

ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

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| Project Name: ZMA202400008 Brookhill Amendment | Staff: Rebecca Ragsdale, Planning Manager |
| Planning Commission Public Hearing: July 8, 2025 | Board of Supervisors Public Hearing: TBD |
| Owner: Brookhill Town Center, LLC and RBD Multi-family Holdings II, LLC | Applicant: Ashley Davies, Riverbend Development |
| Acreage: 26.74 acres, total acreage in Brookhill is approximately 276 acres | Rezone from: NMD, request to amend the code of development and proffers. |
| TMPs: 04600-00-00-018A0018A6, 04600-00-00-01800018A7, 04600-00-00- 019B6 | By-right use: NMD Neighborhood Model District – residential mixed with commercial, service, and industrial uses |
| School Districts: Hollymead Elementary, Lakeside Middle, and Albemarle High School | Location: east side of Rt 29, north of Polo Grounds Rd. and south of Ashwood Blvd. |
| Magisterial District: Rivanna | Proffers: Yes |
| Proposal: Amend the Code of Development and Application Plan to add an additional 300 residential units | Requested # of Dwelling Units: Minimum of 800 units, maximum of 1850 (currently 1550 allowed). A minimum of 50,000 square feet of non-residential and maximum of 130,000 currently allowed. |
| DA (Development Area): Places 29 North | Comp. Plan Designation: Neighborhood Density Residential, Urban Density Residential, Urban Mixed Use (in Centers), NS-Neighborhood Service Center(6 – 20 units/acre); Privately Owned Open Space/Environmental Features. |
| Character of Property: Developed with residential uses, some portions undeveloped, and wooded with stream buffers, flood plain, steep slopes, wetlands, and an existing historic house. | Use of Surrounding Properties: Forest Lakes South, Montgomery Ridge Subdivisions that include mainly single family detached and attached residential. To the south is MonU Park and the South Fork Rivanna River. Across Rte. 29 to the west is Rural Area. |
| Positive Aspects: <ol style="list-style-type: none"> 1. The request is consistent with the recommendations of the Places 29 Master Plan. 2. The request could result in additional affordable units (60) within the development, which is 20% of the additional units and is consistent with this aspect of Housing Albemarle. | Concerns: <ol style="list-style-type: none"> 1. The proposed rezoning is not consistent with all recommendations of Housing Albemarle, specifically with regard to AMI for for-rent units and minimum affordability periods. |
| RECOMMENDATION: Staff recommends approval of ZMA202400008. | |

STAFF PERSON:

Rebecca Ragsdale, Planning Manager

ZMA202400008 Brookhill Amendment
PC Public Hearing – July 8, 2025

**PLANNING COMMISSION:
BOARD OF SUPERVISORS:**

July 8, 2025
To be scheduled

PETITION

PROJECT: ZMA202400008 Brookhill Amendment to Increase Residential Units

MAGISTERIAL DISTRICT: Rivanna

TAX MAP/PARCEL: 046000000018A7 and 046000000018A6, 046000000019B6

LOCATION: Undeveloped property east of Archer Ave./Stella Lane and north of Salamander St.

PROPOSAL: Amend the previously approved code of development

(ZMA201500007/ZMA201800011) associated with the Brookhill development to increase the total number of residential unit from 1,550 to 1,850.

PETITION: Rezone approx. 26.7 acres from NMD to NMD to allow an increase of 300 residential units

ZONING: Neighborhood Model District - residential (3 – 34 units/acre) mixed with commercial, service and industrial uses. RA Rural Areas - agricultural, forestal, and fishery uses; residential density (0.5 unit/acre in development lots).

OVERLAY DISTRICT: EC- Entrance Corridor; FH- Flood Hazard; AIA- Airport Impact Area; Managed and Preserved Steep Slopes

PROFFERS: Yes

COMPREHENSIVE PLAN: Neighborhood Density Residential – residential (3 – 6 units/acre) supporting uses such as religious institutions, schools and other small-scale non-residential uses; Urban Density Residential - residential (6.01 – 34 units/ acre); supporting uses such as religious institutions, schools, commercial, office and service uses; Urban Mixed Use (in Centers) – retail, residential, commercial, employment, office, institutional, and open space; NS-Neighborhood Service Center; Privately Owned Open Space/Environmental Features – privately owned recreational amenities and open space/ floodplains, steep slopes, wetlands, and other environmental features in Hollymead-Places 29 Masterplan.

PLANNING AND ZONING HISTORY

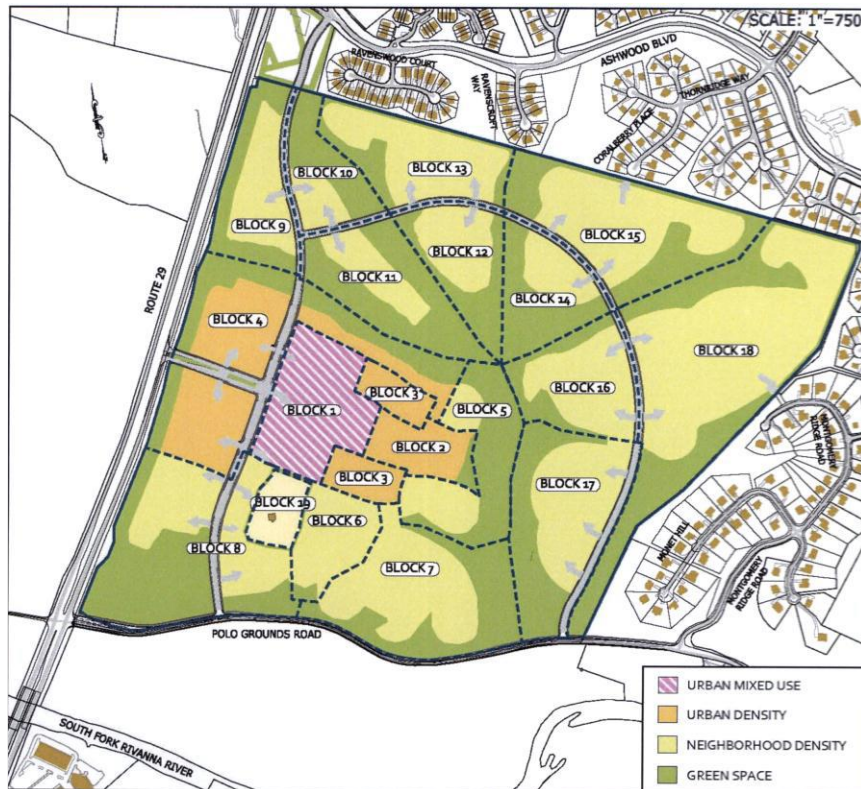
ZMA201500007 Approved a rezoning on November 9, 2016 to rezone from R1 Residential to Neighborhood Model District for a maximum of 1550 residential units and 130,000 square feet of non-residential. A special use permit for grading activities within the floodplain for the improvements to Polo Grounds Road.

SP201500025 Special Use Permit approved on November 9, 2016 to allow for fill in the Flood Hazard Overlay district for a road crossing.

ZMA201800011 Approved on July 17, 2019 to allow an amendment to the previously approved proffers (ZMA201500007) associated with the Brookhill development to reflect changes to the status of VDOT road improvement projects.

SPECIFICS OF THE PROPOSAL

The application is proposing to amend the code of development to allow an additional 300 residential units in center blocks of the development. An amendment to affordable housing proffers is also proposed to require 20% of the new units as affordable. The amendments do not change any other regulations in the code of development or application plan for Brookhill. With additional units, the ordinance requirements for recreational amenities will be met.



Proffers:

The proffers previously approved with Brookhill are proposed to remain, with limited revisions. Draft proffers have been submitted to update dates, applicable parcel numbers, acreage. (Attachment 3) A summary of the proffers is below. Substantive changes have only been made where noted below.

- Transportation proffers include Polo Grounds Road and Rt. 29 Intersection Improvements, an Ashwood Boulevard connection, a Rio Mills connection, transit stop, and cash proffer towards operating expenses for public transit along with signalization of the Polo Grounds Road Railroad Overpass. Proposed Revision-The trigger for the Ashwood Boulevard connection is proposed to change from the 500th unit to the 650th unit.
- Trails, Parks, and Civic Spaces proffers establish requirements for the trail network and parks and civic spaces.
- Cash proffers established a per unit contribution, provision of a cost index adjustment and credit to cash proffers for in-kind contributions.
- An elementary school site of 7 acres is proffered. Proposed Revision -Draft proffers with this rezoning clarify that in the interim, it is available as community open space and amenities.
- A 50-acre parcel for a public high school or other institutional use is proffered.
- The existing Brookhill dwelling is eligible for the National Register of Historic Places. The historic resources proffer provides for addressing any adverse impacts as part of the Section 106 Review, cemetery delineation, and no land disturbance of the greenway area Woodlands Camp.
- Affordable Housing proffers require 15% of the total number of units to be affordable to households at 80% area median income for both for-rent and for-sale units. The affordability period for rental units is 10 years. A cash in lieu of units options is included. Proposed Revision -An amendment is proposed in the draft proffers with this rezoning to require 20% of the new units to be affordable but all other previous proffer terms remain.

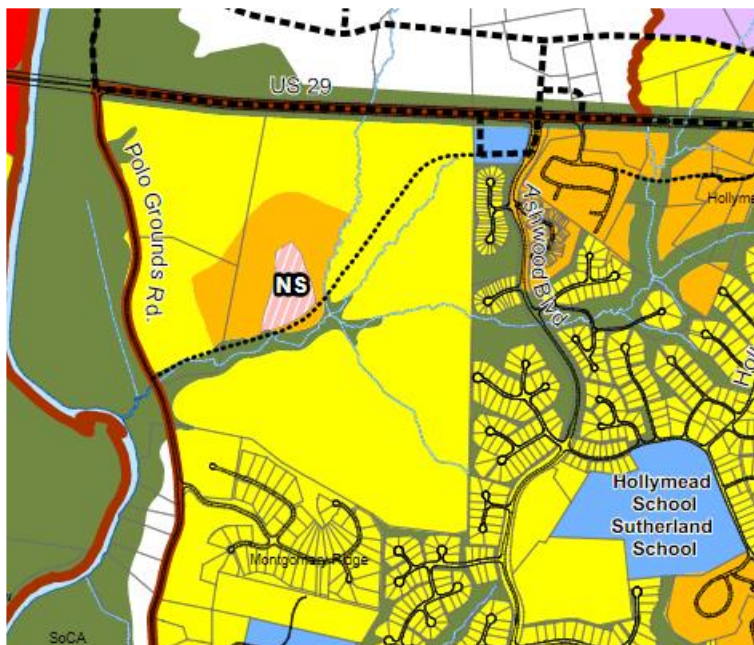
COMMUNITY MEETING and COMMUNITY MEMBER INPUT


A community meeting was held in person at Places 29 North Community Advisory Committee (CAC) meeting on February 13, 2025. The applicant shared details about the proposed rezoning but also answered questions regarding plans for what is already approved in Brookhill. Comments emphasized the importance of adequate parking and amenities for residents.


COMPREHENSIVE PLAN

Places29 Master Plan (PL29 Plan)


The PL29 Land Use Plan was adopted February 2, 2011 and has not been updated since Brookhill was approved in 2016. The master plan designates these parcels as Neighborhood Density Residential, Urban Density Residential, Urban Mixed use in Centers, Neighborhood Service Center, and Privately Owned Open Space/Environmental Features. The descriptions of these land use designations and an inset of the Land Use Map and Parks and Green Systems maps are below.



 Neighborhood Density- residential (3 – 6 units/acre) supporting uses such as religious institutions, schools and other small-scale non-residential uses;

 Urban Density- residential (6.01 – 34 units/ acre); supporting uses such as religious institutions, schools, commercial, office and service uses;

NS-Neighborhood Service Center- Urban Mixed Use (in Centers) – retail, residential, commercial, employment, office, institutional, and open space

 Open Space/Environmental Features- Privately Owned Open Space/Environmental Features – privately owned recreational amenities and open space/ floodplains, steep slopes, wetlands, and other environmental features

Based on these land use designations and acreage, the comprehensive plan recommended density range is between a minimum of 552 units and a maximum of 2,593 units. The Brookhill code of development currently allows a minimum density of 800 units and a maximum of 1,550 units. The proposal is to increase the maximum density to 1,850 units. This density is still consistent with the recommended densities of the comprehensive plan. The increase in density would be located in the Urban Density and Neighborhood Service Center where higher densities were anticipated. The proposal continues to provide uses that are consistent with the PL29 land use designations.

The application plan will continue to provide for all of the following features from the PL29 Plan:

- Three civic spaces
- Connector road from Polo Grounds Road to Ashwood Boulevard
- Forested buffer along Route 29 and Polo Grounds Road (see page 19 of COD for detailed description)
- Greenspace
- Multi-modal transportation
- Bike lanes along both sides of main connector roads, including bike racks within the Neighborhood Service Center and blocks designated as Urban Density Residential

- Greenway trail system
- Transit stop
- Multi-use path along Polo Grounds Road that connects to path being built with the Rte. 29 widening project

Affordable Housing

Housing Albemarle was adopted by the Board of Supervisors on July 7, 2021. On February 21, 2024, the Board of Supervisors approved the Affordable Rental Housing Incentive Program which provides a monetary incentive to help developers achieve the County's new housing policy goal. Approval of the incentive program fully implemented Housing Albemarle. The policy recommends 20% of the total units in residential construction projects be provided as affordable housing at either 60% AMI for a total of 30 years (rental housing) or 80% AMI for a total of 40 years (owner-occupied housing).

The proposed rezoning meets the general housing strategies and objectives of Housing Albemarle by increasing housing opportunities in the Development Area:

Objective 1: Increase the supply of housing to meet the diverse housing needs of current and future Albemarle County residents.

Strategy 1a: Allow, encourage, and incentivize a variety of housing types (such as bungalow courts, triplexes and fourplexes, accessory dwelling units, live/work units, tiny homes, modular homes, and apartment buildings); close to job centers, public transit and community amenities; and affordable for all income levels; and promote increased density in the Development Areas.

Brookhill was approved prior to the updated housing policy. The development met the previous housing policy which recommended that new residential rezonings provide 15% of the total proposed units as affordable housing at 80% of the Area Median Income (AMI). For-rent and for-sale units would be provided to households at 80% AMI. The affordability period for rental units is 10 years, and first sale of for-sale units.

The applicant is requesting an additional 300 residential units beyond the 1,550 previously approved under ZMA201500007. Under current County practices, the affordable housing requirement is 20% of the additional 300 residential units should be provided as affordable, resulting in a total of 60 affordable units. The applicant has offered updated proffers that include 20%. However, the affordable housing proposal in this application does not fully conform with Housing Albemarle and policy practices. Specifically, revisions would be required so that for-rent units are provided to households at 60% AMI, and for-sale units are provided to households at 80% AMI. The affordability period for rental units is 30 years, and the affordability period of for-sale units is 40 years. If these revisions are made, the proposal would be in compliance with current County housing policy practices after March 2024.

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

The purpose and intent of the Neighborhood Model District (NMD) zoning district is to:

- Provide for compact, mixed-use developments.
- Integrate diversified uses within close proximity to each other within the development area identified in the Comprehensive Plan.
- Incorporate principles of traditional neighborhood development, such as pedestrian orientation and a mixture of uses.

The NMD is intended to be a flexible zoning district to allow development consistent with the goals of the Future Land Use Plans in the Master Plans and the Neighborhood Model Principles. The NMD is intended to be a flexible zoning district to allow development consistent with the goals of the land use plan/master

plan and the neighborhood model principles. The form of this proposal is consistent with the intent of the NMD. The mix of uses within this development will provide appropriate services and activities of a neighborhood and community scale.

Anticipated impact on public facilities and services:

Streets and Transportation:

Updated traffic analysis was provided with this amendment and reviewed by the Virginia Department of Transportation (VDOT). VDOT has no objections to the additional 300 units. Transportation proffers originally approved with Brookhill are adequate for the additional trips. An updated Trip Generation Analysis concludes the current development plan generates 8% more daily trips, 2% more AM peak hour trips, and 7% fewer PM peak hour trips than the development plan that was assumed in the approved rezoning.

Schools:

Students living in this area would attend Hollymead Elementary, Lakeside Middle, and Albemarle High schools. There are current capacity needs at the elementary and high school level. In order to help address these deficiencies, the applicant has proffered a seven (7) acre pad-ready elementary school site within the development, as well as fifty (50) acres for a potential future high school. Approximately 51 students would be generated from the proposal.

Official Calculator

| Dwelling Type | Hollymead View ES | Lakeside MS | Albemarle HS | Total |
|----------------|-------------------|-------------|--------------|-------|
| 300 apartments | 27 | 6 | 18 | 51 |

Source of Calculator: Albemarle County Public Schools

Fire & Rescue:

Albemarle County Fire Rescue 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 the Rivanna Water and Sewer Authority (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 plans by the County at the site development stage of these properties.

Anticipated impact on environmental, cultural, and historic resources:

There are important environmental, cultural and historic resources located on this site. The environmental features include steep slopes, flood plain, wetlands, streams and their associated buffers, as well as salamander habitat. In addition to those County streams subject to the water protection ordinance, the applicant has included a buffer on streams currently not subject to the water protection ordinance. Salamander habitat, Historic Manor House, Dunn Cemetery, and related resources, and Archaic to late Woodland era campsite

Anticipated impact on nearby and surrounding properties:

The additional units are proposed internally to Brookhill, within the town center. This area was approved for the highest density residential in the Brookhill development. Staff believes the provisions of the Brookhill code of development adequately address design standards and no impacts to surrounding properties is expected.

Public need and justification for the change:

The County's growth management policy encourages new residential and commercial development in the designated Development Areas, where infrastructure and services are provided, rather than in the Rural Areas. Staff believes the increase in density is in an appropriate location.

SUMMARY

Staff have identified the following positive aspects of this request:

1. The request is consistent with the recommendations of the Places 29 Master Plan.
2. The request could result in additional affordable units (60) within the development, which is 20% of the additional units and is consistent with this aspect of Housing Albemarle.

Staff have identified the following concerns with this request:

1. The proposed rezoning is not consistent with all recommendations of Housing Albemarle, specifically with regard to AMI for for-rent units and minimum affordability periods.

RECOMMENDATION

Staff recommends approval of ZMA202400008 Brookhill Amendment.

ATTACHMENTS

1. Applicant Narrative
2. Proposed Code of Development dated April 21, 2025
3. Proposed Proffers dated March 25, 2025