

**COUNTY OF ALBEMARLE
PLANNING STAFF REPORT SUMMARY**

Project Name: ZMA202100001 Willow Glen	Staff: Andy Reitelbach, Senior Planner II
Planning Commission Public Hearing: November 22, 2022	Board of Supervisors Public Hearing: To be scheduled
Owners: Dickerson Ridge, LLC; Willow Glen Albemarle, Inc.; Angela Albarano and James Yancey	Applicant: George Ray, Jr., represented by Steve Edwards (Edwards Design Studio) and Lori Schweller (WilliamsMullen)
Acreage: Approximately 20.457 acres total	Rezone from: PRD, request to amend application plan and proffers associated with ZMA200600019.
TMPs: 032000000049F0; 032000000049I0; 032000000049J0; 032K00000000E0; 032K00000000A0; 032K0000012300	Location: 3621 and 3655 Dickerson Road, on the east side of Dickerson Road, approximately 700 feet north of its intersection with Towncenter Boulevard; and property at the terminus of Shannon Glen Court.
School Districts: Albemarle High, Lakeside Middle, Baker-Butler Elementary	By-right use: 198 units in Phase 2
Magisterial District: Rio	Proffers: Yes
Proposal: Amend application plan and proffers associated with ZMA200600019. Request to change the proposed dwelling units from a mix of residential types to all multi-family units, and to increase the number of dwelling units. Request to amend the proffer statement to modify the proffers for affordable housing, cash contributions, and a connection with Towncenter Blvd. Associated special exception requests to modify the recreational facilities requirements for residential uses (SE202100007) and to modify the parking requirements for residential uses (SE202100008).	Requested # of Dwelling Units: A maximum of 324 multi-family residential units in Phase 2 is proposed, at a gross and net density of approximately 16.81 units per acre. A total maximum of 360 units across Phases 1 and 2, for a gross and net density of 15.08 units per acre.
DA (Development Area) – Places29 Master Plan area – Community of Hollymead	Comp. Plan Designation: Urban Density Residential – residential (6.01 – 34 units/ acre), with supporting uses such as religious institutions, schools, commercial, office and service uses; and Neighborhood Density Residential – residential (3 – 6 units/acre), with supporting uses such as religious institutions, schools, and other small-scale non-residential uses.
Character of Property: The subject parcels are a mix of wooded and cleared areas. The existing Willow Glen (Phase 1) consists of 36 single-family detached and attached houses, with associated open space.	Use of Surrounding Properties: Single-family houses (both attached and detached) to the north, east, and southeast. Vacant parcels to the southwest. The airport to the west, across Dickerson Road.

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 20% of the number of constructed units in Phase 2 for a period of 15 years.
Positive Aspects: <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 majority of the applicable neighborhood model principles. 3. The request provides affordable units at 20% of the total number of units constructed, consistent with County policy. 	Concerns: <ol style="list-style-type: none"> 1. There is no inter-parcel vehicular connectivity with this proposal, especially with the proposed removal of previously approved "Road D" connecting Phases 1 and 2 of Willow Glen. This street would help to provide additional connectivity between Towncenter Boulevard and Dickerson Road. No other vehicular inter-connections are provided. 2. Shannon Glen Court, the portion of "Road D" in Phase 1, which was approved as a public street, has not yet been accepted by VDOT into the public road system. Staff has not received final confirmation from VDOT that it can be accepted into the state maintenance system with the changes proposed. 3. The proposed development would result in additional student enrollment at area schools, including Albemarle High and Baker-Butler Elementary, which are already over-capacity. 4. A sidewalk is not provided along Dickerson Road on the northwest side of the property, further reducing potential connectivity.
RECOMMENDATION: At this time, staff is not able to recommend approval of ZMA2021-00001 Willow Glen. If the Planning Commission does choose to recommend approval of ZMA2021-00001, staff has no objections to the approval of SE2021-00007, to permit substitutions of the recreational facilities as found in Attachment 10. Staff also has no objections to the approval of SE2021-00008, to allow a 5% reduction in the minimum amount of required parking spaces.	

**STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:**

**Andy Reitelbach
November 22, 2022
To be scheduled**

ZMA 202100001 Willow Glen

PETITION

PROJECT: ZMA202100001 Willow Glen

MAGISTERIAL DISTRICT: Rio

TAX MAP/PARCEL(S): 032000000049F0; 032000000049I0; 032000000049J0; 032K00000000E0;
032K00000000A0; 032K0000012300

LOCATION: 3621 and 3655 Dickerson Road, on the east side of Dickerson Road, approximately 700 feet north of its intersection with Towncenter Boulevard; and property at the terminus of Shannon Glen Court.

PROPOSAL: Amend the application plan and the proffers associated with previously approved rezoning ZMA200600019.

PETITION: Request to amend the application plan and the proffers associated with ZMA200600019 on six (6) parcels totalling approximately 20.457 acres. Request to amend the application plan to change the proposed dwelling units from a mix of residential types to all multi-family units, and to increase the number of dwelling units permitted in Phase 2 to 324, for a gross and net density of 16.81 dwelling units per acre. The total number of units in Phase 1 and Phase 2 together would increase to 360, for a gross and net density of 15.08 dwelling units per acre. Request to amend the proffer statement to modify the proffers for affordable housing, cash contributions, and a connection with Towncenter Blvd. Associated special exception requests to modify the recreational facilities requirements for residential uses (SE202100007) and to modify the parking requirements for residential uses (SE202100008).

ZONING: PRD Planned Residential Development – residential (maximum of 35 units/acre) with limited commercial uses; in accordance with ZMA200600019.

OVERLAY DISTRICT(S): Airport Impact Area, Steep Slopes – Managed

PROFFERS: Yes

COMPREHENSIVE PLAN: Urban Density Residential – residential (6.01 – 34 units/ acre), with supporting uses such as religious institutions, schools, commercial, office and service uses; and Neighborhood Density Residential – residential (3 – 6 units/acre), with supporting uses such as religious institutions, schools, and other small-scale non-residential uses; in the Hollymead community of the Places29 Master Plan area.

CHARACTER OF THE AREA

The application applies to six parcels of the Willow Glen development (originally approved as a PRD with ZMA2006-00019), which total approximately 20.457 acres. The main portion of the property subject to the application plan revisions (and known as Phase 2) consists of three parcels of about 19.27 acres. It is located on the east side of Dickerson Road, at 3621 and 3655 Dickerson, approximately 700 feet of its intersection with Towncenter Boulevard, and consists of a mixture of wooded and cleared areas. Because of the proposed changes to the proffers, three parcels at the terminus of Shannon Glen Court in the already-developed Phase 1 of Willow Glen, southeast of the Phase 2 area, are also a part of this rezoning request. Two of the parcels are open space for Willow Glen Phase 1. The third is a single-family detached house at 2852 Shannon Glen Court, which is the current location of a temporary turn-around easement.

The Charlottesville-Albemarle Airport (CHO) is located across Dickerson Road to the west and is zoned RA Rural Areas. There is one parcel along Dickerson Road, surrounded on three sides by the Willow Glen property, that is also zoned RA and contains a single-family house. There are vacant parcels to the southwest, which are zoned RA and R-15 Residential. To the north and northeast are

existing residences, including the Deerwood Village subdivision, which are zoned in a mix of RA and R-4 Residential. (See Attachment 1 – Location Map and Attachment 2 – Zoning Map). Although some of these nearby parcels are zoned RA, they are all located within the Hollymead development area.

The subject parcels are located within the Airport Impact Area overlay district. Small areas of Managed Steep Slopes also exist on the property. Two intermittent streams, which do not have stream buffers, are located on the property. One is on the boundary between the Phase 1 and Phase 2 areas. The other intermittent stream is along the northeast and east side of the property.

PLANNING AND ZONING HISTORY

October 10, 2007 – The Board of Supervisors approved the initial rezoning to PRD, ZMA2006-00019 with proffers, which the applicant is now seeking to amend. Proffers were accepted with this rezoning that addressed affordable housing, offered cash proffers to address impacts to public facilities, and provided for an inter-parcel connection to Towncenter Drive.

May 13, 2010 – A final site plan was approved for Willow Glen. 36 single-family detached and attached houses were constructed in Phase 1. The rest of Willow Glen has not been developed.

January 16, 2019 – The Board of Supervisors approved several special exception requests allowing variations to the approved application plan from ZMA2006-00019, including modifications to the unit types and arrangement, the setbacks and yard regulations, double-frontage lots, recreational amenities, street layout, inter-parcel connections, and phasing.

BY-RIGHT USE OF THE PROPERTY

The approved rezoning ZMA2006-00019 permitted a maximum of 234 residential units across the entire Willow Glen property (what is now both Phase 1 and Phase 2). 36 dwelling units have already been developed in Phase 1. There is a maximum of 198 dwelling units that can be constructed in Phase 2 of Willow Glen under the currently approved rezoning. These units include a mix of single-family detached houses, duplexes, townhouses, and condominium units. (See Sheet 2 of the Application Plan – Attachment 4 – for the original layout.)

SPECIFICS OF THE PROPOSAL

The applicant is requesting to amend both the application plan and the proffers approved with ZMA2006-00019. (See Attachment 3 – Project Narrative – for a description of the requests from the applicant.) The current zoning district of PRD is not changing.

The amendments to the application plan are for the Phase 2 portion of Willow Glen (which the applicant has indicated will be called Dickerson Overlook to differentiate it from the already-developed Phase 1). This portion of the project includes three parcels (TMPs 32-49F, 32-49I, and 32-49J), which total 19.27 acres. (See Attachment 4 – Application Plan for the proposed new application plan.)

The major elements of the new application plan include the following:

- An increase in the number of residential units from the currently permitted 198 to a maximum of 324, for an additional 126 units. Including the 36 units already developed in Phase 1, there would be a total of 360 units. The density in Phase 2 would increase from 10.28 units per acre to 16.81 units per acre (gross and net). The overall new density would be 15.08 units per acre across all of Willow Glen.
- A change in unit type from a mix of detached single-family, duplex, townhouse, and condominiums, to all multi-family units, spread across 12 buildings of three stories. Eight of

the buildings would include a basement on the rear façade, adding a fourth story. Additional buildings include a clubhouse and a fitness center.

- With the change in unit type, the layout of the site changes significantly. However, the site entrances off of Dickerson Road remain in approximately the same place. There also continues to be a stormwater management pond located in the rear of the property, adjacent to Deerwood and the existing Willow Glen.
- The proffered road connection from Towncenter Drive through Willow Glen to Dickerson Road, which is depicted on the original application plan, is proposed to be removed. The existing portion of this road in the already-constructed portion of Willow Glen would become a dead-end. There would be no vehicular connections between Phases 1 and 2 of Willow Glen.

The applicant also proposes to amend the proffer statement approved with ZMA2006-00019. (See Attachments 5 and 6 for the new draft proffer statement and associated exhibit. See Attachment 7 for the originally approved proffer statement.) The changes to the proffers include the following:

- Removal of the proffer requiring at least 15% of the dwelling units be affordable for a period of 10 years, as well as the County option for cash-in-lieu of affordable units.

However, it is important to note that affordable housing provisions are not being removed entirely from the application. Although such provisions are being removed from the proffer statement, a note has instead been added to the application plan, which is the governing plan for the project, stating the proposed affordable housing provisions. (See note 4 on sheet Z4 of the Application Plan.) The applicant proposes making 20% of the constructed units in Phase 2 affordable at 80% of AMI for a period of 15 years.

- Removal of the proffer requiring cash contributions to the County for each dwelling unit constructed that is not an affordable unit. With the original proffers, the cash contributions only applied to single-family detached and attached units. They did not apply to any of the multi-family units, which is now the only type being proposed.
- The proffered “Connection to Town Center Drive” is amended so that the road is no longer a through-road connecting Towncenter Drive and Dickerson Road. The existing portion of the road, known as Shannon Glen Court in Phase 1, would be terminated in Phase 1 and no longer connect to Phase 2. No vehicular connections would exist between Phases 1 and 2.
- The applicant has added a proffer for sidewalk construction along Dickerson Road on the southwest side of the Phase 2 property (the frontage between TMP 32-49B and TMP 32-56A), along with conveyance of a temporary grading and construction easement to extend the sidewalk farther when the adjacent parcel develops.

A PRD requires a minimum of 25% open space and recreational facilities. The applicant is proposing nearly 37.84% in Phase 2, which totals approximately 7.29 acres. The applicant is requesting recreational facilities (SE2021-00007) that are different from what is required in the Zoning Ordinance (see Attachments 9 and 10 for the Recreational Facilities Substitution Request and associated Exhibits). Staff has no objections to this substitution request.

The applicant is also requesting a reduction in the required number of parking spaces in the proposed development (SE2021-00008). (See Attachment 11 – Parking Reduction Request.) 579 parking spaces are required for a multi-family development of this size based on the Zoning Ordinance. However, the applicant would like to have a reduction of 5%, or 28 spaces, to allow greater flexibility in design at the site planning stage. To justify this request, the applicant has

provided numbers from the ITE Parking Generation Manual and has included numerous bicycle racks and storage lockers throughout the site, along with space for a stop if future transit service is provided in this area. With this information, staff has no objections to the reduction in required parking of 28 spaces, for a minimum required total of 551 spaces to be provided on the site.

COMMUNITY MEETING and COMMUNITY MEMBER INPUT

A virtual community meeting was held for this proposal on Thursday, March 11, 2021, at a regularly scheduled meeting of the Places29-North Community Advisory Committee (CAC). This meeting was conducted using Zoom. Questions were asked by CAC and community members. There were 19 community members in attendance, in addition to CAC members, County staff, and the applicant's team.

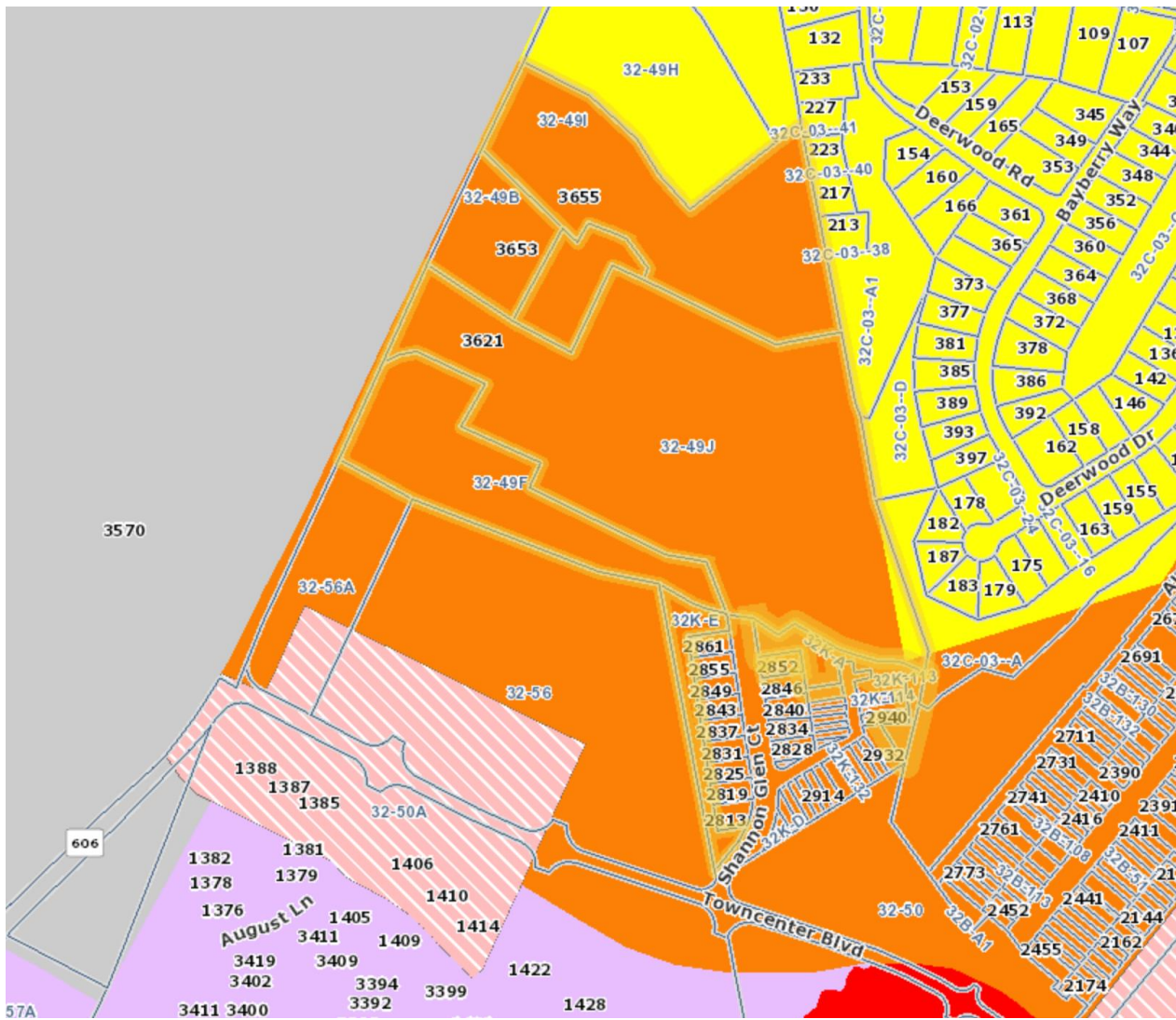
There were several concerns raised about this proposal, including the following:

- An electrical pole at the terminus of Shannon Glen Court (near the originally proposed connection to Phase 2) that has not been buried as was originally indicated.
- School capacity conflicts.
- Traffic generated by a connection to an apartment-style neighborhood.
- Concerns about the amount of traffic going from Towncenter Drive, to an apartment development in Phase 2, along Shannon Glen Ct., and whether a connection is appropriate now across the stream, since Shannon Glen would be acting as a through-road.
- The amount of traffic travelling through the Dickerson/Towncenter roundabout.
- What the HOA connections between Phases 1 and 2 would be like.
- Concerns about the proposed stormwater management pond and any impacts it may have on the airport with its potential to attract geese and other waterfowl.

A recording of the community meeting may be found on the County Calendar for March 11, 2021, or by clicking [HERE](#). A compilation of written correspondence received from community members can be found in Attachment 12.

COMPREHENSIVE PLAN

The Places29 Master Plan designates most of the subject property as Urban Density Residential (see the orange on the map inset below; subject parcels highlighted). There is a small sliver of land (colored yellow) designated Neighborhood Density Residential in the southeast corner of the property, near its boundary with the Deerwood Village subdivision.



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 proposed for this designation is four stories, or 45 feet.

This land use designation encompasses most of the subject property. The project proposes a maximum of 324 dwelling units on the property, which would produce a gross and net density of approximately 16.81 dwelling units/acre. This proposed density falls within the recommended density range for Urban Density Residential of 6.01-34 units/acre. The entire project is proposed for residential, with accompanying open space and recreational amenities, which is consistent with the master plan's recommendation for a primary use of residential in this area. Although only one housing type is proposed for this property, there are other housing types, including single-family detached houses and townhouses (single-family attached) located in adjacent areas that are also designated as Urban Density Residential. Looking at the entire surrounding area, there are multiple housing types in the vicinity of this project. The maximum proposed building height is four stories, which meets the master plan's recommendation for height.

Neighborhood Density Residential (yellow): This designation is for residential uses at 3-6 units per acre, along with supporting institutional and other small-scale non-residential uses. The portion of the

property that is designated NDR is only a small sliver in the southeast corner, in the location of the proposed stormwater management pond.

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 majority of the twelve principles. However, it is not consistent with the principle of inter-parcel connectivity, which is a major concern of County staff. The detailed Neighborhood Model analysis can be found in Attachment 8.

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."

The County has expressed its desire to increase this minimum to 20% of all units, with the approval of a new policy. At this time, however, no incentive plan exists to help reach that goal.

Although there is no incentive package in place at this time, the applicant is proposing to provide affordable housing in line with the desired new policy, with 20% of the total number of constructed units in Phase 2 proposed to be affordable, at 80% AMI for 15 years. (See Sheet Z4 of the Application Plan, note #4). If the maximum of 324 units was constructed, this proposal would produce 64 affordable units.

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.

The Places29 Master Plan calls for the parcels included in this rezoning largely to be developed as Urban Density Residential, with a small sliver as Neighborhood Density Residential. The proposal will provide the residential uses recommended by the master plan. With the PRD zoning district, the project can achieve the higher density recommended by the master plan, of between 6.01 and 34 units/acre. The project proposes a density of approximately 16.81 units/acre in Phase 2 of Willow Glen. The PRD district is recommended for developments over 15 units per acre to allow for greater flexibility and consideration in design. This density level is consistent with the master plan recommendations. The proposed heights of the residential structures meet the recommendations of the master plan as well, with a maximum of three to four stories.

More than the minimum amount of open space required by the zoning ordinance (25% of the site) has been provided on the application plan. Nearly 38% of the site has been identified as open space, scattered throughout the site. There is a variety of trails and pocket parks located around the site, with every building on the site near a courtyard space or pocket park. There is also a large open space area around the proposed stormwater management pond at the rear of the site. Trails connect this space with other buildings throughout the site. Because the applicant is proposing recreational facilities other than those explicitly required by the Zoning Ordinance, a substitution request has been submitted to identify those facilities the applicant would instead prefer to provide. See Attachment 9 for this Substitution Request and Attachment 10 for the associated Recreational Facilities Substitution Exhibit. Although officially determined by the Planning Director at the time of site plan review, County staff have already reviewed this substitution request for recreational facilities and have no objections to the proposed facilities at this time.

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

	Front-Minimum	Front-Maximum	Side	Rear
Building Setbacks	5'	None	5'	20'
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			

Anticipated impact on public facilities and services:

Streets and Transportation:

The proposed development is located on the east side of Dickerson Road, north of its intersection with Towncenter Drive. A Traffic Impact Analysis (TIA) was provided with the application, which was reviewed by VDOT. VDOT has expressed no concerns with the TIA or proposed site design. Requirements for items such as final entrance design and sight distance will be determined at site planning.

This application has also been reviewed by the County's Transportation Planning team, who have no objections to this application, due to existing road capacity in the area. The sidewalks, including the proffered sidewalk and temporary grading easement along the southwestern Dickerson Road frontage of the property, trails, and bike racks and storage lockers will help to provide opportunities for multi-modal transportation options.

This proposal eliminates vehicular inter-parcel connectivity, which is not consistent with the comprehensive plan recommendations to promote connectivity, one of the twelve neighborhood model principles. With the change of Phase 2 to a fully multi-family development, the applicant proposes to sever the connection between Phases 1 and 2, along with eliminating two other potential future inter-connections shown on the original application plan. The original application plan had depicted these two areas as reserved for easements to be provided at the County's request, with one connecting in the north to TMP 32-49H and one connecting in the south to TMP 32-56. The main inter-parcel connection that was to be constructed (and not just reserved for future dedication), which is known as "Road D" on the original application plan, had been proffered with ZMA2006-00019 to provide a public street connection from Towncenter Drive to Dickerson Road, through Willow Glen. With the new application plan, this road, called Shannon Glen Court in Phase 1, terminates at the property line and creates a dead-end. It will no longer cross the intermittent stream and connect with the Phase 2 development.

Because Shannon Glen Court was originally planned to be further extended, this street has not yet been accepted into the road maintenance system by VDOT, and the bonds for this road are still in place. The street was constructed with a temporary turn-around at the end and not fully constructed

to cul-de-sac standards. The applicant is currently working with VDOT to find a solution to complete its construction to allow acceptance by VDOT. This solution includes making the temporary turn-around easement, located on TMP 32K-123, a permanent easement. According to VDOT, using an easement instead of dedicated right-of-way, for a turn-around requires approval from the District Administrator's Designee. At this time, County staff have not seen confirmation from VDOT that this approval has been given. A deed from the homeowners of TMP 32K-123 dedicating this easement to the County will also be required. The applicant has been working with the homeowners; however, staff has not received confirmation that this deed has been recorded with the Albemarle County Circuit Court.

Because Shannon Glen Court was approved as a public street, it is important for it to be completed in a way that will allow VDOT to accept it into the state highway system for maintenance. Otherwise, the street would have to become a private street, which are not recommended in the Development Areas of the County.

The engineering road plans for Willow Glen Phase 1 will also need to be amended to reflect the change from a through-street to a dead-end, with review by the County's Engineering Division to ensure all County requirements can continue to be met.

Although this process is on-going, staff have not yet received final confirmation from VDOT that it will be able to accept a truncated Shannon Glen Court into its maintenance system.

In place of the vehicular connection, the applicant will maintain a trail connection and footbridge from the terminus of Shannon Glen Court across the intermittent stream to the Phase 2 property and amenities, continuing to provide some level of connection between the two phases.

In addition to removing the approved inter-parcel connection of "Road D"/Shannon Glen Court, no other vehicular inter-parcel connections are proposed to adjacent parcels, including those that are currently undeveloped. However, there are some trail stubs provided to adjacent parcels to allow for a potential expansion of the trail network in the area in the future.

In providing access to other nearby parcels, the applicant is proffering a sidewalk, as mentioned above, along the southwestern Dickerson frontage between TMP 32-56A and 32-49B. However, no sidewalk is provided along the northwestern Dickerson Road frontage of the property (between 32-49B and 32-49H), potentially reducing further connectivity with parcels to the north.

Schools:

Students living in this area would attend Albemarle High, Lakeside Middle, and Baker-Butler 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 324 multi-family units.

Official Calculator

Dwelling Type	Baker-Butler ES	Lakeside MS	Albemarle HS	Total
Multi-family (324 units)	0.09	0.02	0.06	--
Total at Each Level	29.16	6.48	19.44	55

Source of Calculator: Albemarle County Public Schools

Based on the student generation calculator, it is expected that about 55 students total would be generated by the maximum development of Phase 2. It is important to note, however, that these totals include student numbers generated from any dwelling units that could already be developed by-right under the existing rezoning. Considering the 198 units permitted under ZMA2006-00019, this new proposal is expected to generate approximately 20 students more (across all grade levels) than the number generated under the existing ZMA2006-00019.

The proposed maximum of 324 dwelling units produces additional students for Albemarle County Public Schools at all school levels. Baker-Butler Elementary is currently over-capacity, and is expected to remain so over the next 10 years. Albemarle High School is also currently over-capacity and is similarly 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. Lakeside Middle is currently under-capacity. However, by the 2028-29 school year, it is expected to be over-capacity.

If this rezoning is approved, school impacts will be unaddressed. If the property were developed under the existing approved application plan and proffers, the County would receive an estimated \$2 million in cash proffers to address impacts to public facilities, including schools. This estimate is based on the current annual adjusted cash proffer amounts and the remaining number of single family attached and detached units that could be built in Willow Glen.

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:

There are no known cultural or historic resources on this property. There are Managed Steep Slopes on the subject parcels, and any disturbance of those slopes will be reviewed by the County Engineering staff during the site development phase of the project. 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).

In addition, there are no flood plains or water protection ordinance (WPO) buffers on these parcels. However, there are two intermittent streams on the property which do not have stream buffers. In the original rezoning, both of these intermittent streams were proposed to be disturbed. The one in the north/northeast of the property is still proposed to be channeled under the parking lot near Buildings 9 and 10. Because of the removal of the approved vehicular connection between Phases 1 and 2,

there is expected to be less impact on the intermittent stream in the south of the property than what would occur under the existing rezoning.

Anticipated impact on nearby and surrounding properties:

The greatest impact on an adjacent property will likely be on TMP 32-49B, which is an existing single-family detached house on Dickerson Road. This parcel is surrounded on three sides by Phase 2 of Willow Glen. There are also likely to be impacts on the adjacent single-family houses to the north and northeast of the Phase 2 property, including Deerwood. However, there are likely to be fewer impacts on the houses in Phase 1 of Willow Glen, since the proposed through-road of Shannon Glen Court will now be terminated at the property line of Phase 1, reducing the amount of traffic that would travel along that street.

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 to 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 majority of the applicable neighborhood model principles.
3. The request provides affordable units at 20% of the total number of units constructed, consistent with County policy.

Staff has identified the following concerns regarding this request:

1. There is no inter-parcel vehicular connectivity with this proposal, especially with the proposed removal of previously approved "Road D" connecting Phases 1 and 2 of Willow Glen. This street would help to provide additional connectivity between Towncenter Boulevard and Dickerson Road.
2. Shannon Glen Court, the portion of "Road D" in Phase 1, which was approved as a public street, has not yet been accepted by VDOT into the public road system. Staff has not received final confirmation from VDOT that it can be accepted into the state maintenance system with the changes proposed.
3. The proposed development would result in additional student enrollment at area schools, including Albemarle High and Baker-Butler Elementary, which are already over-capacity.
4. A sidewalk is not provided along Dickerson Road on the northwest side of the property, further reducing potential connectivity.

RECOMMENDATION

At this time, staff is not able to recommend approval of ZMA2021-00001 Willow Glen.

If the Planning Commission does choose to recommend approval of ZMA2021-00001, staff has no objections to the approval of SE2021-00007, to permit substitutions of the recreational facilities as found in Attachment 10. Staff also has no objections to the approval of SE2021-00008, to allow a 5% reduction in the minimum amount of required parking spaces.

ATTACHMENTS

- 1 – Location Map
- 2 – Zoning Map
- 3 – Project Narrative, dated January 19, 2021; last revised March 21, 2022
- 4 – Application Plan, dated January 19, 2021; last revised November 1, 2022
- 5 – Draft Proffer Statement
- 6 – Conceptual Sidewalk Improvement Exhibit, dated March 21, 2022
- 7 – Original Proffer Statement Approved with ZMA2006-00019, dated October 10, 2007
- 8 – Staff Analysis of Application's Consistency with Neighborhood Model Principles
- 9 – Recreational Facilities Substitution Request, dated January 19, 2021; last revised March 21, 2022
- 10 – Recreational Facilities Substitution Exhibits, dated January 19, 2021; last revised November 1, 2022
- 11 – Parking Reduction Request, dated January 19, 2021; last revised October 18, 2021
- 12 – Comments from Community Members