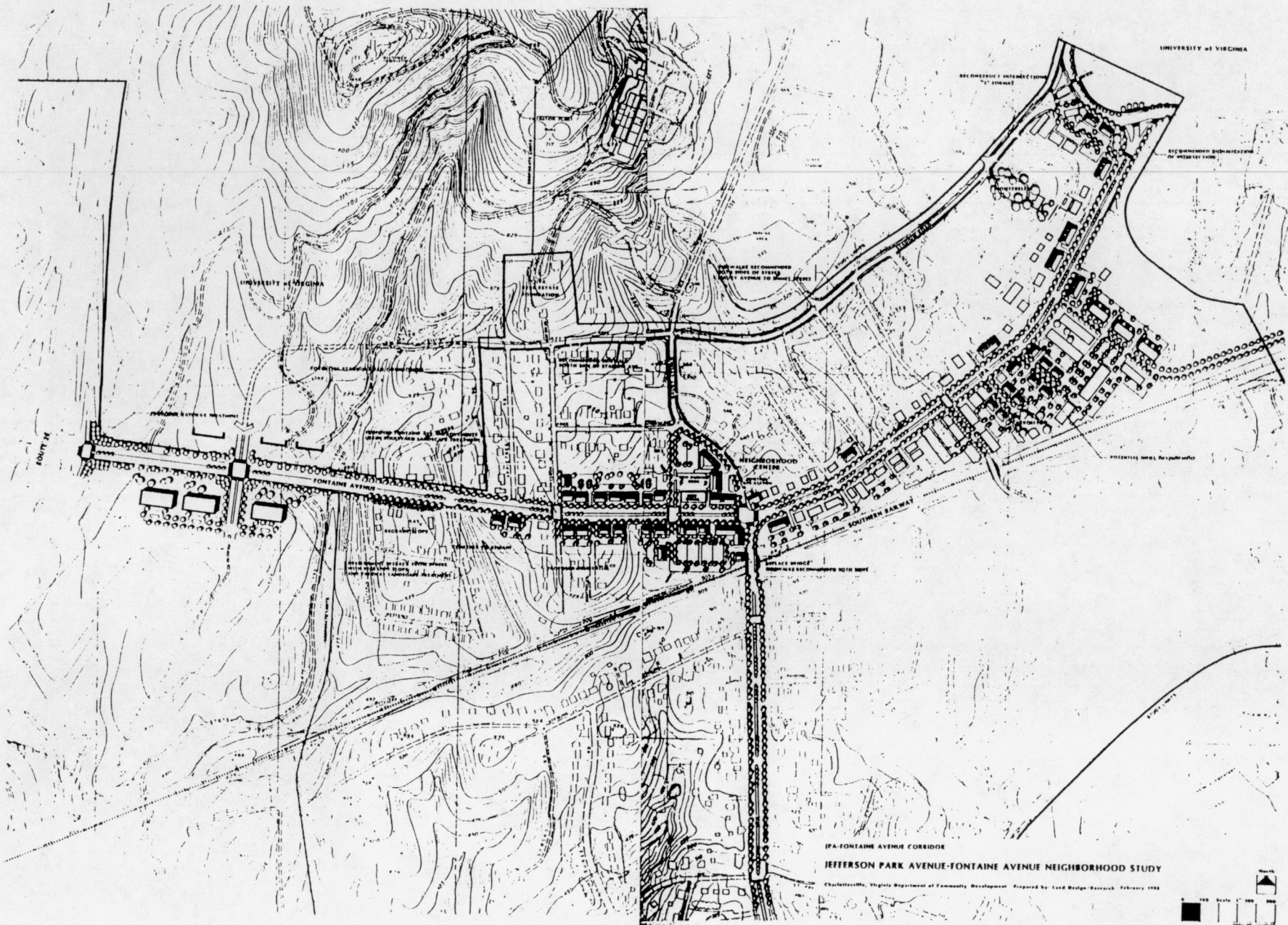
V. JPA - FONTAINE AVENUE CORRIDOR PLAN

The Urban Design Plan prepared for the City of Charlottesville by Carr, Lynch Associates presents an excellent foundation for the reinforcement of the JPA-Fontaine corridor as a gateway to both the City and the University. Among the report's recommendations are the continuation of a landscaped median strip along Fontaine Avenue, consistent edge treatment with sidewalks and street trees, retention of residential uses where they occur, and the encouragement of off-street parking and improved building design in the business district. Entry areas and important intersections such as the one at Emmet Street would receive special landscaping and signage.

The JPA-Fontaine Avenue Corridor Development Plan (Exhibit 8) illustrates the recommended approach for implementation of the Urban Design Plan along the JPA - Fontaine Avenue corridor. A typical cross section is presented in Exhibit 9. Design concepts for the boulevard corridor and key development parcels are shown, including:

Fontaine Avenue between Route 29 and Maury Street

- Widening of Fontaine Avenue into a four-lane divided boulevard;
- Two 12' moving lanes in each direction, with a 4-6' shoulder/bike lane and no on-street parking on either side;
- Installation of a 12-15' wide landscaped median strip planted with small flowering trees ;
- Grass strips with street trees, 4-6' in width;
- Sidewalks on both sides, with a minimum width of 4'; setback of walks will vary with building and/or edge conditions and grades.



IPA-FONTAINE AVENUE CORRIDOR
JEFFERSON PARK AVENUE-FONTAINE AVENUE NEIGHBORHOOD STUDY
 Charlottesville, Virginia Department of Community Development Prepared by Todd Dodge Research February 1988

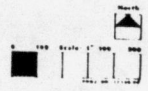
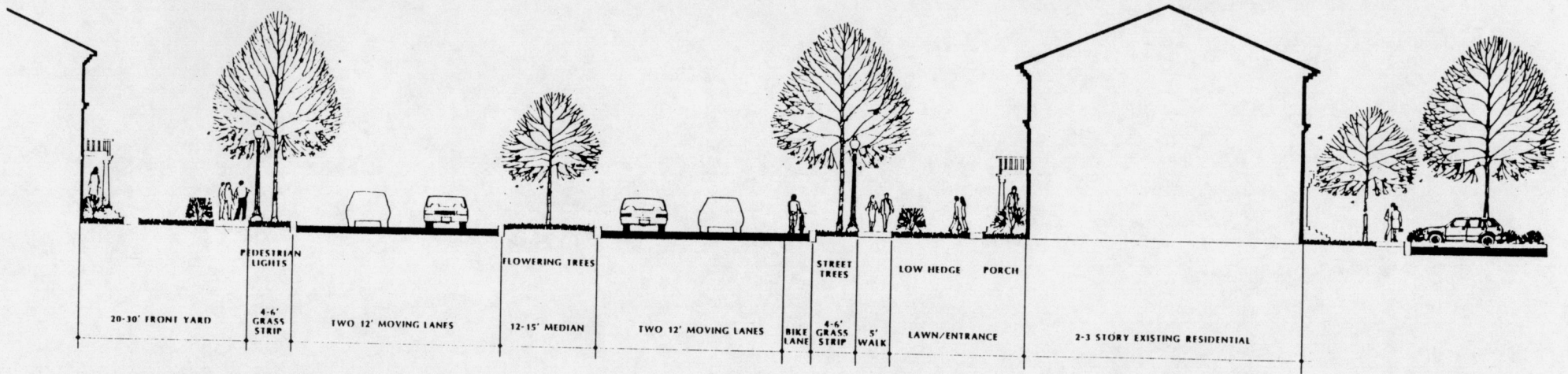


Exhibit 8

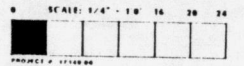


J.P.A.-FONTAINE TYPICAL CROSS SECTION

JEFFERSON PARK AVENUE - FONTAINE AVENUE NEIGHBORHOOD STUDY

Charlottesville, Virginia Department of Community Development Prepared by: Land Design/ Research Inc. February 1988

Exhibit 9



Left turn lanes may need to be provided at designated intersections, which would result in reduction or elimination of the median at those points. The proposed 12'-15' width would accommodate left turn lanes plus a narrow divider strip, with no impact on the right-of-way width. The character of the road changes between Route 29 and the commercial center due to grade variations and steep slopes along the edges. To the west, the road will be more parkway-like with greater building setbacks and wider landscape zones. To the east near the commercial center, a more urban approach should be used, with minimum building setbacks and landscaped areas.

- Building setbacks from the road may in some cases become insufficient for existing structures because of the widening of the road.
- Any new uses must accommodate sufficient off-street parking to the rear of the buildings.

Planned modification of the Fontaine-Maury-JPA intersection may render the present use of the existing gas station difficult. Because this building has local historic significance, we recommend it be preserved and reused.

Jefferson Park Avenue

- Utilities should be buried underground along the road median.
- At present there is a sidewalk only along the south side of JPA; continuous sidewalks should be installed on both sides of the street with clearly defined pedestrian crossings.
- Currently there is one lane of traffic in each direction; this should be maintained. If adequate off-street parking can be provided in the long term, it would be desirable to remove the existing parallel parking from the street.

- The JPA-Emmet Street intersection should be redesigned into a "T" intersection to provide greater pedestrian and vehicular safety and improved sight distances. A clearly defined pedestrian crosswalk should be part of this redesign; signalization should also be considered.

Infill housing development will be determined by market demand. Additional guidelines are needed, however, to ensure that such housing reinforces the street environment and that parking is provided on-site and behind structures.

Other Transportation Recommendations

- Stadium Road/Emmet Street intersection needs to be redesigned as a "T" intersection with pedestrian crosswalks, to promote greater vehicular and pedestrian safety.
- Termination of Sunset Avenue at Moore's Creek is recommended to reduce traffic volume through existing neighborhoods.
- Expansion of Jefferson Park Avenue to Harris Road is recommended because it is inadequate to handle present traffic and needs sidewalks. This may be difficult because of the narrow right-of-way and existing utilities and vegetation. However, the portion of Jefferson Park Avenue up to Old Lynchburg Road, and the intersection with Old Lynchburg Road, could easily be improved in the short term.
- Completion of the sidewalk system on Jefferson Park Avenue from Fontaine Avenue to Old Lynchburg Road is recommended, at least on one side of the street.
- Continuous sidewalks are recommended for both sides of Stadium Road from Emmet Street to Maury Avenue, and on one side from Maury Avenue to the City limits.

- Continuous sidewalks on both sides of Maury Avenue are recommended to facilitate pedestrian linkages to the Neighborhood Center.
- With the termination of Sunset Avenue, an alternate north-south access is needed in the western section of the study area. We recommend one of two alternatives:
 - 1) Connect Sunset to Fontaine via parcels B1-B2-C3-C2. Constraints are:
 - rugged topography
 - several stream crossings
 - railroad crossing
 - 2) Connect Sunset Avenue and Route 29 via parcels D2 and D1, linking to the existing intersection from Sherwood Farms onto Route 29. The constraint is the at-grade railroad crossing. Higher traffic over time might necessitate a grade-separated crossing.
- A new north-south connection in the eastern part of the study area is recommended using Valley Road and adding an underpass at the railroad. This alternative is difficult because Valley Road is a narrow residential street which would require widening because of increased traffic volume; additional study of the feasibility of this improvement is required. The route would provide an alternative to the existing at-grade crossing at Shamrock Avenue.
- The bridge where JPA crosses the railroad should be replaced because it is structurally unsound, too narrow and lacks adequate sidewalks. The new bridge should have sidewalks on both sides, connecting into sidewalks at each end of the bridge, to increase pedestrian safety.
- If it becomes a priority to alleviate traffic problems at JPA and UVA hospital, a southern connection along the railroad tracks should be considered further. A number of possible alternative routes to connect back to Jefferson Park Avenue should be studied.

- Consideration should be given to the development of an alternative transportation route using the Southern Railroad and CSX right-of-ways through Charlottesville. A local lightrail or other non-automobile oriented system could be used to transport people along this important corridor through the City. Such a system could possibly be built on right-of-way adjacent to the tracks without interfering with existing rail service, or use existing tracks.

VI ACTION PLAN

1. The top priority for implementation of the JPA-Fontaine Avenue Neighborhood Framework Plan is the improvement of Fontaine Avenue and JPA from Route 29 bypass to Emmet Street, including:

- a strong entrance statement
- streetscape improvements
- continuous sidewalks on both sides
- replacement of the JPA bridge
- undergrounding of utilities
- reconfiguration of the JPA/Emmet Street intersection

Improvements to Fontaine Avenue must begin as soon as possible if the University decides to proceed with development of the sports arena. A proffer exists for the Fontaine Avenue site owned by the University of Virginia Real Estate Foundation that would obligate the owners to construct improvements to Fontaine Avenue upon development of the property. Priorities for other transportation improvements have been set in the Transportation Study.

2. Design Standards should be prepared immediately to guide all future private redevelopment along the JPA-Fontaine Avenue corridor. These standards should illustrate adopted guidelines that:

- Establish building setback standards consistent with the urban design intent, the character of land uses and edge conditions such as grading limitations;
- Provide for adequate off-street parking to facilitate the long term goal of no parking along the JPA-Fontaine Avenue corridor;
- Provide for buildings that front onto the public streets with off street parking located at the rear of the building, or integral with the building;

- Establish a consistent architectural edge along JPA-Fontaine Avenue, utilizing setbacks along with the building height restrictions already in place in the zoning code;
- Establish a consistent front yard treatment along JPA-Fontaine Avenue, with standards for landscaping, fencing, walls, lighting, signage, paving and other design elements.

These concepts are illustrated in the Typical Cross Section, Figure 9.

3. The County needs to examine its zoning ordinance in relation to each of the development parcels and make any necessary changes in response to the recommended uses and edge conditions along the corridor. More specific limitations to future development based on environmental constraints are needed. Further, there is a need to coordinate with land owners and developers in the study area in setting long term development objectives, as well as in the planning of proposed roadway closings and new roadway connections.

Particular zoning recommendations for implementation of this study include:

Parcels A1 & A2: These parcels should remain low density residential unless the conservation easements currently being considered are established.

Parcel A3: This parcel should be rezoned to allow for commercial office development.

Parcels B1 & B2: These parcels should be considered for rezoning to allow for other forms of appropriate development following the completion of feasibility studies currently being conducted by the University and the University of Virginia Real Estate Foundation.

Parcels C2 & C3: These parcels should be rezoned to permit multi-family residential development at low gross densities.

Parcel D1: This parcel should be rezoned to permit medium density residential and potential employment commercial/office development.

Parcel D2: This parcel should be rezoned to allow for low to medium density residential development.

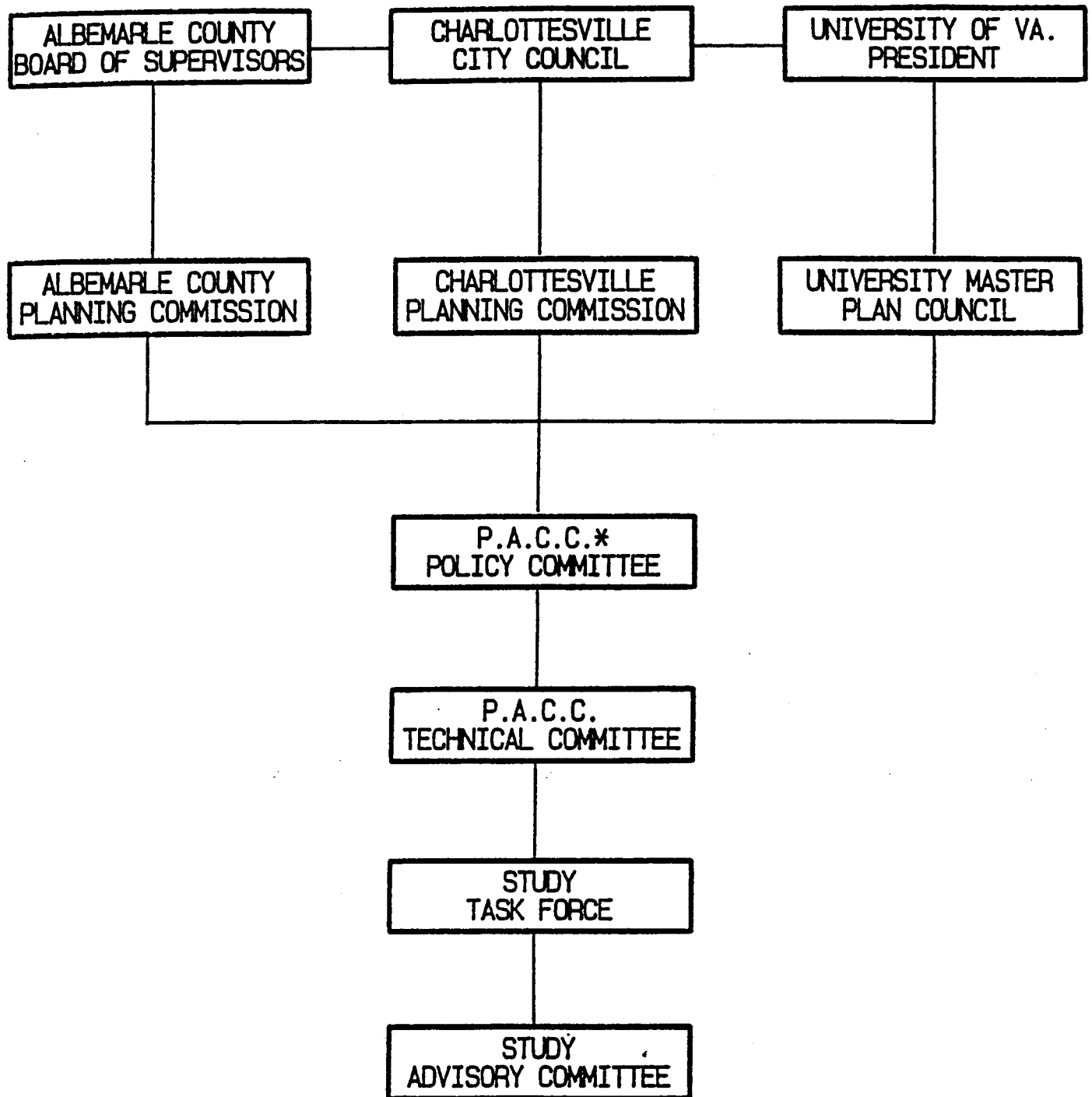
Parcels D1 & D2 may also be considered for PUD zoning. A detailed study should be made of the potential north-south linkage from Sunset Avenue to Route 29, through the Miller tract.

APPENDIX: The Planning Process

A. Flow Chart

B. Three Party Agreement

CITY-COUNTY-UNIVERSITY STUDY PROCESS



*Planning and Coordination Council Policy Committee also approves the reports in concurrence with jurisdictions.

DCD
7/16/87

THREE PARTY AGREEMENT

The CITY OF CHARLOTTESVILLE; the COUNTY OF ALBEMARLE; and THE RECTOR AND VISITORS OF THE UNIVERSITY OF VIRGINIA, hereby agree as follows:

The University Will:

1. Voluntarily comply with the land use plans and regulations (as exemplified by those listed in Exhibit 1) of either the City or the County regarding the use of real estate held in Area C on the attached map.

Area C* includes all land not included in Areas A and B (see attached map).

2. Voluntarily submit its construction and/or development plans for review by the City or County to determine their compliance with land use plans and regulations on any real estate held in Area B on the attached map; and make reasonable efforts to comply with any recommendations received.

Area B* includes land which lies at the boundaries of or between the University and either the City or the County and on which the activities of any or all three of the parties might have an effect. Area B will be designated a "study area." The City, County and University will work with each other to try to develop a master plan for the study area perhaps by beginning with its most critical parts. The intent is that the results of the cooperative study will be made a part of the Comprehensive Plan of each body.

3. Voluntarily submit its construction and/or development plans for review by the City or County on any real estate held in

Area A on the attached map; and make reasonable efforts to comply with any recommendations received. Area A* includes land either on the Grounds of the University or at its borders. Since some portions of Area A are of critical importance to the City and County, the University also agrees that it will involve the City and County in the development or revision of its Master Plan for land use, and also in the study of those areas of A which, by mutual consent, will affect the land use plans of each other.

4. Anticipate the formation of a Real Estate Foundation created for the acquisition and development of land which would not be owned directly by the Rector and Visitors, but which would serve University purposes. The Real Estate Foundation will abide by all City and County land use laws and regulations (as exemplified by Exhibit 1) regarding any property it holds. The Foundation also will pay all applicable real estate taxes.

5. Not accept transfer of land to be used for investment purposes from the Real Estate Foundation to itself primarily for the purpose of avoiding the application of the City's and County's land use laws and regulations or taxation.

6. Accept a representative of the City and County as non-voting members of its Master Plan Committee.

7. Involve City and County representatives in site selection studies on any major new facilities which may be planned.

*Any difference of opinion over the geographical extent of either Area A, B, or C shall be governed by the attached map.

The County and/or City Will:

1. Submit to the University and to each other for review all proposed changes in land use plans or regulations in Area B on the attached map and make reasonable efforts to comply with any recommendations made by the other parties.

2. Submit to the University for review all proposed changes in land use plans or regulations in Areas A and C on the attached map and make reasonable efforts to comply with any recommendations made by the University.

3. Attempt to define a desired community growth rate within its laws, regulations, or plans and attempt to regulate development according to this growth rate to the extent allowed by law.

4. Include a representative of the University as a non-voting member of their planning commissions.

The City, County and the University Will:

1. Adopt the same length of land use planning period.
2. Develop and use common definitions and common land use data bases having the same or similar data elements.
3. Adopt the same interval between major reconsiderations of their land use plans and schedule those reconsiderations for the same year, unless precluded from doing so by State requirements.
4. Adopt a substantially similar topical outline for the purpose of describing their land use plans.
5. Share drafts of their land use plans with each other for review and comment in advance of any public hearings.
6. Indicate those portions of each other's plans with which it agrees and do nothing during the planning period to change those portions of the plan without mutual consultation.
7. Not sponsor, seek, nor support legislation restricting the powers of each other regarding any of the terms of the understanding or regarding any other matters related to taxation, land use planning, or land use regulation except by mutual agreement.
8. Agree to non-binding arbitration of any disputes during the term of this Agreement. Arbitrators shall be selected as follows:
 - (a) In case of disagreement involving all three parties, each party shall select one arbitrator.
 - (b) In case of disagreement between any two of the parties,

each party shall select one arbitrator and these two arbitrators shall select a third. If the first two selected are unable to agree on a third, then they shall request the third selection be made by the judge of the Circuit Court of the City of Charlottesville.

9. Agree these understandings may be dissolved on one year's written notice by any party to the other two parties.

10. Take no actions which circumvent the purposes of this agreement.

BY RESOLUTION duly adopted by Council on the 21st day of April , 1986, the Mayor was authorized to execute this Agreement on behalf of the City of Charlottesville.

BY RESOLUTION duly adopted by the Board of Supervisors on the 14th day of May , 1986, the Chairman was authorized to execute this Agreement on behalf of the County of Albemarle.

BY RESOLUTION duly adopted by the Board of Visitors on the 31st day of January, 1986, the President was authorized to execute this Agreement on behalf of the Rector and Visitors of the University of Virginia.

CITY OF CHARLOTTESVILLE

By _____

COUNTY OF ALBEMARLE

By _____

THE RECTOR AND VISITORS OF
THE UNIVERSITY OF VIRGINIA

By _____

1. JPA Fontaine Ave Corridor Plan
 - * Widening of (between Rt. 29 & Main) Fontaine Ave.
 - 2-12' lanes each direction
 - 4-6' shoulder/bike lane no parking
 - 12-15' landscape median strip
 - to include left turn lanes where received
 - 4-6' grass strips with street trees
 - 4' min. sidewalks on both sides

2. Jefferson Park Ave.
 - Bury utilities along median
 - Continuous sidewalk on both sides
 - Eliminate street parking
 - Redesign + of JPA & Emmet from Y to T 49 City
 - consider signalization
 - Provide pedestrian crosswalk

3. Other Transportation Recommendations
 - Redesign + of Stadium & Emmet from Y to T City
 - Provide crosswalk
 - Terminate sunset Ave at Moore's Creek 49 City
 - Expansion of JPA to Harris Rd. (minimum + with Old Lynchburg) 49 City
 - Sidewalk system on 1 side (min of JPA from Fontaine to Old Lynchburg) 49 City
 - Continuous sidewalks for both sides of Stadium from Emmet to Maury Ave. & 1 side of Maury to city limits UVA/City
 - Continuous sidewalks both sides of Maury 50 City
 - Study alternative North/South access to western section (after Sunset terminated)
 1. Sunset to Fontaine via parcels B1,B1,C3,C2
 2. Sunset to Rt 29 via parcels D1,D2
 - Study alternate North/South connection in eastern section (one recommendation is Valley Rd. w/ underpass at RR 50
 - Replace bridge on JPA over RR (bridge to have sidewalks both sides) 50 City
 - Study Alternative routes connecting Main St. to JPA (past hospital to south) 50

4. General Action Plan
 - Top priority (JPA Fontaine) improvement of Fontaine & JPA from Rt 29 to Emmet 52 City County
 - Set Design Standards 52/53
 - to guide all future private development along

Fontaine/JPA Corr to Incl:

- setback standards
- adequate off street parking
- long-term no street parking
- Bldgs. to front on street w/ parking to rear
- establishment of consistent architectural edge

5. County Zoning Issues 53 County
- More specific limitations to future development based on environmental
 - coordinate long-term development objectives with land owners and developers 53
 - Coordinate plans for roadway closing and new roadway connections

By Parcel:

A1,A2

Should remain low density residential unless conservation easements are established

A3

Should be rezoned to allow commercial office development.

B1,B2

Should be considered for rezoning to allow for other forms of "appropriate" development following completion of Univ. & UREF feasibility studies.

C2,C3

Should be rezoned to permit multi-family residential at low gross densities.

D1

Should be rezoned to permit medium density residential and potential employment commercial/office development.

D2

Should be rezoned to allow for low to medium density residential development.

D1,D2

May also be considered for PUD development detailed study should be made of potential north/south linkage from Sunset to Rt 29 through Miller Tract