

## BUILD OUT ANALYSIS

### Brief Description of Topic Area

A build-out analysis is a review of the zoning of a locality, and the potential for future development under the current ordinances. It is important to note that a build-out analysis is not a projection, as it does not take into account time or absorption rates of new development. Instead, the analysis details the possible end result of every potential building site being constructed to the fullest extent permissible under current zoning regulations.

### Methodology

First, City staff queried the City records of all zoned parcels, and tabulated how much land is classified under each zoning designation. City staff also isolated vacant properties, and calculated a theoretical build-out in terms of residential units on all vacant properties under a by-right scenario and a special use permit scenario. Finally, staff looked at an aerial photo of the City to identify parcels that may not be classified as vacant, but had potential for redevelopment. These parcels were added to the analysis.

### Findings

Based on the City's GIS system, the City has roughly 75% of its zoned land classified as residential zoning. Roughly 2% of the City is zoned exclusively for commercial purposes, 3.2% for industrial purposes, 13.3% is zoned mixed-use, and the remaining 6% includes parcels with multiple zonings.

See: Table 1 – City of Charlottesville Zoning Classification by Land Area

The City's vacant land is concentrated in residentially zoned areas. 83% of the vacant land is zoned residential, while less than 3% is zoned for commercial or industrial use. 13% of the vacant land in the City is zoned for mixed-use development.

See: Table 2 – City of Charlottesville Zoning Classifications of Land Classified as Vacant

Staff calculated the number of residential units that could be built on the vacant land in the City. Staff tallied the acreage in each zone, multiplied the acreage by the maximum permitted by-right density, and the maximum density allowed under a special use permit. There are several shortcomings in this calculation that should be noted:

- 1) All land is not developable. For example, environmental factors that could limit the number of units on vacant land or redeveloped parcels, such as critical slopes or floodway, were not taken into account. Additionally, some parcels dedicated to open space could be counted as vacant land in this analysis.
- 2) The number of units does not take into account the shape of lots and resulting building configuration that could constrain the number of units a developer could construct on the property.
- 3) Staff used the maximum permitted density. Developers rarely use the maximum permitted density in most developments, especially the maximum permitted under a special use permit.
- 4) When dealing with the low-density residential zones (R-1, R-1S, and R-2), staff counted each vacant lot as a new unit for the by-right calculation, rather than projecting future subdivisions.
- 5) The average household size in Charlottesville is 2.35 persons. For most additional units, this multiplier was used to determine the future number of residents. In zoning classifications that cater to student housing, however, a multiplier of 3.5 persons per unit was used to reflect the possibility of 3 and 4 bedroom units being constructed in these areas.

Staff found that if all vacant land in the City were developed at maximum by-right density with no regard for any limiting factors, it would yield 4,328 additional residential units, or 10,514 additional residents. By special use, these same parcels could accommodate 14,536 additional units, and 34,625 additional residents.

Staff also reviewed an aerial photo of the City, looking for lots in mixed-use, commercial and industrially zoned areas that could be suitable for re-development. Staff focused on lots with large amounts of parking. Most of the 122 properties identified featured sizable parking areas relative to the overall size of the lot. Additionally, the properties were almost entirely non-residential in use – but are located in corridors that have been zoned for mixed-use development. The acreage of the properties was compiled and multiplied by maximum permitted density both by-right and by special use permit.

Staff found that an additional 5,759 residential units, or 15,209 residents could be accommodated through the by-right re-development of the selected properties. The same properties could yield 26,233 additional units if developed under special use permits, for a total of 67,889 additional residents.

Adding the by-right calculations together, staff finds that the City's current zoning could accommodate approximately 10,000 additional residential units, or roughly 25,000 additional residents. Added to the current population of the City, this would result in a population of 69,198.

Adding the special use permit calculations together, staff finds that the City's current zoning could accommodate approximately 40,000 residential units, or roughly 100,000 additional residents. Added to the current population of the City, this would result in a population of 145,989.

See Table 3: Additional Units and Residents permitted under current zoning conditions

### **Conclusions**

- 1) Ample capacity for development exists under the City's current zoning regulations to accommodate projected increases in population.
- 2) Of the 10,000 units shown in additional by-right capacity, only roughly 800 would be accommodated in low-density residential zones. Any substantial increase in City population will require the construction of additional multi-family residential structures.
- 3) Additional commercial and industrial space in the City will most likely need to be located in mixed-use zones, or in existing commercial and industrial sites via re-development.
- 4) The analysis shows that the City's ability to accommodate new units on vacant property is declining, and will continue to do so in the future. Development activity will be increasingly focused on re-use and re-development of previously built upon sites.

### **Topics for Discussion**

- 1) Is the number of additional units that can be accommodated by the current zoning too high, too low, or adequate?
- 2) What challenges will a significant increase in population in the mixed use zones create? (Transportation, Parks, etc.)
- 3) Is the potential build-out in keeping with the City's vision for the future, or does it need to be modified in the next several years to more closely match that vision?

Table 1: City of Charlottesville Zoning Classifications by Land Area

Zoning Classification	Area (acres)	Percent of Total Zoned Land
<b>R-1, R-1U</b> – Large Lot Single Family Residential	1,545.66	28.52%
<b>R-1S, R-1SU</b> – Small Lot Single Family Residential	1,428.53	26.36%
<b>R-2, R-2U</b> – Two-Family Residential	534.97	9.87%
<b>R-3</b> – Multi-Family Residential	202.09	3.73%
<b>UMD</b> – University Medium Density Residential	31.53	0.58%
<b>UHD</b> – University High Density Residential	65.64	1.21%
<b>MR</b> – McIntire-Ridge Residential	73.85	1.36%
<b>PUD</b> – Planned Unit Development	184.13	3.40%
<b>Residential Subtotal</b>	<b>4,066.40</b>	<b>75.03%</b>
<b>B-1</b> – Transitional Commercial	49.57	0.91%
<b>B-2</b> – Neighborhood Scale Commercial	22.37	0.41%
<b>B-3</b> – Large Scale Commercial	35.50	0.66%
<b>ES</b> – Emmet Street Commercial Corridor	18.06	0.33%
<b>Commercial Subtotal</b>	<b>125.50</b>	<b>2.32%</b>
<b>M-I</b> – Manufacturing and Industrial	80.41	1.48%
<b>IC</b> – Industrial Corridor	94.39	1.74%
<b>Industrial Subtotal</b>	<b>174.80</b>	<b>3.23%</b>
<b>D</b> – Downtown Mixed-Use Corridor	49.84	0.92%
<b>DE</b> – Downtown Extended Mixed-Use Corridor	80.03	1.48%
<b>DN</b> – Downtown North Mixed-Use Corridor	31.84	0.59%
<b>WMN</b> – West Main North Mixed-Use Corridor	16.00	0.30%
<b>WMS</b> – West Main South Mixed-Use Corridor	27.03	0.50%
<b>CH</b> – Cherry Avenue Mixed-Use Corridor	25.61	0.47%
<b>HS</b> – High Street Mixed-Use Corridor	18.68	0.34%
<b>NCC</b> – Neighborhood Commercial Mixed-Use Corridor	17.34	0.32%
<b>HW</b> – Highway Commercial Mixed-Use Corridor	217.34	4.01%
<b>WSD</b> – Water Street District Mixed-Use	8.13	0.15%
<b>URB</b> – Urban Mixed-Use Corridor	175.55	3.24%
<b>SS</b> – South Street Mixed-Use Corridor	1.60	0.03%
<b>CD</b> – Corner District Mixed-Use	11.26	0.21%
<b>CC</b> – Central City Mixed-Use Corridor	41.12	0.76%
<b>Mixed-Use Subtotal</b>	<b>721.37</b>	<b>13.31%</b>
<b>MTP</b> – Multiple Zoning Classifications	331.48	6.12%
<b>TOTAL</b>	<b>5,419.56</b>	<b>100%</b>

Table 2: City of Charlottesville Zoning Classifications of Land Classified as Vacant

Zoning Classification	Area (acres)	Percent of Total Zoned Land
<b>R-1, R-1U</b> – Large Lot Single Family Residential	127.79	21.16%
<b>R-1S, R-1SU</b> – Small Lot Single Family Residential	147.66	24.45%
<b>R-2, R-2U</b> – Two-Family Residential	70.40	11.66%
<b>R-3</b> – Multi-Family Residential	60.16	9.96%
<b>UMD</b> – University Medium Density Residential	0.00	0.00%
<b>UHD</b> – University High Density Residential	4.66	0.77%
<b>MR</b> – McIntire-Ridge Residential	12.07	2.00%
<b>PUD</b> – Planned Unit Development	80.94	13.40%
<b>Residential Subtotal</b>	<b>503.68</b>	<b>83.42%</b>
<b>B-1</b> – Transitional Commercial	0.63	0.10%
<b>B-2</b> – Neighborhood Scale Commercial	1.17	0.19%
<b>B-3</b> – Large Scale Commercial	1.12	0.19%
<b>ES</b> – Emmet Street Commercial Corridor	1.48	0.24%
<b>Commercial Subtotal</b>	<b>4.4</b>	<b>0.73%</b>
<b>M-I</b> – Manufacturing and Industrial	1.89	0.31%
<b>IC</b> – Industrial Corridor	7.35	1.22%
<b>Industrial Subtotal</b>	<b>9.24</b>	<b>1.53%</b>
<b>D</b> – Downtown Mixed-Use Corridor	1.04	0.17%
<b>DE</b> – Downtown Extended Mixed-Use Corridor	6.54	1.08%
<b>DN</b> – Downtown North Mixed-Use Corridor	1.59	0.26%
<b>WMN</b> – West Main North Mixed-Use Corridor	1.51	0.25%
<b>WMS</b> – West Main South Mixed-Use Corridor	2.56	0.42%
<b>CH</b> – Cherry Avenue Mixed-Use Corridor	10.06	1.67%
<b>HS</b> – High Street Mixed-Use Corridor	0.53	0.09%
<b>NCC</b> – Neighborhood Commercial Mixed-Use Corridor	0.70	0.12%
<b>HW</b> – Highway Commercial Mixed-Use Corridor	17.67	2.93%
<b>WSD</b> – Water Street District Mixed-Use	0.00	0.00%
<b>URB</b> – Urban Mixed-Use Corridor	2.06	0.34%
<b>SS</b> – South Street Mixed-Use Corridor	0.00	0.00%
<b>CD</b> – Corner District Mixed-Use	0.00	0.00%
<b>CC</b> – Central City Mixed-Use Corridor	3.51	0.58%
<b>Mixed-Use Subtotal</b>	<b>47.77</b>	<b>7.91%</b>
<b>MTLP</b> – Multiple Zoning Classifications	38.72	6.41%
<b>TOTAL</b>	<b>603.81</b>	<b>100.00%</b>

Table 3: Additional Units and Residents permitted under current zoning conditions

	Units (By-Right)	Residents (By-Right)
Current	17,778	43,475
Vacant Land	4,328	10,514
Redevelopment	5,759	15,209
<b>Total</b>	<b>27,865</b>	<b>69,198</b>

	Units (SUP)	Residents (SUP)
Current	17,778	43,475
Vacant Land	14,536	34,625
Redevelopment	26,233	67,889
<b>Total</b>	<b>58,547</b>	<b>145,989</b>