

**CITY OF CHARLOTTESVILLE**  
**DEPARTMENT OF NEIGHBORHOOD DEVELOPMENT SERVICES**  
**STAFF REPORT**



**PRELIMINARY DISCUSSION:**  
**Cherry Avenue Small Area Plan**

**DATE OF PLANNING COMMISSION MEETING: February 26, 2020**

**Planner:** Matt Alfele, AICP

**Date of Staff Memo:** February 12, 2020

**Project Name:** Cherry Avenue Small Area Plan

**Plan Prepared By:** Thomas Jefferson Planning District Commission and the residents of Fifeville

**RE: Planning Commission Work Session for review of the Cherry Avenue Small Area Plan**

**Background**

The first goal of the 2013 Comprehensive Plan Land Use Chapter (Goal 1.1) is to enhance the sense of place throughout Charlottesville with special emphasis on designated areas through the creation of Small Area Plans. In the spring and summer of 2016, the City's Planning Commission held a series of work sessions and site visits to evaluate potential locations for the next small area plan. In the summer of 2016, the Planning Commission designated the Cherry Avenue Corridor as the next small area plan. The Planning Commission cited factors that influence the need for a Cherry Avenue Small Area Plan as: stresses on the neighborhood /corridor from commuter traffic, large approved development under construction anchoring the east and west ends of the corridor, large numbers of vacant lots with potential for development along the corridor, and the ability to utilize the groundwork laid by the neighborhood association in developing a Visioning Document. In 2017 the City contracted with the Thomas Jefferson Planning District Commission (TJPDC) to develop the small area plan. Over the last three years the City, TJPDC, and the residents of Fifeville have worked hand-in-hand to craft the draft document you are reviewing tonight.

**Next Steps**

- February 26, 2020: Work Session with the Planning Commission
- Early March 2020: Comments from Staff and the Planning Commission conveyed to the TJPDC.
- Spring 2020: Planning Commission holds a Public Hearing on the updated Plan

- Summer 2020: City Council adopts the plan

**Attachments**

- A. DRAFT Cherry Avenue Small Area Plan Executive Summary
- B. DRAFT Cherry Avenue Small Area Plan

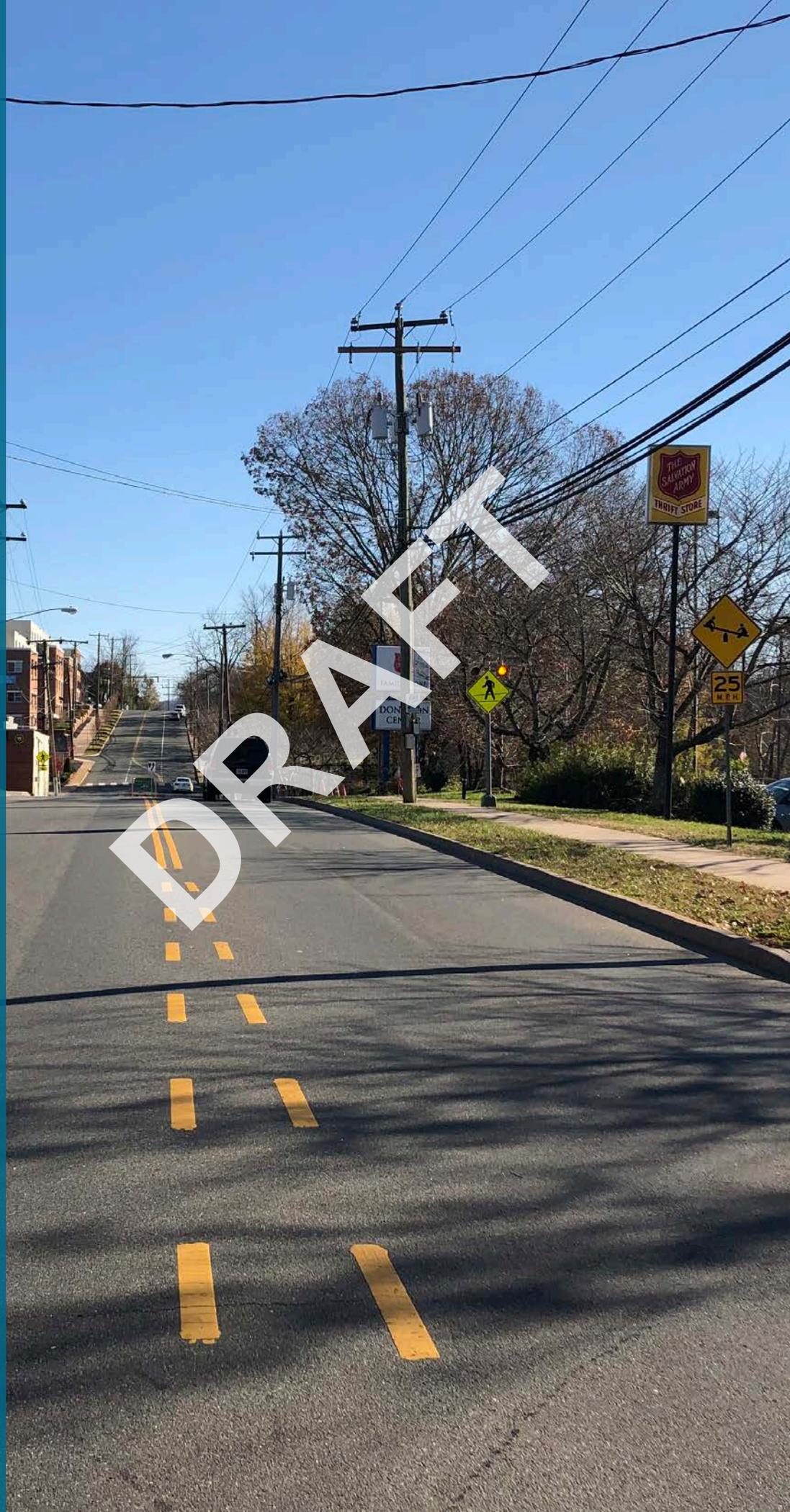
# Cherry Avenue

# Small Area Plan

# Executive Summary

January 2020

Developed on behalf of  
the Fifeville Neighborhood  
Association





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## Acknowledgments

In September of 2017, the City of Charlottesville initiated the Cherry Avenue Small Area Planning effort. While the Thomas Jefferson Planning District Commission (TJPDC) conducted the planning work and managed the public engagement process, many groups and individuals contributed to the effort. The TJPDC would like to thank those who contributed their time, resources, and creativity to make the final plan possible. Additional appreciation goes to all those who will make the plan a reality.

- The Fifeville Neighborhood Association
- The Cherry Avenue Think Tank
- All Fifeville residents, business owners and community leaders who participated
- Charlottesville City Staff
- Charlottesville Planning Commission
- Charlottesville City Council

# Welcome

“There is a saying from an old movie I like: ‘strange how one man’s life touches so many others and when he isn’t around it leaves a hole’. So we should be kind and friendly to the people we come in contact with everyday. I believe in this community.

As big as Fifeville is, we cross paths with our neighbors. We should come together and work to keep Fifeville a vibrant, historic, livable, economical, and safe community that its residents can be proud of.

As we move forward with the Cherry Avenue Small Plan, I do believe that this is what Fifeville can become, and each of us can do a little and get involved in our neighborhood associations and let our voices and concerns be heard about the issues surrounding us and our neighbors.”



**-Carmelita Wood**, Fifeville Neighborhood Association President, Think Tank Member, and community resident

“I love the fact that this is our neighborhood. People may infringe upon us, but we have the history. I walk through there [Cherry Avenue] every day and there are OG’s and there are the new cats that show them respect. What I would like in the future is for the younger generation to get the real history of what our parents and grandparents and great grandparents went through to even open up stores on Cherry Ave. How black women and men looked out for one another’s kids. And you wouldn’t be here if not for their struggles. Help the black community have equal opportunities to own our homes. Don’t just sell them to the highest bidder, give us a chance. Don’t keep putting up hotels; put up community center. Most of all, let the police know not everyone in a hoody or walking late is up to something. We still need equality, peace, happiness and the pursuit of justice. Sorry for rambling ... I love my neighborhood and this survey touched me.” ~ Cherry Avenue Survey Respondent, via email, 2015

# Introduction

## WHY NOW?

- Pressure of displacement of long-time residents and a need for affordable housing,
- Stresses on the neighborhood and its commercial corridor from commuter traffic,
- Large approved development under construction, anchoring the east and west ends of the corridor,
- Large numbers of vacant lots with potential for development along the corridor, and
- The ability to utilize the groundwork laid by the Fifeville Neighborhood Association (FNA) in the Cherry Avenue Community Visioning Summary Report (May 2016).
  - Available at: <https://fifevilleneighbor.wordpress.com/cherry-avenue/>

## PLAN INTENT

The Cherry Avenue Small Area Plan sets a detailed vision for the Cherry Avenue corridor and the surrounding Fifeville neighborhood. It is a policy document, commissioned by the City of Charlottesville, intended to:

- Create a clear vision for the study area,
- Provide recommendations for making that vision happen, and,
- Guide the actions of City officials and community stakeholders.

## STUDY AREA



# Introduction Continued

## TIMELINE

- 2013: Charlottesville Comprehensive Plan update calls for Small Area Plans**
  - The City of Charlottesville adopted an update to its citywide plan (the Comprehensive Plan), which sets local policies and provides a to-do list for local officials. That document called for additional plans for defined areas across the City.
- 2015: FNA forms the Cherry Avenue Committee**
  - The Neighborhood Association formed the Cherry Avenue Committee, made up of residents and open to all neighborhood participants.
- 2016: FNA releases the Cherry Avenue Community Visioning Summary Report**
  - The Cherry Avenue Committee conducted a neighborhood-wide visioning effort for the future of Cherry Avenue, in response to FNA discussions about the future of the corridor. The resulting report outlined a vision, goals, desired uses and next steps.
- 2016: Charlottesville Planning Commission awards funding for the Cherry Avenue Small Area Plan to Fifeville**
  - Late in the summer, City Planning Commissioners designated the Cherry Avenue Corridor for its next small area planning initiative.
- 2017: Small Area Planning Process begins**
  - The City contracted with the TJPDC to run the process and develop the small area plan. The Fifeville Neighborhood Association formed a Think Tank of residents to guide the process.
  - March 2018: Community History Event**
    - A community meeting was held at Buford Middle School focused on Fifeville's past, allowing residents to tell their stories.
  - Summer 2018: Front Porch Discussions and Focus Groups**
    - A series of meetings in the community, including front porch discussions and focus groups.
  - August 2018: Community Open House**
    - The August 26th meeting was the largest gathering in the process allowing residents to participate in an interactive zoning and land use exercise.
  - Summer 2019: Cherry Avenue Technical Committee**
    - The Cherry Avenue Technical Committee, comprised of City staff, business owners, and Think Tank members met to review and revise the draft plan recommendations.
  - December 2019: Final Recommendations Open House**
    - A strong turn out of residents attended the open house event to review and prioritize the draft recommendations and discuss implementation actions moving forward.
- 2020: Adoption of the Small Area Plan into the Charlottesville Comprehensive Plan**
  - Add the Cherry Avenue Small Area Plan as an amendment to the Charlottesville Comprehensive Plan.
- 2020: Implementation of recommendations**
  - Charlottesville, the Fifeville Neighborhood Association, community stakeholders and their partners collaborate on recommendations from the Cherry Avenue Small Area Plan.

# Neighborhood Vision

*Cherry Avenue will be a vibrant mixed-use area that supports a diverse, thriving Fifeville Community. Development on Cherry Avenue will respect and preserve the history and culture of the Fifeville neighborhood. New development and investment on Cherry Avenue and throughout the neighborhood will build a sense of community between long-time and newer residents and be accessible and welcoming to residents at the most vulnerable end of the socio-economic scale.*



## GOALS

- 1 Rebuild and strengthen the sense of belonging, inclusion, and community in Fifeville.
- 2 Lift up and preserve Fifeville's legacy of African American leadership, and highlight Fifeville's unique sense of place as a culturally diverse neighborhood.
- 3 Ensure that local land use laws encourage a vibrant, mixed-use corridor along Cherry Avenue while respecting the existing lower density historic housing forms.
- 4 Ensure low-income residents, people of color, and generational residents are able to remain in Fifeville and benefit from neighborhood investments
- 5 Invest in empowerment and upward mobility for neighborhood residents at the most vulnerable end of the socio-economic scale.
- 6 Foster an inclusive and welcoming community through place-keeping, place-making, and beautification.
- 7 Encourage new development that advances equity, is financially socially accessible to residents and represents Fifeville.
- 8 Provide a safe and more connected community that creates access and opportunities for residents.
- 9 Provide a transportation network that prioritizes safety and mobility for residents.
- 10 Increase health and well-being for all neighborhood residents.

# Community Voices



**"It's important to connect with people. Talk with them. Show them some love. Listen to each other. And look out for each other. That's what makes Fifeville a strong community."**

**-Howard Robinson**, Fifeville Neighborhood Association Member, Cherry Avenue Think Tank member, and community resident



**"Coming from a different culture, as an immigrant, this neighborhood specifically gives you the back home feeling."**

**-Mohammed Eitta**, Cherry Avenue Think Tank Member and Boy Scout Troop #1437 Leader at the Islamic Society of Central Virginia



**"Fifeville is not a cookie cutter neighborhood. It has so much history."**

**-Bethany Hurley**, Fifeville Neighborhood Association Member and community resident



**"If we just respect each other's diversity, and just really respect each other's opinions, I think we're gonna do good. This neighborhood is the greatest neighborhood in Charlottesville."**

**-Community Resident**, at 2018 March History Event

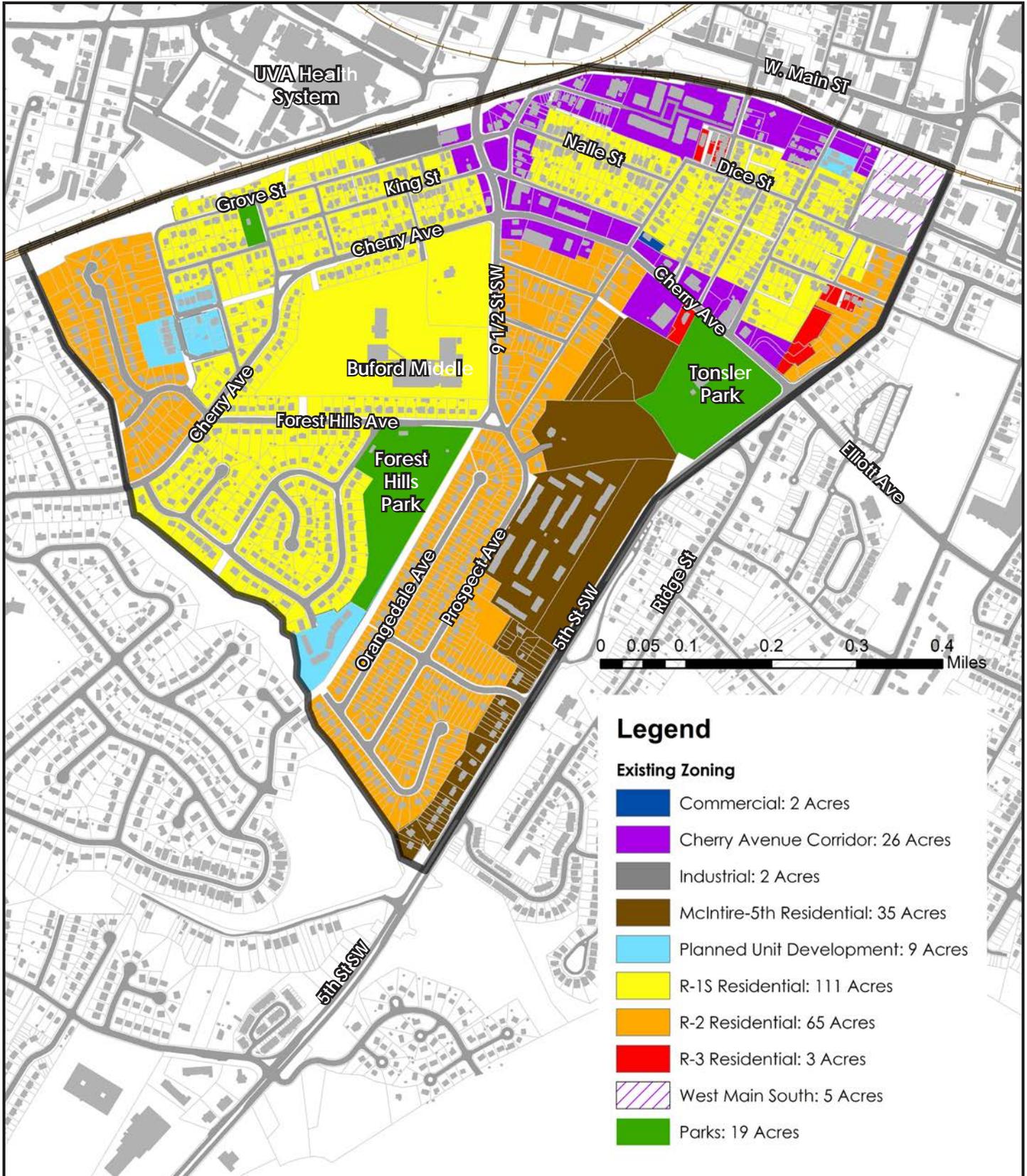


**"A lot of changes have been made, but the community has to get involved together in order to make change work the way it should work."**

**- Richard Feero**, Community resident and Director of Leadership at Abundant Life Ministries

# Existing Zoning in Fifeville

The map below shows the existing zoning in Fifeville. The vast majority of the neighborhood is zoned low-density residential, with higher-density mixed uses located along Cherry Avenue, Roosevelt Brown Boulevard, and West Main Street. The Planned Unit Development (PUD) zoned areas are intended to encourage a mix of housing types and densities.



# Future Land Use Chart

The 2016 Cherry Avenue Visioning Summary Report captures the characteristics and land uses that residents would and would not like to see in Fifeville. These recommendations, found in the chart below, were confirmed through the Small Area Planning Process.

	<b>What Residents Would <u>LIKE</u> to See</b>	<b>What Residents Would <u>NOT</u> Like to See</b>
<b>Housing + Sense of Community &amp; Belonging</b>	<ul style="list-style-type: none"> <li>• Preservation of existing housing</li> <li>• Affordable housing, including subsidized housing for low-income residents that is incorporated throughout the neighborhood (as opposed to being isolated)</li> <li>• For generational families to remain</li> </ul>	<ul style="list-style-type: none"> <li>• Huge apartment buildings (like on Main Street)</li> <li>• Absentee landlords</li> <li>• Displacement of current residents</li> <li>• A divided community</li> </ul>
<b>Affordable Food</b>	<ul style="list-style-type: none"> <li>• An affordable grocery store, produce store, or co-op</li> <li>• Fruits and vegetables</li> <li>• Community garden</li> <li>• Farmer's market</li> </ul>	<ul style="list-style-type: none"> <li>• Dilapidated grocery store with low quality goods</li> <li>• A grocery store that is too expensive for lower-income residents</li> </ul>
<b>Locally Owned &amp; Operated Goods &amp; Services</b>	<ul style="list-style-type: none"> <li>• Financial services (bank, ATM, affordable taxes)</li> <li>• Laundromat</li> <li>• Restaurants (McDonald's, Kentucky Fried Chicken, coffee shop- like Cville Coffee)</li> <li>• Convenience stores to remain</li> <li>• Art spaces (studios)</li> <li>• Businesses that hire locally/pay a living wage</li> <li>• Health care facility, affordable day care for neighborhood children, flower shop, department store, Family Dollar</li> <li>• Non-profit community center (rented for a commercial kitchen, parties, gatherings, classes)</li> <li>• Maker space/business incubator</li> </ul>	<ul style="list-style-type: none"> <li>• Hotel</li> <li>• Parking garage</li> <li>• Absentee landlords</li> <li>• Goods and services that are too expensive for lower-income residents</li> <li>• Chain restaurants</li> </ul>
<b>History, Culture, &amp; Art</b>	<ul style="list-style-type: none"> <li>• Preservation of history and culture (people and housing)</li> <li>• Standing exhibit of history</li> <li>• Historic signs and/or walking tours</li> <li>• Public art and murals</li> </ul>	
<b>Walkability, Traffic, Public Transportation, &amp; Parking</b>	<ul style="list-style-type: none"> <li>• Lower the speed limit to 25 mph</li> <li>• Flashing crosswalk at all crosswalks</li> <li>• Additional infrastructure for pedestrians/ bikes</li> <li>• More frequent bus service</li> <li>• Consider parking in back of commercial</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic congestion on Cherry Avenue and residential streets</li> </ul>
<b>Infrastructure, Aesthetics, &amp; Design</b>	<ul style="list-style-type: none"> <li>• Cherry trees</li> <li>• Landscaping, flowers, and tree cover</li> <li>• Buildings at the present scale</li> <li>• Public trash and recycling cans along Cherry</li> <li>• Gazebo and botanical garden at Tonsler Park</li> <li>• Preserve and maintain old signs</li> </ul>	<ul style="list-style-type: none"> <li>• Large, blocky architecture that doesn't fit the neighborhood</li> <li>• Light pollution</li> <li>• Vacant lots</li> <li>• Old signs that are dilapidated</li> </ul>
<b>Social Events &amp; Programs</b>	<ul style="list-style-type: none"> <li>• A neighborhood block party</li> <li>• Use Tonsler amphitheater for performances, including showcasing neighborhood talent and live bands</li> <li>• Pop up events in vacant lots</li> <li>• After school programs and summer camps</li> <li>• Events for seniors, such as bingo</li> </ul>	
<b>Safety</b>	<ul style="list-style-type: none"> <li>• Police walking in the neighborhood</li> <li>• More people out walking</li> <li>• Police substation in community-friendly location</li> <li>• Respect training for police officers</li> </ul>	<ul style="list-style-type: none"> <li>• Dilapidated grocery store</li> <li>• Increased presence of police (due to previous negative experiences)</li> <li>• Police substation</li> <li>• Drugs, prostitution, and loitering</li> </ul>

# Place-Keeping & Community Building

Fifeville's unique sense of place as a culturally diverse neighborhood will be preserved & enhanced.

## SITUATION

Residents value Fifeville's proud history of African American leadership and the multicultural neighborhood it has become. Opportunities for neighbors to connect through community events such as concerts or festivals and the establishment of more community-oriented spaces on Cherry Avenue to gather for a meeting, a meal, or a family celebration are top priorities for residents.

## OPPORTUNITY

Place-keeping, place-making, and beautification are tools that can be utilized to strengthen community bonds, inclusion, and equity. Beyond the simple preservation of space or buildings, these strategies weave together the stories and experiences of the people who call Fifeville home while looking to the future to foster an inclusive and accessible neighborhood to all. Strengthening the Fifeville Neighborhood Association presents an opportunity for strategy implementation.



## RECOMMENDATIONS

● High Priority ● Medium Priority ● Low Priority  
🏆 Easy Win

- PK-1: Install community murals/public art displays.
- PK-2: Install signage and historic markers.
- PK-3: Build and strengthen relationships between community residents, non-profits, businesses, land owners, and other neighborhood institutions through community events and collaboration on community projects.
- 🏆 PK-4: Develop a lighting plan for the Fifeville neighborhood.
- 🏆 PK-5: Strengthen participation in the Fifeville Neighborhood Association, and expand its capacity for leading community building and community development efforts.
- PK-6: Pursue funding opportunities with partner organizations.
- PK-7: Build and strengthen relationships between community institutions & potential developers.
- PK-8: Expand after-school programming for Fifeville youth, and center their voices in community building and community development efforts.
- PK-9: Implement Cherry Avenue corridor landscaping improvements.

# Economic Development

Cherry Avenue will be a vibrant, mixed-use corridor that is financially & socially accessible to all.

## SITUATION

Residents want to see a greater variety of resident-oriented businesses in the corridor and greater access to economic mobility. They cited lack of dining options, gathering spaces, and service-oriented businesses. New businesses should be inclusive of existing residents- especially low-income residents- by creating spaces where they feel comfortable and welcome. New development should also create opportunity for new, locally-owned businesses and support existing businesses and entrepreneurs.

## OPPORTUNITY

Leveraging the expertise of the existing business community in Fifeville is an opportunity to evaluate and improve the systems in place for entrepreneurial start-up and retention. The Federal Opportunity Zone designation could help drive investment to Fifeville, but care would need to be taken to ensure that any new investment is consistent with the community's vision. Formalizing a business association specific to Cherry Avenue is another opportunity to drive equitable community investment.



## RECOMMENDATIONS

● High Priority ● Medium Priority ● Low Priority  
🏆 Easy Win

- E-1: Provide skills-building opportunities and supports for Fifeville residents such as career development, budgeting and financial management classes, and renter and homeowner supports.
- E-2: Create a Fifeville food justice/community market feasibility report.
- E-3: Start a business association for Cherry Avenue businesses.
- E-4: Support/incentivize locally-owned, small, woman, and minority-owned business along Cherry Avenue and support/encourage existing businesses to stay in Fifeville.
- E-5: Explore founding a community development corporation or partnering with an existing one.
- E-6: Evaluate and leverage Opportunity Zone designation to attract capital investments consistent with community vision.
- 🏆 E-7: Increase access to supports for small businesses.
- E-8: Create incentives for the types of businesses and developments residents would like to see based on uses identified in the Future Land Use chart.

# Housing

All Fifeville residents shall be able to remain and benefit from neighborhood investments.

## SITUATION

Affordable housing-especially for low-income residents, people of color and generational residents- is a key issue. The residential character of Fifeville is central to the community's identity. While residents are interested in seeing economic development and commercial investment in Cherry Avenue, and hope to maintain and improve affordable housing options for all in Fifeville. They hope to maintain the ability to afford rent or own a home even as the community continues to develop and flourish.

## OPPORTUNITY

The City's effort to re-examine affordable housing policy offers an opportunity for neighborhood-specific strategies focused on the creation and preservation of affordable housing to be evaluated. It is important that the Fifeville community be involved in this process and build upon the work completed in the small area plan. The regional affordability study being conducted by the TJPDC will also contain targeted affordability recommendations that could benefit Fifeville.



## RECOMMENDATIONS

● High Priority ● Medium Priority ● Low Priority  
🏆 Easy Win

- 🏆 **H-1:** Promote use of accessory dwelling units as affordable housing by revisiting the City's accessory dwelling unit policy.
- 🏆 **H-2:** Identify properties for housing development under Charlottesville Affordable Housing Fund and local housing non-profits.
- 🏆 **H-3:** Inform residents of existing housing programs and services.
- **H-4:** Protect historically significant homes.
- **H-5:** Identify and implement strategies to increase the number of affordable units in low-density portions of the neighborhood.
- **H-6:** Improve protections for renters with the aim of reducing displacement and eviction.
- **H-7:** Fund affordable housing initiatives designed to help current residents and their families to remain in the neighborhood.
- **H-8:** Develop list of area residents willing to volunteer skills/equipment to aid with home maintenance.
- **H-9:** Develop incentives including density bonuses and expedited review for projects that create new affordable units.

# Land Use

New development in Fifeville will be neighborhood-scaled & advance equity.

## SITUATION

Fifeville is experiencing development pressure, with large-scale development happening on its periphery. Residents fear that displacement and gentrification could be the by-products of increased growth in Fifeville. There is also concern that the existing land use and zoning policies lack a focus on smart, intentional growth. The largely single-family zoning is also a challenge for increasing affordable housing in the neighborhood.

## OPPORTUNITY

Fifeville residents want smart growth. Residents want to ensure that any new development is scaled appropriately, fosters inclusion and equity, and represents the neighborhood. The vacant parcels along Cherry Avenue have the potential to serve as catalyst projects that could spur investment in the neighborhood and ensuring collaborative community involvement is essential. The City's Comprehensive Plan update is an opportunity to reexamine current zoning and implement change.



## RECOMMENDATIONS

● High Priority ● Medium Priority ● Low Priority  
🏆 Easy Win

- 🏆 **LU-1:** Re-examine allowable uses in the zoning code.
- **LU-2:** Explore traditional and creative opportunities to provide access to necessary services in the neighborhood.
- 🏆 **LU-3:** Include Cherry Avenue zoning review as a specific deliverable in City-wide zoning update.
- **LU-4:** Explore opportunities for public/private partnerships to acquire property along Cherry Avenue to serve as a catalyst for community-driven development.
- **LU-5:** Re-examine massing regulations along Cherry Avenue to support a respectful transition between more intensive development along Cherry Avenue and the existing historic low-density housing.

# Transportation

The transportation network in Fifeville will be safe, connected, & accessible to all residents.

## SITUATION

The Cherry Avenue corridor serves as the primary link for north-bound commuters traveling towards the University of Virginia Health System. As such, this increased travel demand has led to increased congestion along the corridor, concerns over bicycle and pedestrian safety, and cut-through traffic on residential streets. A lack of complete sidewalk infrastructure throughout the Fifeville neighborhood and higher demand for limited parking are also concerns for the community.

## OPPORTUNITY

As redevelopment occurs along the corridor, opportunities exist to reduce curb cuts and increase sidewalk widths to make the corridor more pedestrian friendly. Increasing access and connectivity in the Fifeville is a top community priority and on-going trail planning activities can serve as a model for future projects identified in the recommendations list.



## RECOMMENDATIONS

● High Priority ● Medium Priority ● Low Priority  
🏆 Easy Win

- T-1: Create bike and pedestrian connection between Tonsler & Forest Hills Park.
- T-2: Add sidewalks on 6 1/2 Street, 6th Street, and 9th Street.
- T-3: Widen turn lane on Cherry Avenue at Ridge Street intersection and look at feasibility of adding a bicycle climbing lane.
- 🏆 T-4: Request formal speed/traffic study from the City on Cherry Avenue, Prospect Avenue, Forest Hills Avenue, and intersection of Cherry Avenue and 7 1/2 Street.
- T-5: Clearly mark 6 1/2 Street as one-way.
- T-6: Explore options to improve visibility along Dice Street.
- 🏆 T-7: Relocate CAT bus stop farther from crosswalk on Cherry Avenue.
- T-8: Add covered bus shelters where appropriate.
- T-9: Explore opportunities for creative traffic calming investments that articulate the neighborhood's history and culture while also reducing speed and cut-through traffic.
- 🏆 T-10: Add multi-use path between Tonsler Park and Greenstone on 5th.
- T-11: Expand transit service by providing more frequent service intervals.
- T-12: Add trail connection from Tonsler Park to 7 1/2 Street (per Tonsler Park Master Plan).
- T-13: Develop infrastructure asset inventory.
- T-14: Promote alternative commuting options.
- 🏆 T-15: Open bike connection through Forest Hills Park to Antionette/Shamrock
- T-16: Identify locations where driveway entrances could be eliminated/redesigned to improve pedestrian safety.

# Parks and Recreation

Fifeville will preserve & enhance its public spaces to strengthen community & foster inclusion.

## SITUATION

Three parks in Fifeville serve as the main public gathering places for the neighborhood, and their role in fostering connection and community is vital. Recent investments such as the splash pad at Tonsler Park are welcome additions; however, many residents cited concerns over general upkeep and maintenance of the parks, a lack of covered outdoor seating, and safe connections to an between the parks.

## OPPORTUNITY

Easy wins exist for adding park amenities, such as bleachers to the basketball courts, and increasing park maintenance and upkeep. These can help serve as a catalyst for the community to build on its successes and focus discussions on long-term improvements, such as the expansion of the community center at Tonsler Park and activation of potential future park space at Cherry Avenue and Rockcreek Road.



## RECOMMENDATIONS

● High Priority ● Medium Priority ● Low Priority  
🏆 Easy Win

- PR-1: Expand, renovate, or reconfigure the community building at Tonsler Park.
- 🏆 PR-2: Add covered outdoor seating at Tonsler Park.
- 🏆 PR-3: Add seating/bleachers to the basketball courts at Tonsler Park.
- 🏆 PR-4: Add removable soccer goals to open field at Forest Hills Park.
- 🏆 PR-5: Improve trash collection in parks and public areas.
- 🏆 PR-6: Open the gate at the back of Tonsler Park to the multi-use path between Tonsler Park and Greenstone on 5th.
- PR-7: Upgrade the existing baseball field at Tonsler Park.
- PR-8: Develop a spring community event and activate the amphitheater space at Tonsler Park.
- PR-9: Activate city park space at Cherry Avenue and Rockcreek Road intersection and explore possible site for community garden.
- PR-10: Add a snack bar or other alternative to vending machines at both community parks.
- PR-11: Add additional basketball courts at Forest Hills Park.



# Cherry Avenue

# Small Area Plan

January 2020



# Executive Summary

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The Cherry Avenue Small Area Plan is a policy document for the City of Charlottesville, intended to guide the actions of local decision-makers and City staff. The plan should serve as a to-do list, helping to determine changes to local land use codes, capital investments, development of recurring programs, and adoption of one-time initiatives. The Small Area Plan is also intended to serve as a guide for neighborhood residents, businesses and Fifeville stakeholders. Many of the plan recommendations are neighborhood-driven efforts that will require new partnerships with nonprofits and other community groups.

The planning process started in September 2017, when the City of Charlottesville signed a contract with the Thomas Jefferson Planning District Commission (TJPDC), to conduct the planning work and manage the process. The original concept for a small area plan arose in 2013, when City Council adopted a comprehensive plan that called for these planning efforts in the Charlottesville neighborhoods. In 2015, the Fifeville Neighborhood Association assembled a committee to conduct a visioning exercise for the Cherry Avenue corridor. In 2016, Fifeville's community-driven effort convinced the City's Planning Commission to invest in a small area planning process for the corridor. In the spring of 2017, Charlottesville's Neighborhood Development Services (NDS) Department started talks with the Thomas Jefferson Planning District Commission (TJPDC), defining them as the outside agency to develop the plan and manage public engagement.

The purpose of this plan is to determine what should be done in the future, in order to achieve the stated vision. As it is important to be thoughtful in determining those actions, the Cherry Avenue planning process was inclusive and intentional. The Fifeville Neighborhood Association assembled a Think Tank of residents that helped to engage the community and provide general input. With the help of those neighbors, the TJPDC held two open house events; convened various focus groups; conducted front porch discussions with Fifeville residents; attended community events with informational displays; and, presented the final product at an open community event. In addition, there were several interviews and discussions with neighborhood residents, stakeholders and businesses.

TJPDC staff collected hundreds of community comments and cataloged each into a searchable database. Many of those comments were consistent with previous planning efforts, dating back to the 1980s. Staff created a narrative of those comments, developing an index of statements and recommendations, found in Chapter 2. Throughout the planning process, staff collected and analyzed data, which resulted in additional recommendations. That research is described in Chapters 3 through 7. Staff also looked to other communities that face similar challenges, to develop a list of best practices, also added to the list of plan recommendations. Through technical and public vetting, the plan finally came into focus with a list of clear actions that will help to bring positive change to the Cherry Avenue corridor and Fifeville Neighborhood.

Adoption of this plan does not mark the completion of the Cherry Avenue process. The community-driven effort, which resulted in the Visioning Report, essentially served as Phase I, with initial outreach and identification of community issues. The Cherry Avenue Small Area Plan functions as a Phase II, with additional outreach, data analysis and recommendations for next steps. Implementation, which will include additional studies and outreach, and progression to funding of capital improvements and programming will be the third phase for achieving the community's vision.

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In September of 2017, the City of Charlottesville initiated the Cherry Avenue Small Area Planning effort. While the Thomas Jefferson Planning District Commission (TJPDC) conducted the planning work and managed the public engagement process, many groups and individuals contributed to the effort. The TJPDC would like to thank those who contributed their time, resources, and creativity to make the final plan possible. Additional appreciation goes to all those who will make the plan a reality.

**The Fifeville Neighborhood Association:** Thank you for your leadership and previous efforts with the 2016 Cherry Avenue Corridor Community Visioning report, which convinced the Planning Commission to select Cherry Avenue for the small area planning funds.

**The Cherry Avenue Think Tank:** Thank you for your willingness to meet every month, providing leadership, guidance, solutions and outreach to the community.

**All Fifeville residents, business owners, and community leaders who participated**

**Charlottesville City Staff:** Thank you for bringing technical knowledge to the plan recommendations and for helping to steer the process whenever there was uncertainty.

**Charlottesville Planning Commission:** Thank you for selecting Cherry Avenue for the small area planning funds and for staying committed to the comprehensive plan.

**Charlottesville City Council:** Thank you for approving the planning funds that made this process a reality and for having faith in the planning process.

# 1

# Introduction to the Plan



The Study Area



# Introduction

The Cherry Avenue Small Area Plan sets a detailed vision for the Cherry Avenue corridor and the surrounding Fifeville neighborhood. It is a policy document, commissioned by the City of Charlottesville, intended to:

- Create a clear vision for the study area
- Provide recommendations for making that vision happen; and,
- Guide the actions of City officials.

The plan should serve as a to-do list, helping to determine changes to local land use codes, capital investments, development of recurring programs and adoption of one-time initiatives. The Small Area Plan is also intended to serve as a guide for residents, businesses and stakeholders. Many of the plan recommendations are neighborhood-driven efforts that will require new partnerships with nonprofits and other community groups.

This plan is one of three small area plans for the City of Charlottesville. The City's Comprehensive Plan, adopted in 2013, called for small area planning efforts as a way to provide special and detailed attention to neighborhoods. While the Cherry Avenue Small Area Plan is focused on Cherry Avenue and the Fifeville neighborhood, it was also chartered to function as a potential template for further planning processes in Charlottesville. For that purpose, the process included several different approaches for public engagement, data analysis and plan structure. Staff had the opportunity to be innovative; collaborate with the public to address challenges; and utilize a variety of neighborhood analysis tools.

This effort is essentially a three-phased process. In 2016, the neighborhood developed a Visioning Report, identifying various community issues through a limited engagement process. The Small Area Plan builds on that community feedback, providing:

- Additional engagement,
- Detailed analysis of the neighborhood conditions,
- Goals and objectives,
- Recommendations that support community goals, and
- Guidance for implementing those recommendations.

In this Small Area Plan, there are several immediate action items, intended to be implemented as quickly as possible. The plan also includes recommendations for additional studies and engagement efforts, which should serve as the third phase of the process. Phase III includes items, such as a:

- Lighting plan,
- Parking plan,
- Sales gap analysis for new business incubation,
- Engagement process for assessing a form-based code, and
- Other related efforts.

## Using the Small Area Plan

This document is intended for three audiences: local decision-makers, City staff and Fifeville residents. The plan should guide local decision-making, influencing decisions with local policies, land use laws, programs, capital expenses and other initiatives. City departments should refer to and be aware of the plan, to ensure that their staff and work programs are consistent with plan recommendations. For Fifeville residents, who will play a key role in implementing the recommendations, there is detailed guidance for providing oversight and achieving neighborhood goals.

The plan recommendations are central to this planning effort. Every element of this plan supports, supplements or guides the recommendations. Each chapter and section include references to a proposed action. In Chapter 9, each recommendation references parts of the plan, so the reader can easily find supplemental information. The following chapters are crafted to create that connection between information and action:

### CHAPTER II. NEIGHBORHOOD FEEDBACK

The second chapter outlines the public engagement process, including a narrative of community feedback. It describes how public comments became goals and objectives. The chapter also reminds the reader of previous planning efforts, revealing that the Fifeville neighborhood has been consistent with its stated desires, since the 1980s.

### CHAPTER III. CONTEXT & ANALYSIS

The Context and Analysis chapter includes a summary of community characteristics and demographic trends. A detailed overview of community strengths, weaknesses, opportunities and threats (SWOT) begins to lay the groundwork for the recommendations in Chapter IX. The recommendations focus on supporting strengths; overcoming weaknesses; taking advantage of opportunities; and addressing future threats.

### CHAPTER IV. COMMUNITY

Chapter IV supports all community-related goals, objectives and subsequent recommendations. It provides the justifications for each proposed action in Chapter IX, and all sub-tasks identified in the recommendation info boxes. Refer to this chapter to review historic and cultural resources, parks and recreation facilities, food access, social networks and other community-related assets.

## CHAPTER V. LAND USE

Chapter V supports all land use-related goals, objectives and recommendations. It includes subsections on existing land uses, existing structures, the zoning code, development scenarios and other elements of the built landscape.

## CHAPTER VI. HOUSING

The housing section addresses affordability, a central concern for the neighborhood. It also provides an overview of the existing housing stock and of the numerous housing-related studies previously completed. The City previously adopted various housing programs, which may be of use to Fifeville residents. There also a number of housing organizations that also conduct work in the study area.

## CHAPTER VII. TRANSPORTATION

Transportation was another central concern for Fifeville residents. This chapter supports the extensive list of transportation recommendations in Chapter IX. There are maps of existing roads, bike lanes, sidewalks and transit service. The chapter includes maps of transportation recommendations, a simplified parking inventory, travel patterns, a safety analysis and other relevant information.

## CHAPTER VIII. STYLE GUIDE

Based on public feedback, staff developed a Style Guide, to develop an aesthetic vision for future development along Cherry Avenue. It can function as a starting point for the development of form-based codes, if the community decides to pursue that zoning approach. The chapter can also serve as a guide for conventional zoning approaches, with amended height restrictions and other code changes.

## CHAPTER IX. RECOMMENDATIONS & IMPLEMENTATION

The final chapter consists of recommendation lists grouped into six

broad categories; place-keeping and community building, economic development, housing, land use, transportation, and parks and recreation. The recommendation lists contain a priority heirarchy based on public feedback. Recommendations that could easily be implemented and build momentum have been identified as “easy wins”.

## Defining Success

The bookshelves of City Hall hold many planning documents, including: the comprehensive plan, small area plans, corridor plans, utility plans, a bike and pedestrian plan, housing reports and many other documents that are intended to evoke positive change for Charlottesville. With the approval of the Cherry Avenue Small Area Plan, there will be another set of recommendations in this complex web of reports, studies, policy documents, proposals, ordinances and memos. Throughout the planning process, Fifeville residents and stakeholders asked how this planning effort will fit into this bigger framework of Charlottesville’s government. They asked how this plan could be different, and how it could yield real results for the neighborhood. The fear was that the Cherry Avenue Small Area Plan would just be another report that sits on a shelf. Instead, residents wanted results.

The Cherry Avenue Small Area Plan serves a specific purpose:

- Creates a clear and achievable vision for Cherry Avenue and the Fifeville neighborhood;
- Informs and guide City officials and community leaders; and,
- Provides clear action items (recommendations) and strategies for achieving the stated vision.

With this clear purpose, project staff needed a way to measure success. Much time and effort went into this document. If neighborhood participants perceive that the process and plan are a failure, then the City compromises its trust with the Fifeville community. Without the community’s trust, City government cannot function properly.

Success of the plan relies on a quality planning document and a high level of commitment from those spearheading the stated actions. Success is also a product of how this effort fits into the bigger framework of City government. The following bulleted items outline how the plan will achieve success:

**1. Quality of the plan:** Flaws in the planning document will bring flawed results. For the document to have quality, it must include:

- **Clear Vision:** The community's vision should be simple, concise and in sync with what the public envisions.
- **Clear Actions:** With a vision for the community, the plan requires clear actions for achieving goals and objectives.
- **Clear Format:** The plan should follow a logical structure. It should be a tool that is easy to use. The plan should also be tailored to decision-makers and the public

**2. Commitment from leaders and decision-makers:** For a plan to be successful, the responsible parties must be committed to making the plan happen. This includes commitments from the:

- **Cherry Avenue Committee:** A committee of residents and stakeholders will continue to meet, maintaining the plan and ensuring accountability for deliverables.
- **Partners:** The TJPDC is committed to implementing the plan. Between this and other partnerships, there can be new opportunities to bring about positive changes.
- **Neighborhood:** For the plan to be successful, the Neighborhood Association and residents must be active. As one of the more active neighborhood associations, Fifeville is an ideal community to take on a small area plan.
- **City Officials:** The City Council and Planning Commission must stay focused on helping this neighborhood achieve its goals. This will involve a more active role, listening to residents and fulfilling

**3. How the plan integrates into local government:** This document must be integrated into the City of Charlottesville's system of local government. The graphic to the right shows how this will be done.



**Local Programs:** This plan will influence the City's decisions on program funding, such as recurring affordable housing programs.



**Initiatives:** The plan will lead to investments in one-time initiatives, such as further studies or development of new partnerships.



**Local Policies:** The City will refer to the Cherry Avenue Small Area Plan in its updated Comprehensive Plan. This reference will help legitimize the small area planning process.



**Local Laws:** The Small Area Plan will influence decisions with local land use codes, such as the zoning ordinance.



**Administrative Actions:** The plan will be a guide to City staff and officials, as they carry out administrative tasks that may affect Cherry Avenue and Fifeville.



**Capital Investments:** The Small Area Plan will influence decisions on capital investments, such as new sidewalks or improved street lighting.

# Background

While the Cherry Avenue Small Area Planning process started in September of 2017, there were several previous efforts that resulted in the project contract with the TJPDC. In August of 2013, the City of Charlottesville adopted a new Comprehensive Plan. Small area plans are an important element of the plan, listed as the first goal.

## Goal 1. Enhance the Sense of Place Throughout Charlottesville

1.1 Examine opportunities in the following areas: Downtown to Elliott between Avon and Ridge; Woolen Mills; West Main/Ridge McIntire; Cherry/Roosevelt Brown; Fontaine Neighborhood Commercial; Rose Hill; Preston Avenue; McIntire/ Harris/Allied; River Road; Emmet Street North of the 250 bypass; High Street/Martha Jefferson; and Fifth Street Extended.

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

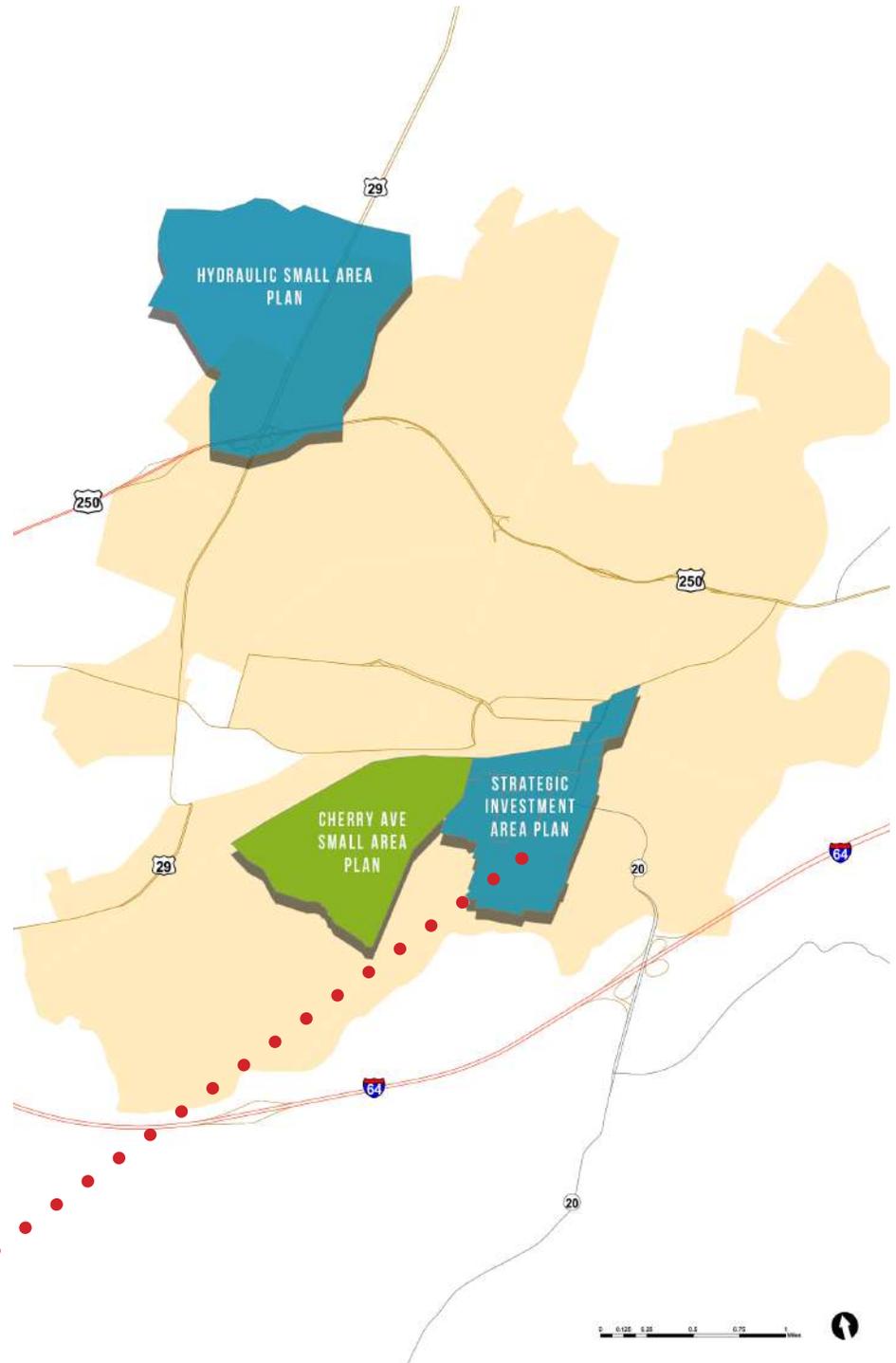
1.3 Create a plan for prioritizing and implementing proposed investments and strategies in Small Area Plans.

1.4 Create a map showing the Small Area Plans in context with the entire City.

At the end of that same year, Charlottesville’s City Council adopted its first small area plan under the newly approved policy. Council initiated the Strategic Investment Area Plan (SIA) to be “a transformational process to engage stakeholders, city staff, and members of the greater community in the future of the Strategic Investment Area.” That area contains 330 acres, “bounded approximately by the CSX Buckingham Rail Line, Rialto Street, Ridge Street, and Palatine Avenue and extending north to include a small area bounded by East High, 8th Street NE, and 10th Streets.”



Aerial View of S.I.A Planning Area



## Background Continued

In 2014, the Fifeville Neighborhood Association restarted discussions on the future of Cherry Avenue's commercial corridor. As the calendar turned to 2015, the Association formed a Cherry Avenue Committee. In the fall of that year, this Committee began work on a Cherry Avenue Corridor Community Visioning effort. In May of 2016, this neighborhood-led effort resulted in a final report (heavily referenced in this planning document). Around that same time, the City's Planning Commission held a series of work sessions and site visits, to evaluate potential locations for the next small area plan. Later that summer, Commissioners identified the Cherry Avenue Corridor as the next small area planning initiative.

In the spring of 2017, Charlottesville's planning department, Neighborhood Development Services (NDS), first contacted the TJPDC about conducting the Cherry Avenue Small Area Planning process. In August, staff drafted an MOU between the City and Planning District (Appendix). This contract laid forth a process from September 2017 to December 2018.

By coincidence, the second small area plan, done in partnership with Albemarle County, concluded in that initial month, September of 2017. That second area plan encompassed the Hydraulic Road/US 29 area and "reflects an intentional strategy to focus on land use associated with the US Route 29 corridor as the primary framework to inform future transportation on solutions." In 2018, City Council secured funds for another group to begin area planning for the neighborhoods formally known as Vinegar Hill.

## Why Now?

The City's Planning Commissioners cited several factors that influenced their decision to focus efforts on the Cherry Avenue Corridor:

- Pressure of displacement of long-time residents and a need for affordable housing,
- Stresses on the neighborhood and its commercial corridor from commuter traffic,
- Large approved development under construction, anchoring the east and west ends of the corridor,
- Large numbers of vacant lots with potential for development along the corridor, and
- The ability to utilize the groundwork laid by the Fifeville Neighborhood Association (FNA) in the Cherry Avenue Community Visioning Summary Report (May 2016).

## Timeline of Recent Events

- **2013: Charlottesville Comprehensive Plan update calls for Small Area Plans**
  - The City of Charlottesville adopted an update to its citywide plan (the Comprehensive Plan), which sets local policies and provides a to-do list for local officials. That document called for additional plans for defined areas across the City.
- **2015: FNA forms the Cherry Avenue Committee**
  - The Neighborhood Association formed the Cherry Avenue Committee, made up of residents and open to all neighborhood participants.
- **2016: FNA releases the Cherry Avenue Community Visioning Summary Report**
  - The Cherry Avenue Committee conducted a neighborhood-wide visioning effort for the future of Cherry Avenue, in response to FNA discussions about the future of the corridor. The resulting report outlined a vision, goals, desired uses and next steps.
- **2016: Charlottesville Planning Commission awards funding for the Cherry Avenue Small Area Plan to Fifeville**
  - Late in the summer, City Planning Commissioners designated the Cherry Avenue Corridor for its next small area planning initiative.
- **2017: Small Area Planning Process begins**
  - The City contracted with the TJPDC to run the process and develop the small area plan. The Fifeville Neighborhood Association formed a Think Tank of residents to guide the process.
- **March 2018: Community History Event**
  - A community meeting was held at Buford Middle School focused on Fifeville's past, allowing residents to tell their stories.
- **Summer 2018: Front Porch Discussions and Focus Groups**
  - A series of meetings in the community, including front porch discussions and focus groups.
- **August 2018: Community Open House**
  - The August 26th meeting was the largest gathering in the process allowing residents to participate in an interactive zoning and land use exercise.

- **Summer 2019: Cherry Avenue Technical Committee**

- The Cherry Avenue Technical Committee, comprised of City staff, business owners, and Think Tank members met to review and revise the draft plan recommendations.

- **December 2019: Final Recommendations Open House**

- A strong turn out of residents attended the open house event to review and prioritize the draft recommendations and discuss implementation actions moving forward.

- **2020: Adoption of the Small Area Plan into the Charlottesville Comprehensive Plan**

- Add the Cherry Avenue Small Area Plan as an amendment to the Charlottesville Comprehensive Plan.

- **2020: Implementation of recommendations**

- Charlottesville, the Fifeville Neighborhood Association, community stakeholders and their partners collaborate on recommendations from the Cherry Avenue Small Area Plan.

Throughout the process, residents emphasized several threats. These concerns centered on the loss of long-time residents through rising housing costs, the loss of Fifeville's character and the loss of Fifeville's history. These are described in greater detail under the Chapter 3 SWOT analysis and in Chapter 4.

## Objectives of the Plan

Prior to the official start of the Cherry Avenue Small Area Planning contract, TJPDC staff began meetings with community members, to determine goals for the effort. While the final plan would contain goals and objectives for the community, staff wanted to define goals for the process.

### **Planning Goal A. *Complete the deliverables that are identified in the approved Scope of Work.***

Planning Objective A1: Develop a Small Area Plan for the Cherry Avenue corridor that includes clear recommendations.

Planning Objective A2: Develop a public participation framework that can easily be applied to future area planning efforts throughout the City.

### **Planning Goal B. *Pursue a process that brings the community together.***

Planning Objective B1: Hold community events that bring together a diverse range of residents and stakeholders.

Planning Objective B2: Have this process welcome input from all members of the community, rather than listening exclusively to a specific group of residents.

### **Planning Goal C. *Develop a plan that will bring results.***

Planning Objective C1: Develop a plan with SMART recommendations, so that every proposed action is: Strategic, Measurable, Achievable, Realistic and Timely.

Planning Objective C2: Continue a committee of residents and stakeholders, chartered to track, update and maintain the Cherry Avenue Small Area Plan.

# 2

# Neighborhood Feedback



# Introduction to the Public Engagement Process

The Fifeville neighborhood worked directly with the TJPDC to engage with as many members of the community as possible. While the planning team was only able to reach a fraction of the roughly 3,700 residents, the feedback that was received was critical in shaping the final recommendations of this plan. Efforts were made to go beyond typical public meeting practice and meet directly with residents at times and places that were most convenient for them. The engagement efforts and an analysis of the feedback is summarized in the following pages.

## The Think Tank

The Cherry Avenue Think Tank was informal committee made up of community residents who were identified by the Fifeville Neighborhood Association, each contributing a diverse level of expertise and background to the process. The Think Tank held its first meeting in November of 2017 and has met monthly since. The Think Tank met the third Thursday of every month from 6-7:30 at Tonsler Park. As the project progressed, the Think Tank took on a greater role with community outreach and engagement. They provided feedback and oversight on project deliverables, brought ideas, suggestions, and concerns from the neighborhood to the attention of staff, and served as project champions for the neighborhood. The Think Tank's meeting schedule and topics covered are below:

- November 30:** Planning process overview, project background, and getting-to-know you exercise
- December 20:** Measures of success, update on UVA research, focus group topic identification
- January 25:** Brainstorm on focus group and tech committee, zoning discussion, project timeline
- February 15:** March open house event brainstorm
- March 22:** March open house event preparation
- April 19:** Open house debrief, visual zoning analysis review, Better Block planning session
- May 8:** Better Block walking tour of Cherry Ave
- May 24:** Review of Think Tank group structure, UVA student work conclusions
- June 21:** Focus Group report, zoning conversation, modeling exercise discussion

**10. July 19:** Preparation for August 26th Open House

**11. August 16:** August 26th Open House preparation

**12. September:** Online meeting to review parking study and August feedback

**13. October 18:** Review of public feedback, initial recommendations review

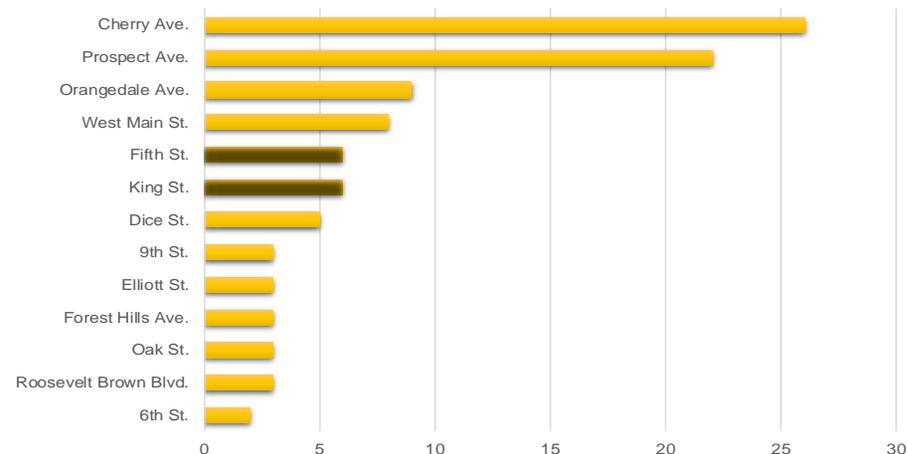
**14. November 2018:** Review of draft goals, objectives, and recommendations

## March History Event Open House

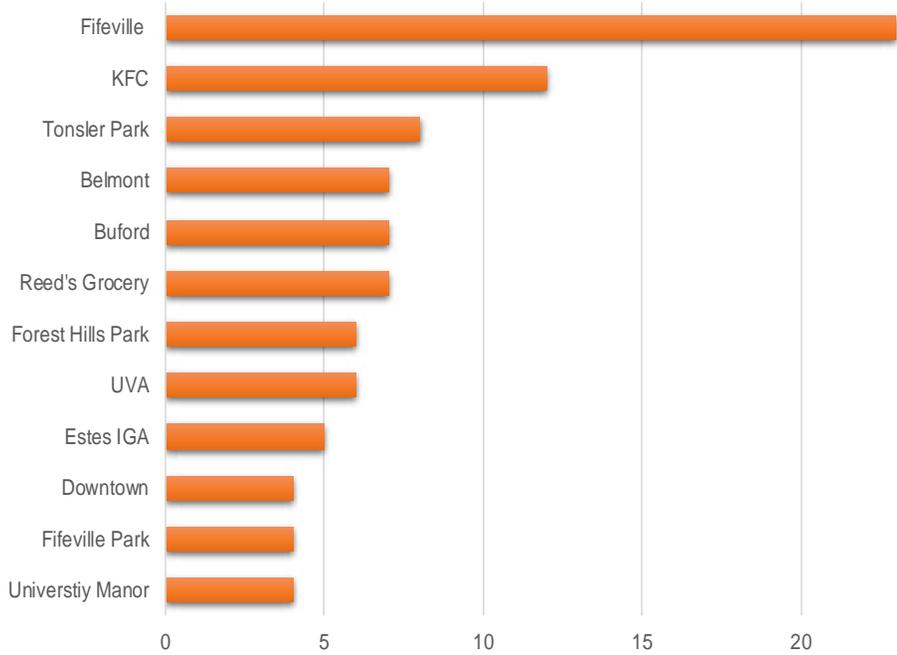
The Cherry Avenue Small Area Plan held its first public open house on March 25th, 2018 from 2-5 PM at the Buford Middle School cafeteria. This first meeting was branded as an informal kickoff to the planning process, serving to bring long-term residents of the Fifeville community together to share their stories and memories of the neighborhood's past. The main objectives accomplished with this meeting included:

- The official start for neighborhood involvement in the small area plan process; and,
- Provide a forum for the community to answer important questions like:
  - Where has the community been in the past?
  - What characteristics (both tangible & intangible) of the community should be preserved?
  - What defining characteristics of the neighborhood have been lost over time?
  - Could those lost characteristics be brought back?
  - How can what was lost be honored?

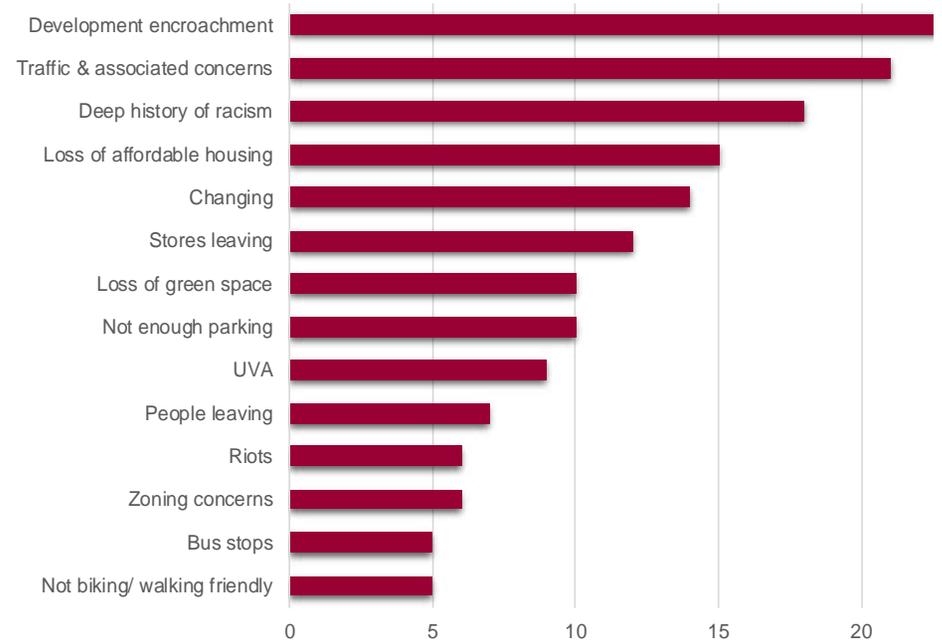
## Most Frequently Mentioned Streets:



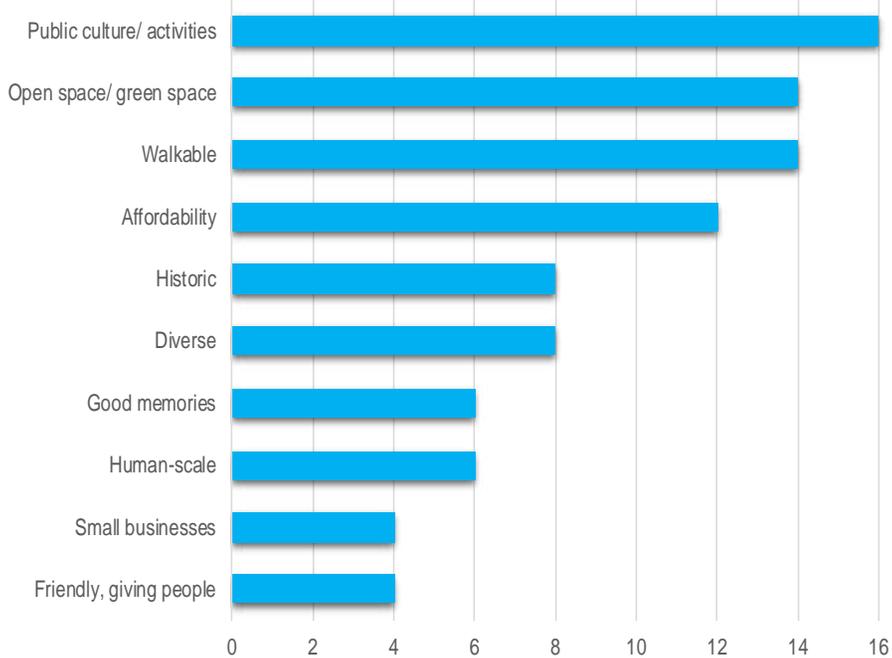
### Most Frequently Spoken Words:



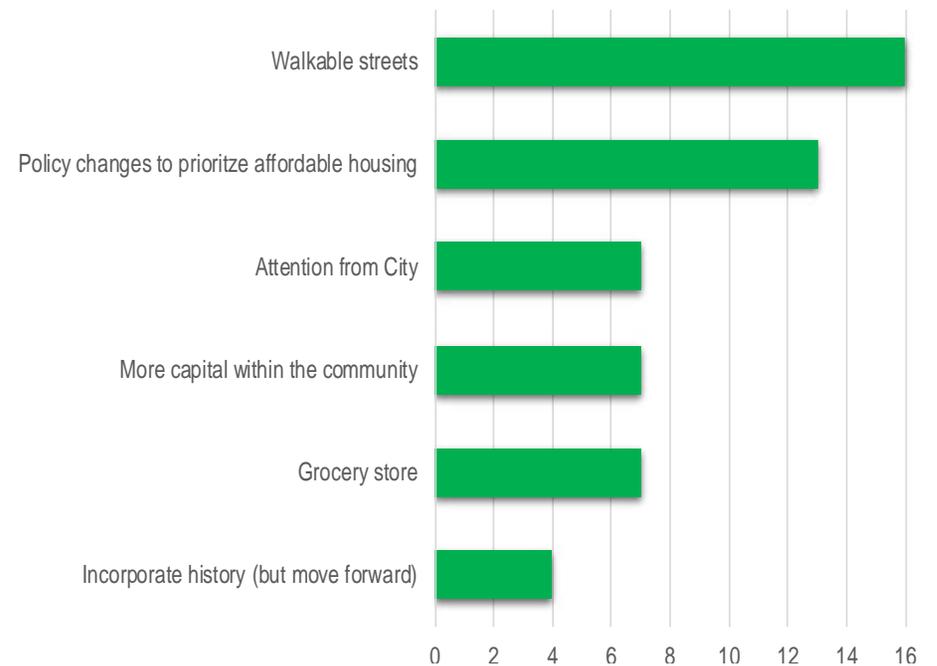
### Most Frequently Mentioned Concerns:



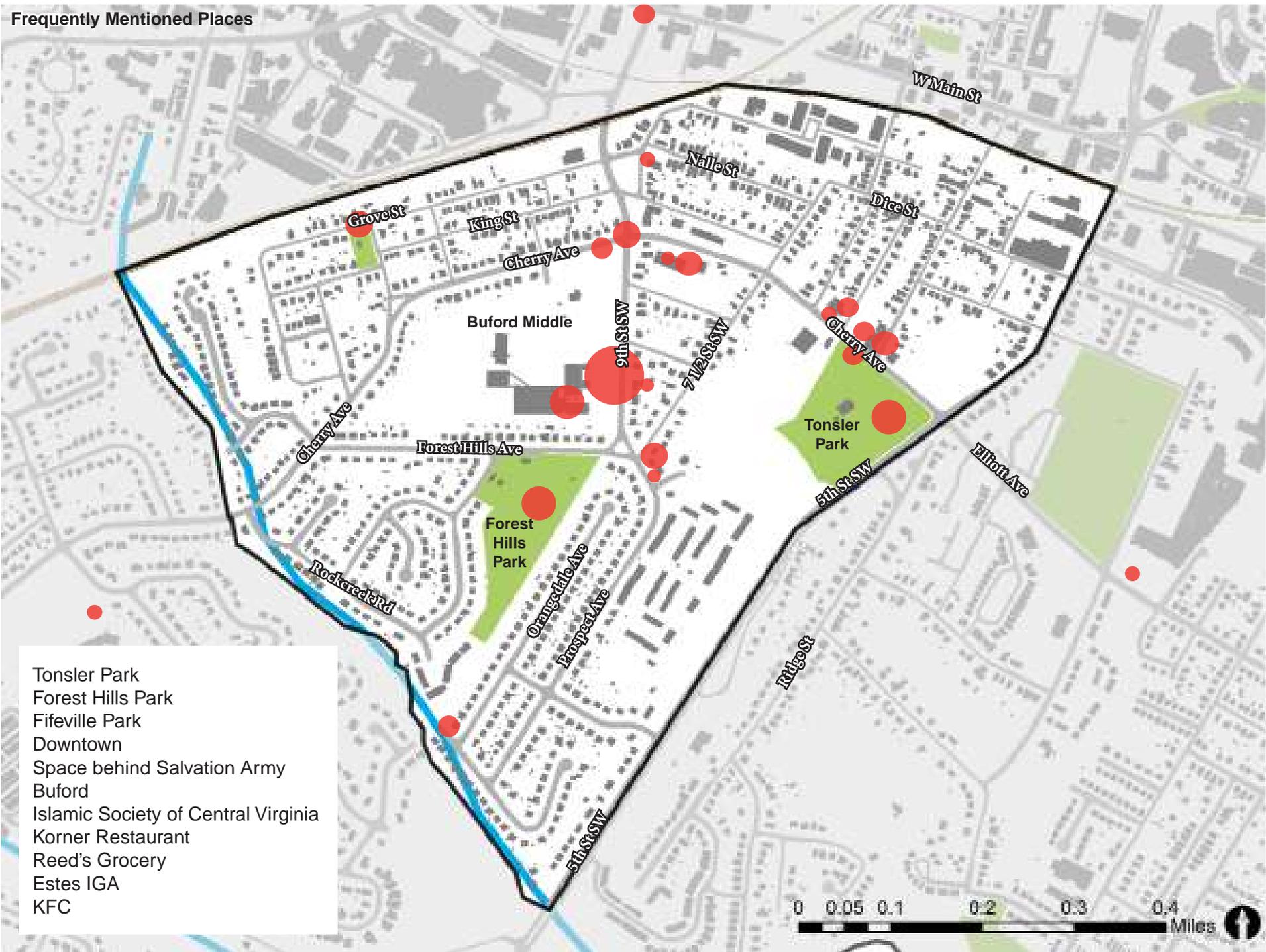
### Most Frequently Mentioned Positive Attributes:



### Most Frequently Mentioned Desires:



Frequently Mentioned Places



- Tonsler Park
- Forest Hills Park
- Fifeville Park
- Downtown
- Space behind Salvation Army
- Buford
- Islamic Society of Central Virginia
- Korner Restaurant
- Reed's Grocery
- Estes IGA
- KFC



## Focus Groups

The Focus Groups were designed with the intent of soliciting specific feedback from stakeholder groups that were identified by the Think Tank. The Focus Groups provided the project team with more in-depth information and technical expertise. Beginning in December of 2017, staff facilitated discussions with the Think Tank to develop its preferred list of focus group topics and participants. Focus group discussions began in June of 2018, with highlights outlined below:

### June 6th: Transportation

The transportation focus group consisted of MPO staff, Think Tank Members, and staff from CAT, JAUNT, and Neighborhood Development Services. Discussion focused on addressing safety concerns at the intersection of 7 ½ St and Cherry Ave, how the neighborhood could have better bus stop infrastructure, addressing speeding concerns on Cherry Ave, CAT ridership numbers, JAUNT service in Fifeville, and future traffic projections.

### June 13th: Education

The education focus group consisted of the principals from Charlottesville High School, Jackson-Via, Johnson Elementary, and several Think Tank members. Discussion focused on challenges students face (such as a lack of structured after-school care options), how schools work with the community beyond the classroom, and how the community could partner with the schools to create positive change.

### Late June: Business Owners

In late June, staff visited every business along the Cherry Avenue commercial corridor to gain insight into the needs and desires of the business community. One business owner pointed to the concern over the homeless population and increased vagrancy along Cherry Ave. Speaking with the businesses along Cherry was done individually, as many business owners expressed concerns over finding a time to meet as a group due to the need to be on-site to run their businesses.

### July 11th: Youth in the Community

Staff met with a group of 25 rising 6th, 7th, & 8th graders from Abundant Life Ministries. The majority of these students live in the Prospect area of Fifeville. The group provided insight on challenges they face, such as not being able to safely bike to Tonsler Park, the desire for more open play fields at Tonsler and Forest Hills parks, safer pedestrian

crossings along Cherry Ave, and the need to fix the often-broken water fountain at Forest Hills Park.

## Front Porch Discussions

The front porch discussion idea came about during the May 24th Think Tank meeting. One of the Think Tank members shared that many of her neighbors had lived in the area for 30 + years and wondered if she scheduled a small get together with them, if staff would be able to facilitate a discussion with them to better understand the needs of the community. This initial, informal meeting suggestion would grow as other Think Tank members began scheduling front porch discussions of their own. Staff found that these informal meetings, after typical business hours and literally on people’s front porches has been one of the greatest sources of honest dialogue with the community thus far in this process. Residents seem to be more open to providing their opinions/concerns/hopes for the future. Many of these front porch discussions have been with residents who are normally absent from the typical planning processes of the past. Staff believe that the front porch discussions can serve as a format for future engagement efforts. Front porch discussion highlights can be found on the following page.



**June 6th: 1109 Forest Hills Ave**

Several neighbors attended the first front porch discussion, many of whom had lived in Fifeville for over 30 years. Several concerns of theirs revolved around the lack of parking due to UVA Health System employees taking spots from residents, speeding through neighborhood streets, and a rise in AirBNB rentals. Attendees also shared why they moved to the neighborhood in the first place, citing affordability, proximity to schools, and the neighborhood feel.

**July 5th: 341 6 ½ St.**

Residents shared that the neighborhood used to be affordable, but was under siege from house flippers and the development community looking to make a quick buck. Other concerns included encroachment from UVA and the developments along West Main. One suggestion to come out of this meeting was the need for additional indoor community space that could accommodate larger groups of people.

**August 2nd: 221 5th St.**

Neighbors shared why they moved to the neighborhood in the first place, again citing affordability at first but then further explained the neighborhoods walkability and accessibility. They were also able to provide insight on how the neighborhood has changed over the years, such as the rise of drug activity several decades ago to the present state of young families moving in and being somewhat cold to the residents who have lived in the neighborhood for a long time. One quote that stood out was “there are not too many me’s left in the neighborhood,” which references long-term, minority residents.

**August 15th: Greenstone Resident Meeting**

The main goal of the event was to engage directly with residents to better understand their needs. Staff was able to coordinate with the resident coordinator for the Greenstone on 5th community, which serves many low-income, immigrant, and minority families to participate in a back-to-school event. This meeting did not follow the typical small front porch format that had been used in previous meetings. Staff had an informational tri-fold board and pamphlets on the planning process. Several attendees noted the need for safer access to the parks and additional affordable housing options.

**August 25th: 780 Prospect Ave**

Staff met with members of the Abundant Life Ministries program at their location on Prospect Avenue on Saturday August 25th. Several long-term residents of the community, along with a few who recently moved to

the neighborhood sat down with staff at the event to discuss their vision for the future of their community.

**September 23rd: 600 Dice St.**

Staff met with 12 Dice Street neighbors on the evening of Sunday September 23rd. Residents cited development pressures, parking, and zoning mismatches as top concerns.



## August 26 Open House Event

On August 26th, staff held a public open house at Buford Middle School for members of the Fifeville Community to provide their feedback and share their vision for the future of their neighborhood through a series of interactive poster and demonstration stations. Interactive stations included:

- What the small area plan hopes to influence;
- A recent timeline of the origins of the plan;
- Past small area planning initiatives in the City;
- Historic aerial imagery of Fifeville to create a visual timeline;
- Visioning statements for attendees to respond to;
- Visual preference surveys on housing types, building forms, and community amenities;
- A demographic snapshot;
- Current land use maps;
- A S.W.O.T. analysis of inventoried public feedback to-date;
- Building height cross-sections;
- Uses, design elements, and activities residents would and would not like to see; and,
- A zoning exercise tradeoff game using blocks

The roughly 40 community residents in attendance were able to circulate through the different stations and interact directly with staff, providing an opportunity for open and honest dialogue. In addition to the interactive stations, comment cards were made available for attendees to provide direct feedback to the project team.



Block Exercise on zoning tradeoffs

## Top Images for Amenities Along Cherry Avenue:



## Top Images for Amenities in Fifeville:



### Top Images for Building Form Along Cherry Ave:



### Top Images for Housing Along Cherry Ave:



### Top Images for Housing in Fifeville:



### Comments on the Map:



- 1. Constant gridlock here
- 2. No sidewalk!
- 3. Row houses!
- 4. Sidewalk would be nice
- 5. From 9th turning left onto Pine St. is difficult
- 6. Stormwater issues and flooding
- 7. More sidewalks (it's only on one side)
- 8. Blind intersection
- 9. New pipe? What is this?
- 10. Flooding, standing water, mosquitoes
- 11. Stormwater
- 12. Standing water

# Summarizing the Feedback

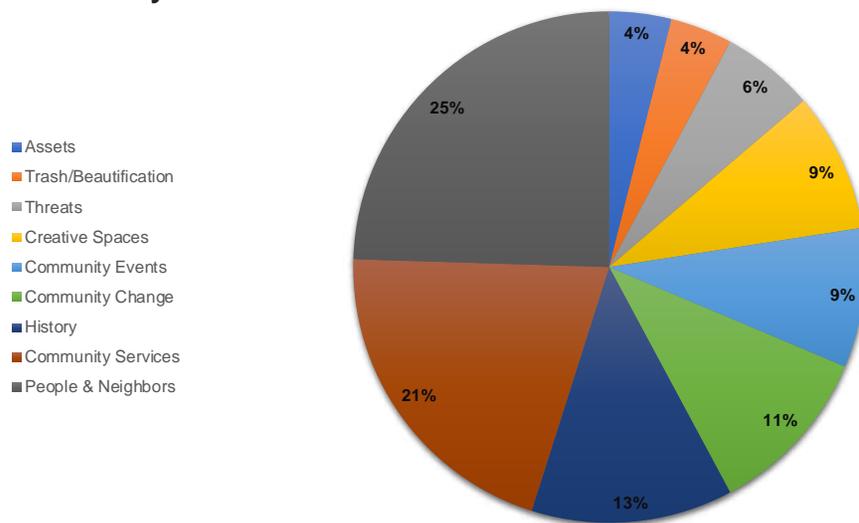
Through the community engagement process, staff analyzed over 400 comments from the community. Those comments were then consolidated into a single database for inventory and review. This allowed staff to identify themes and trends, which are summarized in the following pages. From this initial inventorying effort, comments were then further organized into six basic recurring theme, including:

- Land Use;
- Community;
- Housing;
- Transportation;
- Economic Development;
- Safety;
- Landscaping;
- Recreation; and,
- Utilities and Capital

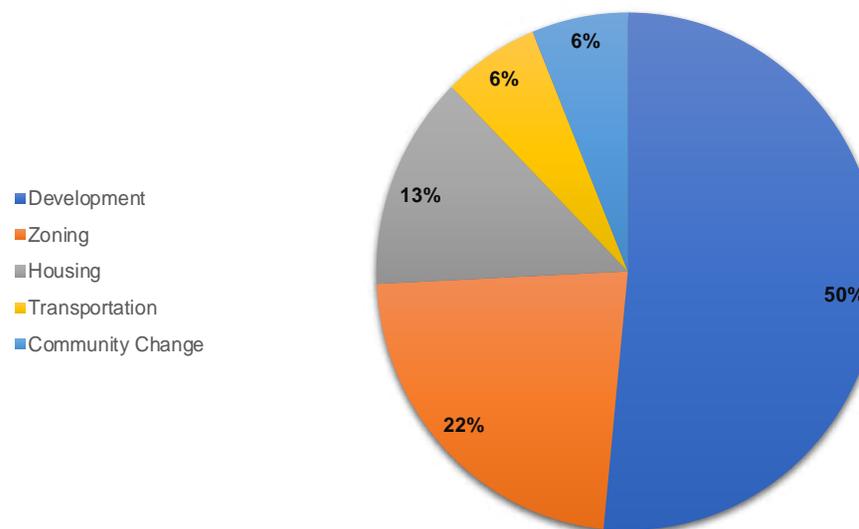
## Category Count of Public Comments:

It was important to consider the prevalence of comments in each category when developing the quantity of recommendations related to each one. Land use and community were the two highest categories of the received comments, followed closely by transportation. The least mentioned categories include utilities and capital and landscaping. There were several comments that did not fit into the identified categories, such as concerns related to UVA medical helicopters not following prescribed flight paths and concerns over management inspections at Greenstone on 5th. These 11 comments were sorted into a separate category.

## Community:

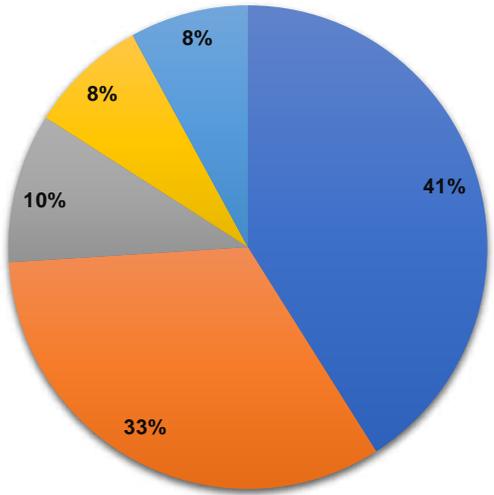


## Land Use:



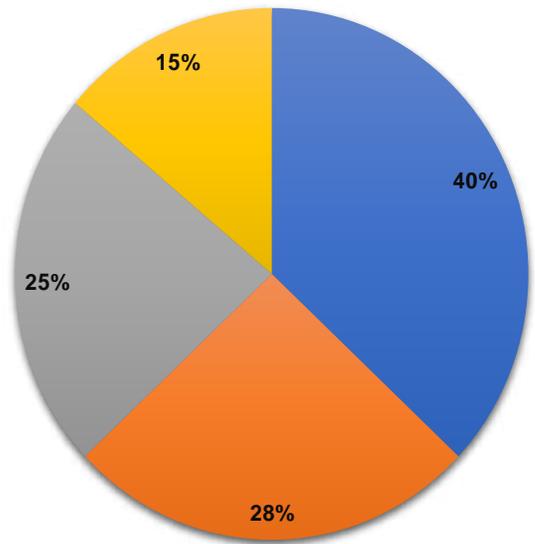
**Economic Development:**

- Goods & Services
- Grocery
- Potential Threats
- Entrepreneurship
- Community Space



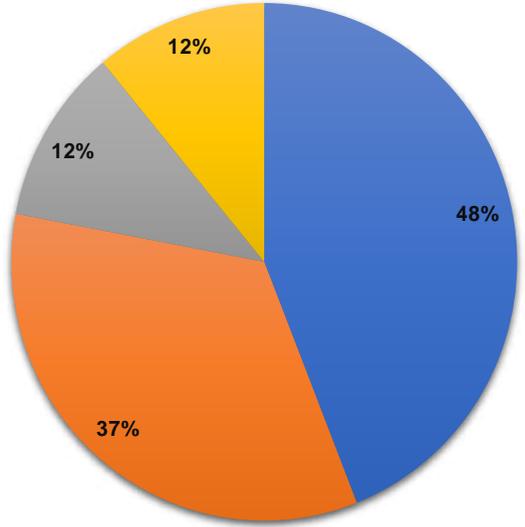
**Parks and Recreation:**

- Landscaping
- Recreational Uses
- Community Activity
- Sports



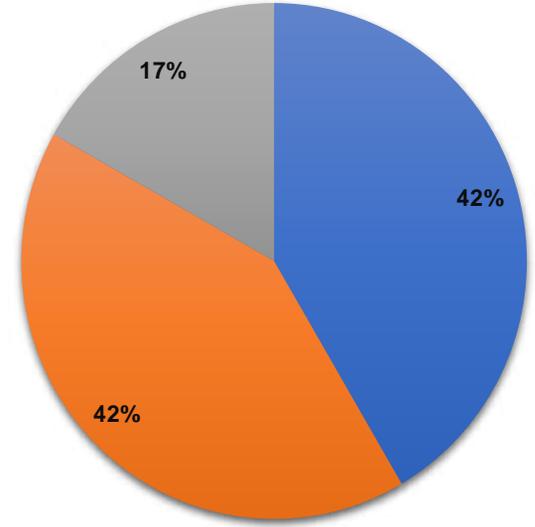
**Transportation:**

- Safety
- Accessibility
- Congestion
- Parking



**Utilities & Capital:**

- Address Flooding Issues
- Address Lighting Issues
- Beautification



# Prior and Relevant Studies

Several past planning initiatives have focused their efforts in the Fifeville Neighborhood. Developing an understanding of those documents and their recommendations will help to provide context for where the neighborhood once was, where it is going, and how best to achieve the community's vision for the future of the Cherry Avenue corridor. The pertinent plans, both complete and underway, are summarized below.

## Charlottesville Comprehensive Plan (Update to 2013 Plan Underway)

An update to the 2013 plan, the Comprehensive Plan is the general policy document that provides overall guidance to both government and the neighborhoods of Charlottesville in considering and making decisions related to land use and urban development. The Comprehensive Plan identifies Cherry Avenue as a mixed-use corridor, intended to establish a mix of uses within walking distance of residential neighborhoods to enhance the vibrancy of the community.

## 5th-Ridge-McIntire Multimodal Corridor Study (2018)

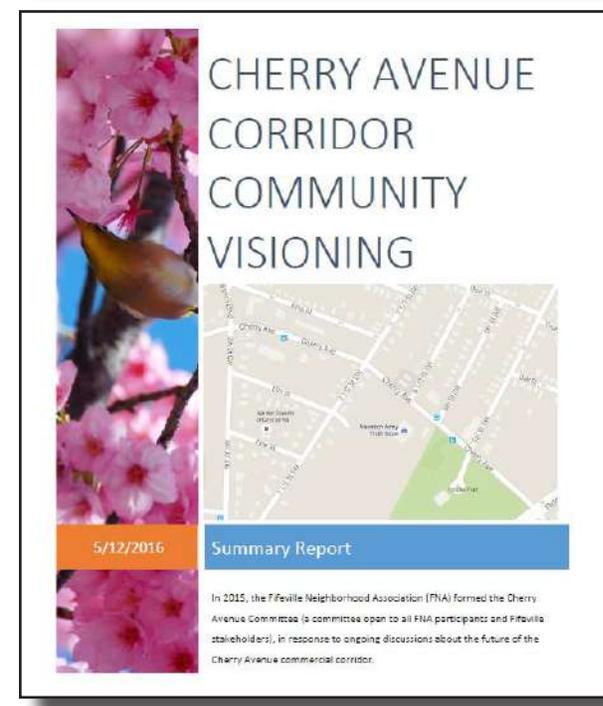
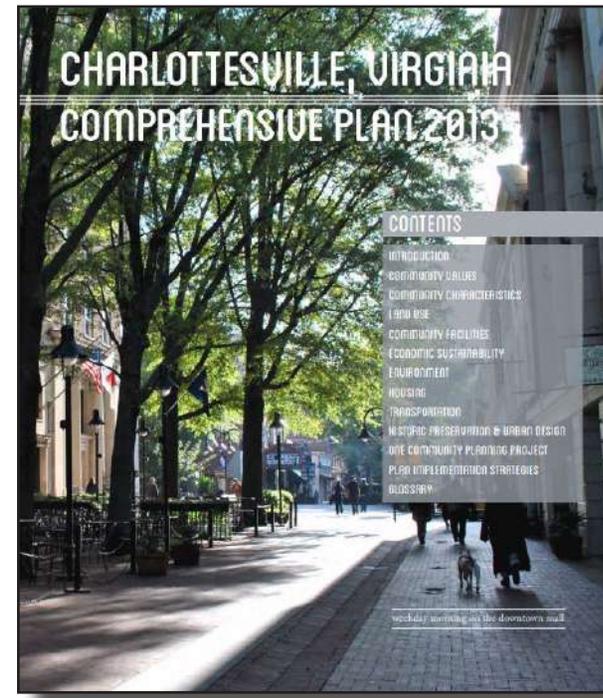
This corridor study was completed by the City in late fall of 2018 and examined 5th Street, Ridge Street, Ridge-McIntire Road, and McIntire Road. The study investigated existing traffic conditions and considered what types of roadway improvements were needed as traffic continues to increase. The study also assessed existing and desired conditions for pedestrians, bicyclists, and transit users. It is intended that the study will result in a list of short and long-term project recommendations that will help alleviate traffic congestion and improve safety along the corridor. The study included the intersection of 5th St., Ridge St., Cherry Ave., and Elliott Ave.

## Charlottesville Streets That Work Plan (2016)

Completed in 2016, the Streets That Work Plan provides guidance for City street design to ensure that Charlottesville's streets meet the needs of all users, including pedestrians, bicyclists, transit users, drivers, residents, workers, visitors, and business owners. The plan includes design guidelines pertaining to all aspects of the public right-of-way based on a hierarchical typology of streets. The Streets That Work Plan classifies Cherry Avenue as a "Neighborhood A" street, which usually consists of one travel lane in each direction, sidewalks on at least one side of the street, bicycle facilities, and some on-street parking. The plan recommends 5 ft wide dedicated bicycle lanes in each direction, one 11 ft. travel lane in each direction, and 6 ft. wide sidewalks on either side of the street.

## Cherry Avenue Corridor Community Visioning Report (2015)

The Fifeville Neighborhood Association's community-led planning effort to engage with long-term residents of Fifeville to respond to ongoing discussions at neighborhood meetings about



the future of the Cherry Avenue commercial district and its relationship to the surrounding residential areas. This effort led to a community survey with 61 respondents and several community meetings with an additional 60 participants where residents provided their feedback on several key issues. Among those, what future design elements and activities would residents like (and not like) to see along Cherry Avenue, and a set of goals for the future of the corridor. This visioning effort identified the need for a more formalized study to establish a community-based vision and identify the necessary regulatory tools to guide future development, leading City Council to recommend the Fifeville neighborhood for a small area plan.

### **Charlottesville Bicycle and Pedestrian Master Plan (2015 Update to 2003 Plan)**

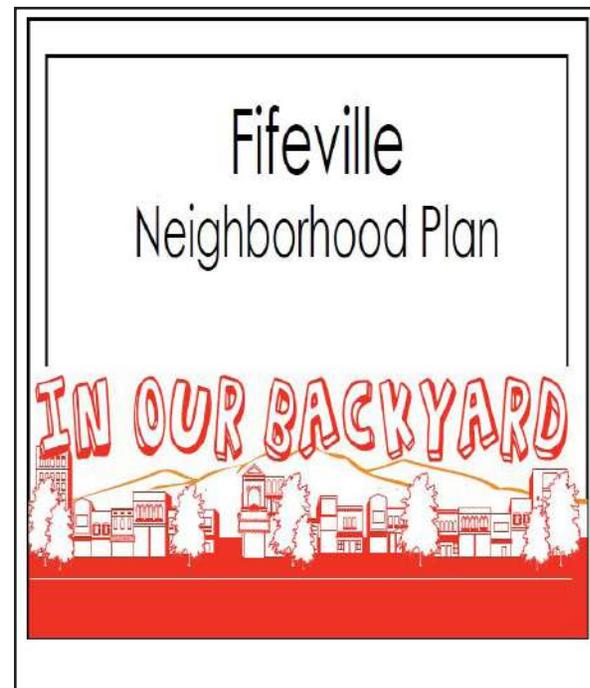
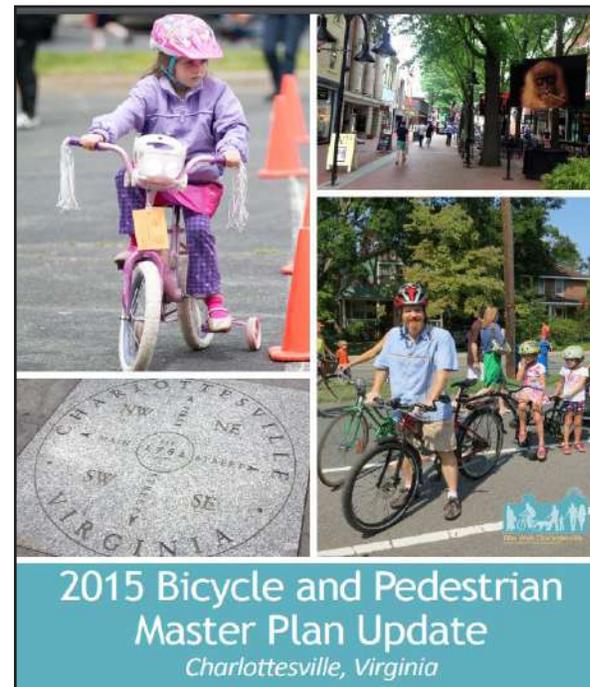
The 2015 update to the Bicycle and Pedestrian Master Plan aimed to provide the City with a comprehensive set of implementable project recommendations to complete the bicycle and pedestrian networks throughout the City. The plan recommends adding buffered bike lanes on Cherry Ave from 10th St. to Ridge St., along with a proposed shared use path connecting Tonsler Park to Prospect Ave.

### **Housing Condition and Land Use Inventory (2011)**

Produced by the Thomas Jefferson Planning District Commission, the Housing Condition and Land Use Inventory documented existing housing conditions and land uses throughout the entire City to help guide the City's efforts to better meet the needs of residents. It was intended to help identify community needs and shape local policies, and to help inform the Comprehensive Plan. Field work was conducted by staff to assess housing quality and determine existing land uses. For Fifeville, the study found that 30% of the land was single-family residential, 25% was multi-family residential, 3% was commercial/mixed-use, 1% was industrial, 14% was institutional/park, roughly 21% was infrastructure, and 6% was vacant land. In terms of housing conditions, 60% of the housing structures in Fifeville were rated as sound (the highest structural quality), 33% were rated as needing minor repairs, 6% were rated as needing moderate repairs, 1% were under construction, and none of the housing structures

### **Fifeville Neighborhood Plan (2006)**

Developed through a collaborative effort among neighborhood residents, City staff, the City Planning Commission, and a cohort of UVA students, the Fifeville Neighborhood Plan examined existing conditions in Fifeville with a series of thematic maps related to housing, connectivity, the environment, and community-centric spaces. The planning process incorporated a neighborhood design day, where residents participated in a facilitated event to envision and design the future of the neighborhood. The design day identified several key issues such as the potential for better and safer park amenities at Tonsler park; a re-evaluation of zoning to meet the need for small and neighborhood-scale development; the need for earlier citizen engagement in the development process; the creation of a fully connected sidewalk network, the need to balance gentrification and affordable housing; and, the need for more input from the Prospect/Orangedale community.



## Inventory of Historic Resources in Fifeville-Castle Hill Historic District (2006)

Conducted in the summer of 2006, the Historic Resources Inventory recorded structures, primarily residential, in Fifeville. Pictures of each structure were taken and architectural details for each structure were recorded. Structures were also identified as either contributing or non-contributing. A structure identified as contributing would be one which adds to the historical integrity or architectural quality of an historic district. Any structure not adding to the historical integrity or architectural quality was categorized as non-contributing. The majority of structures were identified as contributing.

## C.H.I.P Fifeville Housing Study (1991)

An evaluation of 347 houses in Fifeville conducted by using a windshield survey to look at external structure components such as roofs, gutters, windows, paint, siding, etc. along with external appearance, such as the existence of junk cars, weeds or trash, and sheds. The study found that 167 of the units were owner-occupied, 153 were rentals, and 27 were absentee. 200 of the units were rated to be in "good" condition, 94 in "fair", and 53 in "poor".

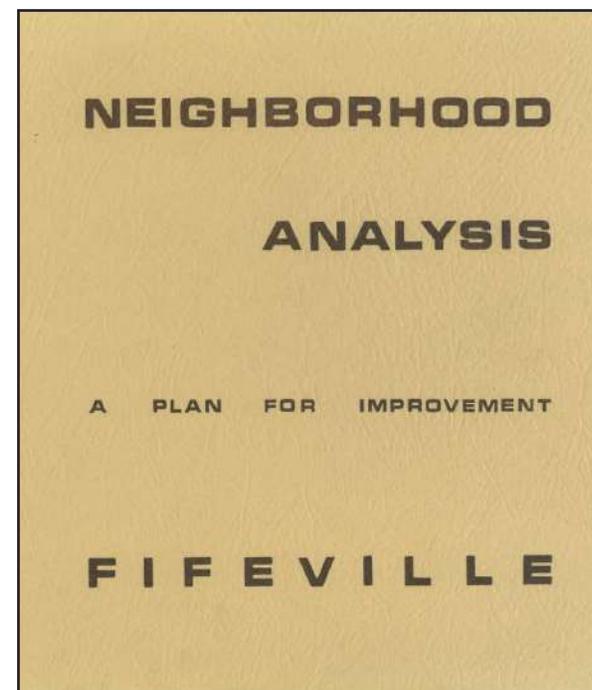
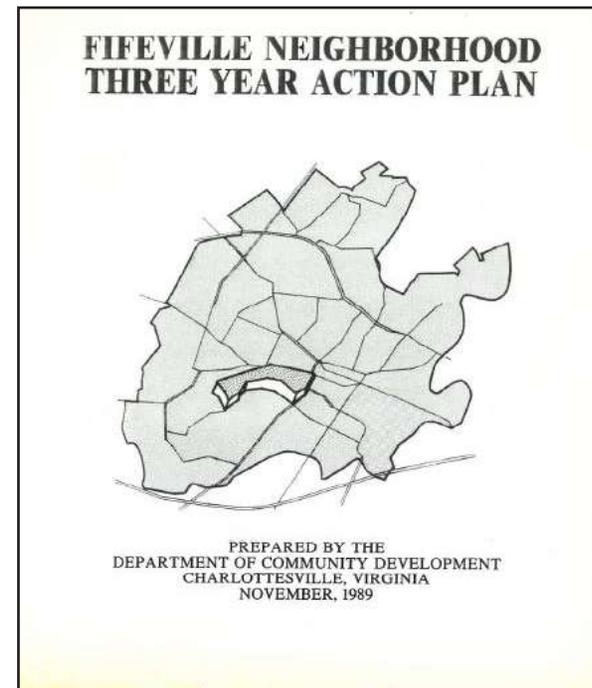
## The Fifeville Neighborhood Three Year Action Plan (1989)

Commissioned by the City in November of 1989, the Fifeville Neighborhood Three Year Action Plan looked at ways to maintain and enhance the physical and social fabric of the neighborhood so that residents had a safe and attractive environment to call home. The plan reviewed current conditions in Fifeville and then identified needs, concerns, recommended improvements, and implementation strategies for achieving them. The major goals that came out of the planning process involved maintaining the stability and unity of the residential neighborhood, improving public infrastructure, improving personal and property safety, and upgrading and maintaining the housing quality. Infrastructure improvement projects that the plan identified included: sidewalks and curbs and gutters along 6 ½ St.; sidewalks along Jones St.; sidewalks on King St.; drainage improvements on Grove St. and Dice St.; the addition of one-way streets; and, a neighborhood watch program. The plan also recommended improvements to the Barret Youth Daycare Center and a youth drug counseling program.

## Neighborhood Analysis: A Plan for Improvement in Fifeville (~1968)

Conducted by a group of UVA students, the Neighborhood Analysis set out to appraise the living conditions of the neighborhood, examine causes leading to those conditions, discover population characteristics, and identify conditions in the neighborhood likely to occur in the future. The plan recommended the following based on its analysis of existing conditions and interviews with residents:

- Repaving of roads and widening the right of way;
- Storm drainage provided throughout the area and extension of curbs, gutters, and sidewalks;
- Installing adequate street lighting;
- Encouraging property owners to improve their properties; ;
- Supporting strict enforcement of zoning ordinance; and,
- The addition of a day care center.



# Past Recommendations Checklist

Plan	Status
<b>2015 Charlottesville Bicycle and Pedestrian Master Plan</b>	
Add a buffered bike lane on Cherry Ave from 10th St. to Ridge St.	No
Add a shared use path connecting Tonsler Park to Prospect Avenue	No
<b>2006 Fifeville Neighborhood Plan</b>	
Improve park amenities at Tonsler Park	Yes
Re-evaluate zoning to meet the need for small and neighborhood-scale development	No
Engage in citizen engagement earlier in the development process	Ongoing
Fully connect the sidewalk network	No
Balance gentrification and affordable housing	No
More input from the Prospect/Orangedale community	No
<b>1989 Action Plan for Fifeville</b>	
Improve sidewalks, gutters, and retaining walls	Yes
Plant trees and add trash cans along Cherry Avenue	Yes
Rezone M-1 Industrial to R-2 and R-3	Yes
Establish a land write-down program for homeownership	No
Strictly enforce code violations	Unsure
Use CDBG for down payment assistance	No
Enhance perception of safety in collaboration with police	Unsure
Establish affordable childcare	Unsure
Implement outreach to the elderly	Unsure
Implement drug and alcohol counseling services	Unsure
<b>1968 Neighborhood Analysis</b>	
Repave all blocks, create storm drainage, and extend curbs and gutters	Unsure
Consider a playground at Estes and 7th	No
Establish adequate lighting	No



Example of Buffered Bike Lane



New Playground Equipment at Tonsler Park



Example of Code Violation

# A Community Vision

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Between the fall of 2015 and spring of 2016, a volunteer-led community vision survey was conducted by the Cherry Avenue Committee as part of the Cherry Avenue Corridor Community Visioning process to develop a community vision for the future of the Cherry Avenue corridor. From the 61 respondents who answered the survey and through community-wide engagement efforts, the Cherry Avenue Committee crafted the following vision statement:

***Future development efforts on Cherry Avenue will respect and preserve the history and culture of the Fifeville neighborhood.***

***Cherry Avenue will be a vibrant mixed-use area that supports a diverse, thriving Fifeville community. New development and investment on Cherry Avenue and throughout the neighborhood will build a sense of community between long-time and newer residents and be accessible to residents at the most vulnerable end of the socio-economic scale.***

Throughout the Cherry Avenue Small Area Plan process, there were multiple opportunities for the public to respond to the vision statements drafted by the neighborhood. There was general consensus that the vision statement from the 2015-2016 process was still reflective of the desires and needs of Fifeville residents for the future of Cherry Avenue, and this plan will support that vision.

# Goals

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**Goal 1.** Rebuild and Strengthen the sense of belonging, inclusion, and community in Fifeville

**Goal 2.** Lift up and preserve Fifeville's legacy of African American leadership, and highlight Fifeville's unique sense of place as a culturally diverse neighborhood.

**Goal 3.** Ensure that local land use laws encourage a vibrant, mixed-use corridor along Cherry Avenue while respecting the existing lower density historic housing forms.

**Goal 4.** Ensure low-income residents, people of color, and generational residents are able to remain in Fifeville and benefit from neighborhood investments.

**Goal 5.** Invest in empowerment and upward mobility for neighborhood residents at the most vulnerable end of the socio-economic scale.

**Goal 6.** Foster an inclusive and welcoming community through place-keeping, place-making, and beautification.

**Goal 7.** Encourage new development that advances equity, is financially and socially accessible to residents and represents Fifeville.

**Goal 8.** Provide a safe and more connected community that creates access and opportunities for residents.

**Goal 9.** Provide a transportation network that prioritizes safety and mobility for residents.

**Goal 10.** Increase health and well-being of neighborhood residents.

# 3

# Context & Analysis



The Context and Analysis Chapter is a high-level assessments of the Fifeville Neighborhood. The first section describes the study area and explains the tiered approach of prioritized areas. Following that description is an account of community characteristics within the Cherry Avenue corridor and surrounding area. The subsequent section highlights important demographics figures and economic trends. The chapter concludes with a record of community strengths, weaknesses, opportunities and threats. That SWOT analysis is the initial section that contributes to the recommendations that are listed in Chapter IX.

## Context and Analysis

The community Think Tank defined the study area of the Small Area Plan, as is seen on the map to the right. The planning area encompassed the entire Fifeville Neighborhood, but focused primarily on the Cherry Avenue corridor, seen in green. The secondary focus was the area immediately surrounding the Cherry Avenue corridor, shown in yellow. The plan considers a tertiary area, highlighted in red, which was not a focus of the planning effort.

### Study Area

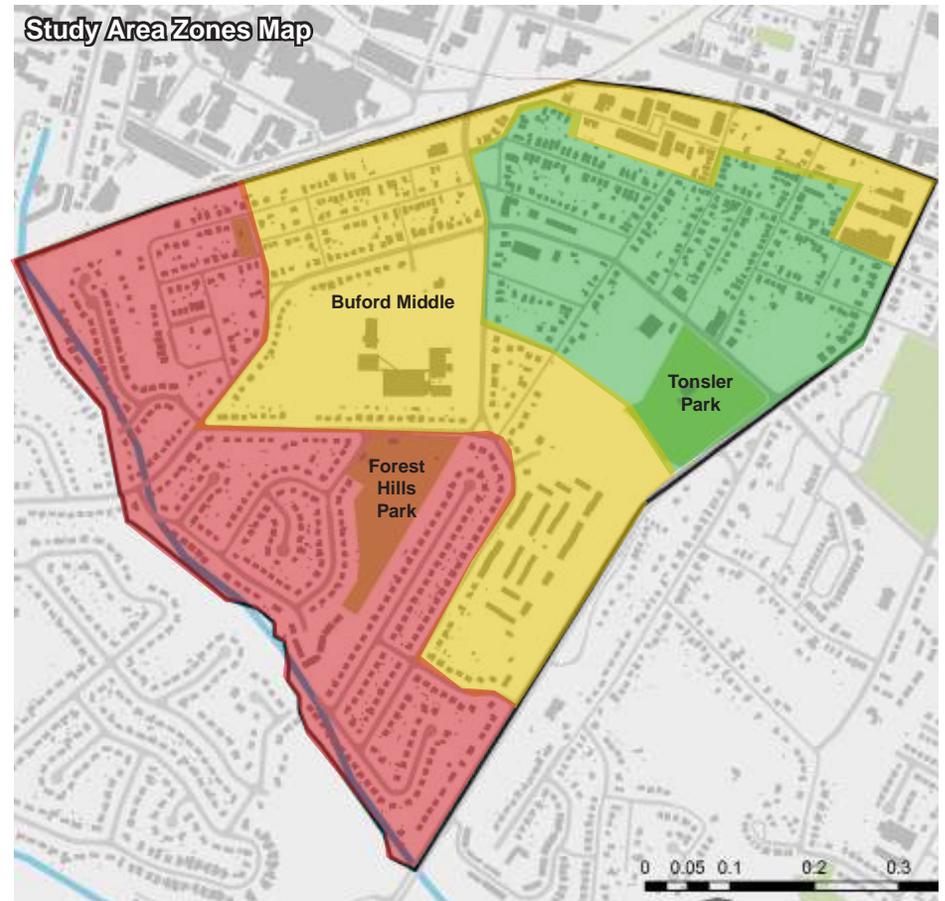
The study area follows official boundaries of the Fifeville Neighborhood, as is defined by the City of Charlottesville. The Community Think Tank wanted to include the entire neighborhood, even though the Small Area Plan is intended to address Cherry Avenue. Study area boundaries include the properties: south of the CSX rail line, west of Ridge/5th Street Southwest, and northeast of the creek that divides Fifeville from the Johnson Village Neighborhood.

### Primary Area

The plan is intended to focus on the Cherry Avenue corridor. The Community Think Tank felt that the corridor east of 9th Street Southwest/Roosevelt Brown Boulevard was a higher priority than those segments of Cherry Avenue at the western half of the neighborhood. The primary study area includes a buffer, north and south of the main road. The buffer encircles areas west of Ridge/5th Street Southwest, east of 9th Street Southwest/Roosevelt Brown Boulevard, and north of Pine Street. The northern boundary is defined by Estes, Nalle and Dice Streets. Most goals, objectives, and recommendations apply to this primary area.

### Secondary Area

Some of the plan recommendations apply to the secondary area, yet these streets received less attention and study than the Cherry Avenue corridor. The secondary area includes the properties along Ridge/5th Street Southwest, mainly north of Bailey Road, east of Prospect Avenue, north of Forest Hills Avenue, and east of Spring Street. The Walker Square Condominiums and Ridge Street area to the north were also included.



## Neighborhood Elements

An analysis of the study area was completed using Kevin Lynch's five elements of the city. These include: paths, edges, districts, nodes, and landmarks. According to Lynch, these five elements are parts of a person's orientation to, and memory of, a space. Perceived elements of the study area, informed by community comments and the experience of planners walking through the study area, provide context for land use in the study area. The geographic districts above were determined by considering parts of Fifeville that are architecturally, geographically, or socially, distinct areas. The defined elements reveal several central regions in the neighborhood where a variety of elements come together, including:

- The intersection of Forest, Prospect, 7 ½ and 9th Streets
- Tonsler Park
- The intersection of Cherry, 9th, and Roosevelt Brown Blvd.
- Cherry Avenue



# Community Characteristics

At the end of this chapter, a SWOT analysis offers a detailed narrative of the neighborhood, defining community strengths, weaknesses, opportunities and threats. This section provides a more general overview of community characteristics, helping to define what Fifeville represents. In the year spent interacting with residents and studying existing conditions, certain characteristics quickly became apparent. The following reviews the physical and social capital that helps to define the neighborhood. In turn, this information serves as guidelines for planning goals, objectives and recommendations.

## People

Many different people participated in the Small Area Planning process. While there was a diverse array of stakeholders, the vast majority of residents never interacted with project staff. Only through demographics work and anecdotes could staff try to understand those that did not participate. While the community engagement efforts aimed to reach many residents, the project team only interacted with a fraction of the 3,767 neighbors. The following description is based on narrow sample and careful engagement.

## VALUES

The Fifeville community would appear to have a set of clear values that are important to understand. Values help to define a community's identity. They guide people's actions and shape how they see themselves and their surroundings. While individuals hold different sets of values, a community of people can informally develop a collective set of beliefs and norms, called a culture. Engagement data indicates that Fifeville residents value the following ideals and topics:

**Personal Relationships:** With a certain amount of pride, community members describe the small-town feel of their neighborhood. People are friendly to each other. Neighbors wave and say hello. There is a strong sense of community. People care about each other, as some neighbors have life-long relationships that span decades. Neighbors help each other and take security in that. They value quality meeting places, a role once fulfilled by the old KFC on Cherry Avenue and other former businesses.

**Stability:** Community members value stability. They want predictability with their relationships and surroundings. They want to maintain their

close-knit network of relationships and feel deeply concerned when something threatens that. While people want to see positive changes in the neighborhood, many are fearful of significant changes, as this would create instability.

**Independence:** Generally, the people of Fifeville appear to value independence. They take pride in caring for themselves, as individuals or as neighbors. Even throughout the planning process, residents were highly independent, wanting to conduct planning work themselves. In 2015, that spirit was apparent in their community-driven efforts, to develop their own Visioning Report.

**History:** At least among the long-time residents, their history is of great value. This history includes events that are significant to the larger community of Charlottesville, along with memories that are significant to individuals.

**Diversity:** Residents generally claim to have a deep appreciation for the diversity of their community. There is diversity in age, ethnicity, income, race, family structure and personalities. At the same time, several long-time residents can place more value in their long-time relationships, having resentment in the diversifying population that is moving into their neighborhood.

## MOTIVATIONS

Values help to shape motivations and guide community actions. There is a direct link between the neighborhood's values and motives for action or inaction. A central theme with the community's attitude is trust. The neighborhood can also be defensive, a posture that is logical, given their desires to defend core values.

**Mistrust:** Generally, the neighborhood does not trust the City. They feel that the City has ulterior motives that do not include the well-being of Fifeville. In some cases, people feel that the City is directly against them, actively trying to push them out of the community. Others feel that the City simply does not care about them. Long-time residents can also harbor resentment towards new residents. Anything or anyone that threatens their personal relationships, stability, independence and history, are generally viewed as a threat. The City will need to mend this relationship, in order to achieve any of the goals and objectives of this plan. This will be a difficult task.

**Activism:** Active residents appear to be driven by a need to protect their community values. The neighborhood has lost so much in terms of social capital and places of importance where they once built relationships. Residents can be passionate and aggressive in their pursuit of protecting these values.

**Hopelessness:** Many residents would not engage in the planning process, despite pleading from their more active neighbors. Especially with long-time residents, there can be a sense of hopelessness. People have lost everything, notably their friendships, to more affluent residents moving into the neighborhood. Through their distrust, they lost all hope in altering what is seen as a sterilization of their past, in favor of a polished future built for a different group of people.

## STREETS

The primary study area includes two basic road types: wider through-streets, such as Cherry Avenue and Roosevelt Brown Boulevard, and narrow neighborhood streets, such as Nalle and Dice Street. While sidewalks are common, many are partially blocked by utility poles, street signs, overgrown vegetation and other obstacles. Trees play an important role in defining these streetscapes, framing the roadway and bringing a sense of nature into this urban neighborhood. The exact character of the streetscape depends on the block and road section.

## THROUGHWAYS

The Cherry Avenue corridor, east of Roosevelt Brown, is framed with low-density commercial and service uses. Despite the demand to carry significant volumes of traffic, the roadway is relatively narrow. In some sections, such as the crosscut from the Salvation Army to the ice cream shop, the main roadway is seemingly lost within a wide street section. From building front to building front, parking accounts for a significant share of this area. Along these parts of Cherry Avenue, pedestrian traffic is limited. In contrast, the auto-dominated corridor is over capacity with roadway congestion. Queues back up into surrounding intersections, as motorists are stuck in traffic jams.

West of Roosevelt Brown, Cherry Avenue changes significantly. Despite having fewer traffic counts, the travel lanes are wider. Flanked by single-family homes and front lawns, the street section is narrower. Pedestrians feel more comfortable, shaded by trees and less exposed to traffic.

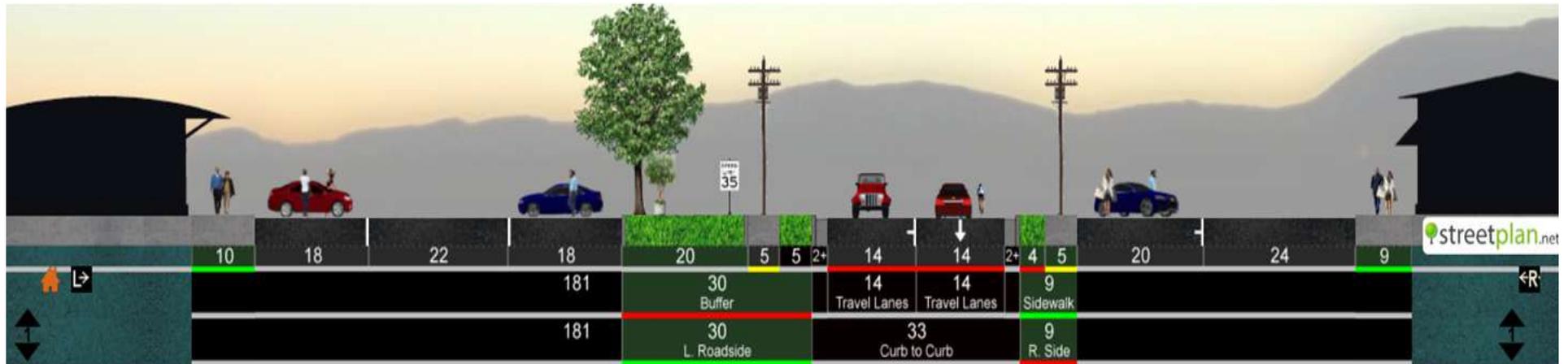


Cherry Avenue Cross Section



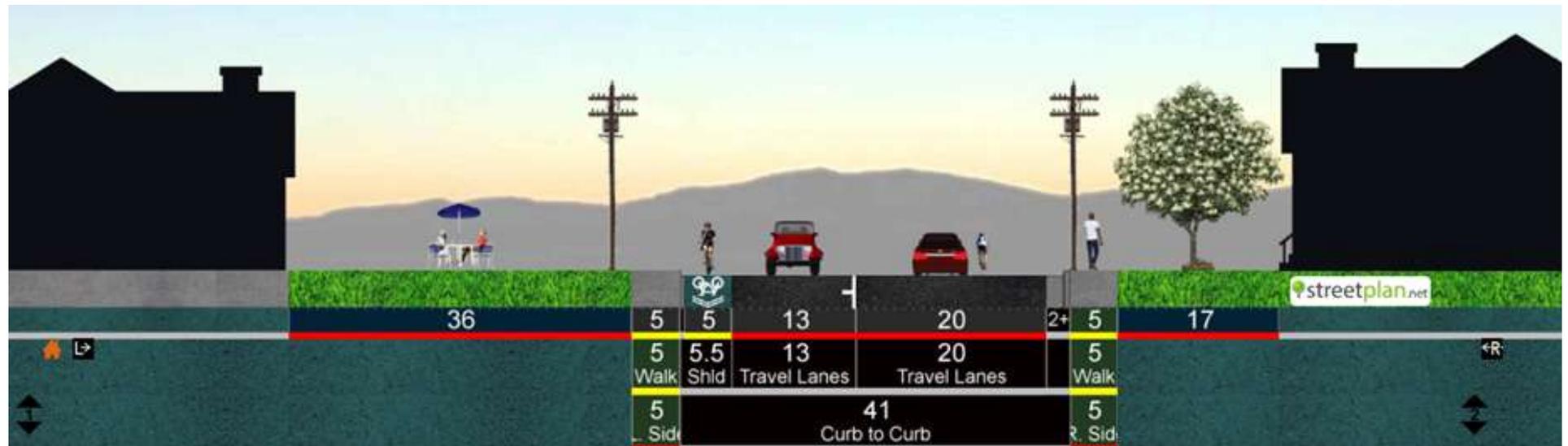
Typical Neighborhood Street Cross section

### Cross Section at Salvation Army and La Flor Michoacana



The first illustration shows a street section of the Salvation Army portion of Cherry Avenue. In this figure, the Salvation Army building is to the left, the south side of the street, with La Flor Michoacana ice cream shop to the right. There is approximately 190 feet between the fronts of these buildings, making up the street section shown. The main travel-way of Cherry Avenue, two lanes, only accounts for about fourteen percent of the section. Parking is approximately 48 percent of the street section.

### Cross Section of Western Residential Segments

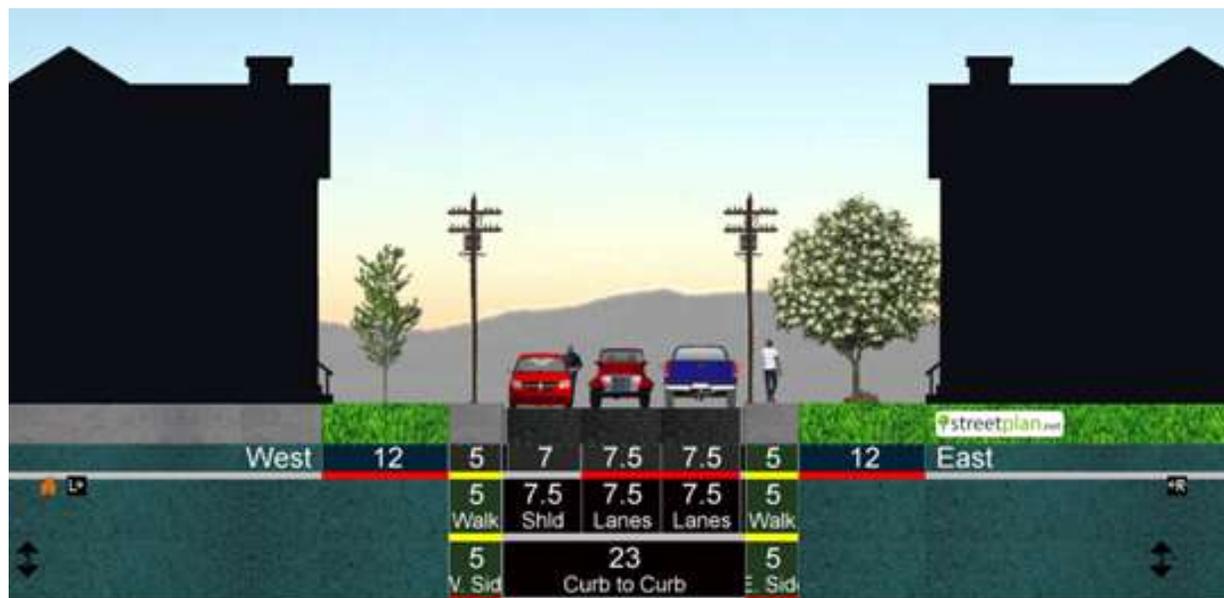


The second street section is of Cherry Avenue, west of Roosevelt Brown Boulevard. This is a typical section, with the westbound lane including approximately 20 feet, for on-street parking and travel. The eastbound lane is approximately thirteen feet, with a 5-foot bike lane. Sidewalks are 5 feet, with some obstructions from utility poles. Homes, which are one to three stories, are set back from the sidewalk at varying distances.

## Neighborhood Streets:

Within the primary study area, local streets offer a more pleasant environment for pedestrians. The roadway is narrow, with on-street parking and slower auto traffic. Houses are generally taller and closer to the street, better defining public space. There appears to be more social interaction between neighbors. When residents describe the small-town feel of their neighborhood, they are mostly referring to these narrower neighborhood streets, such as Nalle Street, depicted here.

### Cross Section of Neighborhood Streets



The third street section illustrates a typical neighborhood street on the northern end of Fifeville, between Cherry Avenue and West Main Street. Homes are generally taller than on Cherry Avenue, west of Roosevelt Brown, and are set closer to the street. The road is narrow, especially with on-street parking on at least one side. The building to street ratio is approximately 1:2, which creates a more urban environment.

## COMMUNITY ASSETS

There are several community assets that help to define the neighborhood character. While subsequent sections of this plan will provide additional detail on these assets, the following is a general overview. Fifeville is home to neighborhood parks, education centers, community services, natural elements and religious centers.

### NEIGHBORHOOD PARKS

Within its boundaries, Fifeville holds three community parks: Tonsler, Forrest Hills and Fifeville Parks. Throughout the public engagement process, neighbors expressed great appreciation for these assets. They act as community centers, where residents maintain social connections with their families and neighbors. The parks are evenly spaced cross the study area, fostering easy access. The neighborhood is also home to the Smith Aquatic and Fitness Center and a playing field at Buford Middle School.

### EDUCATION CENTERS

Buford Middle School is within walking distance for most neighborhood students. Three elementary schools (Jackson Via, Johnson and Walker) serve the neighborhood. With the dividing lines cut across the neighborhood, children on opposite sides of the street can attend different schools, perhaps a lost opportunity for building long-lasting relationships between students.

### COMMUNITY SERVICES

There is ample access to non-profit services. The Boys and Girls Club, Salvation Army, Ronald McDonald House, Malcolm Cole Child Care Center and other service providers have a physical presence in the neighborhood. Other non-profits are heavily involved in Fifeville, providing services to local residents.

### TREE COVER

There is significant tree cover in the neighborhood, helping to define the look and feel of the community. As an older neighborhood, many of the single-family homes have large, mature trees. There are wooded areas, as well, behind Tonsler Park and in other sporadic locations.

## RELIGIOUS CENTERS

There are several religious centers in and around the neighborhood. While many attendees come from outside the community, a religion is a strong binding force for many residents. These groups can also be active in the neighborhood, holding picnics and helping neighbors.

### HOMES

Chapter VI is a detailed report on the housing stock and services in Fifeville. In terms of community character, the study area is defined by its single-family homes, the dominate land use in the neighborhood. Within the primary study area, much of the housing pre-dates World War II. This is in stark contrast with the newer, higher density apartment buildings that are newly constructed along West Main Street, adjacent to the study area.

### BUSINESSES

Chapter V includes an inventory of businesses. These commercial uses define the Cherry Avenue corridor. They include modest storefronts, set back from the street. The Cherry Avenue Shopping Center offers basic services to surrounding residents. Despite some of the conveniences, the community feels the selection of commerce is lacking. With some disinvestment, some businesses give Cherry Avenue that “run down” look that neighbors described throughout the process.

### SURROUNDING AREA

The study area is also defined by the surrounding neighborhoods. New development casts a shadow on Fifeville, literally and figuratively. Residents feel a level of resentment towards the taller construction buildings quickly filling their views to the north, along West Main Street. UVA Hospital also looms over the neighborhood, as construction workers park in the neighborhood and walk over to the new construction of an even larger medical facility. On the eastern edge, a controversial hotel is now open that serves as an omen for new development along Cherry Avenue. To the south, the new Beacon on 5th Apartments contribute to the feeling of being surrounded by a changing world. While there is relatively limited development within the neighborhood, residents are well aware of the intensive building occurring in nearly every cardinal direction.

# Demographics

Demographic trends help to reveal important information that guides development of action items, designed to help create a positive change in Fifeville. US Census numbers confirm that there are underresourced populations within the neighborhood, with 17.6% making less than a \$10,000 wage. A share of those individuals are retired and living on government assistance to make ends meet. While some residents struggle, newcomers tend to be more affluent, with higher incomes and more political influence.

### TOTAL POPULATION

3,767

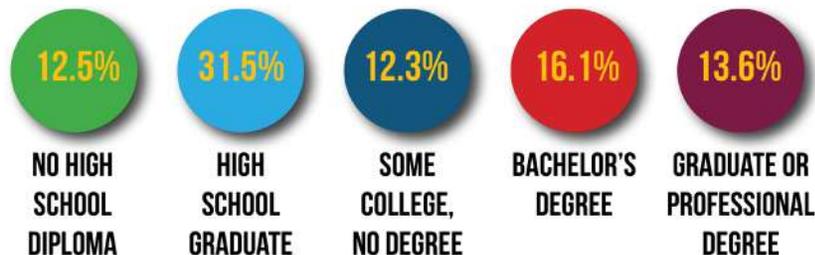
### AVERAGE HOUSEHOLD SIZE



### TOTAL HOUSEHOLDS



### EDUCATIONAL ATTAINMENT



### MEDIAN HOUSEHOLD INCOME

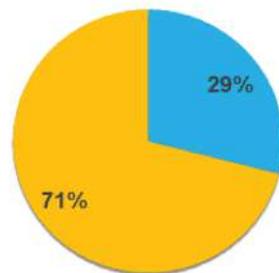
\$36,400

### MEDIAN AGE OF RESIDENTS

33.7



### HOUSING TENURE



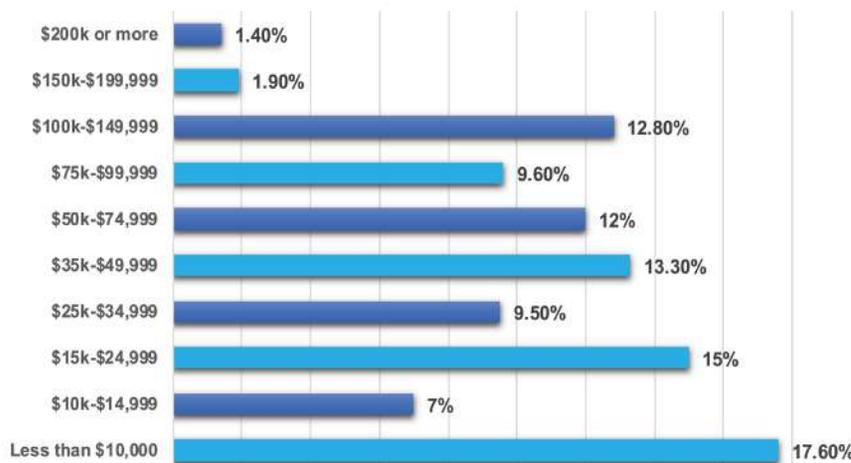
Owner-Occupied Renter-Occupied

### AVERAGE TRAVEL TIME TO WORK

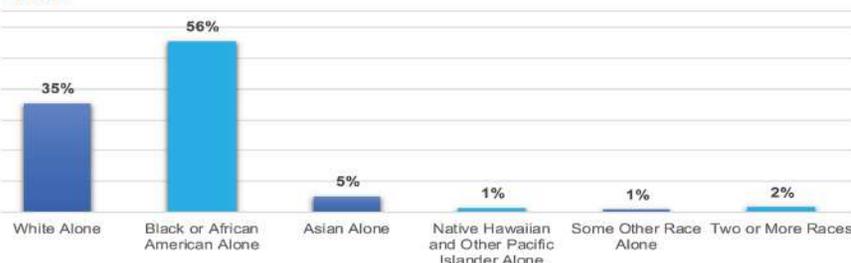


17 MIN.

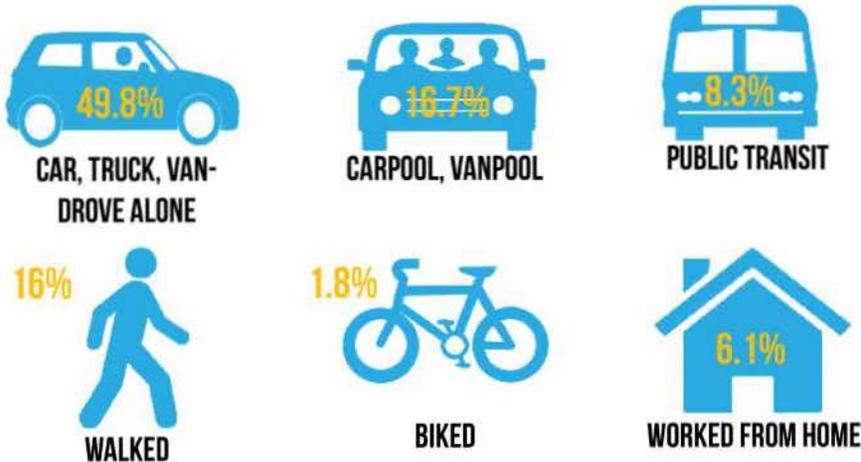
### HOUSEHOLD INCOME DISTRIBUTION



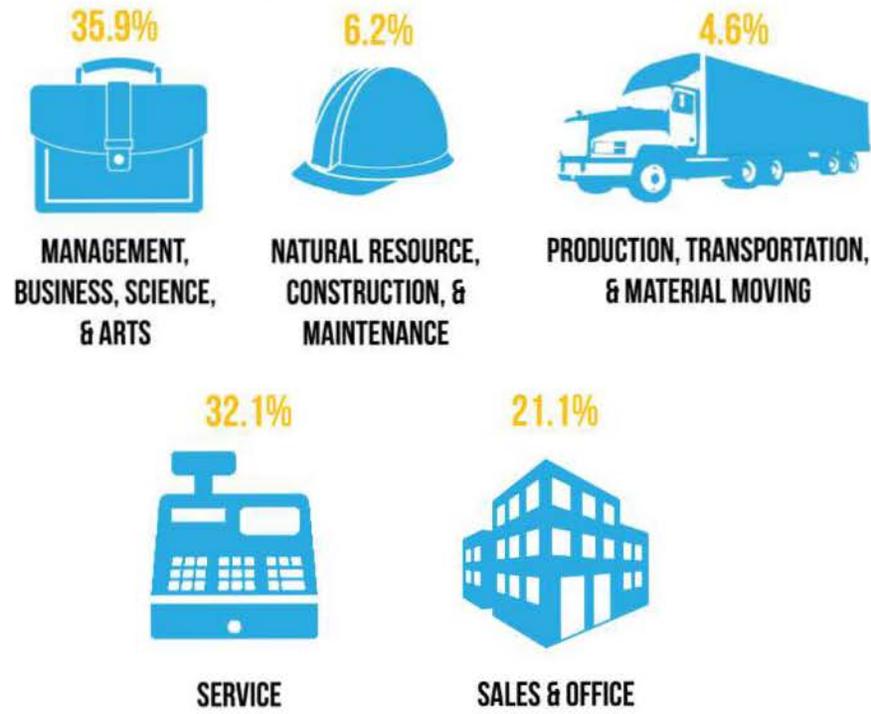
### RACE



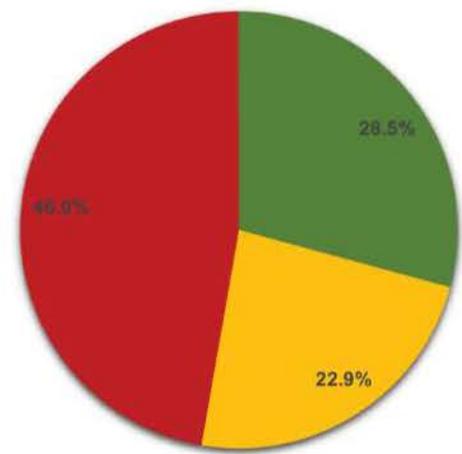
### MEANS OF TRANSPORTATION TO WORK



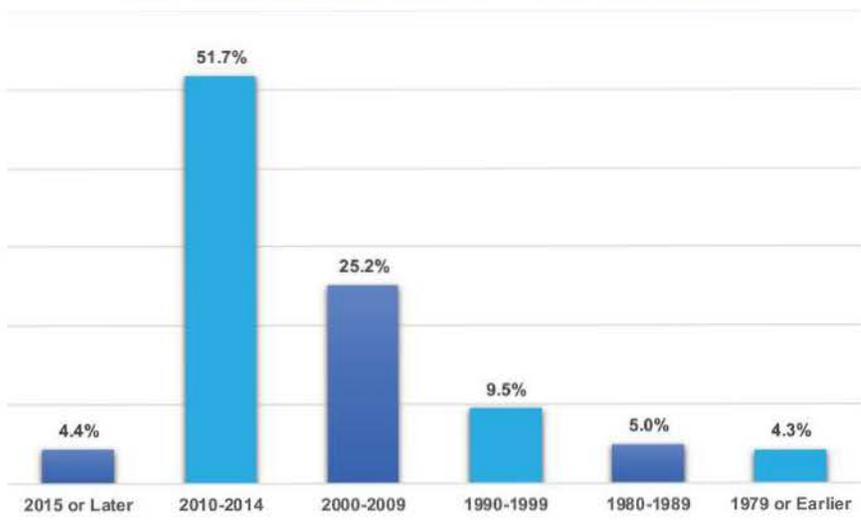
### INDUSTRY BY OCCUPATION FOR CIVILIAN POP 16 YEARS & OVER



### MONTHLY HOUSING COSTS AS A % OF HOUSEHOLD INCOME



### YEAR HOUSEHOLDER MOVED INTO NEIGHBORHOOD



# SWOT Analysis

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To gain more insight into the specifics of the comments, staff then organized them into a S.W.O.T (Strengths, Weaknesses, Opportunities, and Threats) matrix. The matrix is useful as an analysis tool. Strengths are existing features, amenities, and characteristics that contribute to a community's success. These include intangible attributes as well as physical assets. Successful communities reinforce, protect, and build on all their strengths. Weaknesses are existing features, conditions, or problems that hinder a community from realizing its goals. A community should consider ways to address or overcome these obstacles. Opportunities, unlike strengths and weaknesses, are more forward-looking and deal with larger forces. These are prospects that could help a community realize its goals. A community should consider ways to strategically take advantage of these opportunities. Threats, like opportunities, are more forward-looking. These future challenges could hinder the community from realizing its goals. A community should consider ways to avoid or mitigate threats.

## STRENGTHS

Throughout the planning process, most neighborhood members emphasized the strengths of their community. There is a great deal of pride in the neighborhood and a strong sense of community. People care deeply for their neighbors. They value the small-town feel of Fifeville, almost as if it was an independent village, distinct from Charlottesville. Rather than stay isolated in their homes, many residents like to visit the three parks in their community. There is a rich history here, where long-time residents have vivid memories of Fifeville's legacy as a black community starting prior to the civil rights movement. Many Fifeville members would likely say that outcomes of the Small Area Plan should benefit the people, the thing they value most in their small village.

## Caring and Diverse Neighborhood Residents

The most common strength identified by the community was their neighbors. Residents value their diverse community. There is diversity with income, age, family structure, race, ethnicity and beliefs. Fifeville is home to numerous long-time residents who have been in Fifeville, and sometimes even the same home, since childhood. Generally, people know their neighbors, which creates a strong sense of community because residents can rely on one another and share day-to-day life. Residents are often friendly, giving people. With the threat of gentrification, there is deep concern among residents that these social connections will be lost forever. For some, it is already too late, as their neighbors have moved on to other areas that are more affordable.

## The Neighborhood's Convenient Location

The neighborhood is in a central location, between the Downtown Mall and University of Virginia. With the Ridge/5th Street corridor adjacent to the neighborhood boundaries, there is relatively easy access to other commercial centers to the south.

## Access to Community Parks and Amenities

Fifeville encompasses an area that includes three city-maintained parks: Fifeville, Forest Hill and Tonsler parks. There is high demand for basketball courts at all three parks, along with positive experiences with the regular basketball tournaments at Tonsler Park. Participants in the planning process expressed fondness for the tennis courts. Several residents enjoy walking to Tonsler Park, to play pool with friends. That location also offers a convenient place to vote. There were positive comments about the new splash park, as well.

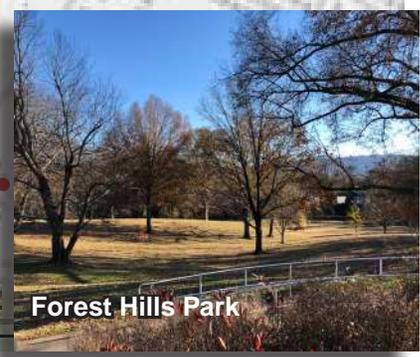
### Community Parks in Fifeville



Fifeville Park



Tonsler Park



Forest Hills Park

## Green Space and Trees

In addition to parks, Fifeville is full of trees and greenspaces. Foliage and tall trees help to define public and private spaces, bringing natural beauty to the neighborhood. Residents enjoy being able to be outside and enjoy the landscape throughout Fifeville.

## The Small-Town Character

A consistent theme in the community feedback is a love for Fifeville's small-town character. Residents are drawn to the neighborhood-scaled homes and businesses, in contrast to the taller and more intensive buildings recently constructed on West Main Street. The community is humble, but also takes pride in their space and their legacy as a historically black community. Businesses, like La Flor Michaozana Ice Cream Shop, are small and convenient. There were positive comments about the Goco, another simple convenience store within walking distance to many residents. With small-scaled buildings and a diverse mix of uses, along with the tight-knit social connections, the neighborhood does have a small-town feel that is different than other parts of Charlottesville.

## The Walkable Streets

Parts of the neighborhood consist of walkable streets, with small blocks and multiple alternative walking routes. Certain areas have good sidewalk coverage, with adequate connections. The small-town feel and shade from trees make walking more pleasant in some areas.

## Decreases in Criminal Activity

Over the years, crime has been on the decline in Fifeville. There is less gun violence and drug activity, particularly in the parks. Residents say that police officers who patrol neighborhoods are getting out in the community to meet residents.

## A Rich History and Strong Community Memories

Fifeville is an historic neighborhood, filled with older homes and sites of local significance. While the past includes unpleasant memories, residents have positive feelings about maintaining the neighborhood's history by preserving historic sites and publicizing historic narratives.

## Affordable Homes

Affordable housing is a strength, weakness, opportunity and threat for Fifeville. It is a strength because there are still affordable homes in the neighborhood. There is a mix of owner- and renter-occupied homes, lending to the diversity of residents.

## Afterschool Programs in Nearby Schools

There are three elementary schools (Johnson, Walker and Jackson Via) that serve the children of Fifeville. The City's middle school (Buford) is the only school that is within the study area. At a convenient location, beside Cherry Avenue, the Boys and Girls Club sits next to Buford Middle. The school system and club provide several after school opportunities for neighborhood children.



Green Space at Tonsler Park



Wide Sidewalks Along Cherry Avenue



Habitat for Humanity Homes on Nunley Street

## Positive Changes

The community has a complicated relationship with change. While there is fear and uncertainty about the future, Fifeville residents also see positive trends and are interested in seeing Cherry Avenue flourish in new ways. There is growing reinvestment in the community. Crime rates appear to have dropped over the years and young families are moving into the neighborhood.

## WEAKNESSES

In the public engagement process, Fifeville residents spent less time discussing weaknesses. Out of the recorded comments, the community mostly focused on the weaknesses of the transportation system. There are safety concerns with bicyclists and pedestrians. Residents are frustrated with traffic congestion, particularly with those motorists that cut-through their neighborhood to arrive at their jobs or other destinations. There are frustrations with parking, as workers at UVA hospital and neighboring employment centers like to park on Fifeville streets. There are community concerns with general disrepair and litter. There is a desire for more after-school programs, food access and affordable housing.

The following categories expand on those weaknesses. They are identified by the community and supported by staff analysis:

### Safety Concerns for Bicyclists and Pedestrians

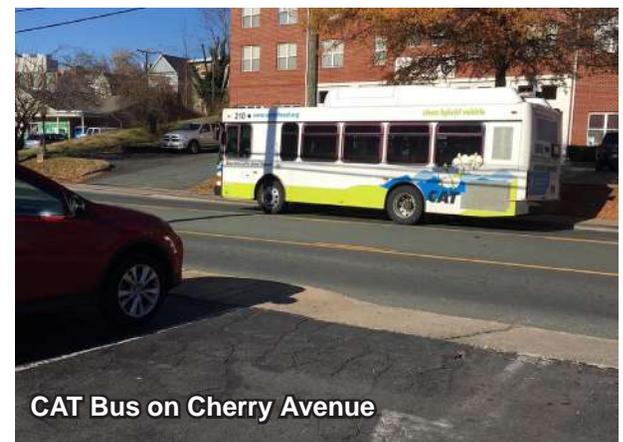
While some parts of the neighborhood are perceived to be walkable and safe for cyclists, there are safety concerns in various locations. Generally, residents feel that motorists do not respect crosswalks, especially along Cherry Avenue. The neighborhood identified areas with dead end sidewalks. There is a desire for better bike and pedestrian connections to the parks and downtown. Residents also asked for traffic calming in various locations, to make a more walkable and bikeable neighborhood.

### Traffic: Speeding and Congestion

One of the most consistent and intense concerns in the community is traffic. There is significant cut-through traffic using Cherry Avenue, Roosevelt Brown Boulevard and Prospect Avenue which increases travel time. The speed of that traffic is also a significant concern. Several residents noted that cars often speed through these streets. This feeds into concerns about roadway safety, for cars, pedestrians and cyclists.

### Inconveniences with Bus Service

Fifeville residents mentioned frustrations with the existing bus services. The buses are not always reliable, which can be particularly troublesome for those who rely on transit. Traffic causes buses to be late. None of the bus stops have shelters and the routes are not particularly convenient for some dependent riders.



### Inadequate Parking

Residents were particularly concerned with parking, feeling there is not enough on-street parking. They feel that permit parking rules are not enforced. There is frustration over hospital workers parking in their neighborhood, further fostering ill feelings towards UVA.

### General Disrepair

There were several community comments involving disrepair. Some feel there is disinvestment in certain areas of the neighborhood. People commented on the Cherry Avenue corridor looking “all dried up” and “a little run-down.” There are concerns about the conditions of commercial buildings, such as Kim’s Market. There were comments critical of junk cars on the streets and cracked sidewalks.

### The Presence of Litter

Related to disrepair is litter. The community said there can be litter, such as broken glass and cigarettes, along the sidewalks. At one meeting, a resident said that public trash cans get full easily and remain full and overflowing for extended periods of time before they are emptied.

### Lack of Access to After School Programs

While after-school programming is a strength of the community, access is a weakness. Parents complained that the Extending Bridges to Literacy (EBL) and the Creating Learning After School and Summer (CLASS) programs can be costly and have a waiting list. There was a desire for after-school programs specifically designed to meet the academic and enrichment needs of teenagers. Others noted a need for more space for expanded enrollment in programs and better transportation options to and from programs.

### Limited Food Access

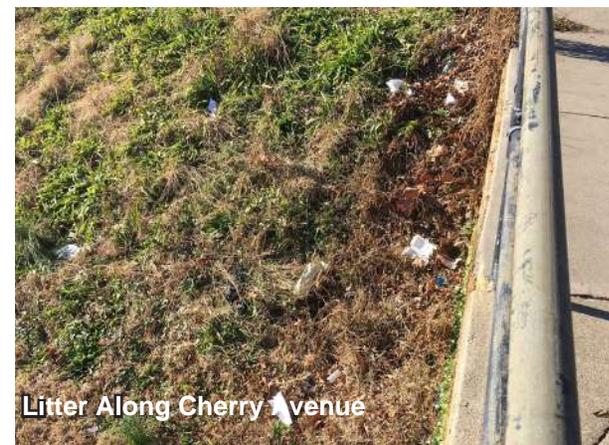
Food is very important to the community. It is a social activity, as well as a critical element of a healthy life. There are no grocery stores within the neighborhood, nor is there anywhere to buy fresh food. Residents also complained about the lack of restaurants in their small-town community.

### Lack of Affordability

While there is some affordable housing in the neighborhood, many in the community feel that there is not enough. Several residents lost neighbors, friends and family, to a rising cost of living. Their neighbors moved on areas with a lower cost of living. The affordability of housing is important to the neighborhood, but housing options are also important. Currently, the housing stock consists mostly of detached, single-family homes, limiting housing choices.



Limited Parking Availability



Litter Along Cherry Avenue



Drop Inlet In Disrepair on 7 1/2 Street

**Vagrants**

While there have been improvements, several residents still complain about drunks, loitering and panhandling. There was no data to support these claims, but the comments arose several times in the process.

**Limited Park Capacity**

While the neighborhood is home to three separate parks, residents say there is limited capacity at basketball courts and gathering spaces. Neighborhood participants wanted to see more community spaces for events, additional basketball courts and new playing fields. Neighborhood children wanted to see a soccer field, as there are none within walking distance.

**Lack of Diverse Businesses**

While there are commercial uses along Cherry Avenue, there is limited diversity in goods and services. There is a lack of quality, affordable goods. There are no banks or ATMs. Residents have limited shopping options or convenience stores. There is also limited food access.

**Lack of City Support**

Some residents feel that the City does not support them. Some feel that the City has completely ignored them. Others feel that the City has intentionally harmed the neighborhood. One common thought was that the City is more interested in economic interests and not genuinely interested in improving the neighborhood with the residents’ interests in mind. Throughout the process, this resentment was a major obstacle to gathering community feedback.

**Fears of Change**

While some have hope for the future, others are fearful about the future of Fifeville. Many residents feel as if they are losing their community. With large buildings cropping up around the neighborhood, there is a fear that development will encroach on the small-town character of the built environment.

**OPPORTUNITIES**

Community engagement was generally hopeful about the future. The neighborhood was full of ideas for how to address problems and take advantage of opportunities. The majority of public comments were potential opportunities. Fifeville residents are interested in engaged, creative opportunities for community events, volunteerism and beautification. Growing development pressures also mean opportunities for new businesses, new housing options and new investment. Greater attention from the City might mean more public investment in sidewalks, roadway improvements, street lighting, transit services and park spaces.

The following are consolidated opportunities and community ideas that would distinguish Fifeville and create opportunities for neighbors to build relationships with one another:



Residents would like to see more Basketball Courts



Some Residents feel the City does not support them



New Development along Cherry Avenue

## An Active and Engaged Community

Fifeville is one of the more civically-active neighborhoods in the City. The Fifeville Neighborhood Association meets regularly. A group of residents initiated a community-driven visioning process in 2016, which led to development of this Small Area Plan. The leadership in the residents association provides the foundation for further resident empowerment and engagement in future Fifeville programs and initiatives.

### Community Events:

Residents mentioned the possibility of having organized community events that would be developed by and for Fifeville residents. Tonsler Park provides opportunities for music, community movies, outdoor activities, festivals with food and other events. There was some interest in holding an annual outdoor festival as a way for residents to continue to get to know their neighbors and develop neighborhood pride.

### Volunteerism and Neighbor Relationships

Residents suggested developing a list of people willing to volunteer to help neighbors who need assistance with home repair or home improvement projects. Neighbors could help each other improve housing conditions. There could be efforts to help neighbors who are physically unable to shovel their sidewalks after a snowfall.

### Growing Development Pressures

While development pressures are a threat to the community, these pressures can also be an opportunity. The development market can bring desired businesses, housing options and other reinvestment aligned with community interests. Several comments specifically referenced a desire for more black-owned businesses in the community.

### Improved Housing Options

Encroaching development threatens the community's unique character and raises the cost of living. Conversely, with new development comes new opportunities. Home construction can bring more housing options. Additional housing may help residents remain in the community, even if they move to a new home within the neighborhood. Smaller housing units could offer affordable options, especially for senior residents. There was a suggestion to secure a commitment from the City to require a quota of affordable units with new construction in Fifeville. Residents were clear that they wanted to minimize displacement due to increases in cost of living.

### Mixed-Use Development

Residents generally wanted to see neighborhood-scaled, mixed-use development along Cherry Avenue. While they want to avoid the denser, multi-story development of nearby West Main Street, they would like to see more of a small-town main street streetscape along Cherry Avenue. This would include more retail, services and food establishments that are within easy access to existing residents.



Abundant Life Cookout Event June 2018



Developments along W. Main St.



Example of Mixed Use Building

### More Business Variety

Residents wanted to see more business variety in the corridor. The new businesses would need to be inclusive of the existing residents, creating places where they would feel comfortable and welcome. People asked for corner businesses and locally-owned businesses that were convenient. They asked for more shopping options, coffee shops, a laundromat, dry cleaning and convenience stores. In terms of services, someone mentioned affordable daycare options. The main emphasis was small, locally-owned business. The community did not want to see chain retail businesses.

### Improved Access to Food

The community is adamant about food. There is currently limited food access and new development could bring the demand and opportunity for food-related businesses. Residents frequently ask for a grocery store, perhaps something like Reid's Market that is appropriate for neighborhood-scale demand. There is a desire for new restaurants that could be a gathering place, especially for the African American community. People want access to fresh produce and baked goods. The condition for new establishments is that these new food options be affordable to existing residents. The community also asked for a farmer's market, community gardens and possibly a locally-owned food co-op.

### Support for Entrepreneurs and Small-Business

New development creates opportunity for new, locally-owned businesses. The neighborhood would like to support entrepreneurs and small business. They want business owners who represent them. Several residents would like the City to buy property in Fifeville for community use and develop programs to support small startups. This could include a flexible space design, with vendor stalls or pop-up businesses. Residents would also like to retain certain existing businesses.

### Reinvestment in Vacant Lots

There are several vacant lots in the neighborhood, particularly along the Cherry Avenue corridor. Many of these lots are in disrepair. These lots are likely to redevelop in some way. New development could help to reinvest in these run-down parcels, providing new services and businesses aligned with neighborhood interests.

### Attention from City Officials

Investment in the Cherry Avenue Small Area Plan shows a level of commitment and awareness of the Fifeville neighborhood. One goal of the plan is to increase and sustain this awareness. If the neighborhood can prioritize their projects with the city, then there may be new opportunities for public investments with transportation infrastructure, street lighting, parks, beautification and programs.



## Speed Reduction

There may be opportunities for reinvestment in the Fifeville transportation system, if the neighborhood, through use of this plan, can maintain the attention of City officials. Those public funds could help to address one of the community's major concerns, speeding. Residents asked for a speed study to help support new speed limits on Cherry Avenue. The neighborhood would like to see traffic calming features and improved enforcement of the posted speeds.

## Improved Bike and Pedestrian Safety

The community highlighted several concerns with the bike and pedestrian network. Residents asked for additional bump-outs and flashing lights at crosswalks. There are gaps in the sidewalk network, along with disrepair of the sidewalks that exist, which residents would like addressed. There are also opportunities for new bike lanes.

## Convenient and Comfortable Public Transportation

The City recently started work on an updated transit plan. Additional public investment could help to establish new and attractive bus shelters throughout the neighborhood. Improvements could also be made to public transit coverage throughout the neighborhood.

## Improved Lighting

Residents identified street lighting as needing improvement throughout the neighborhood to improve safety and visibility for drivers, bikers, and pedestrians. The City could invest in a street lighting plan and make the necessary investments in improved lighting.

## Park Improvement

There were several comments regarding a desire for better maintenance and further amenities at the parks in Fifeville. There is a desire for improvement of the baseball field at Tonsler Park. The community would like to see more open play areas or soccer fields. Residents would also like to see more community meeting space for parties, gatherings, classes and other events.

## New Open Spaces

The existing Fifeville parks are dedicated to active recreation, with playground equipment, the splash park, basketball and tennis courts, along with the baseball field. New public investment could go towards creating an urban park, with passive recreation. This could include natural space, gardens, enhanced landscaping and open space. The City owns a property on Rockcreek Road that could become a new park dedicated to this vision.

## Beautification Efforts

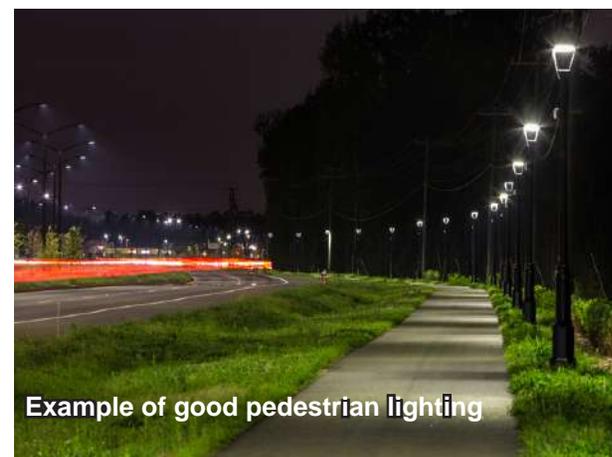
The community identified the need for new landscaping, street trees, flowers and other plantings. Opportunities for future public investment could be channeled to beautification efforts. New trash cans could help keep the corridor clean. New murals and arts installations could bring beauty to the neighborhood, while communicating themes important to the community.



Greater enforcement can reduce speeding



Crosswalk on Cherry Avenue lacking Crossing Beacon



Example of good pedestrian lighting

## Improve Access to After-School Programing

Throughout the planning process, residents expressed a clear need for improved access to after-school programs. They wanted interest-based and experience-based programing for students. They wanted more options for after-school programming at the schools and Boys and Girls Club. Expanded programs should include children of all ages, from elementary to high school.

### New Partnerships

As more people move into the neighborhood and changes at nearby institutions occur, there are opportunities for Fifeville to develop new partnerships with area nonprofits, businesses or public sector organizations. To accomplish the vision of this plan, the community cannot act alone. They need help and from many different partners.

### Positive UVA Involvement

With new leadership at the University of Virginia, there may be new partnership opportunities with the local University. UVA hospital is located just blocks from Fifeville, and residents are currently distrustful of the hospital as its growth continues to impact Fifeville. Trust would need to be established between UVA and the Fifeville community to determine if and how the University's assets could help the community reach their goals. The neighborhood could partner with UVA on expanding after-school programming. There may be partnerships to assist with a landscape plan for Cherry Avenue or design work for creative bus shelters.

### Telling Stories of Fifeville's Past

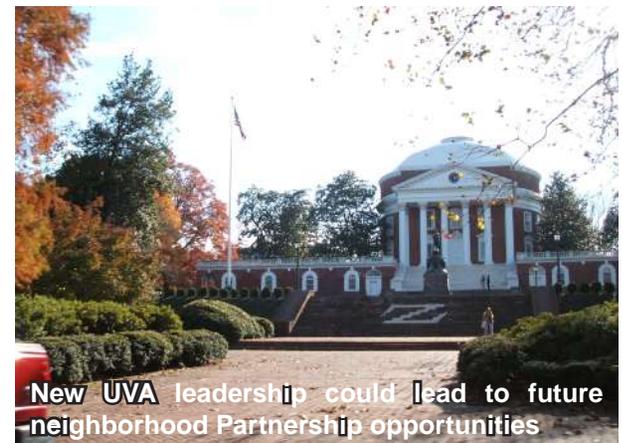
Residents are particularly interested in establishing historic signage in the community. Partnerships could help with developing historic signage and markers throughout the community. Partners could help with the development of an online presence, with maps and stories of the neighborhood's past. The Albemarle Charlottesville Historical Society, UVA and other community museums or groups may have resources to contribute to this effort. These local organizations could work with Fifeville residents to curate public history of Fifeville.

## THREATS

While the community remained relatively positive throughout the process, there are concerns about the future. Fifeville may face or encounter challenges from gentrification, new developments, traffic, to strain on infrastructure. Residents are notably concerned about the erosion of their unique, small-town character and history. The following descriptions explore those concerns about the future:



The Boys & Girls Club is one of the only affordable after School care options in Fifeville



New UVA leadership could lead to future neighborhood Partnership opportunities



Community Members tell their stories of Fifeville

## Gentrification

Residents see a real danger in the steady increase in the cost of living, notably with housing. This is perhaps the greatest concern of the community. Residents are also concerned that increased growth and development will diminish the racial diversity in Fifeville and lessen the presence of the black community. Long-time Fifeville residents already have lost many of their friends and family to increased cost of living, according to neighbors. Concerns about the loss of affordable housing will increase as new construction and renovations become more common.

## Incompatible Uses

The residents are concerned about incompatible uses allowed by the zoning code. There are fears that chain or franchise businesses will arrive and push out local businesses. The community does not want more hotels or large-scale development that are incompatible with their small-town character.

## Encroachment of Intensive Development

Fifeville residents have witnessed the construction of tall buildings surrounding the neighborhood, especially on West Main Street. To the north, residential buildings now tower over Fifeville's detached, single-family homes. This new development clearly turns its back to Fifeville and residents now have a view of the rear of Charlottesville-scaled high-rises. To the west, UVA Hospital continues to expand. New developments are popping up in other directions. Residents are fearful that tall buildings, like those on West Main, will populate Cherry Avenue. Many feel that the existing zoning allows a density that is inconsistent with their small-town character.

## Increased Speeding and Congestion

During peak hour, Cherry Avenue and Roosevelt Brown are already at capacity. During non-peak times, residents witness traffic speeding through their neighborhood, as they use local streets as a cut-through. As the area in and around Fifeville continues to grow, congestion and cut-through traffic will only increase. Residents do not see a plan for how to cope with the added traffic from new construction.

## Development Pressure on Parking

With new development, the demand for parking will only increase. Residents are already concerned about the lack of on-street parking and are increasingly concerned about what will occur with new development.

## Erosion of Neighborhood Character and History

Long-time residents are concerned about new neighbors taking away their community. There is concern that new businesses will not represent them. There is general fear about change and what that will mean to them.



Remodeled Home which could lead to gentrification



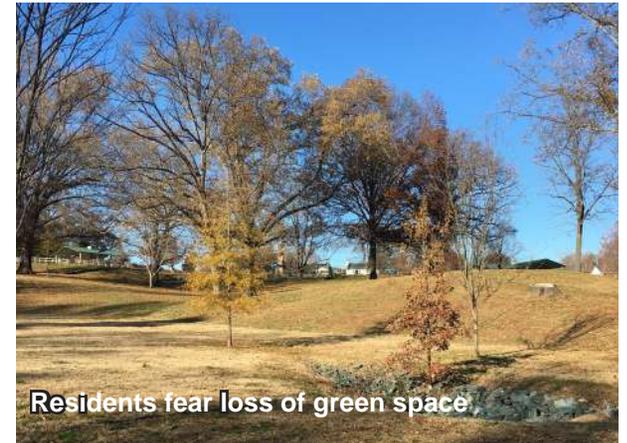
Development in Relation to existing housing



Development could increase parking demand on neighborhood streets

### Loss of Trees and Green Space:

The neighborhood is also concerned about the loss of green space. As wooded lots are developed, Fifeville will lose that connection with nature and the character that trees bring to the local streets.



# 4

# Community



Fifeville residents shared their priorities and preferences for their community throughout the engagement process. It is clear from the prevalence of community comments that residents take pride in Fifeville. Residents are interested in both maintaining the community’s past heritage and creating greater access to economic opportunity for community members in the future. There is an interest in creating opportunities for neighbors to connect with one another through community events, festivals, or concerts held in public spaces. Residents are particularly interested in establishing more community-oriented spaces on the Cherry Avenue corridor where residents could gather for a meeting, a meal, a family celebration or coffee. Several residents made a clear connection between food and community, and this chapter will also address food access in Fifeville. Many of the community opportunities named by residents could be made possible by leaders or community groups within Fifeville, which would build social capital and continue to empower residents. In the community category, several themes emerged in the data, including:

- People and Neighbors
- Community Services
- History
- Community Change
- Creative Spaces
- Community Events
- Threats
- Assets

This chapter will describe social, cultural, and historical aspects that currently exist in the Fifeville community to provide context for appropriate recommendations.

## Historic and Cultural Context

The story of Cherry Avenue and the surrounding Fifeville-Castle Hill community informs the culture and character of the community today. Fifeville residences have been located adjacent to economic activity along Main Street since the nineteenth century. The community has long been a mixed-income community where a variety of workers from many backgrounds lived together. As such, the architectural styles in the neighborhood, many of which date to 1890-1920, are “vernacular interpretations of popular architectural styles” rather than “high style” (Kalbian 2007). A few homes in the neighborhood represent styles like

Gothic Revival, Queen Anne, and Victorian. The homes that date back to the early establishment of the neighborhood are not only architectural resources but are also cultural resources which reveal community stories. The Fifeville-Castle Hill community has seen several periods of growth and decline. Its black residents faced discrimination and exclusion during the Jim Crow era. Today, community pride remains strong. Residents remain dedicated to telling the story of the community to share with neighbors, old and new. While existing sources on the history of Fifeville differ on some details and dates, this section uses a few key sources that help tell Fifeville’s story.

Prior to 1890, the land in the Fifeville area was primarily agricultural. Alexander Garrett purchased much of eastern portion of the area in 1803 and eventually sold it to Allen Hawkins. The western portion of the Fifeville-Castle Hill area was known during this time as Oak Grove, and later, Oak Lawn. The original Oak Lawn home was built for Col. Nimrod Bramham in 1822. The Oak Lawn home is located at 501 9th Street SW. When Bramham died, Oak Lawn was purchased by James Fife in 1847. He was a Baptist minister and farmer who was a community leader; his presence in the community is demonstrated by the neighborhood name – “Fifeville.”

It is thought that the south side of Ridge Street may have been established as a community for freed blacks as early as prior to the Civil War. Following the Civil War, more freed African Americans who had previously worked on farms outside of Charlottesville moved into town. In 1867, there was a “political gathering” at the Delevan Hospital to address the rights of “newly emancipated freedman.” Together, blacks and whites had conversation that was “amicably debated, perhaps for the last time” (Kalbian 2007). Several landowners including the Barksdales, Hawkinses, Dice, and Frys subdivided and sold lots in Fifeville in the area after Reconstruction. James Fife died in 1876 and he was buried on his property. Many homes in the area were inhabited by renters at the time. A streetcar ran down Main Street which provided access to other parts of town. When the city was incorporated in 1888, many of the lots that had previously been outside the town boundaries were included in the new independent city and quickly became attractive to real estate developers.

The Fifeville-Castle Hill Historic District was established as a residential neighborhood between 1890 and 1930. In 1888, the Fife family sold much of Oak Lawn to Charlottesville Land Company and was subdivided into 135 lots. At the time, the railroad was a key industry; many rail lines and their associated operations were located nearby, so many railroad

engineers, motormen, and other train workers settled in the area. The eastern portion of Fifeville-Castle Hill was more gradually separated into irregular lots and disconnected streets. This area of the neighborhood was home to many white, middle-class workers throughout the 19th century. Many residents were employed as railroad workers, carpenters, or brick masons. After the Civil War, freed blacks built or rented homes in the area, especially along Dice Street. The area around 4th, 5th, 6th, and Dice Street was home to both African Americans and whites during 1880's and 1890's.

During the late 19th and 20th century, the neighborhood became more segregated. The neighborhood's shifting racial demographic patterns during the 20th century are evidence of Jim Crow laws and intentional residential segregation that occurred between 1890 and 1930. The eastern part of the neighborhood became home to upper-and middle-class African Americans that held occupations as teachers, principals, business owners, preachers, laborers, craftsmen and laundresses. The Hawkins family was white and continued to live in the eastern portion of the neighborhood during the 20th century, renting many properties to African Americans. In 1912, the city council in Charlottesville passed a segregation ordinance which made it illegal for whites to move onto blocks that were inhabited by a majority black population (Bluestone 2005).

In the 1960's, 158 families were displaced from the Vinegar Hill community, 140 families of color and 18 white families (Digital Scholarship Lab 2018). These families would have been forced to move to other neighborhoods in the area, like Fifeville. In 1966, Buford Junior High School opened on Cherry Avenue to grades seven and eight. As with black communities around the country, by the 1980's Fifeville lacked a variety of resources due to private and public disinvestment. Today, there are many new development projects in adjacent neighborhoods which provide both opportunities and threats to existing residents.

## Historic Designations

Fifeville and Tonsler neighborhoods were added to the Virginia Landmarks Register on 3/19/2008. Fifeville and Tonsler neighborhoods were added to the National Register of Historic Places on 6/18/2009.

Most of the homes shown in the map on the following page are individually designated as historic by the City of Charlottesville. Individually designated historic homes are listed on the city's Board of Architectural

Review webpage. These homes may be eligible for rehabilitation tax credits. While federal tax credits require that the building is used for a business/commercial purpose, state tax credits require that the building maintains its historic use. The city's guidelines regarding individually designated properties are as follows:

***In Charlottesville, historic resources may be designated as part of a historic district or may be individually designated. Individual properties are designated for protection through zoning because City Council has determined them to be of special historic, cultural, or architectural value.***

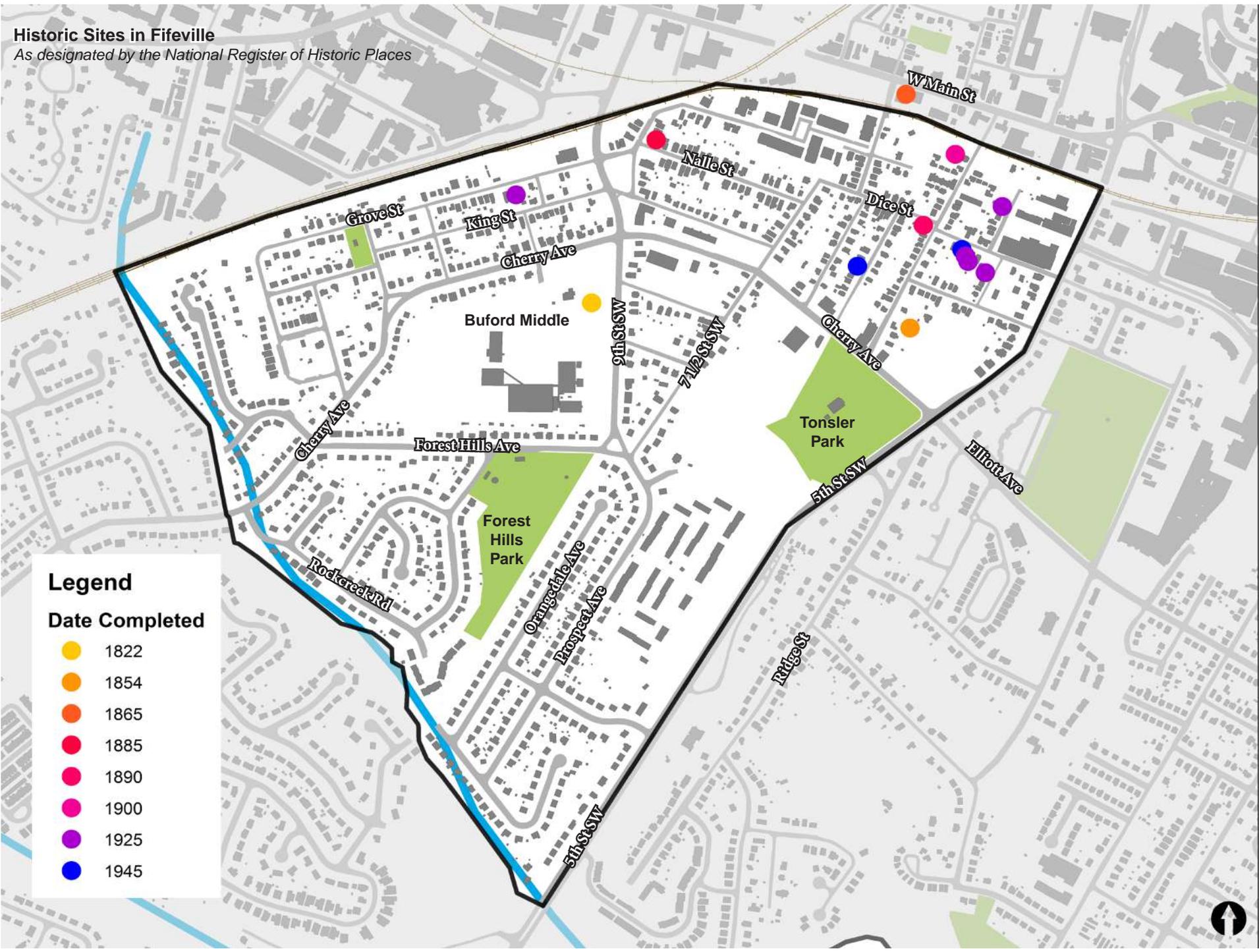
***All Individually Protected Properties are subject to review by the Board of Architectural Review (BAR) for any exterior changes including demolitions. This ensures a public notification and review process before changes can be made to a protected property.***

***Individual historic properties may also be recognized on the Virginia Landmarks Register or the National Register of Historic Places. State or National designation is an honorary recognition that, unlike local designation, does not impose any review restrictions. A significant benefit of State or National designation is that such properties may qualify for income tax credits for rehabilitation work.***



Benjamin Tonsler House

**Historic Sites in Fifeville**  
 As designated by the National Register of Historic Places



**Legend**

**Date Completed**

- 1822
- 1854
- 1865
- 1885
- 1890
- 1900
- 1925
- 1945



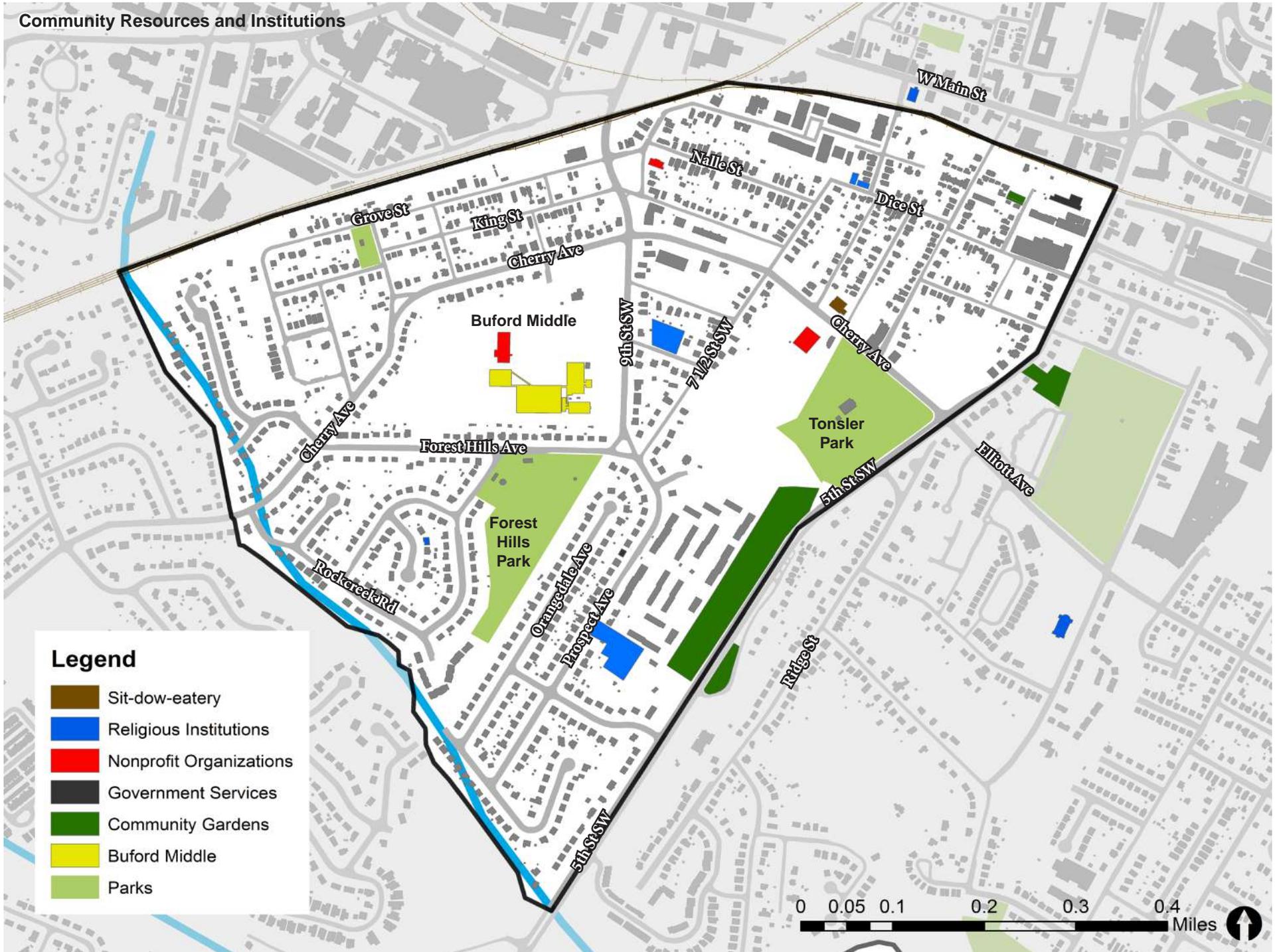
# Community Assets

Over the last twenty years, community development and community engagement practitioners interested in social equity and resident empowerment have begun to elevate community assets as an important focus of planning work. Asset maps are tools which inventory a variety of resources, skills and capacities of organization and individuals. The asset map of the Fifeville study area, on the following page, specifically focuses on community spaces and community organizations which benefit social capital for residents of Fifeville. While asset maps are frequently developed through a civic engagement process, the map below was developed through a land-use mapping analysis.

While there are a variety of community spaces and community organizations in Fifeville, there is not strong evidence of neighborhood-focused collaboration between these groups. There is not a community development organization that focuses at the neighborhood level. The government provides a variety of community assets, including parks and the Tonsler community center. There are a variety of community gardens in Fifeville run by nonprofit organizations. These nonprofit organizations currently do not specifically target Fifeville residents as users or beneficiaries of the gardens. La Flor Michoacana is a popular ice cream shop in the neighborhood; it is one of the only sit-down eateries in the study area. Community resources for youth will be discussed more in sections that follow. The assets map on the following page is a geographic representation of assets in Fifeville.

Plan	Status
<b>2015 Charlottesville Bicycle and Pedestrian Master Plan</b>	
Add a buffered bike lane on Cherry Ave from 10th St. to Ridge St.	No
Add a shared use path connecting Tonsler Park to Prospect Avenue	No
<b>2006 Fifeville Neighborhood Plan</b>	
Improve park amenities at Tonsler Park	Yes
Re-evaluate zoning to meet the need for small and neighborhood-scale development	No
Engage in citizen engagement earlier in the development process	Ongoing
Fully connect the sidewalk network	No
Balance gentrification and affordable housing	No
More input from the Prospect/Orangedale community	No
<b>1989 Action Plan for Fifeville</b>	
Improve sidewalks, gutters, and retaining walls	Yes
Plant trees and add trash cans along Cherry Avenue	Yes
Rezone M-1 Industrial to R-2 and R-3	Yes
Establish a land write-down program for homeownership	No
Strictly enforce code violations	Unsure
Use CDBG for down payment assistance	No
Enhance perception of safety in collaboration with police	Unsure
Establish affordable childcare	Unsure
Implement outreach to the elderly	Unsure
Implement drug and alcohol counseling services	Unsure
<b>1968 Neighborhood Analysis</b>	
Repave all blocks, create storm drainage, and extend curbs and gutters	Unsure
Consider a playground at Estes and 7th	No
Establish adequate lighting	No

### Community Resources and Institutions



#### Legend

- Sit-down-eatery
- Religious Institutions
- Nonprofit Organizations
- Government Services
- Community Gardens
- Buford Middle
- Parks



## Public Spaces & Parks

Public spaces are key community resources where neighbors can socialize, recreate, and rest. Active public spaces can strengthen connections between neighbors, improve perceived community safety, support economic development, and spur commercial activity. Most public spaces in the community are recreational parks. These parks were described throughout the public comments as enjoyable places to spend time, especially for children. Youth had several comments regarding maintenance needs and potential improvements at the parks. The various park spaces in the neighborhood are distinct in their locations, amenities, and layouts. The uniqueness of each location provides both opportunities and challenges for the overall community plan.

There are four city parks in Fifeville: Tonsler Park, Forest Hills Park, Fifeville Park, and a fourth, unnamed park space owned by the city that is located at the corner of Cherry Avenue and Rockcreek Road. The conditions inventory indicates that Tonsler Park has the most amenities, but these amenities are also in need of the most maintenance. There are two community garden spaces within the study area, and a third just outside the boundary of the study area.

Current amenities offered at each of the parks and their conditions are inventoried on the following page. This inventory is focused on general wear and tear of park amenities and is not a safety evaluation of park equipment.



**Basketball Courts at Forest Hills Park**



**City-Owned & unnamed Park Space on Rockcreek Rd.**



**Playground Equipment in good condition at Fifeville Park**



**Community Center at Tonsler Park**

	Fifeville Park		Forest Hills Park		Tonsler Park	
	Count	Condition	Count	Condition	Count	Condition
Ampitheatre					I	Sound
Basketball Court	I	Sound	I	Sound	III	Sound
Benches	Multiple	Sound-Minor to Moderate Repairs	Multiple	Sound-Minor to Moderate Repairs	Multiple	Sound-Minor to Moderate Repairs
Climate-Controlled Community Room					I	Sound-Minor to Moderate Repairs
Grill					I	Sound-Minor to Moderate Repairs
Horseshoes					II	Sound-Minor to Moderate Repairs
Open Space	I	N/A	I	N/A	I	N/A
Off-Street Parking Lots					li	Sound
Ping Pong Table					I	Sound
Picnic Shelter	I	Sound	II	Sound	I	Sound
Picnic Tables	Multiple		Multiple		Multiple	
Pool Tables					II	Sound-Minor to Moderate Repairs
Public Restrooms			I	Sound	I	Sound
Playground-Slides	I	Sound	III	Sound	VI	Sound
Playground-See Saw					I	Sound
Playground- Swings	VI	Sound	VIII	Sound	XII	Sound
Playground- Climbing Wall			I	Sound	IV	Sound
Splash Park				Sound	I	Sound
Tennis Courts					III	
Walking Path/Trail				Sound	I	Sound

## Food Access

The desire for a grocery store in Fifeville was one of the most consistent themes in the community-engagement data. There is currently only one place to dine or buy groceries in the Cherry Avenue corridor. Food access is calculated for census tracts around the country by the USDA and is measured using both census tract income levels and distance between residents in the census tract and grocery stores. A resident of an urban area is considered to have low access to grocery options if the population is low-income (defined as a poverty rate of 20% or a Median Family Income less than 80% of the statewide Median Family Income) and at least 500 people or 33% of the population is  $\frac{1}{2}$  a mile to one mile from a grocery store.

The USDA Food Access Research Atlas is an online tool developed by the USDA Economic Research Service to analyze food access in communities across the United States. The atlas demonstrates that portions of Fifeville are both low-income and have low-access to a grocery store or supermarket. The orange area of Fifeville is a low-income area where at least 500 people or 33% of the population lives at least  $\frac{1}{2}$  a mile from the nearest grocery store. If food access is calculated as being within one mile rather than  $\frac{1}{2}$  a mile of a grocery store, all the study area is considered to have adequate access. Vehicle access is an important component of food access. No part of Fifeville is considered to have low vehicle access, which is calculated as 100 or more residents in a tract who do not have a vehicle and are more than  $\frac{1}{2}$  a mile from a grocery store. This data indicates that Fifeville has some access to grocery options, but that access could be improved.

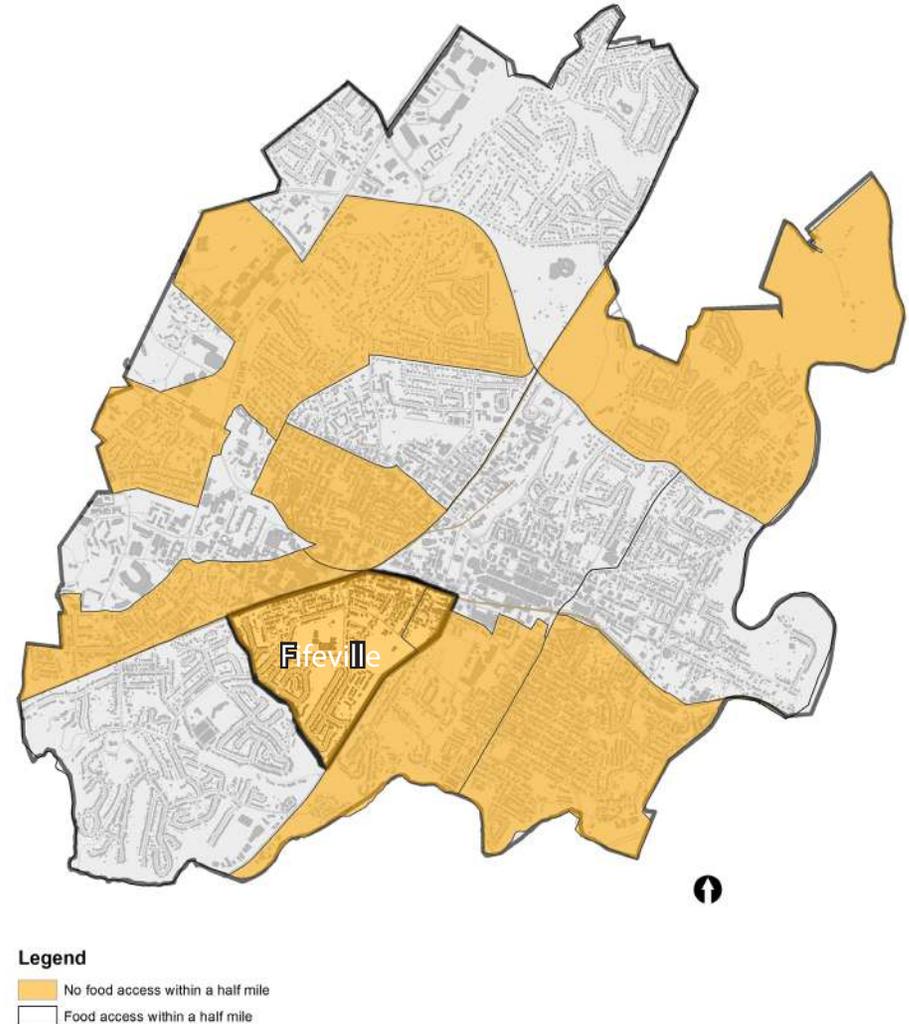
## Community Networks

There are existing community networks in Fifeville which create opportunities for resident empowerment and foster connections between residents. Some of these organizations and groups include:

- The Fifeville Residents Association
- First Baptist Church
- Cherry Avenue Boys and Girls Club
- 5th Street Community Garden
- Community Investment Collaborative
- Abundant Life Ministries

### Food Access Map

Source: USDA Economic Research Service, 2016



## Youth

The Charlottesville City Schools operate six neighborhood elementary schools. An elementary-school student in Fifeville might attend one of three elementary schools, which is dependent on which school their address is zoned. These schools include Clark Elementary, Jackson-Via Elementary, and Johnson Elementary. After attending their neighborhood elementary school, all students in Charlottesville attend Walker Upper Elementary School, Buford Middle School, and Charlottesville High School. Only one Charlottesville City School, Buford Middle School, is in the study area. In 2016 there were 467 residents of Fifeville between the ages of five and nineteen. Twenty-two percent of these youth, 102 people, were living under the poverty line.

There are several after-school programs available to youth in Fifeville. Each has a capacity to serve a number of youths per day. The Boys and Girls Club is a subsidized program; the membership fee is \$35 per year. The CLASS program fees are set on a sliding scale based on income. For example, if a family's income is \$25,000 or less, the program starts at \$72 a month for the first child.

- Cherry Avenue Boys and Girls Club, 230 students age 6-18
- Creative Learning After School and Summer (CLASS) program
  - Clark Elementary School: 43 students grades K-4
  - Jackson-Via Elementary School: 57 students grades K-4
  - Johnson Elementary School: 74 students grades K-4

## Community Goals and Objectives

**Goal 1.** Rebuild and strengthen the sense of belonging, inclusion, and community in Fifeville.

**Goal 2.** Lift up and preserve Fifeville's legacy of African American leadership, and highlight Fifeville's unique sense of place as a culturally diverse neighborhood.

**Goal 5.** Invest in empowerment and upward mobility for neighborhood residents at the most vulnerable end of the socio-economic scale.

**Goal 6.** Foster an inclusive and welcoming community through place-keeping, place-making, and beautification.

**Goal 10.** Increase health and well-being for all neighborhood residents.

5

# Land-Use



# Land-Use Related Comments

Residents hope to enhance Cherry Avenue as a neighborhood center for Fifeville. Throughout the comments, there is a tension between desire for development on Cherry Avenue and reservations about negative impacts of any new development. Several comments indicated clear interest in a community meeting space where groups and neighbors could gather, hold meetings or hold social events. There is also a strong interest in improving food options in the neighborhood. Residents do not feel that there are adequate restaurant or coffee shop options along Cherry Avenue – residents hope that new food options would reflect Fifeville through ownership and menu offerings. As in Charlottesville as a whole, much of the land in Fifeville is single-family residential, which residents want to maintain, while also increasing the supply of affordable housing.

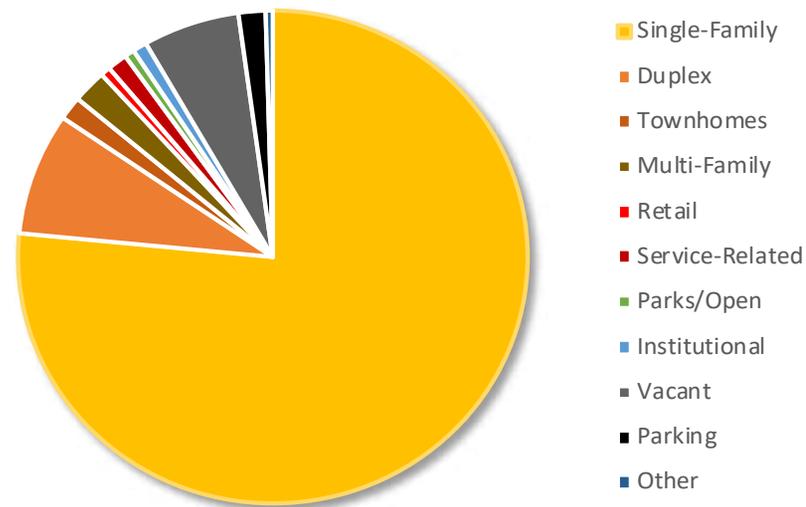
Proposed changes to land use in Fifeville are focused on the Cherry Avenue corridor, specifically the section between 9th Street and Ridge Street. The comments focused on neighborhood-scale development of commercial areas that facilitate more active and social places for residents to gather, eat, and shop. Residents are interested in new development that builds on existing community assets in Fifeville. Comments emphasized cost of living and were not interested in high-rise development that would drive housing costs up. The land-use chapter will build on these land-use community themes.

## Existing Land-Uses

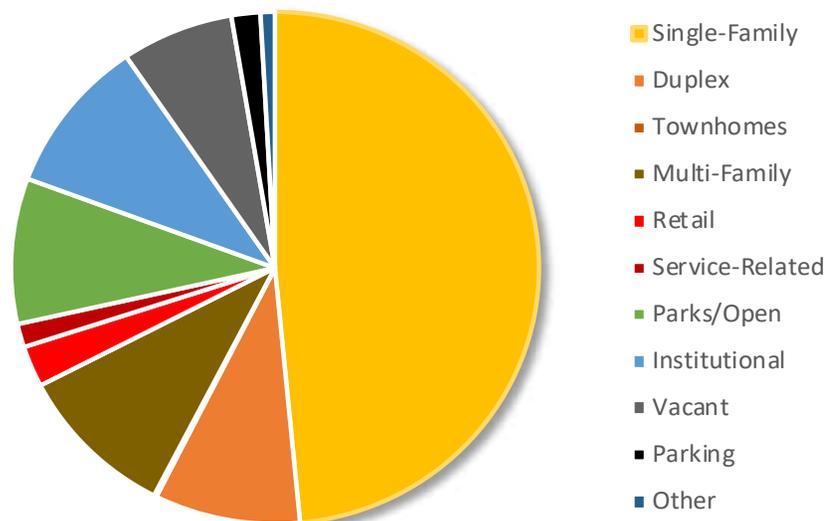
Currently, Fifeville is known for being a residential neighborhood with a commercial corridor along Cherry Avenue. Reviewing the existing land use map on the following page, reveals that most of the neighborhood consists of single-family detached homes. These homes rest on small, rectangular lots, arranged in a grid or organic street design. The largest single property is Buford Middle School, at the center of the neighborhood. Land-use definitions are included in Appendix D

By parcel counts, single-family is the most common land use in the neighborhood. Duplexes are the second most common use of land, by parcel count. By acreage, single-family is still the most common use in Fifeville. Given the size of the school and park sites, the total land area of uses is more evenly distributed.

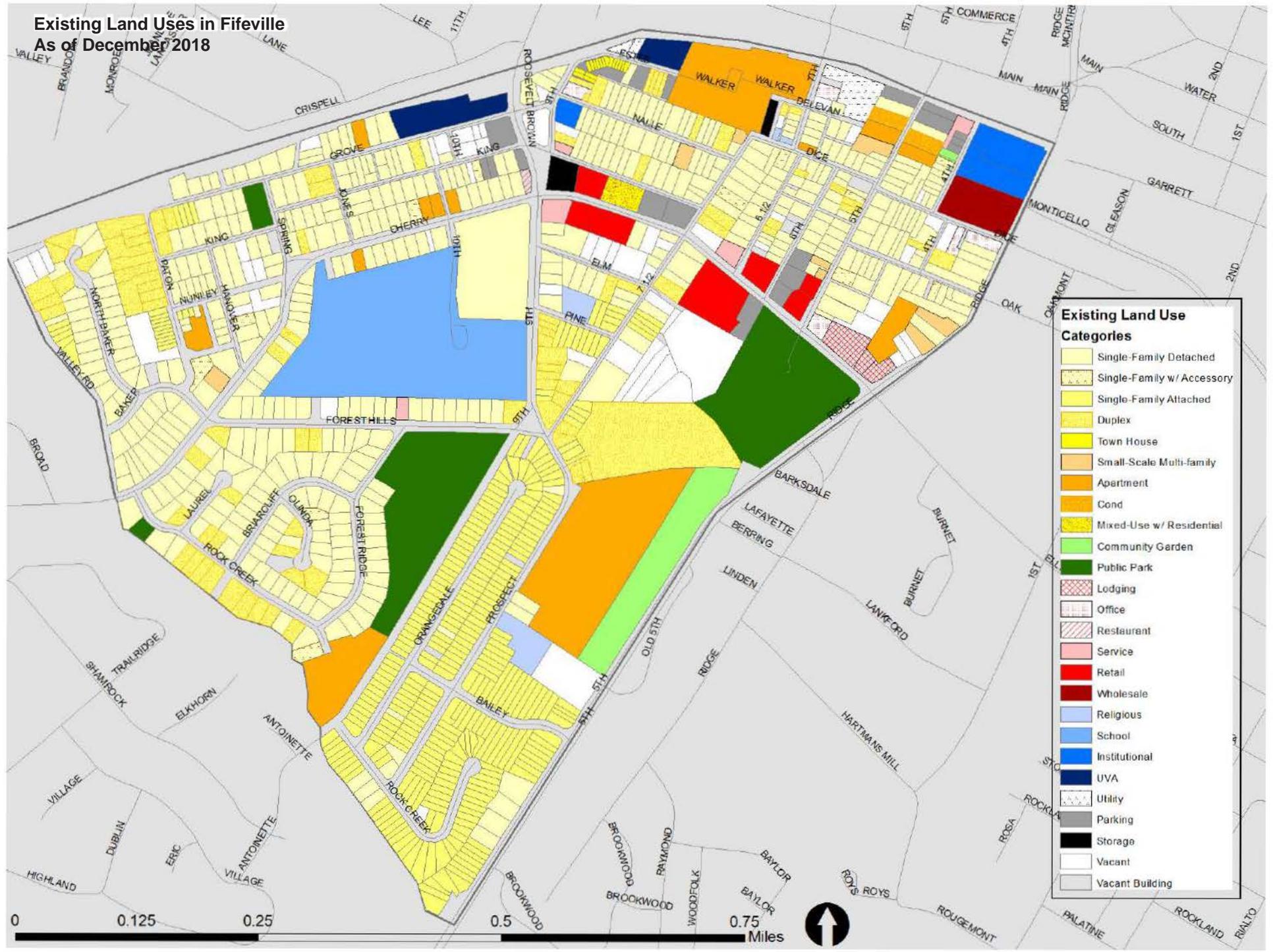
### Parcels Count by Existing Land Use Fifeville Neighborhood



### Acres by Existing Land Use Fifeville Neighborhood



Existing Land Uses in Fifeville  
As of December 2018



**Existing Land Use Categories**

[Light Yellow]	Single-Family Detached
[Yellow with Dotted Pattern]	Single-Family w/ Accessory
[Yellow with Horizontal Lines]	Single-Family Attached
[Yellow with Vertical Lines]	Duplex
[Yellow with Diagonal Lines]	Town House
[Light Orange]	Small-Scale Multi-family
[Orange]	Apartment
[Dark Orange]	Condo
[Yellow with Cross-hatch Pattern]	Mixed-Use w/ Residential
[Light Green]	Community Garden
[Dark Green]	Public Park
[Red with Diagonal Lines]	Lodging
[Pink with Diagonal Lines]	Office
[Light Pink]	Restaurant
[Light Red]	Service
[Red]	Retail
[Dark Red]	Wholesale
[Light Blue]	Religious
[Blue]	School
[Dark Blue]	Institutional
[Dark Blue with Diagonal Lines]	UVA
[White with Dotted Pattern]	Utility
[Grey]	Parking
[Black]	Storage
[White]	Vacant
[Light Grey]	Vacant Building

0 0.125 0.25 0.5 0.75 Miles



## Recent Land-Use Changes

Since 2000, significant land-use changes occurred within and around the Fifeville neighborhood. Just outside of the study area, the City witnessed large private investment along West Main Street, with construction of several new apartment buildings. To the south, the Beacon on 5th apartment community brings greater density to the surrounding area. Within Fifeville, builders added over 400 new homes to the neighborhood. This trend in redevelopment may be an indicator for future development, as is seen in the development scenario covered later in this chapter.

### Since 2010

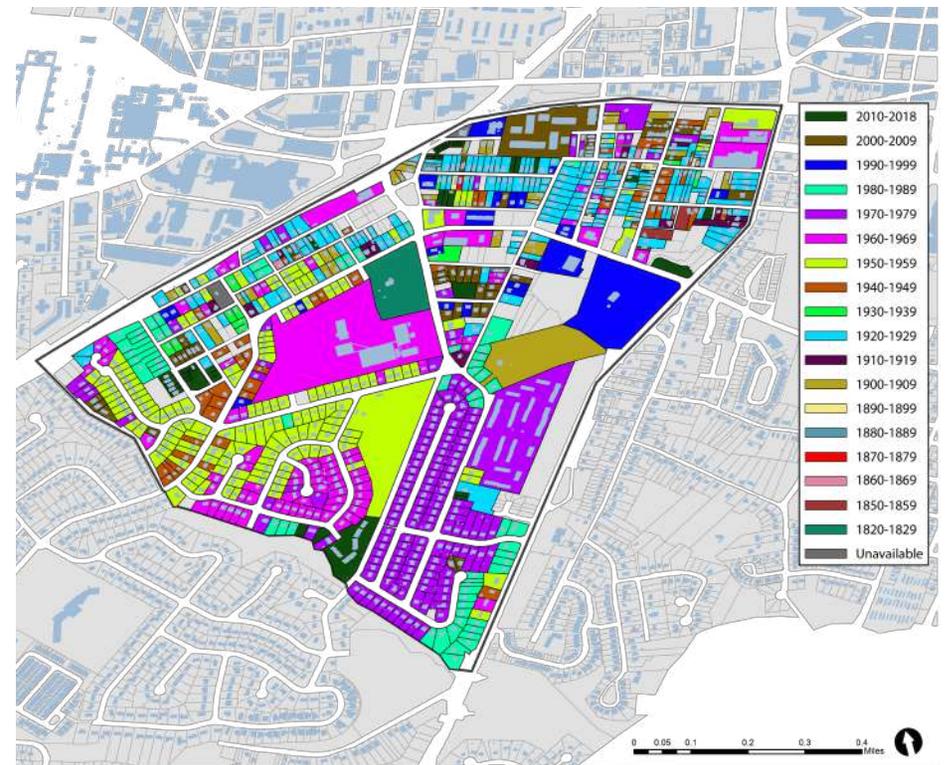
Between 2010 and the beginning of 2019, there were approximately 80 new dwelling units. Most of these new homes are part of larger developments, such as: Habitat development on Paton Street (27 units), Rockcreek condos (24 units), and the Estes Street townhomes project (17 units). There were new single-family homes throughout Fifeville, on Rockcreek Road, King Street, Prospect Avenue, Nall, Oak, 6th and 5th Street SW. Several additional housing developments are under construction. This includes Habitat development on Ridge Street, with 14 new homes. At Ridge Street and Cherry Avenue, a new apartment building will supply an additional 27 multi-family units. When these are completed, the 2010-2020 decade will bring at least 120 new housing units to the Fifeville neighborhood.

### The 2000s

In the 2000s, Fifeville saw the development of approximately 300 new dwelling units. Walker Square accounts for most of those units, with about 230. Smaller developments included 5th Street Flats and Oak Lawn Cottages, each with approximately 14 units. Other new home construction included single-family detached or duplex development, scattered across the neighborhood.

## Existing Structures

Fifeville's buildings vary greatly in terms of age. The oldest homes date back to the 1820s. The map below reveals how the neighborhood developed over time. This is significant because it helps to illustrate how the study area changed and may hint at how it will continue to change into the future. It also illustrates the aging housing stock, which may require significant reinvestment as it continues to age.



Businesses along Cherry Avenue



MAP LEGEND

- - - CHERRY AVE. COMMERCIAL CORRIDOR
- BUILDING FOOTPRINT
- TONSLER PARK

<b>01</b> Not Available	<b>06</b> Towne Court	<b>11</b> Southern Development Homes	<b>16</b> Nail Art Salon & Spa	<b>21</b> Not Available	<b>26</b> The Salvation Army
<b>02</b> Sunshine Mini Mart	<b>07</b> Exxon Station/Spencer Market	<b>12</b> Fairfield Inn & Suites	<b>17</b> Not Available	<b>22</b> Private Home	
<b>03</b> Independence Resource Center	<b>08</b> La Flor Michoacana	<b>13</b> Coastal GOCO	<b>18</b> Boost Mobile	<b>23</b> Private Home	
<b>04</b> Independence Rehab Discounters	<b>09</b> New York Fashion	<b>14</b> Barbershop	<b>19</b> Liberty Income Tax	<b>24</b> Private Home	
<b>05</b> The Jacksons Body & Soul Salon	<b>10</b> Kim's Market	<b>15</b> Tom Thumb Market	<b>20</b> Payne's Check Cashing	<b>25</b> The Salvation Army	

# Existing Entrepreneurship & Economic Development Resources

There are a variety of competitive grants or training programs for economic development at the local, state and national level. Several programs specific to Charlottesville or Virginia residents are listed below. Five of the six programs listed provide funding directly to small business owners. These are resources that could support existing Fifeville business owners as Cherry Avenue continues to develop so that the corridor improvements maintain the viability of Fifeville-owned businesses.

Program/Resource	Funder or Coordinator	Typical Resources Provided
Building Entrepreneurial Economies	VA Department of Housing and Community Development	"The Building Entrepreneurial Economies (BBE) program provides grants and technical assistance to nonprofit organizations and local governments that plan and implement innovative, comprehensive, strategic and sustainable business development strategies that support local and regional asset-based economic development"
The Community Investment Collaborative	Independent Nonprofit	Microloans of \$3,500 for graduates of the Entrepreneur Training Workshop and existing business owners; KivaZip loans of \$5,000 in stage one and \$10,000 in stage two
I.Lab Incubator Program	UVA	\$5,000 grant; workspace 10 hours a week; legal support; access to workshops
Small Business Administration Loan Program	U.S. Small Business Administration	Maximum loan of \$350,000 for businesses that "qualify as small by SBA standards and cannot qualify for a loan without government support"
Small Business Investment Grant Fund	VA Small Business Financing Authority	"Designed to assist small businesses in raising equity to capitalize their growth. Grants equal to 10% of the qualified investment"
Virginia Individual Development Accounts	VA Department of Housing and Community Development	"The Virginia Individual Development Accounts (VIDA) program is for individuals saving for a down payment on a home, business equipment and inventory or post-secondary education tuition payments."

# Existing Zoning Code

Within the study area boundaries, there are eight base zoning districts. These include five districts designed for residential properties, a commercial district and two mixed-use districts. There are several overlay districts for parks, entrance corridors and architectural review areas, as well. Each of these districts serve a specific purpose, as is detailed below:

## Single-Family R-1S District

The single-family residential zoning districts are established to provide and protect quiet, low-density residential areas wherein the predominant pattern of residential development is the single-family dwelling. R-1(S) ("small lot"), consisting of low-density residential areas characterized by small-lot development.

## Two-Family R-2 District

The two-family residential zoning districts are established to enhance the variety of housing opportunities available within certain low-density residential areas of the city, and to provide and protect those areas. R-2, consisting of quiet, low-density residential areas in which single-family attached and two-family dwellings are encouraged. Included within this district are certain areas located along the Ridge Street corridor, areas of significant historical importance.

## Multifamily R-3 District

The purpose of the multifamily residential zoning district is to provide areas for medium- to high-density residential development. The basic permitted use is medium-density residential development; however, higher density residential development may be permitted where harmonious with surrounding areas. Certain additional uses may be permitted, in cases where the character of the district will not be altered by levels of traffic, parking, lighting, noise, or other impacts associated with such uses. R-3, consisting of medium-density residential areas in which medium-density residential developments, including multifamily uses, are encouraged.

## McIntire/Fifth Street Residential Corridor.

The purpose of this district is to encourage redevelopment in the form of medium-density multifamily residential uses, in a manner that will complement nearby commercial uses and be consistent with the function of McIntire Road/Fifth Street Extended as a gateway to the city's downtown area.

## Planned Unit Development District

The PUD district is intended to be flexible and allow for more creativity with new developments. The objective is to encourage developments of equal or higher quality than otherwise required by the strict application of zoning district regulations that would otherwise govern. PUDs should encourage innovative arrangements of buildings and open spaces to provide efficient, attractive, flexible and environmentally-sensitive design. It also promotes a variety of housing types, or, within a development containing only a single housing type, to promote the inclusion of houses of various sizes.

## B-2 Business District

The City established this district to provide for commercial uses of limited size, primarily serving neighborhood needs for convenience goods. The intent of the B-2 regulations is to encourage clustering of these neighborhood-serving commercial uses. The uses permitted within this district are those which will generate minimal traffic originating outside the neighborhood areas served, and that will generate minimal noise, odors and fumes, smoke, fire or explosion hazards, lighting glare, heat or vibration.

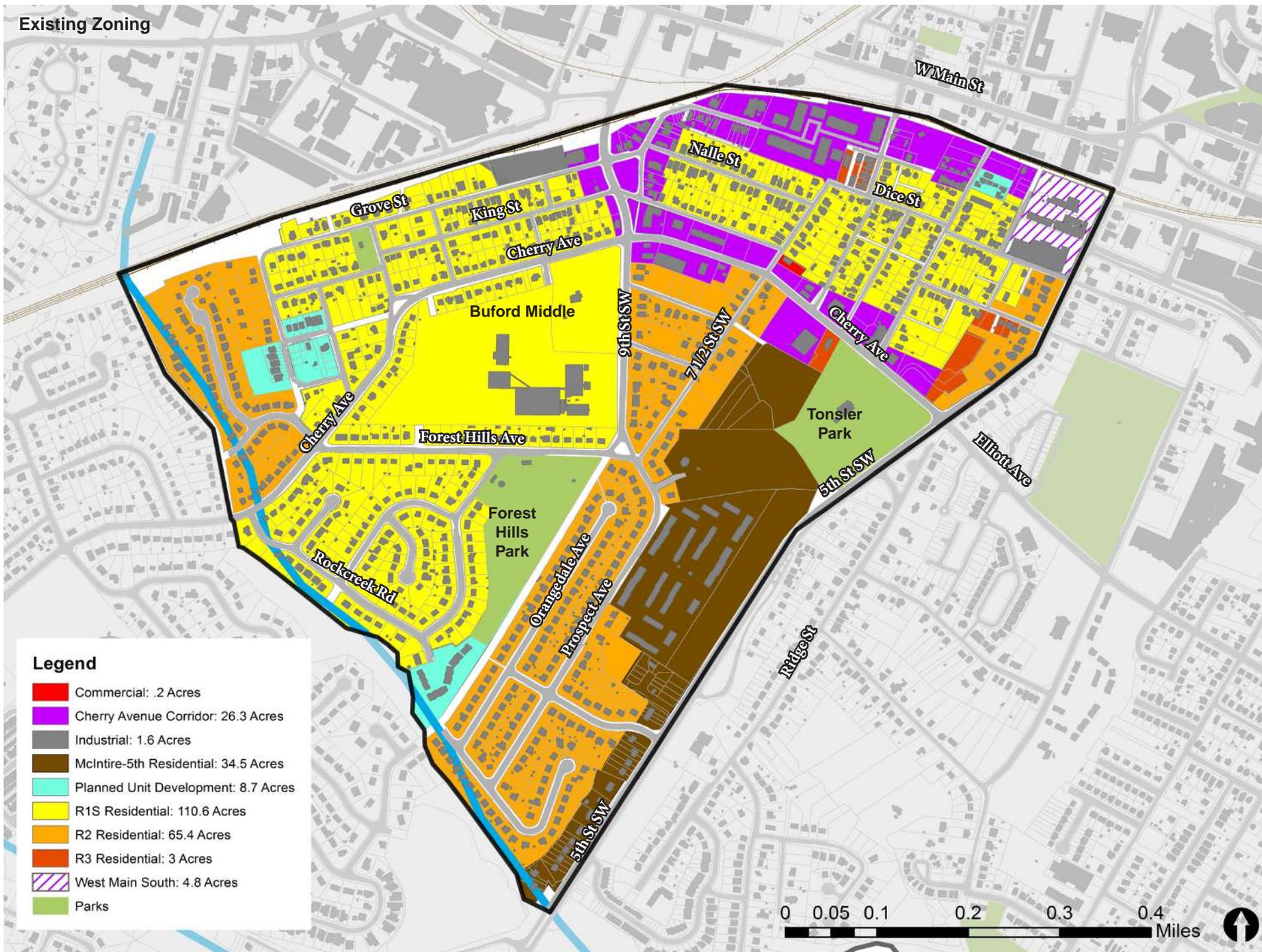
## West Main Street East Corridor District

This district is on the fringe of the study area but is worth mentioning. Within this district, the purpose of zoning regulations is to encourage a continuation of the established pattern and scale of commercial uses, and to encourage an extension of a walkable, mixed use "main street" setting eastward from the railroad bridge, continuing into the area where the West Main Street Corridor transitions into the city's downtown.

## Cherry Avenue Corridor District

This zoning classification establishes a district designed to encourage conservation of land resources, minimize automobile travel, and promote employment and retail centers in proximity to residential uses. It permits increased development on busier streets without fostering a strip-commercial appearance. It is anticipated that development will occur in a pattern consisting of ground-floor commercial uses, with offices and residential uses located on upper floors. This district is intended to promote pedestrian-oriented development, with buildings located close to and oriented towards the sidewalk areas along primary street frontages.

Existing Zoning



Legend

- Commercial: .2 Acres
- Cherry Avenue Corridor: 26.3 Acres
- Industrial: 1.6 Acres
- McIntire-5th Residential: 34.5 Acres
- Planned Unit Development: 8.7 Acres
- R1S Residential: 110.6 Acres
- R2 Residential: 65.4 Acres
- R3 Residential: 3 Acres
- West Main South: 4.8 Acres
- Parks

# Zoning Mismatches

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The TJPDC and Fifeville community collected extensive community feedback throughout the 2016 Cherry Avenue Visioning and Cherry Avenue Small Area Planning processes. TJPDC staff collected and organized all public comments related to land-use matters into a spreadsheet. With a detailed database of over 420 comments and community themes, staff was able to compare the community's vision of Cherry Avenue with the City of Charlottesville's existing zoning code. In this comparison, there were code sections that were consistent with what staff heard during the planning process. Conversely, there were other code sections that appear to contrast with what Fifeville residents would like to see in the Cherry Avenue corridor and larger neighborhood. The landuse matrix on the following page reflects the desired uses residents would and would not like to see in the Fifeville neighborhood.

## Design of New Development

Residents asked for new development that reflects the character and feel of Fifeville. Despite this desire, there are practically no design regulations in place to ensure this vision. Throughout the neighborhood, only a handful of properties, such as the historic Oak Lawn and the entrance corridor along Ridge, have design overlay districts. There are no additional codes to regulate building materials, color, landscaping, architectural features or treatment of those features.

## Building Heights on Cherry Avenue

Residents would like to maintain a small-scale character for the neighborhood. The public engagement process revealed a desire to avoid the scale of development that is occurring along West Main Street. In a visual preference survey, participants selected three-story buildings as ideal for Cherry Avenue. There may be a need to reexamine the five-story heights allowed under the existing Cherry Avenue Corridor District.

## Setbacks for Buildings

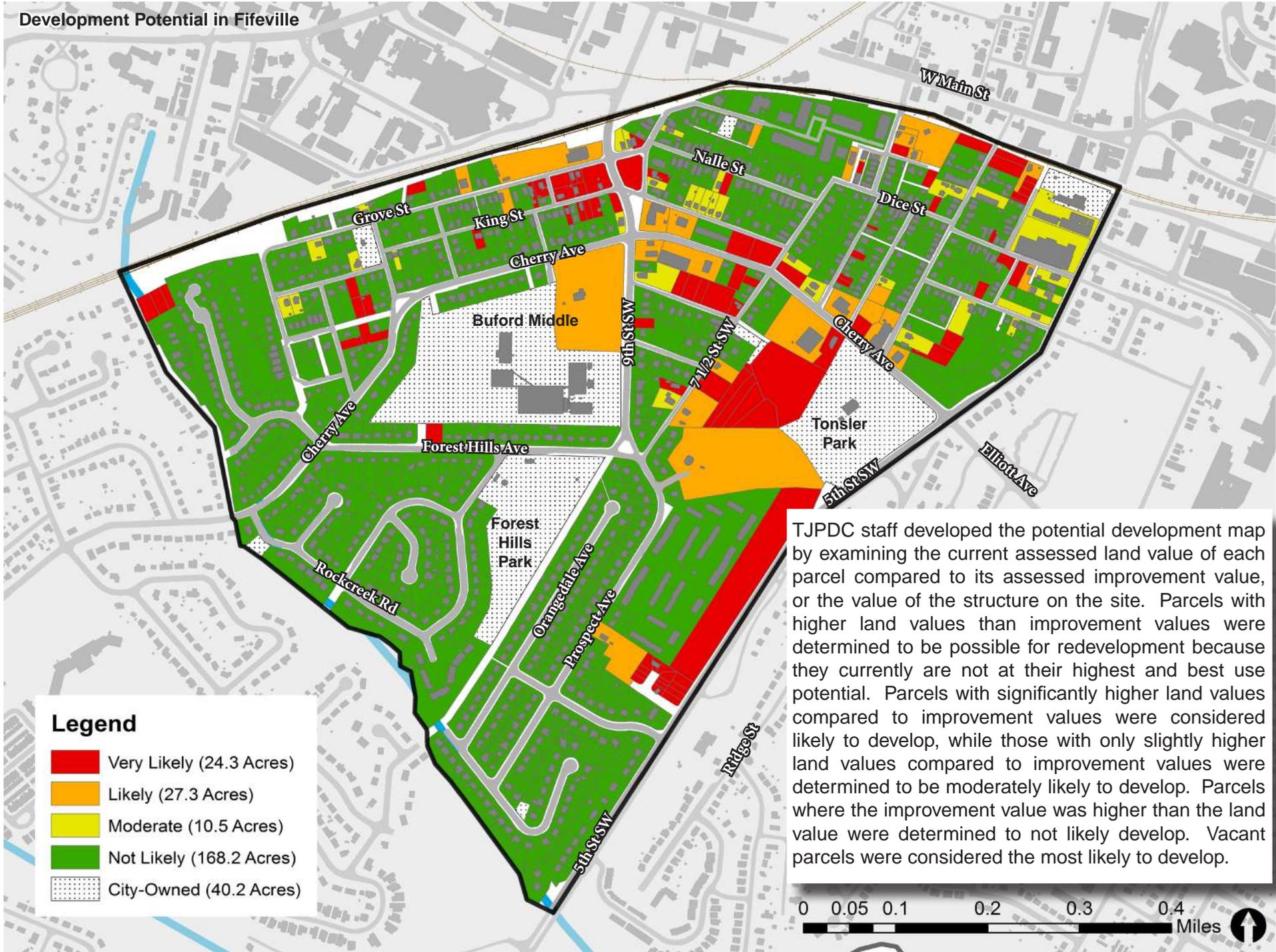
While residents want an active, small-town streetscape, they would like additional setbacks for outdoor seating, gatherings and landscaping. Residents also indicated more separation from existing, single-family homes. The existing Cherry Avenue Corridor District states "there shall be no minimum front yard" for those properties. This may need to be re-examined with a streetscape planning effort.

## Residential Density

The public indicated that they wanted to avoid large apartment buildings in the neighborhood. While there is support for apartments and the potential for supplying affordable housing, residents want new developments to occur on a human-scale. The allowable density in the corridor districts may need to be re-examined to determine what is appropriate. The following Development Scenario helps to define what the existing densities allow.

	Things Residents Would <u>LIKE</u> to See	Things Residents Would <u>NOT</u> Like to See
<b>Housing + Sense of Community &amp; Belonging</b>	<ul style="list-style-type: none"> <li>• Preservation of existing housing</li> <li>• Affordable housing, including subsidized housing for low-income residents that is incorporated throughout the neighborhood (as opposed to being isolated)</li> <li>• For generational families to remain</li> </ul>	<ul style="list-style-type: none"> <li>• Huge apartment buildings (like on Main Street)</li> <li>• Absentee landlords</li> <li>• Displacement of current residents</li> <li>• A divided community</li> </ul>
<b>Affordable Food</b>	<ul style="list-style-type: none"> <li>• An affordable grocery store, produce store, or co-op</li> <li>• Fruits and vegetables</li> <li>• Community garden</li> <li>• Farmer's market</li> </ul>	<ul style="list-style-type: none"> <li>• Dilapidated grocery store with low quality goods</li> <li>• A grocery store that is too expensive for lower-income residents</li> </ul>
<b>Locally Owned &amp; Operated Goods &amp; Services</b>	<ul style="list-style-type: none"> <li>• Financial services (bank, ATM, affordable taxes)</li> <li>• Laundromat</li> <li>• Restaurants (McDonald's, Kentucky Fried Chicken, coffee shop- like Cville Coffee)</li> <li>• Convenience stores to remain</li> <li>• Art spaces (studios)</li> <li>• Businesses that hire locally/pay a living wage</li> <li>• Health care facility, affordable day care for neighborhood children, flower shop, department store, Family Dollar</li> <li>• Non-profit community center (rented for a commercial kitchen, parties, gatherings, classes)</li> <li>• Makerspace/business incubator</li> </ul>	<ul style="list-style-type: none"> <li>• Hotel</li> <li>• Parking garage</li> <li>• Absentee landlords</li> <li>• Goods and services that are too expensive for lower-income residents</li> <li>• Chain restaurants</li> </ul>
<b>History, Culture, &amp; Art</b>	<ul style="list-style-type: none"> <li>• Preservation of history and culture (people and housing)</li> <li>• Standing exhibit of history</li> <li>• Historic signs and/or walking tours</li> <li>• Public art and murals</li> </ul>	
<b>Walkability, Traffic, Public Transportation, &amp; Parking</b>	<ul style="list-style-type: none"> <li>• Lower the speed limit to 25 mph</li> <li>• Flashing crosswalk at all crosswalks</li> <li>• Additional infrastructure for pedestrians/bikes</li> <li>• More frequent bus service</li> <li>• Consider parking in back of commercial</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic congestion on Cherry Avenue and residential streets</li> </ul>
<b>Infrastructure, Aesthetics, &amp; Design</b>	<ul style="list-style-type: none"> <li>• Cherry trees</li> <li>• Landscaping, flowers, and tree cover</li> <li>• Buildings at the present scale</li> <li>• Public trash and recycling cans along Cherry</li> <li>• Gazebo and botanical garden at Tonsler Park</li> <li>• Preserve and maintain old signs</li> </ul>	<ul style="list-style-type: none"> <li>• Large, blocky architecture that doesn't fit the neighborhood</li> <li>• Light pollution</li> <li>• Vacant lots</li> <li>• Old signs that are dilapidated</li> </ul>
<b>Social Events &amp; Programs</b>	<ul style="list-style-type: none"> <li>• A neighborhood block party</li> <li>• Use Tonsler amphitheater for performances, including showcasing neighborhood talent and live bands</li> <li>• Pop up events in vacant lots</li> <li>• After school programs and summer camps</li> <li>• Events for seniors, such as bingo</li> </ul>	
<b>Safety</b>	<ul style="list-style-type: none"> <li>• Police walking in the neighborhood</li> <li>• More people out walking</li> <li>• Police substation in community-friendly location</li> <li>• Respect training for police officers</li> </ul>	<ul style="list-style-type: none"> <li>• Dilapidated grocery store</li> <li>• Increased presence of police (due to previous negative experiences)</li> <li>• Police substation</li> <li>• Drugs, prostitution, and loitering</li> </ul>

Development Potential in Fifeville



**Legend**

- Very Likely (24.3 Acres)
- Likely (27.3 Acres)
- Moderate (10.5 Acres)
- Not Likely (168.2 Acres)
- City-Owned (40.2 Acres)

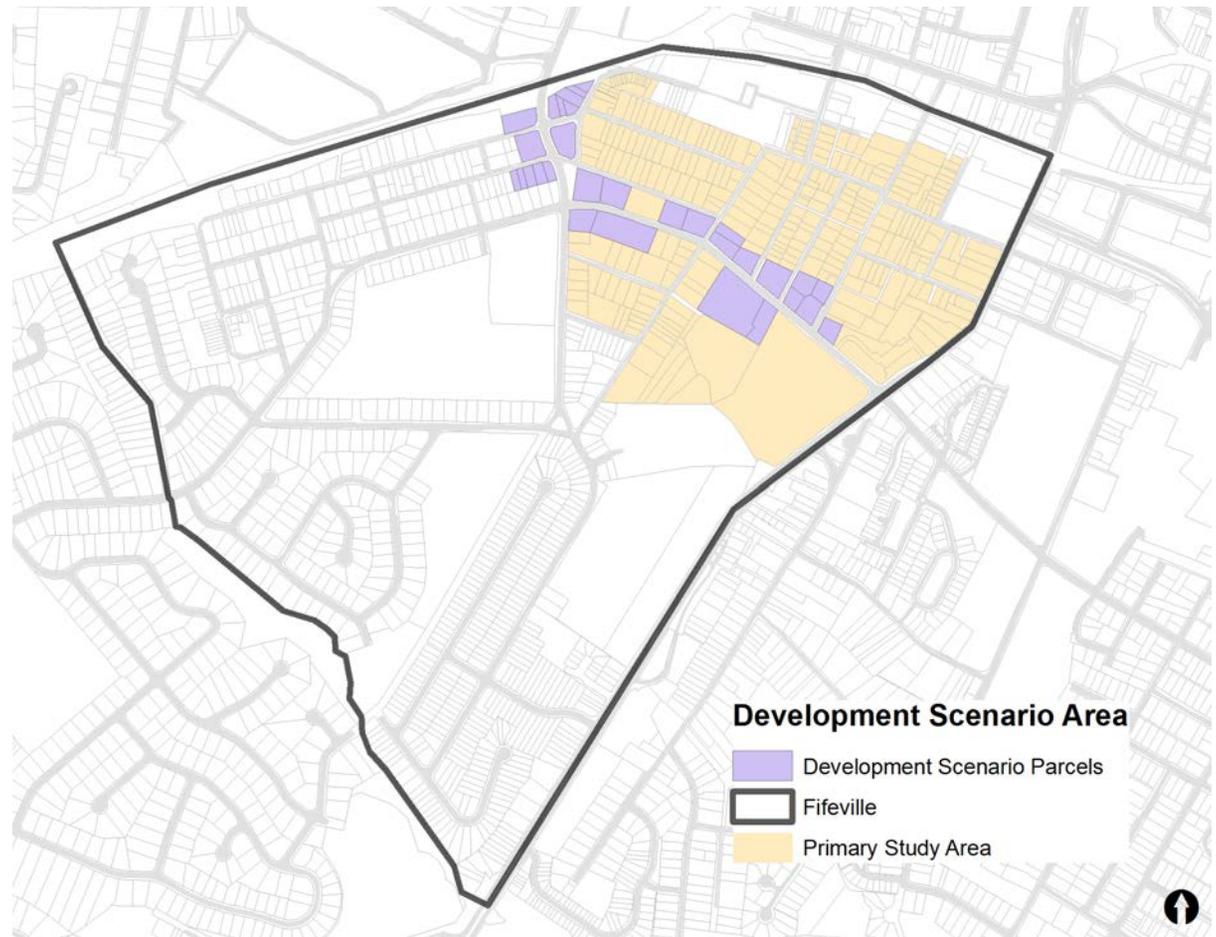
TJPDC staff developed the potential development map by examining the current assessed land value of each parcel compared to its assessed improvement value, or the value of the structure on the site. Parcels with higher land values than improvement values were determined to be possible for redevelopment because they currently are not at their highest and best use potential. Parcels with significantly higher land values compared to improvement values were considered likely to develop, while those with only slightly higher land values compared to improvement values were determined to be moderately likely to develop. Parcels where the improvement value was higher than the land value were determined to not likely develop. Vacant parcels were considered the most likely to develop.



## Development Scenario

The development scenario for Fifeville responds to both resident comments and the land-use analysis. Existing zoning requirements allow for much commercial and residential growth along Cherry Avenue. If done intentionally, new development can align with the aesthetic style and land use desired by Fifeville residents. The following scenario is focused on examining the development potential, particularly along Cherry Avenue, if the existing mixed-use zoning is maximized. The parcels included in the scenario are indicated below. Table A demonstrates each site's potential based on the development scenario. Table B compares current land use to potential land use in the primary study area and along Cherry Avenue. Of the 33 parcels included in the scenario, 12 are currently commercial uses, 14 are parking lots or vacant lots, and 7 are residential uses. The scenario proposes developing all 34 parcels as five-story buildings with one ground floor of commercial space and four subsequent floors of residential space. Zoning requirements for the Cherry Avenue Zoning District (CH) that were considered are described in more detail below.

This scenario specifically focuses on land use and does not include a financial analysis or pro forma. It is important to residents that development includes affordable housing and does not inflate the cost of living. This scenario is a starting point for future collaborations between Fifeville business owners, residents, housing advocates and developers. Implementing neighborhood-scale commercial development and affordable housing on Cherry Avenue will require creativity, strong partnerships, and a variety of funding sources.



The following constraints were included for each scenario, taken from the Cherry Avenue Mixed Use Section of the Zoning Code:

- **Maximum building height of 50 feet for residential and mixed-use purposes**
- **Side setbacks of five feet**
- **First floor designated as commercial, retail or office space with four floors of residential space above**
- **Maximum of 43 residential units per acre**
- **About 1,000-2,000 square feet per residential unit**
- **.5 parking space per residential unit**
- **No bonuses were considered**
- **Conservative estimates were accounted for stairwells and walls when calculating square footage of residential and commercial space in new buildings.**

## Growth Potential in and Along Cherry Avenue

Site	Address	Owner	Acres	Housing Units	Commercial Office (Sq Ft)
1	435 Cherry Ave	Ballif Investments, LLC	0.284	15	4,320
2	501 Cherry Ave	Hale, Barbara, Jason & Megan Wood	1.1	43	34,362
	507 Cherry Ave	Hale, Barbara, Jason & Megan Wood			
	0 6th St	Hale, Barbara, Jason & Megan Wood			
	0 5th St	Hale, Barbara, Jason & Megan Wood			
3	601 Cherry Ave	Clay &, Nicole Properties INC	0.651	25	11,060
4	600 Cherry Ave	The Salvation Army	2.67	90	34,364
	604 Cherry Ave	The Salvation Army			
5	701 Cherry Ave	Talbott, Eugenia & R Deane, JR, TR, ETAL	0.33	15	4,500
6	406 7-1/2 St SW	Maxima Invest, INC		11	4,500
7	0 Cherry Ave	Cherry Avenue Properties, LLC	0.85	39	20,427
	801 Cherry Ave	Cherry Avenue Properties, LLC			
8	832 Cherry Ave	GOCO, INC	1.57	67	34,060
	814-830 Cherry Ave	Cherry Avenue Properties, LLC			
9	835 Cherry Ave	Frances D Barnett	1.067	45	30,550
	827 Cherry Ave				
10	916 King St	Jeffery A Marshall	0.118	31	18,005
	914 King St	Atlas Projects, LLC	0.118		
	912 King St		0.165		
	910 King St		0.165		
	403 Roosevelt Brown Blvd	Wood Property Investments, LLC	0.173		
11	910 Grove St	Rector & Visitors of UVA	0.506	21	11,590
12	999-1001 Grove St	Rector & Visitors of UVA	0.45	19	9,662
13	905 Grove St	905 Grove, LLC	0.159	33	15,154
	903 Grove St	903 Grove, LLC	0.097		
	227 9th St SW	Armory 227 9th, LLC	0.113		
	225 9th St SW	Dudley, Shirley M & Carolyn D	0.225		
	223 9th St SW	223 Ninth, LLC	0.096		
	221 9th St SW	221 Ninth, LLC	0.078		
14	312 9th St SW	Ronald McDonald House	0.137	17	9,340
	314 9th St SW		0.148		
	316 9th St SW	Dandr Properties, LLC	0.112		
15	301-315 9th St SW	Town Properties SOHO, LLC	0.56	24	14,418

## Comparing Existing Conditions to Scenario Conditions

	<i>Existing</i> : Primary Study Area	<i>Existing</i> : Sites 1-15	<i>Potential</i> : Development Scenario Sites 1-11
Total Developed Square Footage	3,484,987 Sq. Ft.	72,792 Sq. Ft.	1,238,559 Sq. Ft.
Average Number of Stories	2	1	5
Parking Spots: Permitted	162	225	238
Parking Spots: Nonpermitted	193	15	15
Total Parking Spots	355	240	253
Residential Units	269	16	494
Finished Residential Space	421,188 Sq. Ft.	8759 Sq. Ft.	982,247 Sq. Ft.
Bedrooms	842	35	494 or more
Commercial Addresses	83	12	At least 40
Gross Area: Commercial	120,450 Sq. Ft.	64,065 Sq. Ft.	256,312 Sq. Ft.
Trips per Day: Cherry Avenue (Source: 2017 VDOT Data)	12,400	12,400	

## Site 1

The first site is made up of .284 of an acre at the intersection of 5th Street and Cherry Avenue. If built up to five stories as zoning allows, the site could provide 15 housing units, 4,320 square feet of commercial space, and 10 parking spaces behind the building.



Existing view of Site 1 facing west down Cherry Avenue.



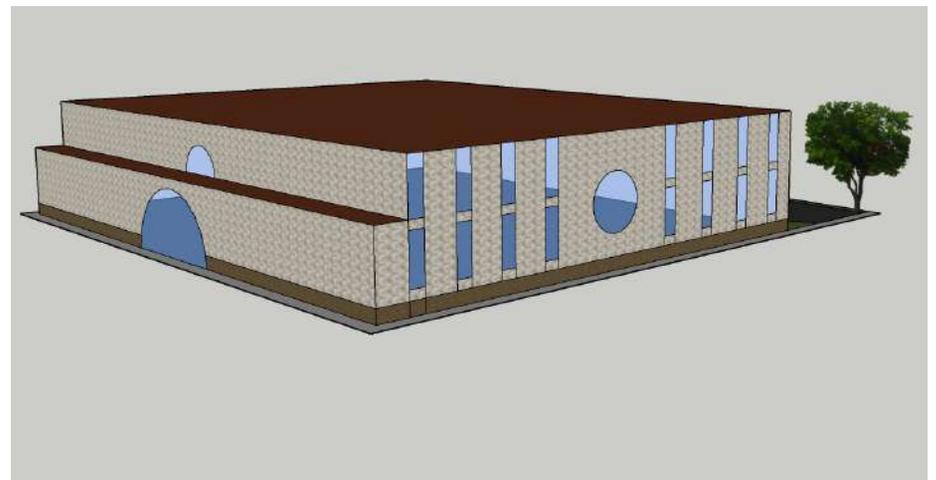
Aerial view of a potential built out of Site 1. The frontage of the site and street trees are facing Cherry Avenue. The building is oriented the same way as the existing building, but is larger and taller, with rear parking.

## Site 2

Site 2 includes four parcels owned by Barbara Hale and Jason & Megan Wood. Kim's Market extends into two of these parcels, and the other two make up the site's parking lot. This is a large site with potential to be developed to establish more walkability, and neighborhood scale design. This is a key intersection that could be leveraged as a gateway or focal point for Fifeville. A new building that maximizes the zoning would include 43 residential units, 34,362 square feet of commercial space, and 21 parking spaces.



Aerial shot of existing Kim's Market at Site 2 facing west down Cherry Street.



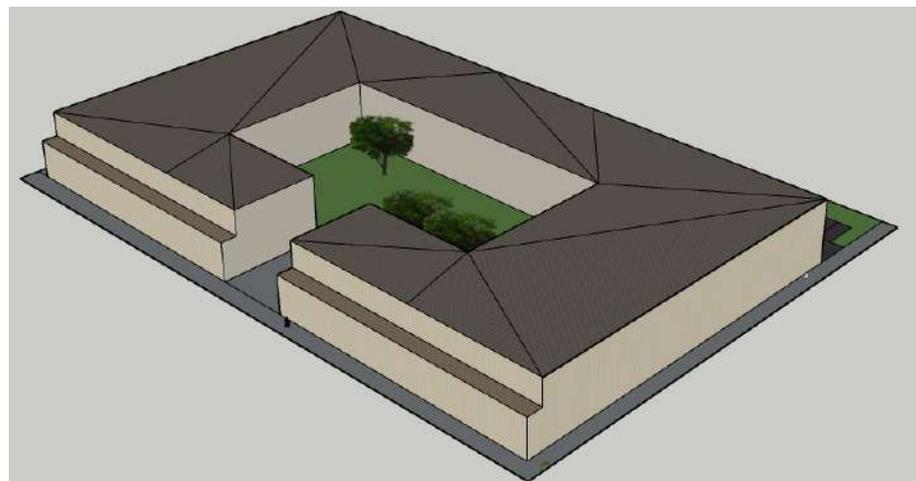
Potential development of Site 2 facing west down Cherry Avenue.

### Site 3

The third site is a commercial development that is currently home to La Flor Michoacana and New York Fashion. As with other sites, parking is dominant, and building is set back far from the street. If the space is maximized under current zoning, a new site could have 11,060 square feet of commercial space, which is enough for at least two businesses, as well as 25 housing units and 14 parking spaces.



Aerial existing view of Site 3 facing northwest towards 6 1/2 Street.



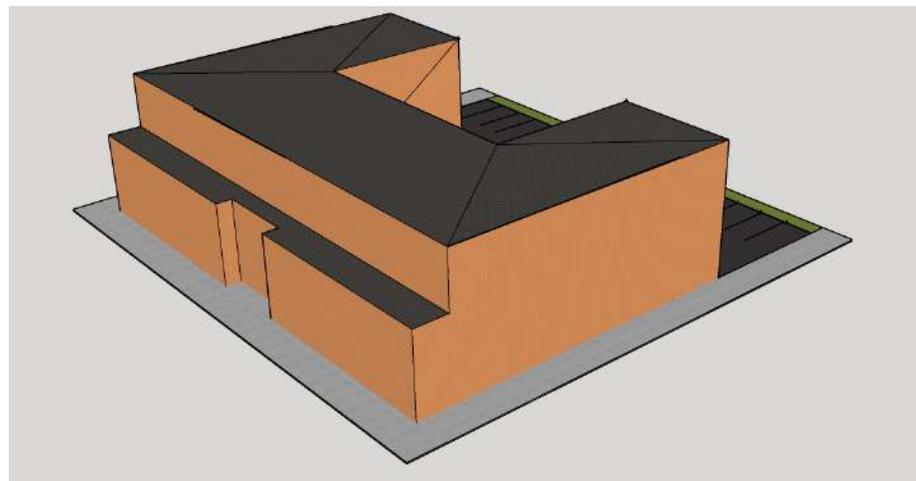
Potential development of Site 3 to include parking and a courtyard space.

### Site 4

Salvation Army currently owns and occupies Site 4. Site 4 is the largest site in the scenario and totals 2.67 acres. If the site is maximized under current zoning, the site would include 90 residential units and 34,364 square feet of commercial space, which is enough for at least eight business. The site would include 44 parking spaces. Because the building footprint is so large, a courtyard was added to the potential site to allow for adequate lighting.



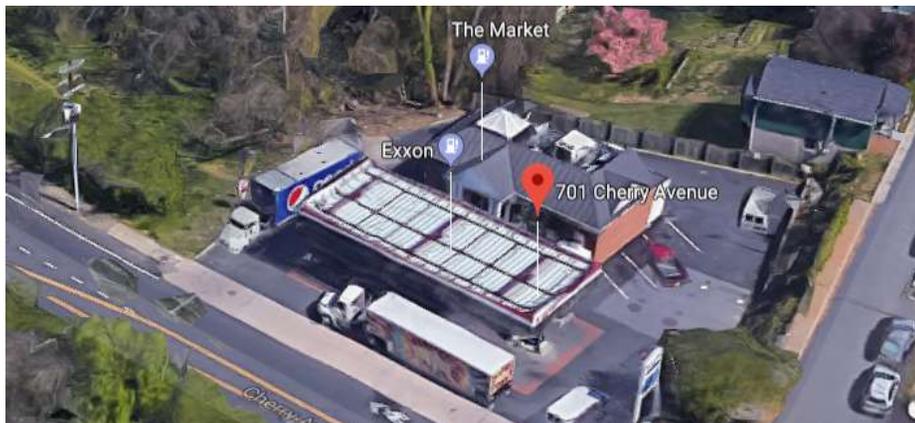
Aerial view of existing conditions at Site 4 looking north toward Cherry Avenue.



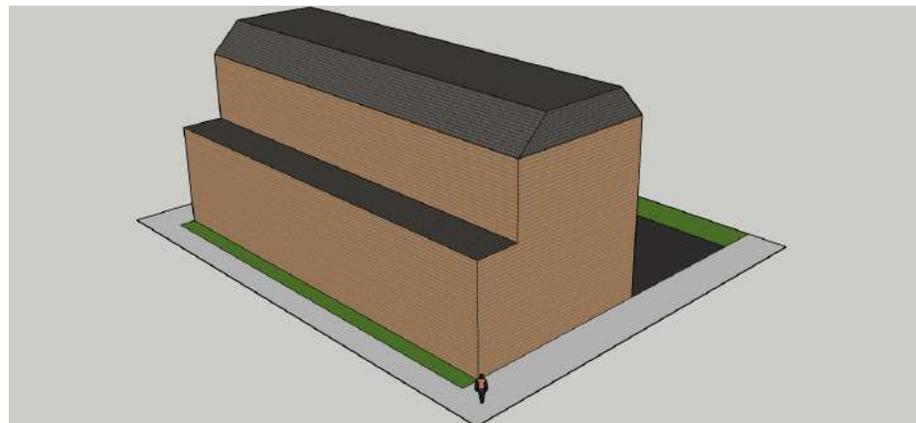
Potential development of Site 4, with street frontage along Cherry Avenue, image facing west.

## Site 5

The 5th site is currently home to an Exxon station and an attached market. The site is on .33 of an acre between Cherry Avenue and 6 ½ Street. As with all sites 1-5, single-family residential properties face the north side of the site. A new building on the site could provide 15 housing units and 8 parking spaces. Commercial space of 4,500 square feet could be provided.



Aerial of existing development at the corner of 6 ½ Street and Cherry Avenue—an Exxon station and attached market.



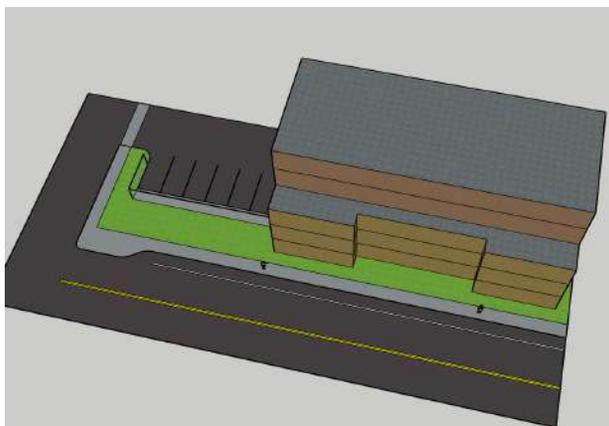
Potential building development at corner of 6 ½ Street and Cherry Avenue which aligns with current zoning requirements.

## Site 6

On the northeast corner of 7 ½ Street SW and Cherry Avenue, there is a vacant property of .33 acre. The existing zoning allows for eleven dwelling units, along with a commercial space of approximately 4,000 square feet. The commercial space would likely allow for one retail business, in terms of square footage. The lot does not have enough depth for rear-loaded parking, but parking on the side of the site can be set back enough to meet requirements.



Existing aerial view of Site 6 at the corner of 7 ½ Street SW and Cherry Avenue.



Aerial view of Site 6 if developed under the existing code. The road depicted at the bottom of the image is Cherry Avenue, where it intersects with 7 ½ Street SW.



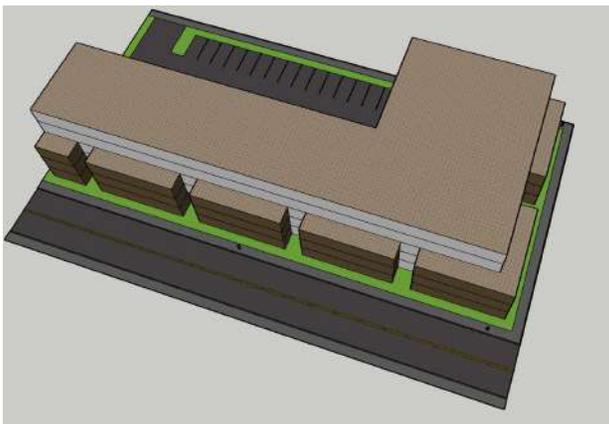
A view looking east, along Cherry Avenue, of a hypothetical development at Site 6. This illustrates roughly what is allowed under the existing Code.

### Site 7

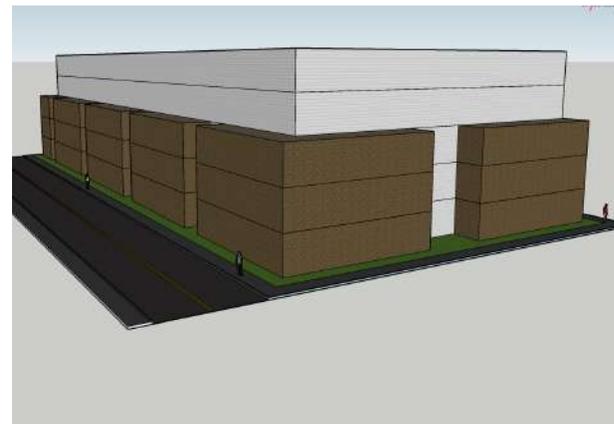
At the same intersection as Site 6, but across 7 1/2 Street SW, is Site 7. These two parcels currently serve as parking and storage. In terms of developable sites, this location is underutilized and ripe for redevelopment. In total, the site is .85 acre, allowing for 39 multifamily units. If the first floor were commercial, there would likely be enough square footage, approximately 20,000, for four business spaces. Under the existing zoning, there would be minimal setbacks, allowing a developer to maximize the site potential.



Existing aerial view of Site 7 at the corner of 7 1/2 Street SW and Cherry Avenue.



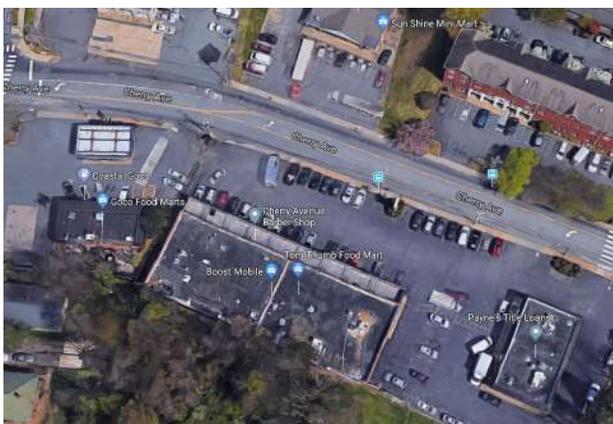
Aerial view of Site 7 if developed under the existing code. The road depicted at the bottom of the image is Cherry Avenue, with ingress/egress on King Street.



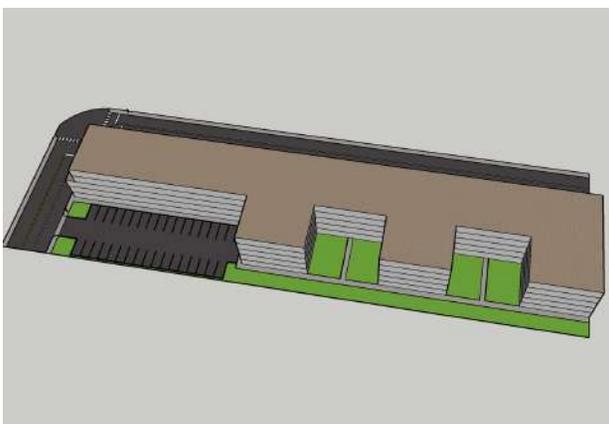
A view looking west, along Cherry Avenue, of a hypothetical development at Site 7. The building mass is maximized, according to what the existing zoning allows.

### Site 8

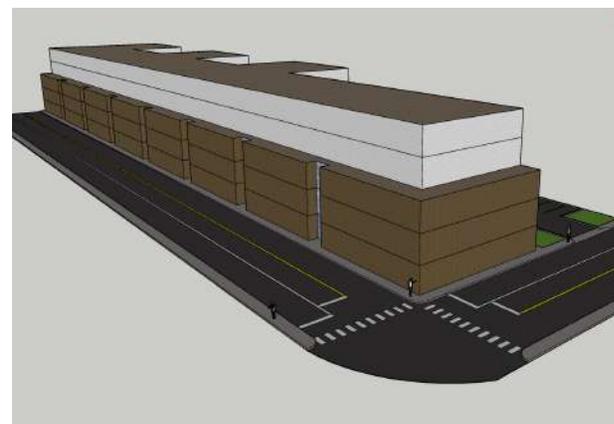
Site 8 is at the southeast corner of Cherry Avenue and Roosevelt Brown Boulevard. The site consists of two parcels, which include the GOCO and Cherry Avenue Shopping Center. If the owners merged the two parcels into a single lot and redeveloped the site under the existing land use code, the combined 1.57 acres could yield approximately 67 multifamily units and approximately eight business spaces of 4,000 square feet each. While this development scenario cannot determine the likelihood of these lots redeveloping, it can illustrate what the City's code currently allows.



Existing aerial view of Site 8 at the corner of Roosevelt Brown Boulevard and Cherry Avenue.



Aerial view of Site 8 if developed under the existing code. Cherry Avenue is at the top of the image. There would be ingress/egress from 9th Street SW in this hypothetical layout.



A view looking east, along Cherry Avenue, of a hypothetical development at Site 8. The image shows the corner of Cherry Avenue and 9th Street SW, to provide scale.

## Site 9

Across Cherry Avenue from Site 8 is Site 9, which also consists of two properties. The western property currently serves as storage space. Sunshine Mini Market is on the eastern property. Under the same ownership, this site is 1.067 acres, allowing for approximately 45 multifamily dwelling units. There may be enough built space for seven to eight 4,000 square foot commercial spaces.



Existing aerial view of Site 9 at the corner of Roosevelt Brown Boulevard and Cherry Avenue.



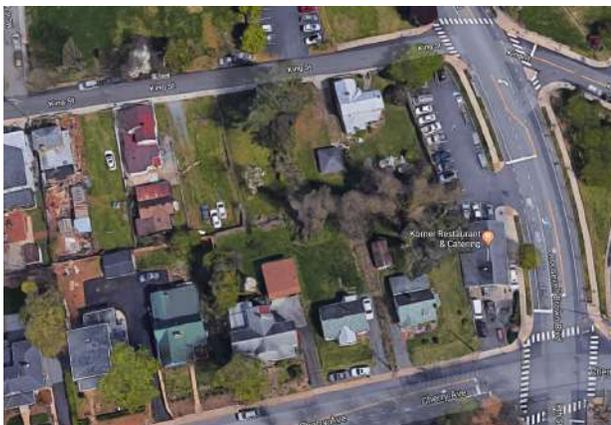
Aerial view of Site 9 if developed under the existing code. Cherry Avenue is at the bottom of the image, with Roosevelt Brown to the left. There would be ingress/egress from King Street in this hypothetical layout.



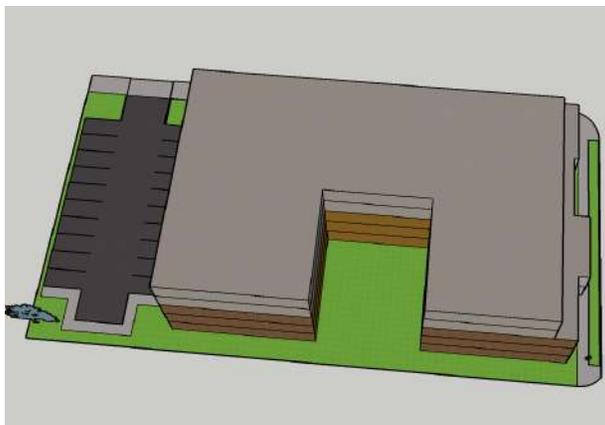
A view looking east, along Cherry Avenue, of a hypothetical development at Site 9. The image shows the corner of Cherry Avenue and Roosevelt Brown, to provide scale.

## Site 10

There are five properties along King Street at the intersection with Roosevelt Brown Boulevard, zoned under the Cherry Avenue Corridor District. These properties include the small parking lot at the eastern end of the site, and four properties in a line along King Street. Together, these properties combine into a .739 acre site. This would hypothetically allow for approximately 31 multifamily units. Depending on the site layout, there could be up to three 4,000 square foot commercial spaces.



Existing aerial view of Site 10 at the corner of King Street and Roosevelt Brown Boulevard.



Aerial view of Site 10 if developed under the existing code. Roosevelt Brown would be to the left, with King Street at the top of the image. There would be ingress/egress from King Street in this hypothetical layout.



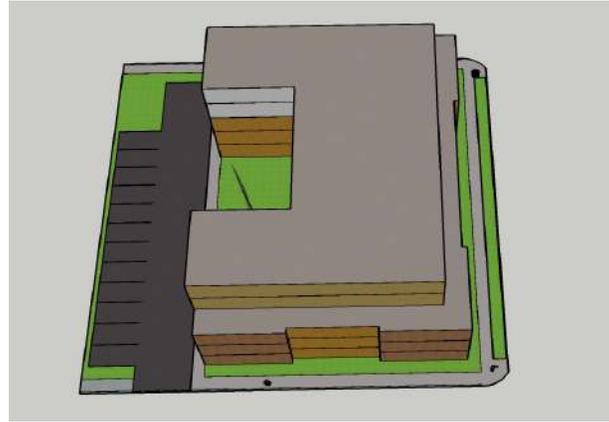
A view looking west, along King Street, of a hypothetical development at Site 10.

### Site 11

Site 11 is a square-shaped property on the eastern half of the block between King and Grove Streets. The UVA Foundation owns this .506-acre property. If developed under the existing zoning, Site 11 could yield approximately 21 multifamily dwelling units and perhaps two 4,000 square foot commercial spaces. The land is currently vacant, with parking on a portion of the property, making redevelopment relatively likely. The western half of this block is zoned residential R-1S and is consequently left out of the development scenario.



Existing aerial view of Site 11 between King and Grove Streets. Roosevelt Brown Boulevard is to the right of the property.



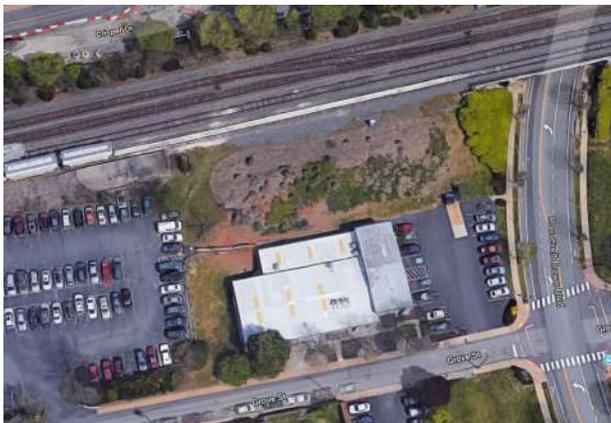
Aerial view of Site 11 if developed under the existing code. Roosevelt Brown would be to the right, with King Street at the bottom of the image. There would be ingress/egress from King Street in this hypothetical layout.



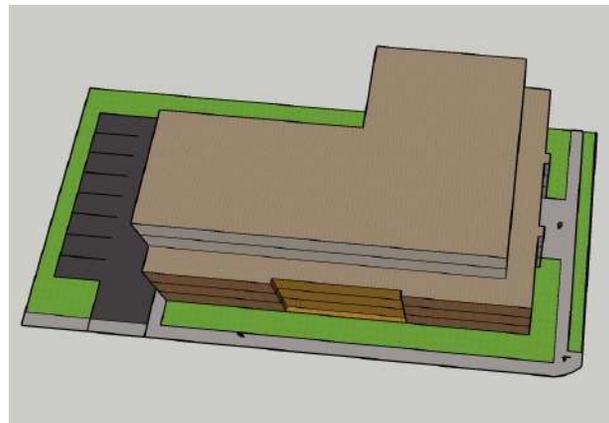
A view looking west, across from Roosevelt Brown and along Grove Street, of a hypothetical development at Site 11.

### Site 12

Across Grove Street is another property owned by the UVA Foundation. The entire property is nearly two acres, but most of that is currently zoned Industrial M-1. Only the eastern .45-acre piece falls under the Cherry Avenue Corridor zoning, with conditions involving commercial space and setbacks. While the City's new Comprehensive Plan shows the entire site under the corridor district, this hypothetical development scenario analyzes only existing zoning that is currently in place. The UVA Foundation maintains parking and offices on the site. If redeveloped, a new building could feasibly hold 19 multifamily units and a commercial space.



Existing aerial view of Site 12 at the corner of Grove Streets (at the bottom) and Roosevelt Brown Boulevard (to the right).



Aerial view of Site 12 if developed under the existing code. Roosevelt Brown would be to the right, with Grove Street at the bottom of the image. There would be ingress/egress from Grove Street in this hypothetical layout.



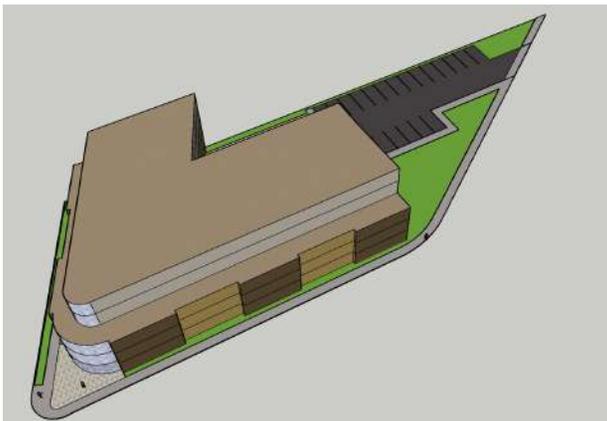
A view looking west, across from Roosevelt Brown and along Grove Street, of a hypothetical development at Site 12.

## Site 13

Site 13 is an irregularly-shaped group of six properties, all with existing structures. The railroad frames the rear of the site, with Roosevelt Brown, Grove and 9th Street SW framing the other three sides. While there are existing residential buildings on these properties, the assessed values of the structures, as compared to the value of the land, make this site vulnerable to redevelopment. Combined, the six properties total a .768 acre of land, which could feasibly yield 33 multifamily units and up to three 4,000 square foot commercial spaces.



Existing aerial view of Site 13, at Roosevelt Brown (left), Grove (bottom) and 9th Street SW (right).



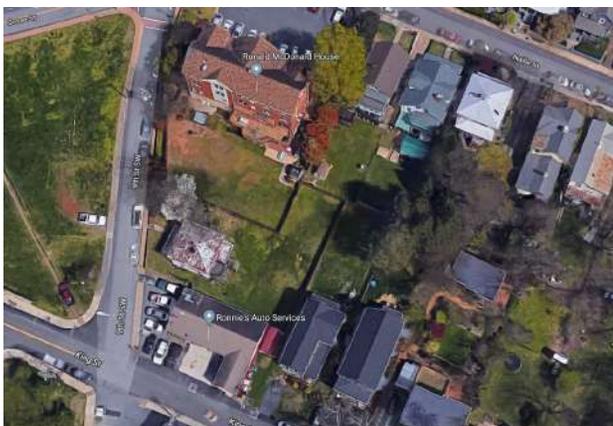
Aerial view of Site 13 if developed under the existing code. Roosevelt Brown would be to the left, with Grove Street at the bottom and 9th Street SW to the right side of the image. There would be ingress/egress from 9th Street SW in this hypothetical layout.



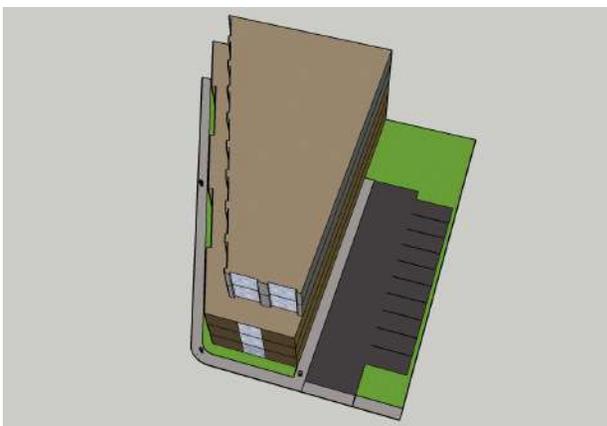
A view looking northeast, across from Roosevelt Brown and along Grove Street, of a hypothetical development at Site 13.

## Site 14

At the corner of 9th Street SW and King Street, there are three properties that are zoned Cherry Corridor and may be susceptible to redevelopment. The Ronald McDonald building is excluded from this site, but the two adjacent properties are included. At the corner is Ronnie's Auto Services.



Existing aerial view of Site 14 at northeast corner of 9th Street SW (left) and King Street (bottom).



Aerial view of Site 14 if developed under the existing code. 9th Street SW would be to the left of the hypothetical development. King Street is at the bottom of the image. There would be ingress/egress from King Street in this hypothetical layout.



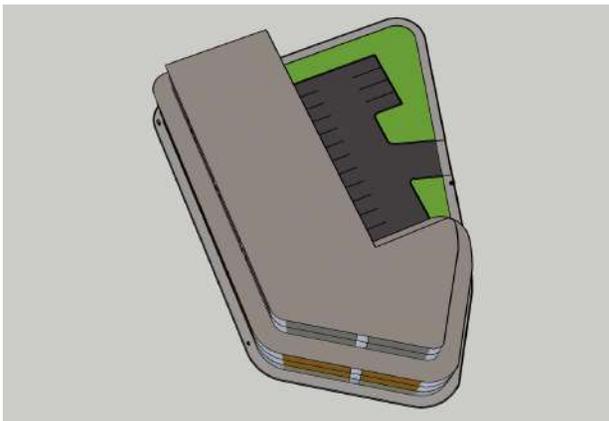
A view looking northeast, across from King Street, towards 9th Street SW.

### Site 15

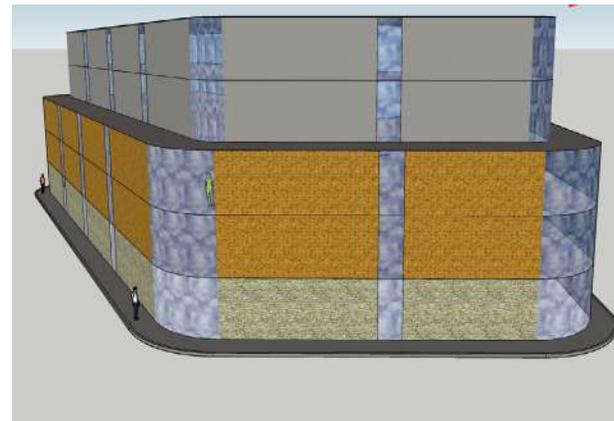
The final site in the Cherry Avenue corridor is currently undeveloped. The Property is referred to as the SOHO site, after the owner. This irregularly-shaped property is half of an acre, which could allow for 24 multifamily units and possibly three commercial spaces. If developed under the existing code, it could be surrounded by redevelopment from sites 14, 13, 12, 11, 10 and 9. The existing code could allow for a higher density node in this end of the corridor, with nearly 200 households in seven buildings.



Existing aerial view of Site 15, surrounded by Grove, King and 9th Street SW, along with Roosevelt Brown Boulevard.



Aerial view of Site 15 if developed under the existing code. Grove Street would be at the top of the image, with King at the bottom. There would be ingress/egress from 9th Street SW in this hypothetical layout.



A view looking northeast, across King Street and down Roosevelt Brown Boulevard.

# 6

# Housing



# Housing-Related Comments

Affordable housing is currently a key issue for residents around the city of Charlottesville. The residential character of Fifeville is central to the community's identity. While Fifeville residents are interested in seeing economic development and commercial investment in Cherry Avenue, they also hope to maintain and improve access to affordable housing options in Fifeville. Residents hope to maintain ability to afford to rent or own a home in the neighborhood even as the community continues to develop and flourish.

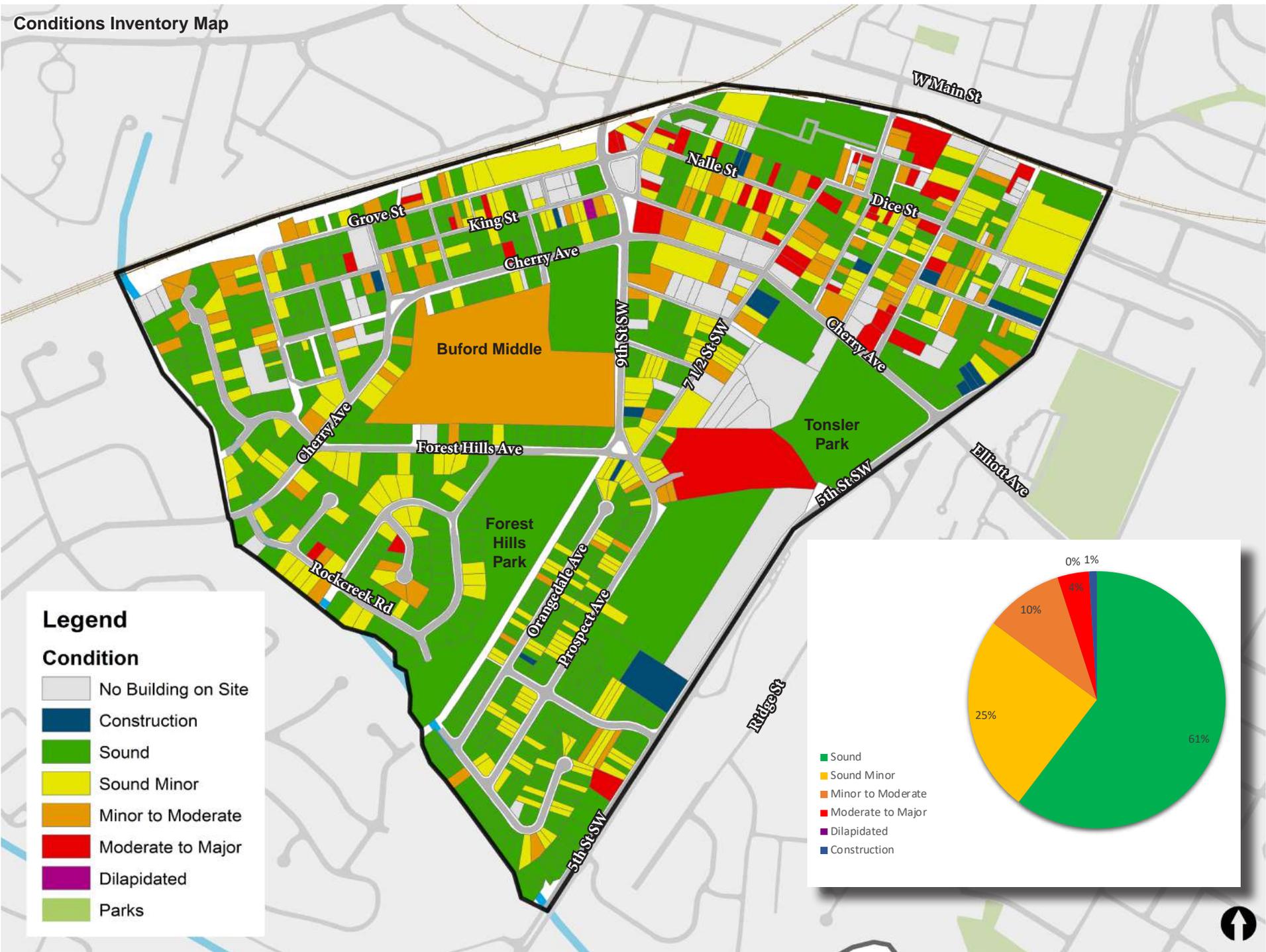
Recent research has revealed that households around the city are tremendously cost-burdened. The 2018 Housing Needs Assessment emphasizes that 23% of Charlottesville residents spend more than 50% of their income on rent. Rents are also increasing—average rents in "competitive apartment buildings" have risen 18.1% since 2012, including 9.4% in 2017. Fifeville residents are aware of these broader housing challenges and hope to situate their neighborhood to be part of an affordable housing solution.

## Existing Housing Stock

During the planning process, TJPDC staff went through the Fifeville neighborhood and assigned one of six building categories to each structure in the study area. Many of the buildings and homes in Fifeville are in "sound condition" or "sound condition with minor repairs needed." There is currently very little construction occurring in the neighborhood. The description of each category can be found in the appendix.



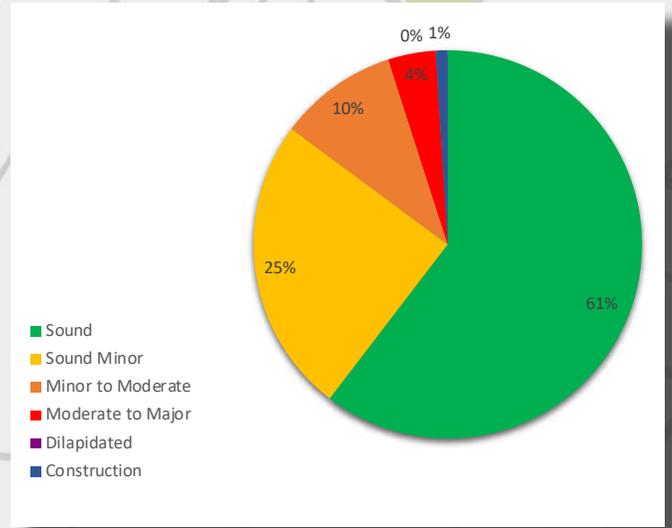
### Conditions Inventory Map



**Legend**

**Condition**

- No Building on Site
- Construction
- Sound
- Sound Minor
- Minor to Moderate
- Moderate to Major
- Dilapidated
- Parks



## Housing Advocacy in Charlottesville

Fifeville is part of a broader, city-wide conversation on housing policy. The seven organizations, committees, and groups listed below are actively organizing citizens, convening stakeholders, and researching housing policy. The work of these groups is likely to have an impact on housing policy and strategies in Fifeville.

- Charlottesville Low-Income Housing Coalition (CLIHC)
- Charlottesville Public Housing Association of Residents (PHAR)
- Charlottesville Albermarle Affordable Housing Coalition (CHAAHC)
- Charlottesville Redevelopment and Housing Authority (CHRA)
- Habitat for Humanity
- Housing Advisory Committee (HAC)
- Legal Aid Justice Center (LAJC)
- Piedmont Housing Alliance (PHA)
- Thomas Jefferson Community Land Trust (TJCLT)
- Albermarle Housing Improvement Program (AHIP)
- Habitat for Humanity of Greater Charlottesville (HFHGC)
- Building Goodness Foundation (BGF)
- IMPACT

## Existing Housing Plans and Reports

The City of Charlottesville has completed a variety of housing plans and reports in the last decade, including three that were completed in 2018. There are recommendations and analysis in these documents that can be applied to housing policy in Charlottesville.

## Existing Housing Recommendations

There are a variety of existing housing recommendations for the city that have resulted from the plans above. This plan is situated to provide neighborhood-level recommendations for Fifeville that complement broader efforts already underway at the city level.

The City of Charlottesville's 2025 Goals for Affordable Housing (established in 2010) include:

- Maintain the current number of units (1,933);
- Maintain the current ratio of affordable units to total housing units;
- Increase the ratio of affordable units to 15% of total housing units by 2025.

Report	Authors	Jurisdiction	Year
Affordable Housing Report		City of Charlottesville	2018
Housing Needs Assessment, Socioeconomic & Housing Market Analysis	Partners for Economic Solutions	City of Charlottesville	2018
Bonus Height/ Affordable Housing Financial Analysis	Form-Based Code Institute & Partners for Economic Solutions	City of Charlottesville	2018
MOU on Affordable Housing: City of Charlottesville & Albemarle County	City of Charlottesville & Albemarle County	City of Charlottesville	2016
City of Charlottesville Comprehensive Plan: Housing Chapter	City of Charlottesville	City of Charlottesville	2016
Comprehensive Housing Analysis & Policy Recommendations	RCLCO Real Estate Advisors	City of Charlottesville	2016
2025 Goals for Affordable Housing	City of Charlottesville	City of Charlottesville	2010
Housing Policies 1-3	City of Charlottesville	City of Charlottesville	N/A

## Existing Housing Resources for Charlottesville

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A variety of programs and nonprofit organizations in the city of Charlottesville implement affordable housing programs. These nonprofits do everything from manage affordable units in the City to repairing homes for elderly residents. The nonprofit sector plays a critical role in the implementation of affordable housing in Fifeville and in Charlottesville. These organizations are key resources in the community for residents who are seeking affordable housing options.

### AHIP

- Home repair
- Home rehabilitation
- Energy efficiency upgrades

### Charlottesville Affordable Housing Fund

- Funding can cover:
  - Land acquisition and assembly
  - Land development
  - Predevelopment expenses
  - Construction of supported affordable homeowner or rental units
  - Construction of mixed-income communities
  - Increasing housing accessibility
  - Home owner or rental rehabilitation

### Piedmont Housing Alliance

- Housing counseling: One-on-one, confidential sessions on topics including foreclosure prevention, down payment loan program, homeownership, and rental counseling
- Project management
- Project development

### Virginia Supportive Housing

- Property management
- Housing First approach: Provide housing for individuals who have suffered from chronic homelessness
- Case management
- Counseling and skills training
- Community-building

## Housing Goals

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**Goal 4:** Ensure low-income residents, people of color, and generational residents are able to remain in Fifeville and benefit from neighborhood investments.



7

# Transportation

# Transportation-Related Comments

Transportation remains a key issue for many in the Fifeville neighborhood, with transportation-related comments accounting for the third largest category of feedback. Many residents expressed concerns over increasing congestion along Cherry Avenue, especially during peak travel times between 7-9am and the evening rush from 4-6pm. Better walkability and safer pedestrian facilities were also frequently mentioned. Many residents expressed concern that sidewalks along Cherry Avenue stopped out of nowhere and that several neighborhood streets lacked sidewalks altogether, causing potential safety hazards, especially for children. Increased transit service and transit stop amenities were another priority for Fifeville residents. Many cited the long service intervals between buses as a deterrent for using the transit system and that no bus shelters were in place at any of the bus stops in the neighborhood. Parking was also a top concern, with residents fearing increased parking demand from commuters and new development would put pressure on already crowded neighborhood streets. This feedback provided staff with a starting point for exploration and analysis into the current conditions of the transportation network in Fifeville to provide insight into how to improve the system for all users. To do this, staff examined:

- Bicycle facilities
- The existing sidewalk network
- Transit routes
- Transit stops
- Crash data
- Vehicle travel patterns
- Traffic volumes
- Parking inventory

The maps on the following pages provide a more in-depth inventory of the transportation network in and around Fifeville. Each map contains dialogue on the data mapped to provide additional context. The transportation analysis focuses primarily on the street, pedestrian, bicycle, and transit network in Fifeville, with major thoroughfares such as Cherry Avenue, Roosevelt Brown Boulevard, and 5th/Ridge St. serving as vital links to other parts of the City and County.



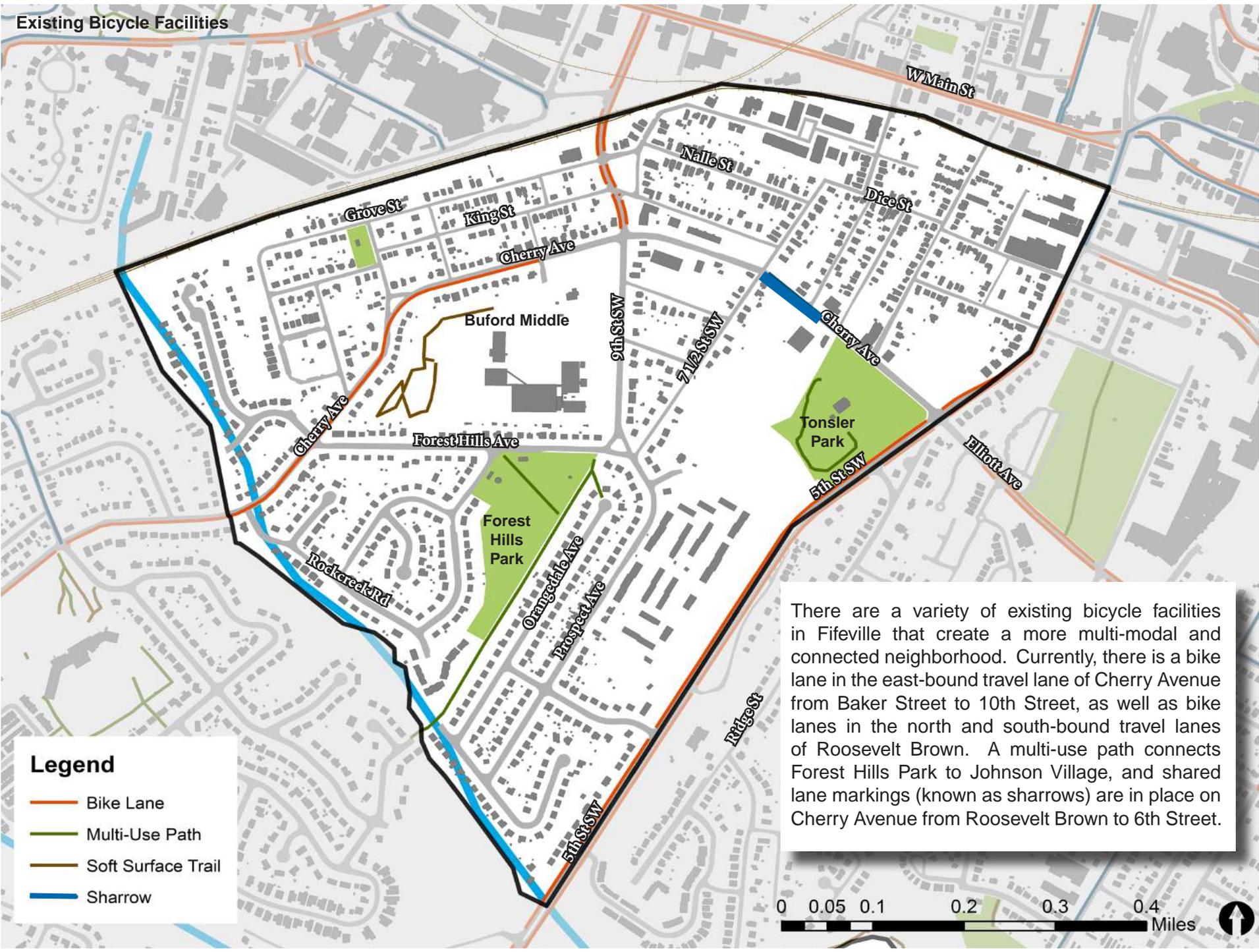
Forest Hills Shared Use Path



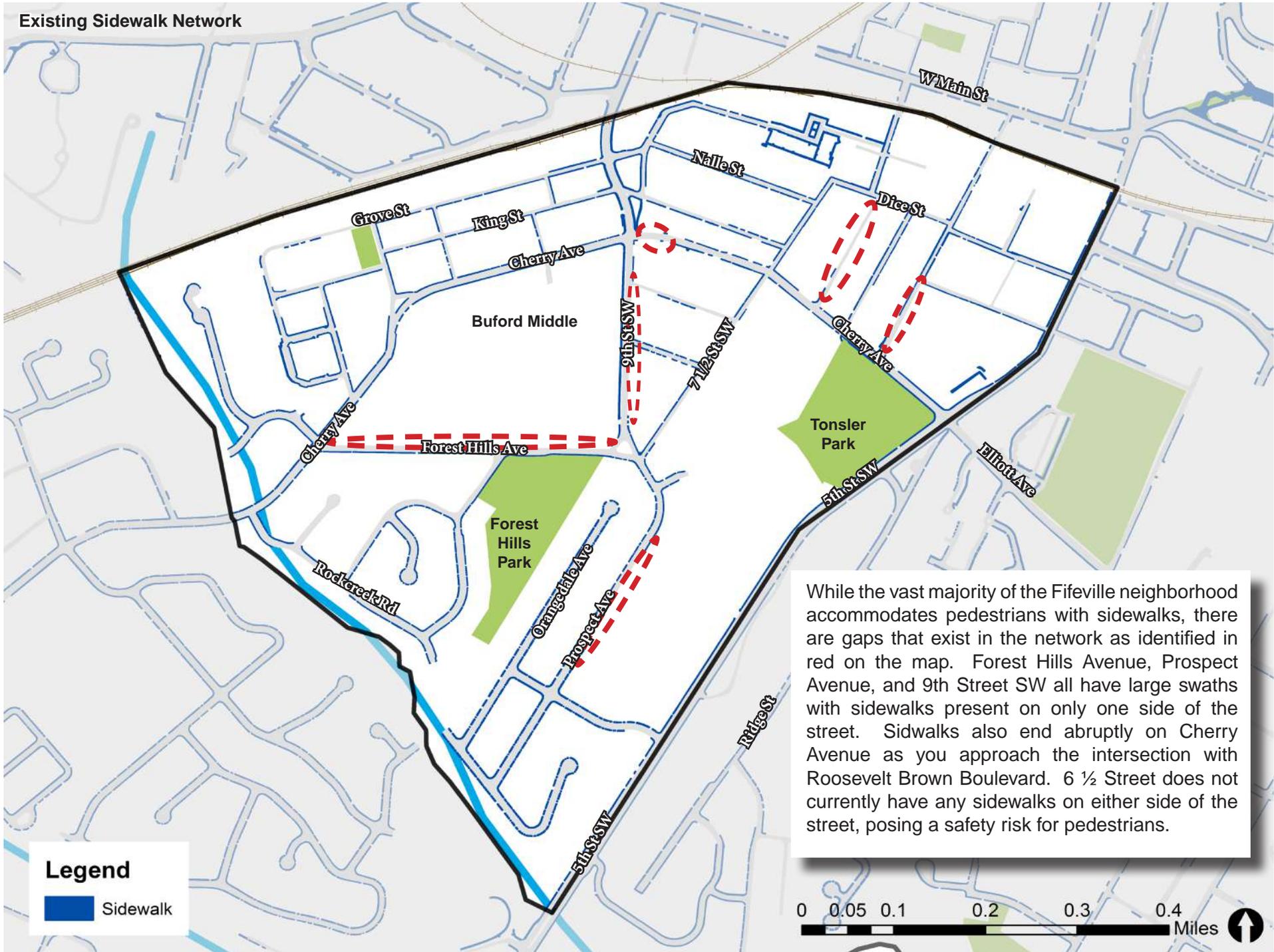
Cat Bus on Cherry Avenue



Traffic Along Cherry Avenue



Existing Sidewalk Network



While the vast majority of the Fifeville neighborhood accommodates pedestrians with sidewalks, there are gaps that exist in the network as identified in red on the map. Forest Hills Avenue, Prospect Avenue, and 9th Street SW all have large swaths with sidewalks present on only one side of the street. Sidewalks also end abruptly on Cherry Avenue as you approach the intersection with Roosevelt Brown Boulevard. 6 1/2 Street does not currently have any sidewalks on either side of the street, posing a safety risk for pedestrians.

Legend

Sidewalk





Existing Transit Service

- Legend**
- Route 1
  - TROLLEY
  - Route 3
  - Route 4
  - Route 5
  - Route 6
  - Route 7
  - Route 8
  - Route 9
  - Route 10
  - Route 11

Routes four and six directly serve the Fifeville neighborhood, averaging between 15 to 20 minute service intervals. Both routes connect with the greater CAT route network offering service throughout the City of Charlottesville and Albemarle County. Many residents expressed a desire for more frequent CAT service and lower cost fares. Other residents mentioned that congestion on Cherry Avenue during rush hour causes service delays and reduces convenience.



Existing Transit stops



Bus Stop With Seating



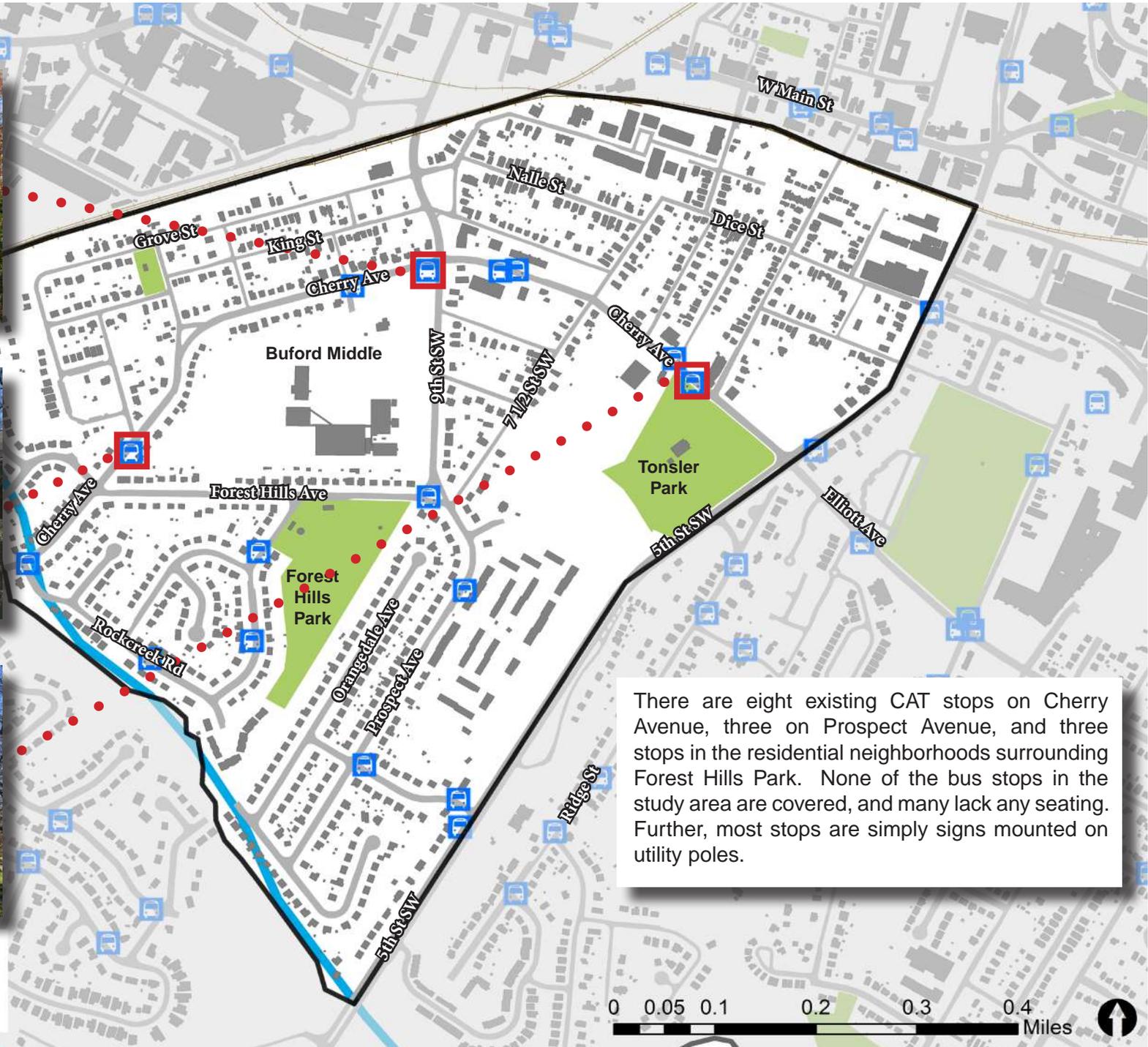
Sign-Mounted Seating



Typical Stop Along Cherry

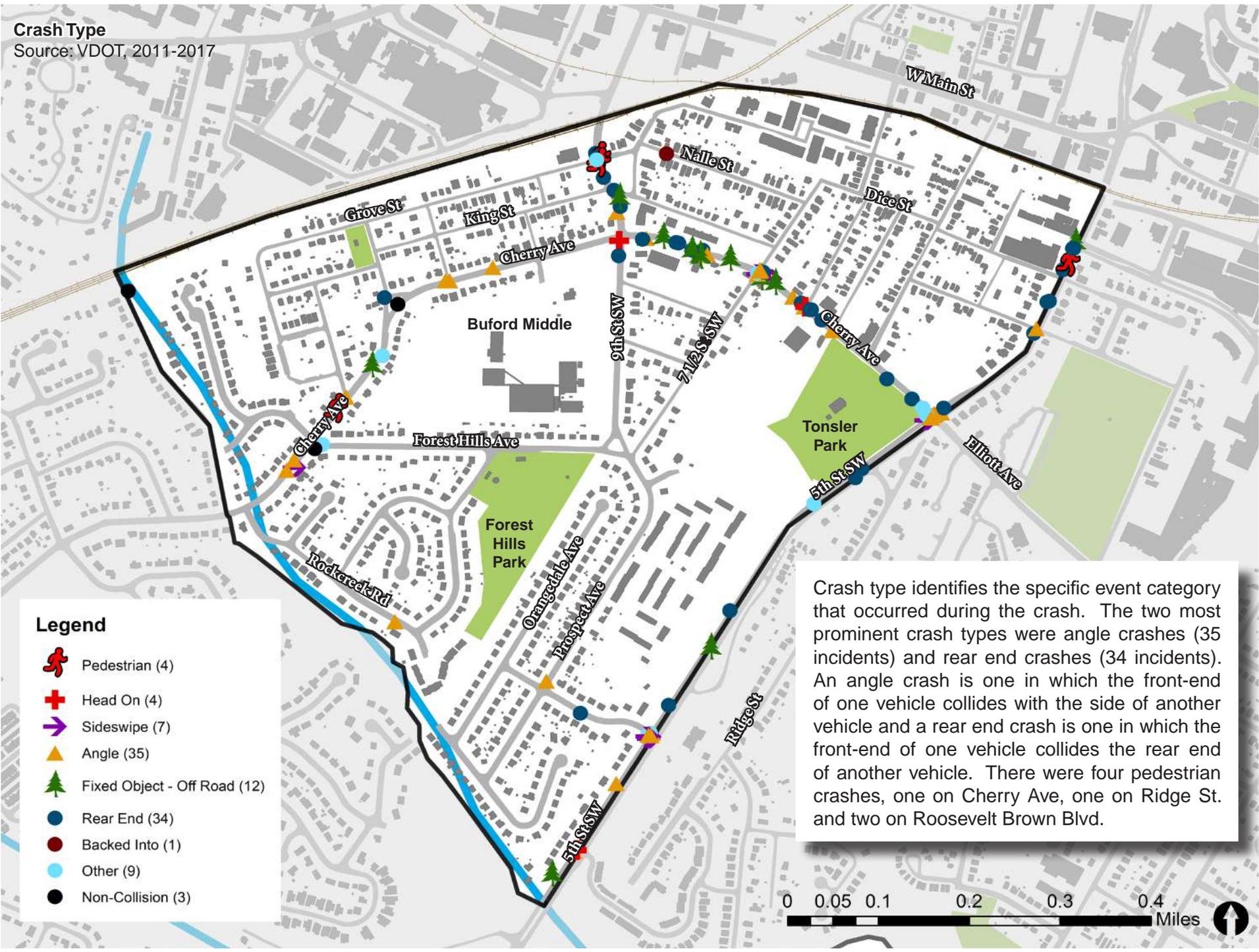
Legend

CAT Bus Stops



There are eight existing CAT stops on Cherry Avenue, three on Prospect Avenue, and three stops in the residential neighborhoods surrounding Forest Hills Park. None of the bus stops in the study area are covered, and many lack any seating. Further, most stops are simply signs mounted on utility poles.

Crash Type  
Source: VDOT, 2011-2017

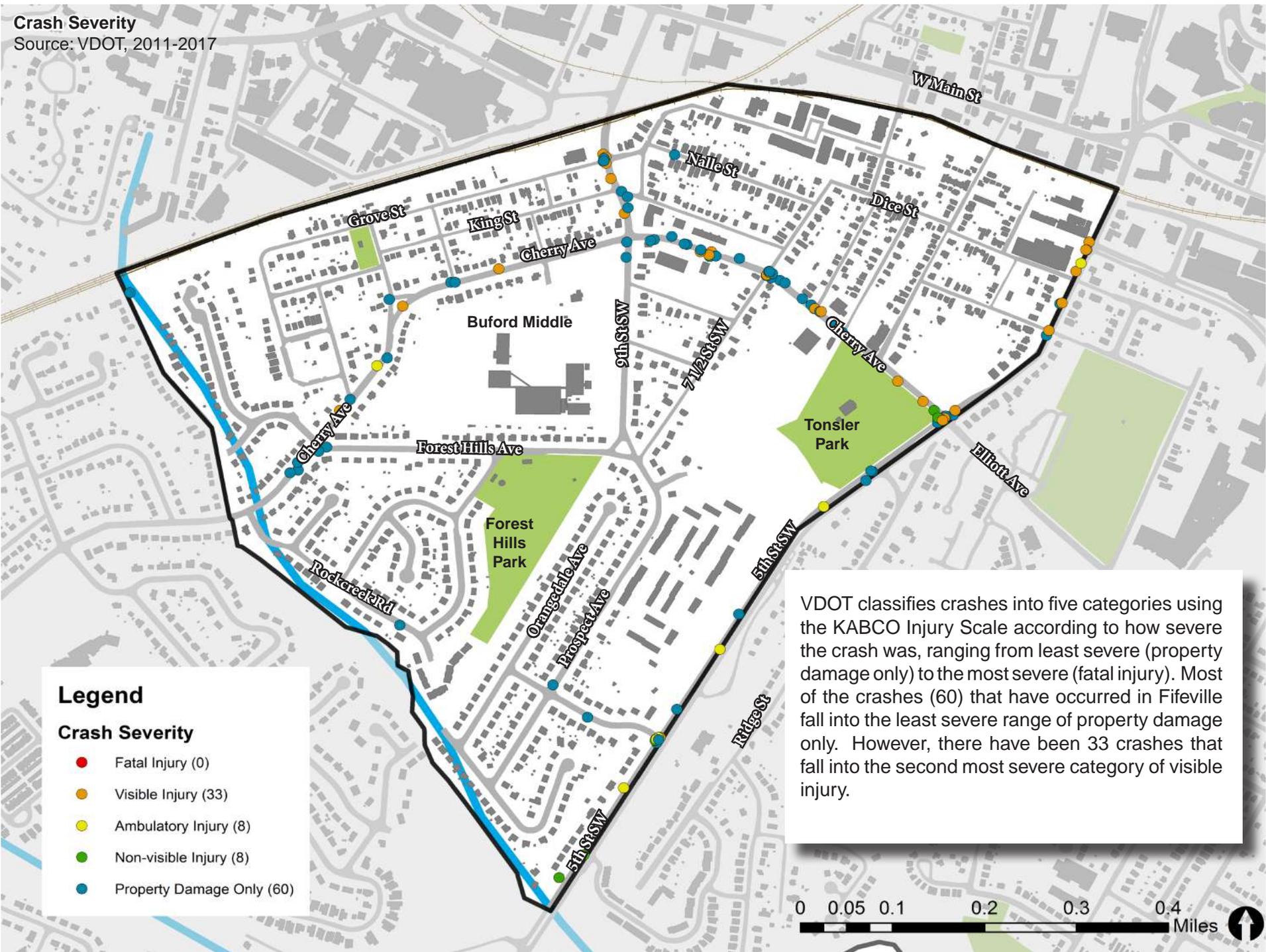


Crash type identifies the specific event category that occurred during the crash. The two most prominent crash types were angle crashes (35 incidents) and rear end crashes (34 incidents). An angle crash is one in which the front-end of one vehicle collides with the side of another vehicle and a rear end crash is one in which the front-end of one vehicle collides the rear end of another vehicle. There were four pedestrian crashes, one on Cherry Ave, one on Ridge St. and two on Roosevelt Brown Blvd.



### Crash Severity

Source: VDOT, 2011-2017



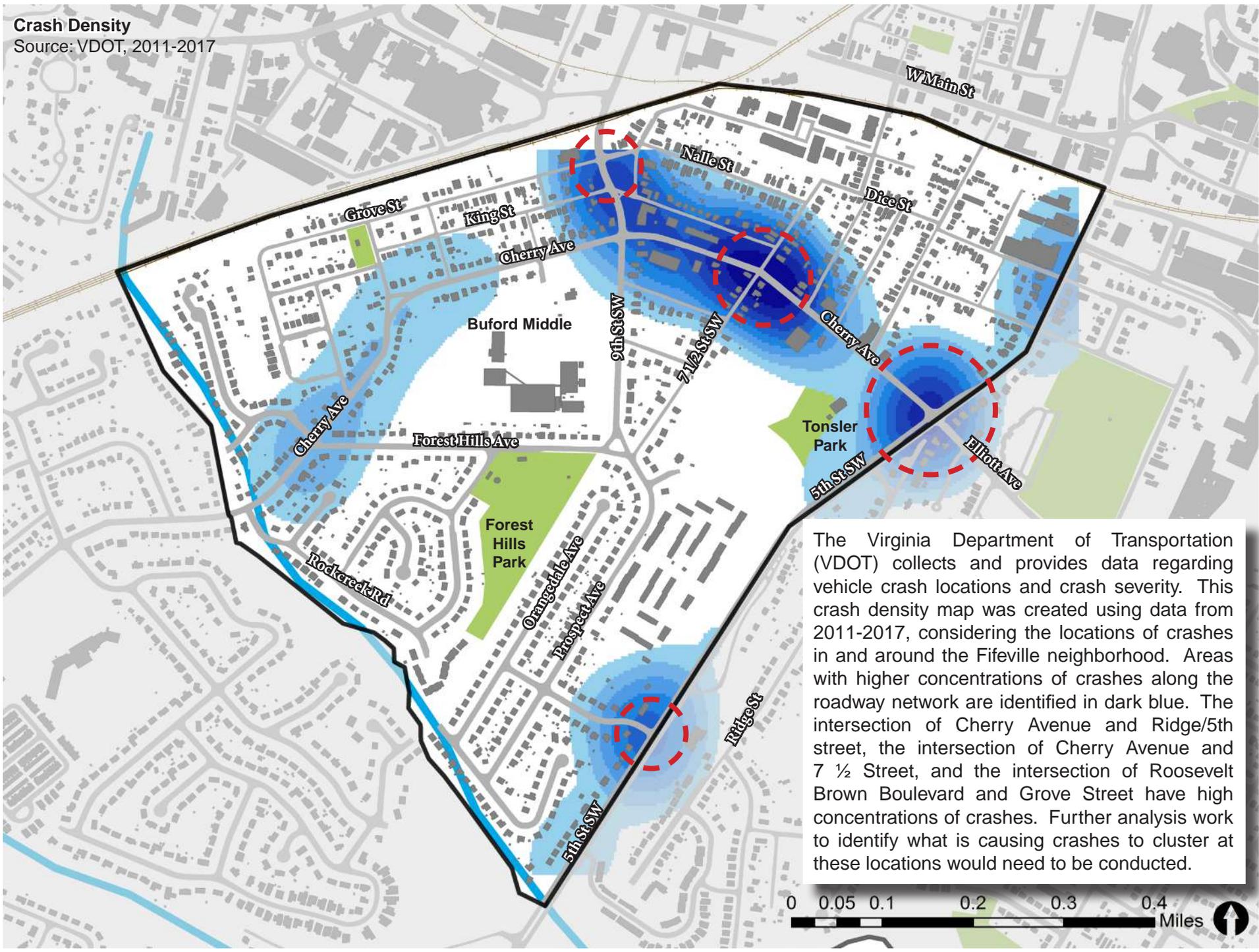
VDOT classifies crashes into five categories using the KABCO Injury Scale according to how severe the crash was, ranging from least severe (property damage only) to the most severe (fatal injury). Most of the crashes (60) that have occurred in Fifeville fall into the least severe range of property damage only. However, there have been 33 crashes that fall into the second most severe category of visible injury.

### Legend

- Crash Severity**
- Fatal Injury (0)
  - Visible Injury (33)
  - Ambulatory Injury (8)
  - Non-visible Injury (8)
  - Property Damage Only (60)



Crash Density  
Source: VDOT, 2011-2017

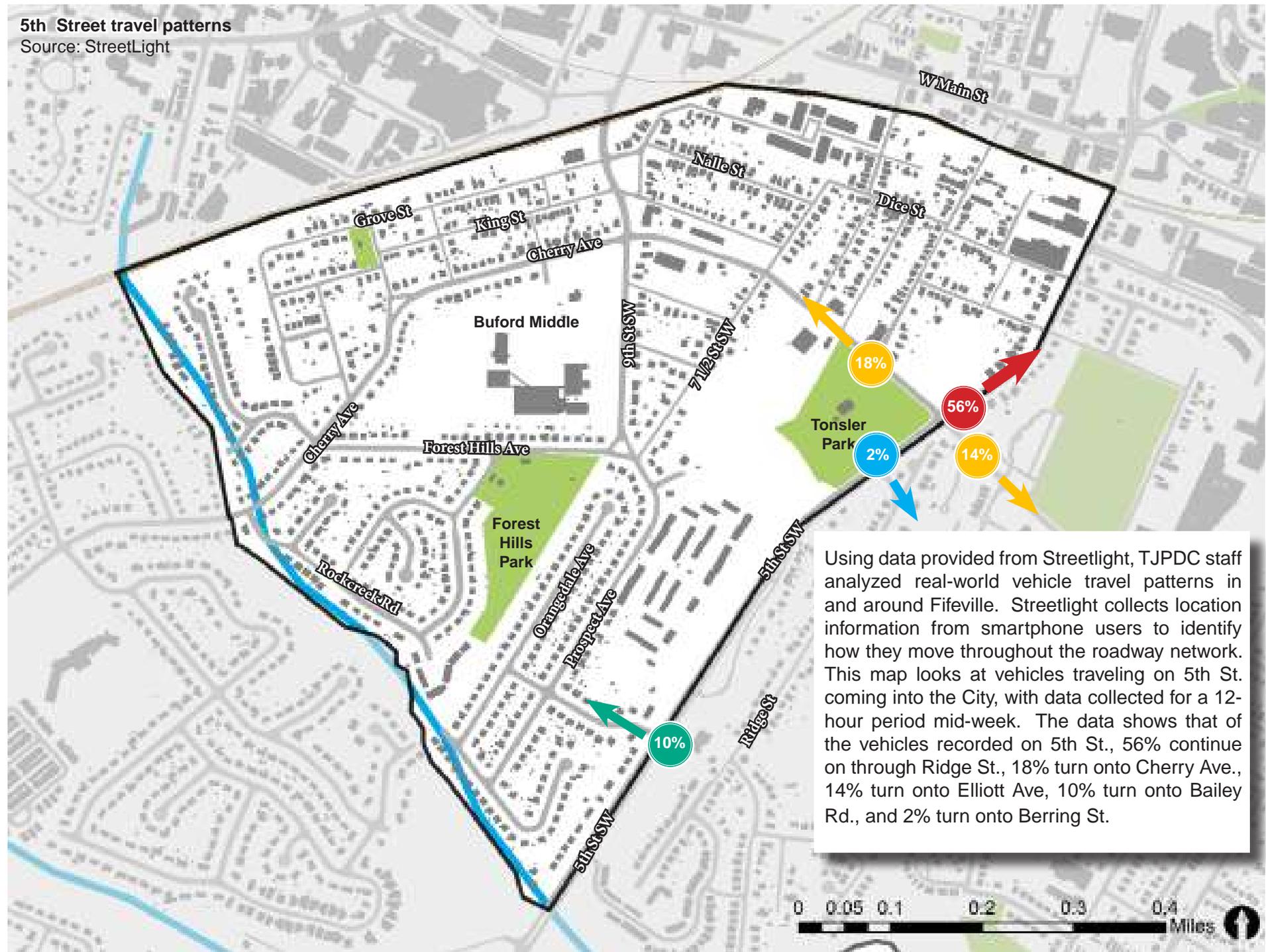


The Virginia Department of Transportation (VDOT) collects and provides data regarding vehicle crash locations and crash severity. This crash density map was created using data from 2011-2017, considering the locations of crashes in and around the Fifeville neighborhood. Areas with higher concentrations of crashes along the roadway network are identified in dark blue. The intersection of Cherry Avenue and Ridge/5th street, the intersection of Cherry Avenue and 7 1/2 Street, and the intersection of Roosevelt Brown Boulevard and Grove Street have high concentrations of crashes. Further analysis work to identify what is causing crashes to cluster at these locations would need to be conducted.



### 5th Street travel patterns

Source: StreetLight

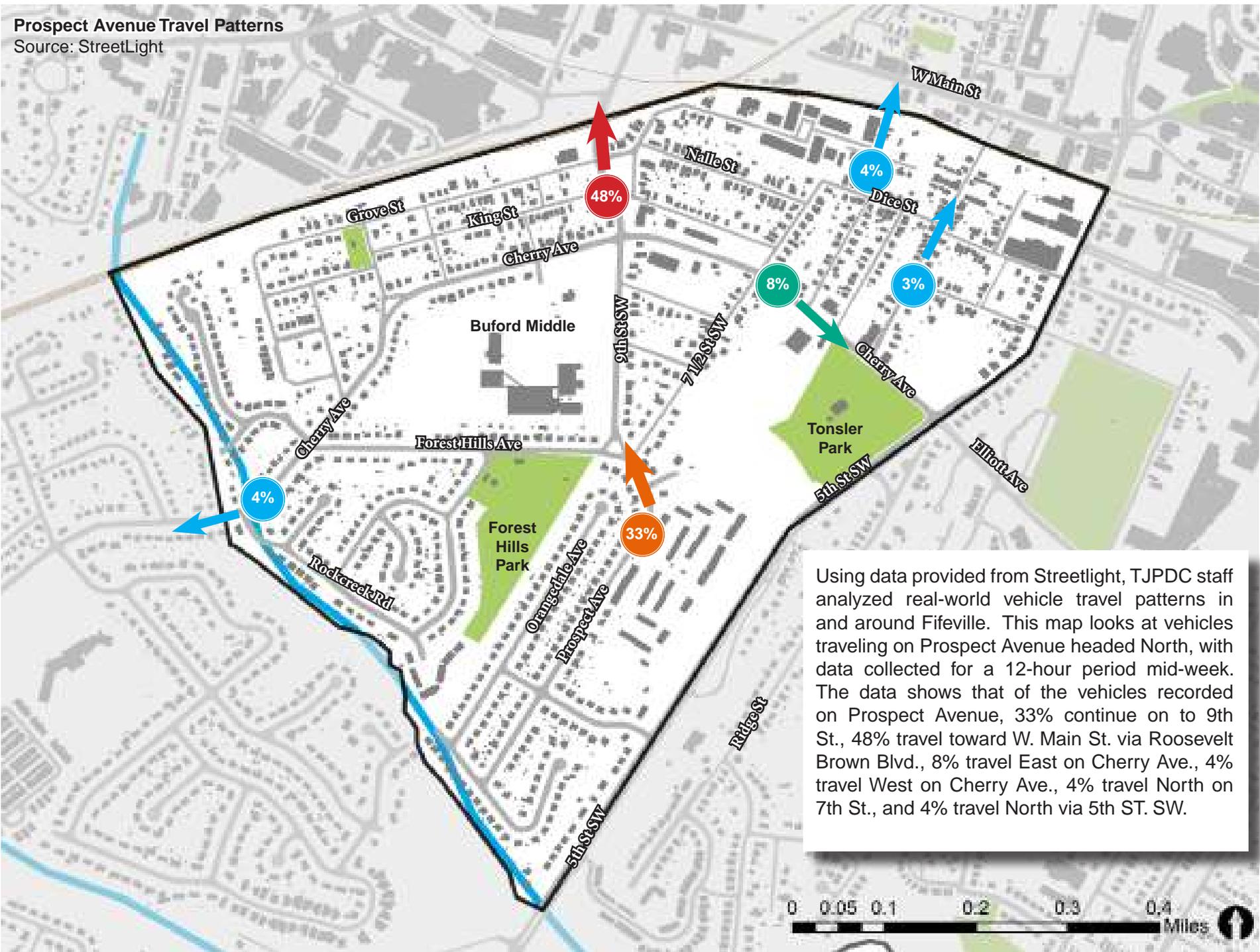


Using data provided from Streetlight, TJPDC staff analyzed real-world vehicle travel patterns in and around Fifeville. Streetlight collects location information from smartphone users to identify how they move throughout the roadway network. This map looks at vehicles traveling on 5th St. coming into the City, with data collected for a 12-hour period mid-week. The data shows that of the vehicles recorded on 5th St., 56% continue on through Ridge St., 18% turn onto Cherry Ave., 14% turn onto Elliott Ave, 10% turn onto Bailey Rd., and 2% turn onto Berring St.



### Prospect Avenue Travel Patterns

Source: StreetLight



Using data provided from Streetlight, TJPDC staff analyzed real-world vehicle travel patterns in and around Fifeville. This map looks at vehicles traveling on Prospect Avenue headed North, with data collected for a 12-hour period mid-week. The data shows that of the vehicles recorded on Prospect Avenue, 33% continue on to 9th St., 48% travel toward W. Main St. via Roosevelt Brown Blvd., 8% travel East on Cherry Ave., 4% travel West on Cherry Ave., 4% travel North on 7th St., and 4% travel North via 5th ST. SW.



Average Annual Daily Traffic  
Source: VDOT



**Legend**

**2015 AADT Volumes**

- 0 - 3000
- 3001 - 9400
- 9401 - 19000
- 19001 - 34000
- 34001 - 57000
- 57001 - 97000
- 97001 - 217000

Annual Average Daily Traffic (AADT) is an estimate of the average daily traffic along a defined segment of a roadway. All roadway segments along Cherry Avenue fall into the 3,001 to 9,400 range. Roosevelt Brown Boulevard and 5th Street see higher levels of estimated traffic volumes at 19,001 to 34,000. Ridge Street North of Cherry Avenue sees even higher daily traffic estimates at 34,001 to 57,000.



## Parking Study

Many residents expressed concern over increasing demand for parking in the neighborhood brought on by a multitude of factors. Currently, there are frustrations over UVA employees parking throughout the neighborhood and taking up spots from residents. There was also concern that construction crews working on the new UVA Health Center ER expansion were also using neighborhood street parking. Residents also cited new development and redevelopment that could occur in and around Fifeville would increase density causing parking spill overs onto already crowded neighborhood streets.

With these concerns in mind, TJPDC staff undertook an initial parking study to:

- Inventory current parking permitted and non-permitted areas in Fifeville; and,
- Determine the parking capacity of neighborhood streets

The maps on the following pages illustrate the findings from the parking study and provide a clearer picture to the existing parking conditions in Fifeville. Currently, only 12 streets have permitted parking enforcement, where 28 do not. There are more parking permits issued than existing parking spaces, with little enforcement. It is estimated that approximately 387 total spaces are permitted and 1,194 are non-permitted. Details on how those numbers were calculated can be found in the methodology section to the right. Some residents expressed a desire to expand the number of streets with permitted parking to reduce commuters from encroaching onto neighborhood streets.



Street Parking in Fifeville

## Study Methodology

The methodology for determining the amount of on-street parking within the Fifeville Neighborhood consisted of multiple platforms. These platforms consisted of Permitted On-Street Parking, Non-Permitted On-Street Parking, and Total On-Street Parking.

The first platform, Permitted On-Street Parking, was calculated from streets that currently allow permitted on-street parking. To determine how many permitted spaces per street, the following calculations (in feet) were computed:

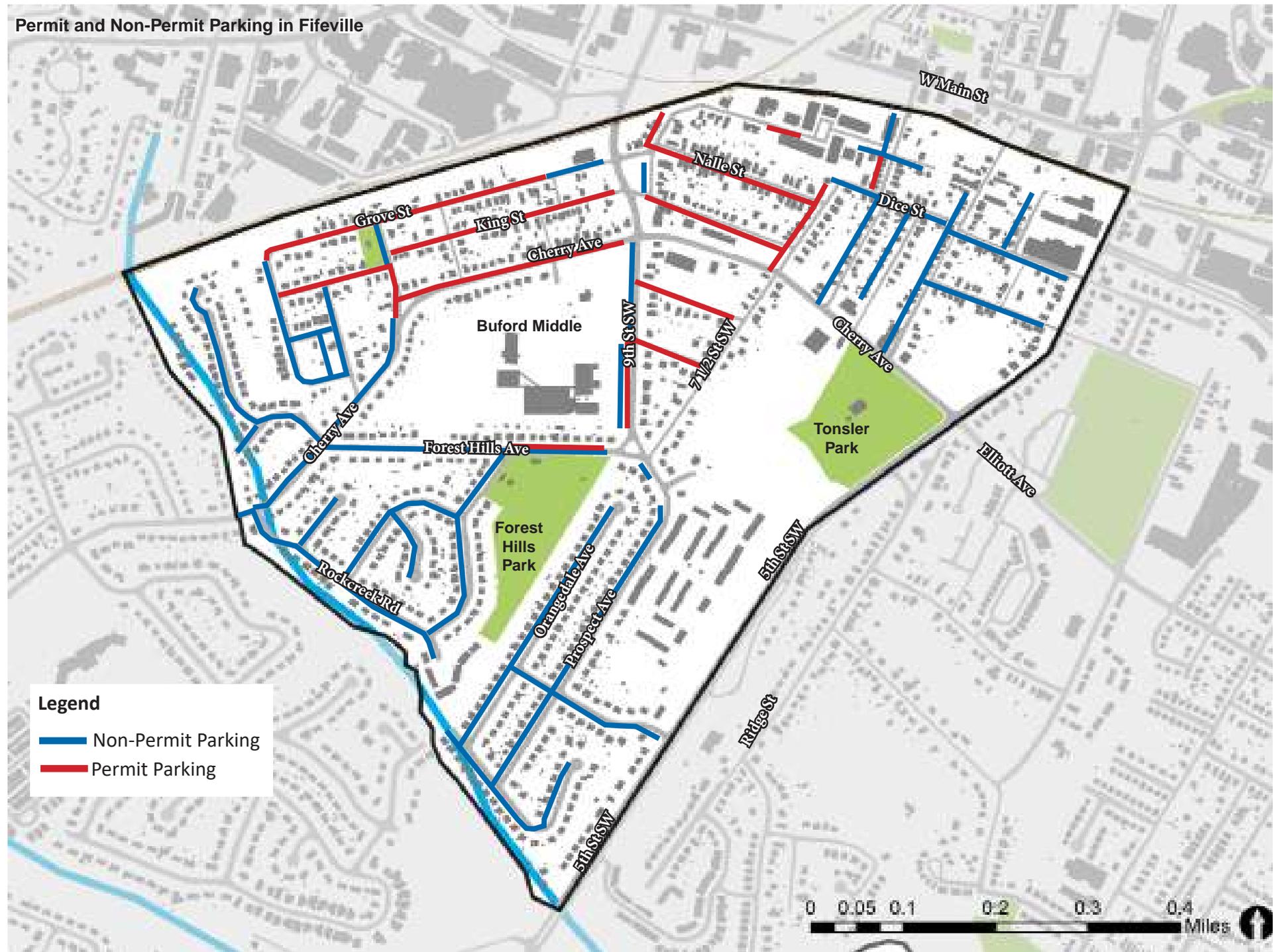
- On-Street Parking Length
- Driveway Widths
- Street Intersections
- No Parking
- Length of Standard Parking Space (20')

The on-street parking length then subtracted the sum total of the other criteria and divided by 20', a standard parking space. To account for any errors and to recognize that vehicles come in many different lengths, a 10% contingency was subtracted from the total. Calculating the Permitted On-Street Parking in this nature not only allowed for a total on-street calculation but also a per street total. For example, Forest Hills Avenue has 25 Permitted On-Street Parking spaces. The total amount of Permitted On-Street Parking is 387 spaces within the Fifeville Neighborhood.

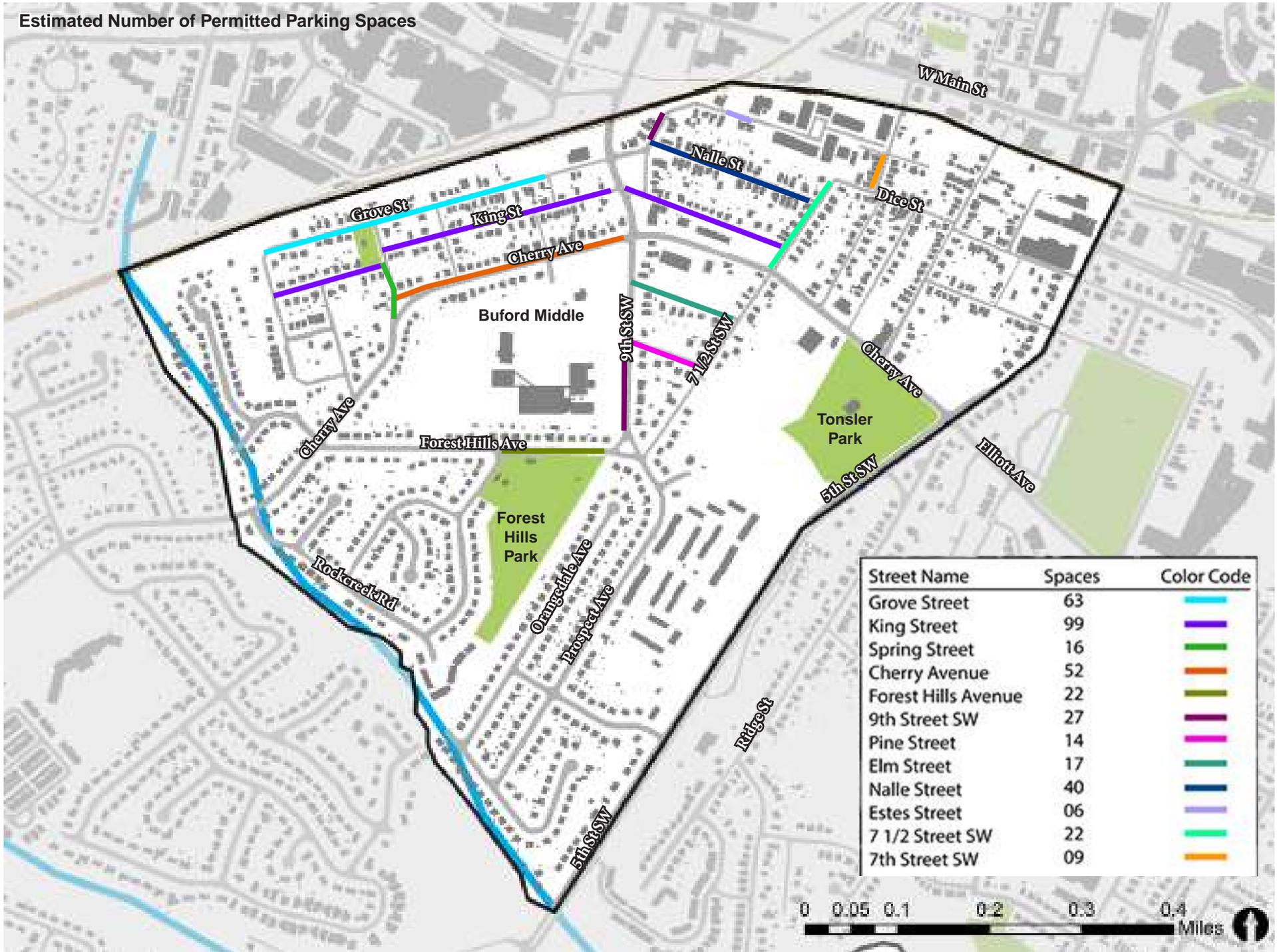
The second platform, Non-Permitted On-Street Parking, used the same calculation methodology as Permitted On-Street Parking. This platform also accounted for on-street parking spaces that are painted onto the street. An example of this is Paton Street, there are a total of 40 Non-Permitted On-Street Parking spaces, of which 16 of those spaces are painted onto the street. These painted spaces occur in the newer development area of the neighborhood on Paton Street. The total amount of Non-Permitted On-Street Parking is 1,195 spaces within the Fifeville Neighborhood.

For the third platform, a simple addition of the total On-Street Parking and Non-Permitted On-Street Parking was calculated. The total amount of On-Street parking is 1,582 spaces within the Fifeville Neighborhood.

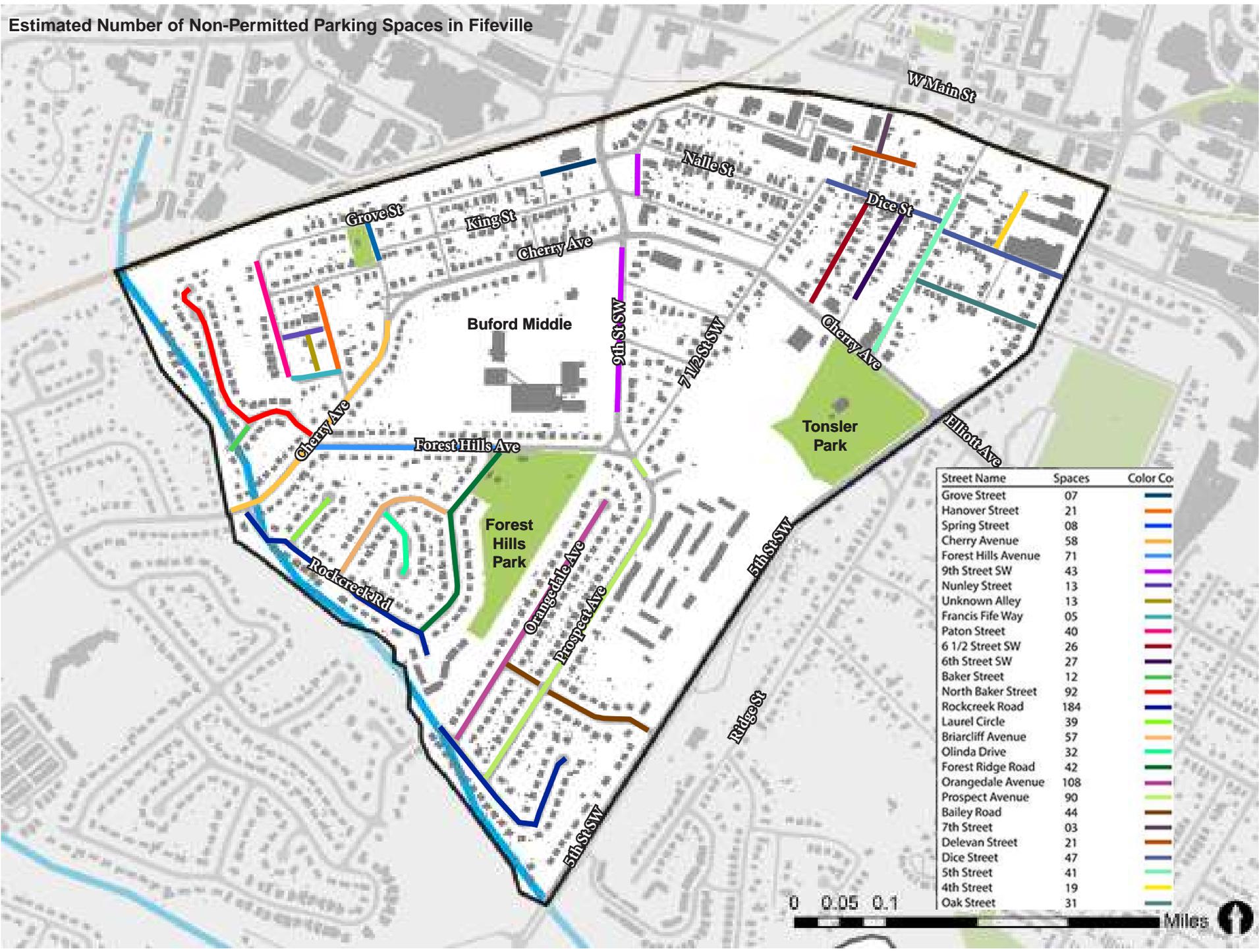
### Permit and Non-Permit Parking in Fifeville



### Estimated Number of Permitted Parking Spaces



### Estimated Number of Non-Permitted Parking Spaces in Fifeville



## Transportation Goals

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**Goal 8:** Provide a safe and more connected community that creates access and opportunities for residents

**Goal 9:** Provide a transportation network that prioritizes safety and mobility for residents.

An aerial photograph of a city, likely Atlanta, Georgia, showing a mix of residential and commercial buildings, a highway, and a large water tower. The image is partially obscured by a dark green horizontal band across the top. On the left side of this band, the number '8' is written in a large, bold, yellow font. To the right of the number, the words 'Style Guide' are written in a yellow, sans-serif font.

8

# Style Guide



New Orleans, LA

The community of Fifeville identified a variety of characteristics throughout the planning process that inform a cohesive style pallet. These aesthetic recommendations are meant to accentuate the assets of the Fifeville community as described by residents. Fifeville is primarily a residential community with a neighborhood-scale commercial corridor along Cherry Avenue. Fifeville has roots as a 19th century working-class community developed in proximity to local railroad companies. Fifeville also has a long legacy as a black community in Charlottesville with a strong heritage and culture. Today, Fifeville has the highest percentage of black residents of any census tract in the city, and the lowest percentage of white residents, while the percentage of Asian and Hispanic residents is lower than in other parts of Charlottesville. Fifeville residents hope that they—and their neighbors—can continue to be a part of the community as quality of life in the community continues to improve.

The style guide recommends design strategies that incorporate Fifeville’s past legacy and future aspirations. The character of the current commercial corridor is misaligned with the character of the housing stock and culture of the Fifeville community. Fifeville residents are interested in community spaces, access to goods and services, and places to gather for meals. The current commercial corridor falls short of providing these resources. The facade and design recommendations are based on resident preferences collected during community engagement efforts. Fifeville residents aspire to a Cherry Avenue that reflects their hopes and their pride in their community. The style guide reflects the community’s vision for a thriving Fifeville.

## Streetscape

Fifeville community residents are interested in a cohesive streetscape along Cherry Avenue that is attractive and walkable. The streetscape is a place where residents can walk, rest, or gather, and Cherry Avenue currently lacks many elements that facilitate neighborhood interaction, like lighting and seating. Designing the corridor as a place for pedestrians, bikers, and drivers, is critical for activating this central place in the neighborhood. Public art elements designed by Central Virginia-area artists would help establish this neighborhood-scale sense of place. There is an interest in establishing more locally-owned businesses throughout the corridor which would establish Cherry Avenue as a central community space in Fifeville, where residents could gather, eat, or shop.

Recommended streetscape elements, improvements, and additions include:

- Sidewalk repairs
- Murals
- Historical markers
- Street trees
- Planters
- Trash cans
- Pedestrian-scale lighting



WRT Design



Richmond, VA



Chestnut Hill, PA

# Design Elements

## 1. Lighting



## 2. Bike Rack



## 3. Seating



## 4. Historical Signage



## 5. Covered Bus Shelter



## 6. Planter



### Key

1. Lighting by Holophane LED Lights
2. Bike Rack by Victor Stanley
3. Bench by Sitescapes
4. Historical Signage in Washington D.C.
5. Covered Bus Shelter
6. Wooden Planter by Archiproducts

# Facade and Buildings

## Style

This style guide focuses on neighborhood-scale design appropriate for Fifeville. Fifeville is a primarily residential community with a neighborhood-scale commercial corridor along Cherry Avenue. Fifeville has roots as nineteenth century working-class community developed in proximity to local railroad companies. The character of the current commercial corridor is misaligned with the character of the housing stock and culture of the community. A variety of style elements are recommended to incorporate the community's history and culture with the built environment:

- Add historical signage to historical sites in the community
- Increase commercial density along Cherry Street
- Improve cleanliness in the neighborhood through increasing number of trash cans

## Commercial

The community would like to retain the neighborhood-scale commercial corridor and improve the facades and streetscape to attract new, locally owned businesses that provide goods and amenities for Fifeville residents. Elements of an improved streetscape for Cherry Avenue might include:

- Increased density, mixed-use commercial space from Ridge to Valley Road.
- Maximum building height of four stories along the commercial corridor.
- Storefronts designed and priced for small, locally-owned businesses and community-oriented gathering spaces like coffee shops or restaurants.
- Reduce setbacks to a maximum of ten feet along the commercial corridor on Cherry Avenue.
- Plant cohesive street trees along Cherry Avenue.
- Complete the sidewalk network throughout the study area.



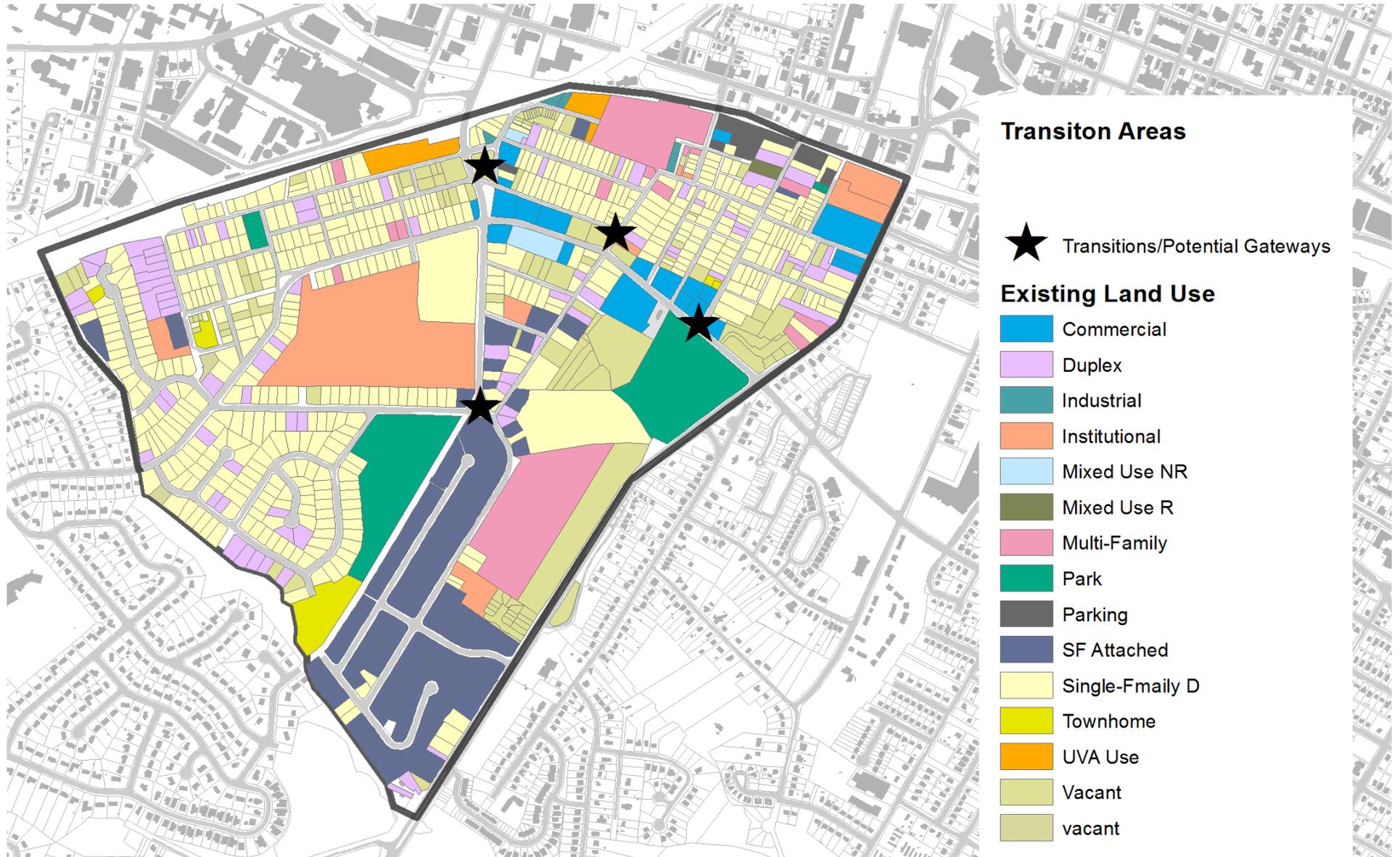
Via the West Humbolt Park Development Council



Community Inspiration Images, popular selections from the August 2018 Fifeville community meeting

# Transition Areas

Fifeville is primarily a single-family residential neighborhood. Cherry Avenue is the primary mixed-use area in the neighborhood, and it is important that appropriate transitions exist between mixed-use density and single-family residential density. These transitions in the built environment could become gateways for Fifeville that are marked using visual elements like murals, lighting, or public art. The map below indicates recommended areas for visual transitions or gateways to blend the mixed-use corridor with the residential areas of Fifeville.



# Housing

## Single Family Residential

Fifeville was first established as a residential community in the late 19th century, and residents hope to maintain and preserve the residential character of single-family residential homes in the community. Any new housing constructed should be consistent with the existing housing stock in the community. While a variety of eras and styles are represented in the community, there is consistency in the scale of the home and the size of the lots, and these patterns should be maintained in new development patterns.

### A Note About Affordability and Design

Affordable housing units are a priority for Fifeville residents. The design of new affordable housing should remain cohesive with the character of existing homes in Fifeville.



# 8 Programming and Gathering

The Fifeville community places high priority on gathering spaces where residents can host events, activities, and programming. Attention to commercial space in Fifeville should not neglect attention to public spaces for informal and formal community gatherings. Some new programming and community uses may be accomplished by using existing park space. Other vacant spaces may be repurposed for more specific gathering uses.

- Equipment for musical performances and movie nights
- Marketspace
- Flexible community space at a storefront along Cherry Avenue



Community gathering space



Outdoor Movie in Public Park



Outdoor Gathering space



Farmers Market



Interactive sidewalk space and community garden



Outdoor Seating along Storefront

# Place-making

## Inspiration Pallet

The community of Fifeville hopes to display community stories and history through placemaking strategies utilized in public places and in the streetscape. The examples below demonstrate a variety of branding, storytelling, and public art examples that could be utilized along Cherry Avenue and in Fifeville.



Pittsburg, PA public Mural



Bench Painted in San Francisco, CA



Fulton Hill Neighborhood Sign in Richmond, VA



"I have a story to tell you" by Artist Pepon Abbott



Public Art in Settlers Green, NH



Public Gathering Space in Highland Park, NJ

# 9

# Recommendations



# Recommendations Introduction

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Throughout the summer and fall of 2019, the Cherry Avenue Technical Committee, made up of City and TJPDC staff, neighborhood residents, and business representatives reviewed the draft set of recommendations. With their assistance, the proposed plan recommendations were edited and modified to ensure that they were:

- Specific
- Measurable
- Achievable
- Realistic
- Timely

The set of recommendations on the following pages represents the priorities of the neighborhood. They are divided into six broad categories including, parks and recreation, transportation, economic development, community building, land-use, and housing.

# Place-Keeping and Community Building

Reference	Recommendation	Priority	Easy Win	Timeframe	Responsible Entity
PK-1	<b>Install community murals/public art displays.</b> <i>Partner with property owners &amp; art groups that display Fifeville themes</i>	High		Medium-Term	City, Non-Profits, Neighborhood
PK-2	<b>Install signage &amp; historic markers.</b> <i>Communicate the stories/history of Fifeville</i>	High		Medium-Term	City-NDS
PK-3	<b>Build &amp; strengthen relationships between community, non-profits, businesses, land owners &amp; other neighborhood institutions through community events and collaboration on community projects.</b> <i>Increase capacity of neighborhood to implement, manage, &amp; initiate their community improvement projects</i>	High		Medium-Term	Neighborhood
PK-4	<b>Develop a lighting plan for the Fifeville neighborhood.</b> <i>Identify appropriate capital projects</i>	High	Yes	Short-Term	City- NDS
PK-5	<b>Strengthen participation in the Fifeville Neighborhood Association, and expand its capacity for leading community building and community development efforts.</b> <i>Formalization or partnership opportunities with an existing non-profit would enable the Fifeville community to compete for additional capital investment resources</i>	High	Yes	Long-Term	Neighborhood
PK-6	<b>Pursue funding opportunities with partner organizations.</b> <i>The trail connection project can serve as a guide</i>	High		Short-Term	Neighborhood
PK-7	<b>Build &amp; strengthen relationships between community institutions &amp; potential developers.</b> <i>Relationship building between Fifeville neighborhood &amp; the development community to increase transparency &amp; create a feedback channel</i>	Medium		Long-Term	City- NDS, Neighborhood
PK-8	<b>Expand after-school programming for Fifeville youth, and center their voices in community building and community development efforts.</b> <i>Discuss opportunities to expand services/programming with the City school system, UVA, Boys &amp; Girls Club, &amp; area residents</i>	Medium		Medium-Term	City Schools, Non-Profits
PK-9	<b>Implement Cherry Avenue corridor landscaping improvements.</b> <i>Improve green spaces &amp; landscaping of Fifeville community</i>	Medium		Medium-Term	City- Public Works

# Economic Development Recommendations

Reference	Recommendation	Priority	Easy Win	Timeframe	Responsible Entity
E-1	<b>Provide skills-building opportunities and supports for Fifeville residents such as career development, budgeting &amp; financial management classes, and renter &amp; homeownership supports.</b> <i>Meet with PVCC to develop programs to teach/develop these skills</i>	High		Medium-Term	City, PVCC
E-2	<b>Create a Fifeville food justice/community market feasibility report.</b> <i>Meet with applicable community groups /develop new partnerships/ identify need for &amp; logistics of a market in Fifeville.</i>	High		Medium-Term	City- NDS
E-3	<b>Start a business association for Cherry Avenue businesses.</b> <i>Work with the City to develop a model for a new business association</i>	High		Medium-Term	Cherry Ave Businesses
E-4	<b>Support/incentivize locally-owned, small, woman, and minority-owned business along Cherry Avenue and support/encourage existing businesses to stay in Fifeville.</b> <i>Provide pathways to financial capital for local entrepreneurs, especially for minority-owned businesses; establish small business association/mentorship opportunities</i>	High		Medium-Term	City- Econ Dev
E-5	<b>Explore founding of a community development corporation or partnering with an existing one.</b>	High		Short-Term	Neighborhood
E-6	<b>Evaluate &amp; leverage Opportunity Zone designation to attract capital investments consistent with community vision.</b> <i>Spur mindful growth &amp; economic expansion to increase capital investments in Fifeville.</i>	Medium		Long-Term	City- Econ Dev
E-7	<b>Increase access to supports for small businesses.</b> <i>Work with City Economic Development Department &amp; Fifeville community to develop streamlined access for small business start-up resources</i>	Medium	Yes	Medium-Term	City- Econ Dev
E-8	<b>Create incentives for the types of businesses &amp; developments residents would like to see based on uses identified in the Future Land Use chart.</b> <i>Use desired use chart as a guide</i>	Medium		Medium-Term	City- Econ Dev

# Housing Recommendations

Reference	Recommendation	Priority	Easy Win	Timeframe	Responsible Entity
H-1	<b>Promote use of accessory dwelling units as affordable housing by revisiting the City's accessory dwelling unity policy.</b> <i>Explore, revise, &amp; implement a program</i>	High	Yes	Short-Term	City- NDS
H-2	<b>Identify properties for housing development under Charlottesville Affordable Housing Fund and local non-profits.</b> <i>Utilize land trusts to maintain housing affordability as property values rise</i>	High	Yes	Short-Term	TJCLT
H-3	<b>Inform residents of existing housing programs &amp; services.</b> <i>Develop outreach &amp; education strategies</i>	High	Yes	Short-Term	City- Housing
H-4	<b>Protect historically significant homes.</b> <i>Explore the feasibility of a potential historic overlay district, ensuring that identified strategies do not drive up the cost of housing if applied indiscriminately</i>	High	Yes	Long-Term	City- NDS
H-5	<b>Identify and implement strategies to increase the number of affordable units in low-density portions of the neighborhood</b>	High		Long-Term	City
H-6	<b>Improve protections for renters with the aim of reducing displacement and eviction.</b> <i>Explore strategies &amp; programs that have been successful in reducing resident displacement, specifically targeted at renters</i>	High		Long-Term	City
H-7	<b>Fund affordable housing initiatives designed to help current residents and their families to remain in the neighborhood.</b>	Medium		Short-Term	Neighborhood
H-8	<b>Develop a list of area residents willing to volunteer skills/ equipment to aid with home maintenance.</b> <i>Partnerships to build community and retain affordability</i>	Medium		Medium-Term	City- NDS
H-9	<b>Develop incentives including density bonuses and expedited review for projects that create new affordable units.</b>	Medium		Medium-Term	City-NDS

# Land Use Recommendations

Reference	Recommendation	Priority	Easy Win	Timeframe	Responsible Entity
LU-1	<b>Re-examine allowable uses in zoning code.</b> <i>Ensure that allowed use regulations are consistent with the community's preferred uses</i>	High	Yes	Short-Term	City- NDS
LU-2	<b>Explore traditional and create opportunities to provide access to necessary services in the neighborhood.</b> <i>Study options for purchasing property &amp; entering into P3 strategies for incubating desired uses (i.e. groceries, laundry mat, eating establishments)</i>	High		Medium-Term	City- Econ Dev
LU-3	<b>Include Cherry Avenue zoning review as specific deliverable in City-wide zoning update.</b> <i>Include in RFP from Comprehensive Plan update, Zoning Ordinance, &amp; affordable housing policy</i>	High	Yes	Medium-Term	City-NDS, Consultants
LU-4	<b>Explore opportunities for public/private partnerships to acquire property along Cherry Avenue to serve as a catalyst for community-driven development.</b> <i>Identify prime properties along Cherry Avenue that would support neighborhood vision</i>	High		Long-Term	City- Econ Dev
LU-5	<b>Re-examine massing regulations along Cherry Avenue to support a respectful transition between more intensive development along Cherry Avenue and the existing historic low-density housing.</b> <i>Consider amendments to Cherry Ave, Corridor District if form-based code is deemed inappropriate</i>	Medium		Short-Term	City- NDS

# Transportation Recommendations

Reference	Recommendation	Priority	Easy Win	Timeframe	Responsible Entity
T-1	<b>Create bike &amp; pedestrian connection between Tonsler and Forest Hills Park.</b> <i>Connects two key amenities in the Fifeville community</i>	High		Long-Term	City- NDS
T-2	<b>Add sidewalks on 6 1/2 Street, 6th Street, &amp; 9th Street.</b> <i>Will bridge gaps in existing sidewalk network</i>	High		Long-Term	City- NDS
T-3	<b>Widen turn lane on Cherry Avenue at Ridge Street intersection and look at feasibility of adding a bicycle climbing lane.</b> <i>Add dedicated bike climbing lanes on Cherry Ave. from Ridge St. to 6 1/2 St.</i>	High		Long-Term	City- NDS
T-4	<b>Request formal speed/traffic study from the City on Cherry Avenue, Prospect Avenue, Forest Hills Avenue, and the intersection of Cherry Avenue and 7 1/2 Street.</b> <i>Speeding has been identified as a major concern along with tight turning movements &amp; obstructed sight lines</i>	High	Yes	Short-Term	Neighborhood
T-5	<b>Clearly mark 6 1/2 Street as one-way.</b> <i>Coordinate with property owners &amp; City staff</i>	High		Long-Term	City- NDS
T-6	<b>Explore options to improve visibility along Dice Street</b> <i>Concerns over lack of visibility due to grade change, especially at the intersection of Dice &amp; 6th St.</i>	High		Medium-Term	City- NDS
T-7	<b>Relocate CAT bus stop farther from crosswalk on Cherry Avenue.</b> <i>Improve pedestrian sight lines when crossing</i>	High	Yes	Short-Term	City-CAT
T-8	<b>Add covered bus shelters where appropriate.</b> <i>Encourage greater use of transit system, reduces congestion, adds rider amenities</i>	High		Medium-Term	City- CAT
T-9	<b>Explore opportunities for creative traffic calming investments that articulate the neighborhood's history and culture while also reducing speed and cut-through traffic.</b> <i>Increase pedestrian safety by installing creative interventions (artistic crosswalks, intersection mandalas, etc.) at identified cross streets</i>	High		Medium-Term	City- NDS
T-10	<b>Add multi-use path between Tonsler Park and Greenstone on 5th.</b> <i>Invest in expanded capacity</i>	Medium	Yes	Short-Term	City- NDS, Neighborhood

# Transportation Recommendations Continued

Reference	Recommendation	Priority	Easy Win	Timeframe	Responsible Entity
T-11	<b>Expand transit service by providing more frequent service intervals.</b> <i>Coordinate with CAT to determine barriers to increased service &amp; work with residents to remedy those barriers</i>	High		Medium-Term	City- CAT
T-12	<b>Add trail connection from Tonsler Park to 7 1/2 Street (Per Tonsler Park Master Plan).</b> <i>Improve community connectivity</i>	Medium		Medium-Term	City- NDS
T-13	<b>Develop infrastructure asset inventory.</b>	Medium		Medium-Term	City- NDS
T-14	<b>Promote alternative commuting options</b> <i>Work with regional RideShare program to market program to employers to help reduce commuter traffic volumes</i>	Medium		Short-Term	TJPDC
T-15	<b>Open bike connection through Forest Hills Park to Antionette/ Shamrock.</b> <i>Current bollards do not allow for bikes, especially cargo bikes, to pass through</i>	Medium		Short-Term	City-NDS
T-16	<b>Identify locations where driveway entrances could be eliminated/ redesigned to improve pedestrian safety.</b> <i>Coordinate with property owners &amp; City staff</i>	Low		Long-Term	City- NDS

# Parks & Recreation Recommendations

Reference	Recommendation	Priority	Easy Win	Timeframe	Responsible Entity
PR-1	<b>Expand, renovate, or reconfigure the community building at Tonsler Park.</b> <i>Make additional room for parties, classes, &amp; other events</i>	High		Long-Term	City- Parks & Rec
PR-2	<b>Add covered outdoor seating at Tonsler Park.</b> <i>Create shaded areas to better utilize park during hotter summer weather</i>	High	Yes	Short-Term	City- Parks & Rec
PR-3	<b>Add seating/bleachers to the basketball courts at Tonsler Park.</b> <i>Build on success of basketball tournaments in the area</i>	High	Yes	Short-Term	City- Parks & Rec
PR-4	<b>Add removable soccer goals to open field at Forest Hills Park.</b> <i>Forest Hills Park open field is one possible location for temporary soccer goals</i>	High	Yes	Short-Term	City- Parks & Rec
PR-5	<b>Improve trash collection in parks &amp; public areas.</b> <i>Add more trash cans, increase frequency of trash collection, &amp; organize community clean-up day</i>	High	Yes	Short-Term	City- Parks & Rec, Public Works
PR-6	<b>Open the gate at the back of Tonsler Park to the multi-use path between Tonsler Park and Greenstone on Fifth.</b>	High	Yes	Sort-Term	FNA, City- Parks & Rec
PR-7	<b>Upgrade the existing baseball field at Tonsler Park.</b> <i>Address concerns of disrepair</i>	Medium		Medium-Term	City- Parks & Rec
PR-8	<b>Develop a spring community event &amp; activate the amphitheater space at Tonsler Park.</b> <i>Possible precursor to annual Cherry Blossom Festival &amp; more formal music series</i>	Medium		Medium-Term	Neighborhood
PR-9	<b>Activate city park space at Cherry Avenue and Rockcreek Road intersection and explore possible site for community garden.</b> <i>Opportunity to develop parcel into pocket park with seating, play space for children, or programming. Explore this &amp; other potential locations for community garden.</i>	Medium		Long-Term	City- Parks & Rec, NDS
PR-10	<b>Add a snack bar or other alternative to vending machines at both community parks.</b> <i>Improves quality of community spaces &amp; resident health</i>	Low		Medium-Term	City- Parks & Rec
PR-11	<b>Add additional basketball courts to Forest Hills Park.</b> <i>Invest in expanded capacity</i>	Low		Long-Term	City- Parks & Rec