

**COUNTY OF ALBEMARLE
PLANNING STAFF REPORT SUMMARY**

Project Name: ZMA202300012 Holly Hills	Staff: Andy Reitelbach, Senior Planner II
Planning Commission Public Hearing: April 9, 2024	Board of Supervisors Public Hearing: To be scheduled
Owners: Theraphia Cynthia and Peter A. Zoulis; Frances B. Birkhead and Willard Howard Birkhead Family Trust, et al.; Rebecca Wall; Old Palmyra Hotel, LLC	Applicant: Stoney Point Development Group and Dominion Realty Partners, LLC, c/o Steven W. Blaine and Scott Collins
Acreage: Approximately 30.821 acres	Rezone from: R-1 Residential to PRD, Planned Residential Development
TMPs: 046000000028A0; 046000000028B0; 046000000028I0; 046000000028J0; 046000000028K0; 046000000028E0; 046000000028F0; 046000000028L0	Location: East side of U.S. Route 29; from the southeast corner of Route 29 and S. Hollymead Drive, to a point approximately 1,100 feet south of that intersection.
School Districts: Albemarle High, Lakeside Middle, Hollymead Elementary	By-right use: 30 residential units
Magisterial District: Rivanna	Proffers: No
Proposal: Rezone eight parcels from R-1 (one unit/acre) to PRD, which allows residential (maximum of 35 units/acre), with limited commercial uses. Special exception request to waive stepback requirements.	Requested # of Dwelling Units: A maximum of 410 multi- family and single-family attached residential units is proposed, at a gross density of approximately 13.3 dwelling units/acre and a net density of approximately 20 dwelling units/acre.
DA (Development Area) – Places29 Master Plan area – Community of Hollymead	Comp. Plan Designation: Urban Density Residential – residential (6.01 – 34 units/ acre); supporting uses such as religious institutions, schools, commercial, office and service uses. Privately Owned Open Space; Environmental Features – privately owned recreational amenities and open space; floodplains, steep slopes, wetlands, and other environmental features.
Character of Property: Mostly forested with a few single-family detached houses and associated accessory structures.	Use of Surrounding Properties: Single-family attached houses to the north. Single-family detached houses to the northeast, east, and southeast. Approved (but unbuilt) RST development to the south. Forested land across U.S. 29 to the west.
Affordable Housing: Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	AMI (Area Median Income): 80% of AMI as determined by U.S. Dept. of Housing & Urban Development, for 15% of the total number of constructed units.

<p>Positive Aspects:</p> <ol style="list-style-type: none"> 1. The request is consistent with the uses and density recommended by the Places29 Master Plan. 2. The request is consistent or mostly consistent with the applicable neighborhood model principles. 3. The request provides affordable units at 15% of the total number of units constructed, consistent with County policy at the time this application was submitted. 	<p>Concerns:</p> <ol style="list-style-type: none"> 1. The proposed development would result in additional student enrollment at area schools that are already over-capacity. 2. The development would disturb areas of preserved steep slopes and WPO stream buffer in order to construct some of the project's public streets; however, these streets would connect the various developable areas of the properties, helping to avoid additional cul-de-sacs.
<p>RECOMMENDATION: Staff recommends approval of ZMA202300012 Holly Hills.</p>	

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Andy Reitelbach
April 9, 2024
To be scheduled

ZMA 202300012 Holly Hills

PETITION

PROJECT: ZMA202300012 Holly Hills

MAGISTERIAL DISTRICT: Rivanna

TAX MAP/PARCEL(S): 046000000028A0; 046000000028B0; 046000000028I0; 046000000028J0; 046000000028K0; 046000000028E0; 046000000028F0; 046000000028L0

LOCATION: Property on the east side of U.S. Route 29; from the southeast corner of Route 29 and S. Hollymead Drive, to a point approximately 1,100 feet south of that intersection.

PROPOSAL: Rezone eight parcels to allow a maximum of 410 residential units.

PETITION: Request to rezone a total of approximately 30.821 acres from the R-1 Residential Zoning District, which allows residential uses at densities up to one unit/acre, to PRD Planned Residential Development, which allows residential (maximum of 35 units/acre) with limited commercial uses. A maximum of 410 dwelling units is proposed, at a gross density of approximately 13.3 dwelling units/acre and a net density of approximately 20 dwelling units/acre. The dwelling units are proposed to be a mixture of single-family attached units and multi-family units. Associated request for a special exception to waive the requirement for setbacks.

ZONING: R-1 Residential – 1 unit/acre

OVERLAY DISTRICT(S): AIA – Airport Impact Area; EC – Entrance Corridor Overlay District; Steep Slopes – Managed; Steep Slopes – Preserved

PROFFERS: No

COMPREHENSIVE PLAN: Urban Density Residential – residential (6.01 – 34 units/ acre); supporting uses such as religious institutions, schools, commercial, office and service uses. Privately Owned Open Space; Environmental Features – privately owned recreational amenities and open space; floodplains, steep slopes, wetlands, and other environmental features. In the Community of Hollymead in the Places29 Master Plan area.

CHARACTER OF THE AREA

The subject property includes eight parcels (which total approximately 30.821 acres) on the east side of U.S. Route 29, from the southeast corner of the intersection of Route 29 and South Hollymead Drive to a point approximately 1,100 feet south of that intersection (see Attachment 1 – Location Map). The property is mostly forested, with four existing single-family detached houses and associated accessory structures. All of the subject parcels are currently zoned R-1 Residential (see Attachment 2 – Zoning Map).

The Hollymead and Forest Lakes neighborhoods surround the property to the north, east, and southeast, with a mix of single-family detached houses and single-family attached houses. These neighborhoods are zoned PUD Planned Unit Development. The approved RST Residences project (ZMA2020-00007) is to the south of the subject property. RST Residences, zoned PRD Planned Residential Development, has not been constructed at this time. The property to the west, across Route 29, is forested and is zoned RA Rural Areas.

The subject property also lies within the Airport Impact Area and Entrance Corridor Overlay Districts. There are areas of both Managed and Preserved Steep Slopes throughout the property. WPO stream buffers are also located on the property.

PLANNING AND ZONING HISTORY

There is no previous planning and zoning history on these parcels.

BY-RIGHT USE OF THE PROPERTY

Without the rezoning, approximately 30 dwelling units could be developed on the property, at a density of one unit per acre. Additional residential units could potentially be achieved if various bonus factors in the Zoning Ordinance were pursued. Using a combination of bonus factors, the maximum number of additional units that could potentially be approved by-right is 50% of the base zoning. This calculation could result in approximately 45 units total that could be constructed. However, it is important to note that bonus factors have different requirements, including some discretionary approvals, so it may not be possible for the property to utilize all potential bonus factors.

SPECIFICS OF THE PROPOSAL

The applicant is proposing to rezone approximately 30.821 acres from R-1 Residential to PRD, Planned Residential Development, which allows a mix of residential uses up to a maximum density of 35 units per acre. Limited commercial uses are permitted in PRD by special use permit, including office and childcare centers. A maximum of 410 multi-family and single-family attached units is requested, for a gross density of approximately 13.3 dwelling units per acre and a net density of approximately 20 units per acre. No non-residential uses are proposed. (See Attachment 3 – Project Narrative and Attachment 4 – Application Plan.) As a Planned Development zoning district, PRD requires an application plan to guide the development of the property at the site planning stage. The major elements of the application plan include the following:

- A total of seven building and parking envelopes (1-7) for multi-family buildings and rows of townhouses. Although the final unit mixture has not been determined at this time, it is expected that the multi-family buildings will be located in Envelopes 1-5, while the townhouse units will be in Envelopes 6-7. Building heights of up to four stories are proposed.
- Approximately 40.5% of the site is proposed open space, which also includes landscaping areas and recreational facilities. As a PRD, a minimum of 25% of the site is required to be designated as open space. The open space areas identified on the application plan include the following:
 - A 100' forested buffer along Route 29, a designated Entrance Corridor.
 - 30' landscaped buffers along the north and east sides of the property, adjacent to the existing Forest Lakes and Hollymead neighborhoods.
 - Forested areas around the WPO stream buffer, which also includes a Class B Primitive Trailway.
 - Three amenity spaces around the site that include recreational facilities such as a pool, a clubhouse, and tot lots. These areas will allow for the recreation facilities required under Section 4.16 to be provided at site plan, such as playgrounds and basketball courts, or equivalent such as pools or clubhouses, subject to approval by the Planning Director.
- The primary street network is proposed to be public, with the internal travelways around the multi-family buildings intended to be private. The main street through the site would be an extension of Archer Avenue from the Archer North (previously known as RST) site, which is located to the south, through this development. This extension would provide a road parallel to Route 29 from Polo Grounds Road, north through Brookhill, Archer North, and this development, before terminating at Route 29 in this project's northwest corner.
- The two main access points that would serve this property are the northern and southern points of the Archer Avenue extension – one access point providing right-in/right-out ingress and egress on Route 29 and another access point connecting with the part of

Archer Avenue that is proposed to be constructed with the Archer North (RST) development to the south of the subject property.

- Two additional emergency access points are proposed to serve the property – one from Rubin Lane in the northwest corner of the development and one from Derby Lane in the northeast corner of the project.
- Right-of-way is proposed to be reserved in three areas for future interparcel connections. These three areas would connect with the remaining undeveloped parcels located to the north-central of the subject property.
- A shared-use path is proposed to be constructed on the west and south sides of the Archer Avenue extension, from the southern property boundary to the intersection with Route 29. This extension would connect with a shared-use path proposed with the Archer North (RST) development.
- Bike racks are proposed throughout the site.
- A transit stop is proposed at the central amenity area (identified as Amenity Space #2). Although transit is not currently provided in this area of the County, this space would be provided to allow for transit in the future.

Areas of Preserved Steep Slopes and stream buffer would be disturbed with this development to construct the extension of Archer Avenue and the new street that would be used to reach the northeast corner of the property. Approximately 0.83 acres of Preserved Steep Slopes are expected to be disturbed for construction of these streets and associated utilities. The Steep Slopes Overlay District permits this disturbance of Preserved Slopes by-right. No building or parking envelopes are proposed to encroach into areas of preserved steep slopes or into the 100' stream buffer.

The applicant proposes to provide 15% of affordable housing units based on the total number of units that are constructed, for households making up to 80% of the area median income for a period of ten (10) years, which is in line with County policy at the time this application was submitted.

The applicant has also submitted a special exception request (see Attachment 5 for SE202300044) to modify Section 18-4.19 of the Zoning Ordinance. The request is to waive the requirement for setbacks on all buildings in the development. Special exception requests are not required to be acted upon by the Planning Commission.

COMMUNITY MEETING and COMMUNITY MEMBER INPUT

A community meeting was held in person for this proposal on Thursday, January 11, 2024, at a regularly scheduled meeting of the Places29-North Community Advisory Committee (CAC). Questions were asked by CAC and community members.

The main concerns raised were the potential impact of additional traffic throughout the street network of the surrounding area, including along Hollymead Drive, Ashwood Boulevard, and Route 29, and potential connections between this new development and the existing Forest Lakes and Hollymead neighborhoods. The use of Rubin Lane or proposed emergency access routes for construction traffic was also identified as a concern. The sequence and timing of the traffic lights along Route 29 was also brought up as a method to address congestion concerns in the area.

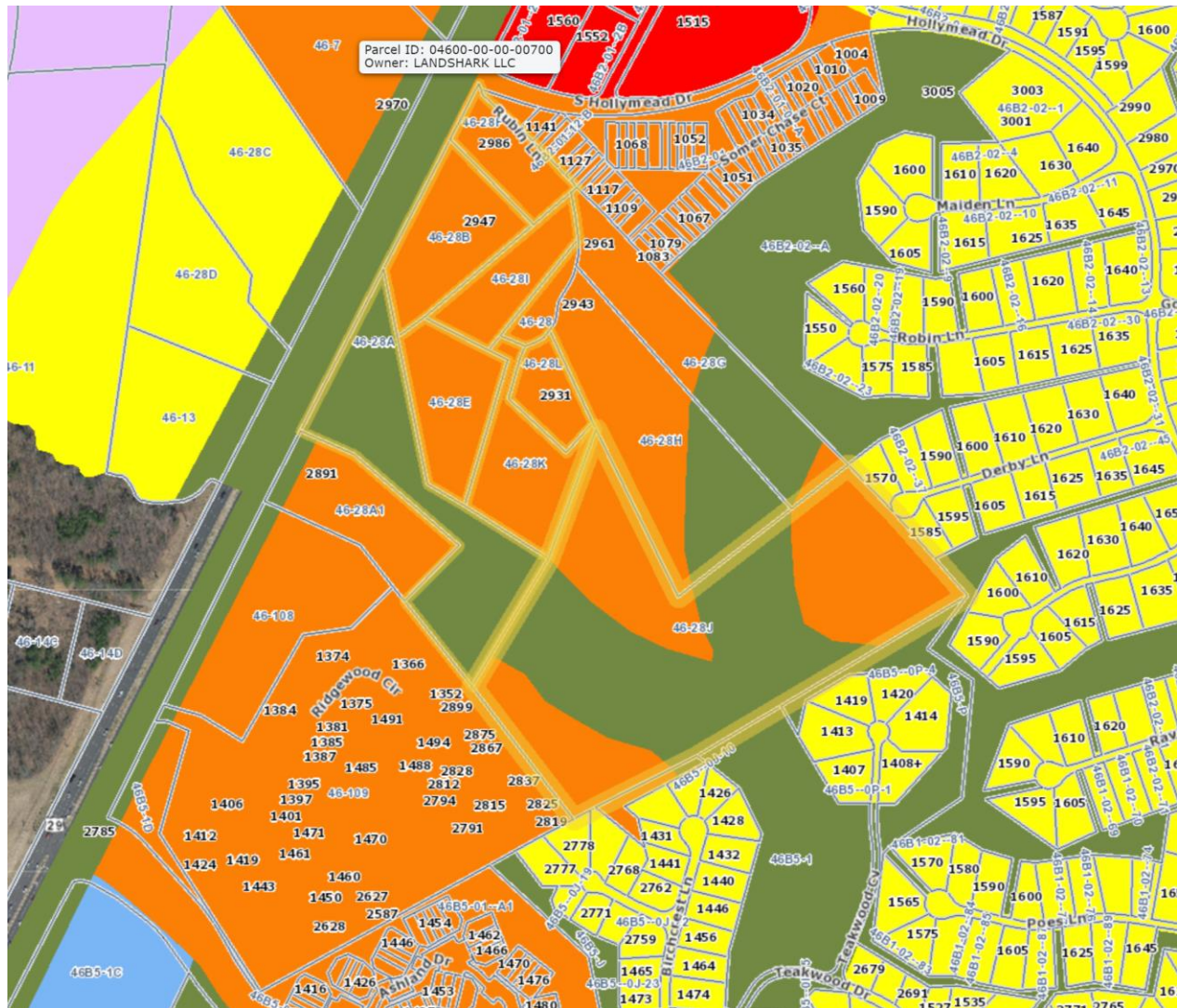
Other questions and concerns that were raised include the provision of buffering, landscaping, and/or fencing along adjacent property boundaries; impacts on school capacity; setbacks of new

buildings from existing properties; the construction of trails to connect with existing trail networks; and impacts on property values of adjacent parcels.

See Attachment 9 for community correspondence that has been received by staff regarding this proposal.

COMPREHENSIVE PLAN

The Places29 Master Plan designates the subject property as either Urban Density Residential or Private Open Space (see the map inset below; subject parcels highlighted).



Urban Density Residential (orange): This designation calls for primary uses of multi-family and single family residential, including two or more housing types. Secondary uses include retail, office, and commercial uses that support the neighborhood and are encouraged to be located within centers. The density range recommended for Urban Density Residential is 6.01-34 dwelling units per acre. The maximum building height recommended for this designation is four stories, or 45 feet.

Private Open Space and Environmental Features (green): This designation calls for privately-owned recreational amenities and open spaces, along with the protection of floodplains, steep slopes, wetlands, and other environmental features.

The project proposes a maximum of 410 dwelling units on the property, which would result in a gross density of approximately 13.3 dwelling units per acre and a net density of approximately 20 units per acre. This proposed density falls within the recommended density range for Urban Density Residential of 6.01-34 units/acre. The proposal for residential, with accompanying open space and recreational amenities, is consistent with the master plan's recommendation for a primary use of residential in this area. In addition, multiple housing types are proposed, which is consistent with the master plan's recommendation for two or more housing types.

The areas designated as Private Open Space on this site are largely conserved as the recommended open space and recreational areas on the application plan. The only exceptions are the two segments of public street to be connected through the stream buffer and preserved slopes to access other developable portions of the property designated as Urban Density Residential.

The maximum building height proposed is four stories, which is in conformance with the recommended heights of the master plan. A request has also been submitted for a special exception to waive the setback requirement for the fourth story of the buildings in the development, to allow the applicant to take full advantage of the fourth story recommended in the master plan.

The Neighborhood Model: Staff has reviewed the proposal against the Neighborhood Model Principles and has found that it is consistent or mostly consistent with the twelve principles. The detailed Neighborhood Model analysis can be found in Attachment 6.

Affordable Housing: The County's 2015 Comprehensive Plan has a chapter on housing (Chapter 9), which provides strategies to achieve its goal of "housing [that] will be safe, decent, and sanitary; available to all income and age levels; located primarily in the Development Areas; and available equally to all current and future County residents." Objective 6 is for the provision of affordable housing options for low-to-moderate income residents of Albemarle County and persons who work within the County who wish to reside there. The Comprehensive Plan includes several strategies to achieve this objective. Strategy 6b is to "continue to ensure that at a minimum, 15% of all units developed under rezoning and special use permits are affordable, as defined by the County's Office of Housing, or a comparable contribution is made to achieve the affordable housing goals of the County."

Because this application was submitted prior to March 1, 2024, the applicant is proposing to provide affordable housing in line with this policy in effect at the time of the rezoning submittal, at 15% of the total constructed number of units. This rezoning proposal includes a maximum of 410 dwelling units, which would provide 62 affordable units if the maximum of 410 units is constructed, based on the County's policy.

More detailed information regarding affordable housing in this project can be found in the attached Affordable Housing Evaluation form (Attachment 7), provided by the County's Assistant Director of Housing.

Relationship between the application and the intent and purposes of the requested zoning district:

The purpose and intent of the Planned Residential Development (PRD) zoning district is to:

- Encourage sensitivity toward the natural characteristics of the site and toward impact on the surrounding area in land development.

- Promote economical and efficient land use, an improved level of amenities, appropriate and harmonious physical development, and creative design consistent with the best interest of the county and the area in which it is located.

The PRD is intended to be a flexible zoning district to allow a variety of development for residential purposes and uses ancillary thereto, with open space serving varied uses such as recreation, protection of areas sensitive to development, buffering between dissimilar uses, and preservation of agricultural activity.

PRDs are subject to the setback and stepback requirements of Section 4.19, as indicated in the table below.

	Front-Minimum	Front-Maximum	Side	Rear
Building Setbacks	5'	None	5'	20'
Parking Setbacks	10'	None	6'	6'
Stepback	For each story that begins above 40 feet in height or for each story above the third story, whichever is less, the minimum stepback shall be a minimum of 15 feet.			

The proposal seeks a waiver of the stepback requirements from Section 4.19. The maximum building height is proposed to be four stories, which would require a stepback of at least 15 feet above the third story, unless such a modification is approved. The applicant has submitted a special exception (SE202300044) request to eliminate the stepback requirement for the buildings in this development. The PC is not required to take action on the special exception request.

The applicant has provided an Illustrative Plan (see Attachment 8) to demonstrate how the project could be developed consistent with the Application Plan. Staff believes the proposed design is consistent with the purpose and intent of the PRD zoning district. Staff has no concerns with the stepback waiver request.

Anticipated impact on public facilities and services:

Streets and Transportation:

The development is located along the east side of Route 29, with proposed access to both Route 29 and the Archer Avenue extension in the Archer Avenue (RST) project to the south.

A Traffic Impact Analysis (TIA) was provided with the application, which has been reviewed by VDOT. Although VDOT has no objections to the development overall, it has expressed concern about the availability of storage capacity in the northbound right turn lane from Route 29 onto Ashwood Boulevard. There is concern that the existing turn lane storage of 225 feet is not sufficient and may cause cars to back up into the main line of Route 29, becoming a potential safety issue for other motorists traveling northbound on Route 29.

Requirements for items such as final entrance design and sight distance will be determined at site planning. In addition, it has been noted that the timing of the traffic signals along Route 29, especially at Ashwood Boulevard, located to the south of this project, may need to be adjusted by a few seconds to better serve the additional traffic generated by this project.

This application has also been reviewed by the County's Transportation Planning team, who have no objections to this application. The extension of Archer Avenue in this development will provide a parallel road to Route 29, from Polo Grounds Road in the south, north through Brookhill and Archer North (RST), before curving around to meet Route 29 in the northwestern part of Holly Hills.

Right-of-way in three areas is preserved for future interparcel connections to the remaining undeveloped parcels to the north of Holly Hills.

There are also other multi-modal options proposed in this development. A shared-use path along Archer Avenue is shown on the application plan, connecting the shared-use path proposed in Archer North with the existing shared-use path parallel to Route 29.

Bike racks are proposed to be distributed throughout the development. A reservation of space for a future transit stop is also proposed in Amenity Space #2, the central amenity space. Although transit service is not currently provided in this area, this space would be available if transit is eventually extended to this area.

Schools:

Students living in this area would attend Albemarle High, Lakeside Middle, and Hollymead Elementary schools. The school division is cognizant that these areas continue to grow with new residential developments.

Albemarle County Public Schools has provided its student generation calculator that estimates how many students will be generated at each school level based on dwelling unit types. The table below specifies the yield of students generated at each school level should the subject property be built out as proposed in the application plan with the maximum of 410 residential units. Because a specific mixture of housing types has not been determined for this project at this time, staff used the District Average to calculate student generation numbers for each school.

Official Calculator

Dwelling Type	Hollymead ES	Lakeside MS	Albemarle HS	Total
Mix of Types (410 units)	0.21	0.05	0.10	--
Total at Each Level	86	21	41	148

Source of Calculator: Albemarle County Public Schools

Based on the student generation calculator, it is expected that about 148 students total would be generated by this development. It is important to note, however, that these totals include student numbers generated from any dwelling units that could be developed by-right or dwelling units that already exist on the property. They are not an increase over the student numbers that would be generated with any by-right development that could occur. In addition, the total number of students generated could differ depending on the final mixture of housing types that is developed.

The proposed maximum of 410 dwelling units produces additional students for Albemarle County Public Schools at all school levels. Hollymead Elementary is currently under-capacity and is currently expected to remain so over the next 10 years; however, if the maximum number of 86 new elementary-age students is generated by this development, the school would become over-capacity.

Lakeside Middle School is also currently under-capacity. With the addition of approximately 21 new students from this development, this school would still be expected to remain under-capacity.

Albemarle High School, however, is currently over-capacity and is expected to remain so over the next 10 years. Funding has been provided for a High School Center 2, with an anticipated capacity of 400 seats allocated to students across the County; however, the timeline for its opening is still to be determined. This Center will assist in addressing capacity issues over the long-term, although the exact number is not certain at this time.

Fire & Rescue:

ACFR has reviewed this rezoning application and has no objections at this time. Code requirements for items such as street and travelway widths, turning radius, and the necessity of secondary emergency fire access routes will be addressed at the site planning and/or subdivision stage, as well as other items such as adequate access and water availability. These elements will have to meet Fire-Rescue requirements before those plans can be approved by the County.

Utilities:

This project is in the Albemarle County Service Authority (ACSA) water and sewer service jurisdictional area. ACSA and RWSA have no objections to this project at this time. A utilities construction plan will be required, subject to ACSA and RWSA approval, prior to the approval of site plans and/or subdivision plats by the County at the site development stage of these properties.

Anticipated impact on environmental, cultural, and historic resources:

Areas of both Preserved Steeps Slopes and WPO stream buffer will be disturbed with this proposal. These areas are proposed to be disturbed to construct public streets connecting various parts of the development, as well as extending Archer Avenue from the project's southern boundary to Route 29. These environmental features are permitted to be disturbed for the construction of public streets. The applicant has designed the site in a way that minimizes the area of steep slopes and stream buffer that are disturbed while maximizing the developable portions of this site. Further review of grading and disturbance will occur by the Engineering Division during the site planning and WPO planning stage to ensure that all ordinance requirements are met, such as minimizing the length of stream buffer to be disturbed and that no lots are proposed within the limits of the stream buffer.

Any increase in stormwater runoff above what is currently allowed on the property will be reviewed by County Engineering staff during the site development phase of the project as well. Any stormwater facilities will be designed in accordance with the Virginia Stormwater Management Program (VSMP) regulations administered by the Virginia Department of Environmental Quality (DEQ).

Anticipated impact on nearby and surrounding properties:

Buffers and screening are not a requirement of the Zoning Ordinance between residential zoned properties. However, to lessen the impacts on adjacent residential parcels, the applicant has proposed a 30-ft. perimeter buffer along the north and east sides of the property, where it is adjacent to the existing Hollymead and Forest Lakes neighborhoods. 20 feet would be an undisturbed buffer and 10 feet would consist of a newly planted landscaping buffer.

Nothing has been proposed to address over-capacity at the area schools. Although Albemarle High School is already over capacity, this development would contribute even more additional students to the school.

Public need and justification for the change:

The County's growth management policy says that new residential and commercial development should occur in the designated Development Areas, where infrastructure and services are provided, rather than in the Rural Areas. This development is within the Community of Hollymead of the Places29 development area. This proposal will provide a greater density of residential development in the designated development areas, at a density that is within the range recommended by the master plan for Places29.

SUMMARY

Staff has identified the following positive aspects of this request:

1. The request is consistent with the uses and density recommended by the Places29 Master Plan.
2. The request is consistent or mostly consistent with the applicable neighborhood model principles.
3. The request provides affordable units at 15% of the total number of units constructed, consistent with County policy at the time this application was submitted.

Staff has identified the following concerns with this request:

1. The proposed development would result in additional student enrollment at area schools that are already over-capacity.
2. The development would disturb areas of preserved steep slopes and WPO stream buffer in order to construct some of the project's public streets; however, these streets would connect the various developable areas of the properties, helping to avoid additional cul-de-sacs.

RECOMMENDATION

Staff recommends approval of ZMA202300012 Holly Hills.

ATTACHMENTS

- Attach 1 – [ZMA2023-12 Holly Hills - Location Map](#)
Attach 2 – [ZMA2023-12 Holly Hills - Zoning Map](#)
Attach 3 – [ZMA2023-12 Holly Hills - Project Narrative, dated December 18, 2023](#)
Attach 4 – [ZMA2023-12 Holly Hills - Application Plan, dated September 18, 2023; last revised December 18, 2023](#)
Attach 5 – [ZMA2023-12 Holly Hills - SE202300044 Special Exception Narrative for Stepbacks](#)
Attach 6 – [ZMA2023-12 Holly Hills - Staff Analysis of Application's Consistency with Neighborhood Model Principles](#)
Attach 7 – [ZMA2023-12 Holly Hills - Affordable Housing Evaluation Form](#)
Attach 8 – [ZMA2023-12 Holly Hills - Illustrative Plan, dated September 18, 2023; last revised December 18, 2023](#)
Attach 9 – [ZMA2023-12 Holly Hills - Community Correspondence](#)