



COUNTY OF ALBEMARLE PLANNING
STAFF REPORT SUMMARY

Proposal: CCP202100002, Southern Albemarle Convenience Center	Staff: David Benish, Development Process Manager
Planning Commission Public Hearing: October 19, 2021	Board of Supervisors Hearing: n/a – Planning Commission's finding forwarded to Board for information only
Owner: Albemarle County	Applicant: Albemarle County Facilities and Environmental Services Dept.
Acreage: 7 acres	Comprehensive Plan Consistency for: Proposal to construct a solid waste convenience center for collection of household waste and recycled materials. To be operated by Albemarle Co. Solid Waste Authority (RSWA)
TMPs: 12100-00-00-082A2 Location: Keene. East side of Esmont Road (Rt. 715) approximately 900 feet south of the intersection of Esmont Road, Plank Rd. (Rt 712) and Scottsville Road (Rt 20).	Zoning/by-right use: RA, Rural Area. The use is a public use. Public uses are permitted by-right in this zoning district.
Magisterial District: Samuel Miller	Entrance Corridor: Yes (proposed site not visible from Rt. 20, the Entrance Corridor Road)
School Districts: Scottsville (Elementary); Walton (Middle); Monticello (High)	Proffers: None
Proposal: Construct a convenience center to provide a location for community drop off of recyclable materials and bagged household trash.	Requested # of Dwelling Units: N/A
DA: RA: X (Rural Area 4)	Comp. Plan Designation: Rural Areas – preserve and protect agricultural, forestal, open space, and natural, historic, and scenic resources/ density (0.5 unit/ acre in development lots)
Character of Property: Undeveloped, mostly wooded and gently sloping topography	Use of Surrounding Properties: Rural, rural residential
Factors Favorable: 1. the proposed public facility is consistent with the Community Facilities Section of the Comprehensive and the <i>Long Range Solid Waste Solutions Advisory Committee Final Report</i> (10/7/2015). 2. The location within the Rural Area is consistent with the Comp Plan, Community	Factors Unfavorable: 1. No unfavorable factors as it relates to the proposal's consistency with the Comprehensive Plan and the <i>Long Range Solid Waste Solutions Advisory Committee Final Report</i> .

<p>Facilities Objectives and guidance allowing for the location facilities in the Rural Area to address unique service needs, in this case to provide convenient service to rural area residents.</p> <p>3. The location of the facility, 900 feet from Route 20 and in the Keene area, provides a central location to serve southern Albemarle County.</p>	
<p>RECOMMENDATIONS:</p> <p>Consistency with the Comprehensive Plan: Staff recommends that the Commission find the location, character, and extent of the “Southern Albemarle Convenience Center” public facility and public use thereof, as proposed, to be in substantial accord with the Comprehensive Plan, for the reasons identified as favorable factors in this staff report.</p>	

STAFF CONTACT:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

David Benish
October 19, 2021
N/A – Planning Commission’s finding forwarded to Board
for information only

BACKGROUND

Albemarle County, in partnership with the Rivanna Solid Waste Authority (RWSA), is proposing to construct and operate a convenience center for the collection of household trash and recyclable materials. The site is located in Keene, on east side of Esmont Road (Rt. 715) and approximately 900 feet south of the intersection of Esmont Road, Plank Rd. (Rt 712) and Scottsville Road (Rt 20). The parcel is a total of seven (7) acres (TMP 12100-00-00-82A2). The parcel has been owned by the County since 1989 and was purchased at that time for the location of a solid waste transfer station.

PURPOSE OF THE REVIEW

A Compliance with the Comprehensive Plan Review (“CCP Review” or “2232 Review”) in reference to the Code of Virginia statute which necessitates this type of local review process), considers whether the general location, character, and extent of a proposed public facility are in substantial accord with the adopted Comprehensive Plan. It is reviewed by the Planning Commission, and the Commission’s findings are forwarded to the Board of Supervisors for their information; no additional action is required of the Board. The Commission’s action is only related to the appropriateness of the site for the proposed public use and is not an action or recommendation on whether the facility should be constructed.

CHARACTER OF SURROUNDING AREA

The proposed site for the facility is wooded with gently rolling topography. The surrounding area consists is largely wooded, with a combination of large rural parcels that are either wooded or in open fields. Rural residential development is also located in the area. the Keene crossroad area is located just to the north of the proposed site and consists of the Keene Post Office, Country store, and an additional commercial building. There are two properties with homes located adjacent to the property. The home on the parcel to the south of the site is approximately 400 feet from the property line for the property with the proposed facility. The home on the adjacent parcel to the east of the site is approximately 120 feet from the property line and approximately 400 feet from the area on the parcel the facility will be located on.

A parcel on the west side of Esmont Road (TMP 12100-00-00-00100) that is located near to, but not abutting the proposed site, is in a conservation easement. The property is in woodlands in this area, and staff believes the proposed facility would have a negligible impact on that property and easement. The proposed site also is located within the Entrance Corridor Overlay Zoning District (Route 20 is the Entrance Corridor Road). The site will not be visible from Route 20 due to the existing vegetation on this and other intervening properties. The Staff for the Architectural Review Board for the EC District has reviewed the proposal and the proposed location of the improvements and proposed retention of wooded area on the remaining 5-6 acres of the parcel will ensure limited visibility from the Entrance Corridor. (Location and Vicinity Maps, Attachments 1 and 2)

PLANNING AND ZONING HISTORY

- (Jan. 10, 1989) CCP19890001, Keene Transfer Station – A proposal to locate a solid waste transfer station was found to be in substantial accord with the Comprehensive Plan.

- (Feb. 2, 1989) The Commission's finding was appealed to the Board of Supervisors. The Board agreed with the Commission's finding that the proposed solid waste transfer station near Keene was in substantial accord with the adopted Comprehensive Plan.
- This above noted Compliance Review findings were for then Tax Map Parcels 12100-00-09300, and portions of 12100-00-00-00100 and 12100-00-00-09100. This area is on the west side of Esmont Road, essentially across the road from the current site owned by the County (TMP121000-00-00-082A2). In 1989, the property owner of TMP121-82A2 offered to sell the parcel to the County, and it was deemed an equal or better site for the facility. The Director of Planning determined that due to close proximity and similar character of the two sites, no further Compliance Review process was necessary. The Planning Commission was informed of the change in location of the proposal and the director's determination. At their meeting on March 8, 1989, the Commission concurred that their prior determination of Compliance with the Comprehensive Plan remained valid for the new parcel/location on the east side of Esmont Road (TMP121-82A2).
- (1990) SDP89-095, Keene Transfer Station Preliminary Site Plan was approved by the Planning Commission (February 13, 1990)
- The development of the site was not pursued after these approvals. The Solid Waste Management section of the 1990-2000 Community Facilities Plan, a component of the Comprehensive Plan (adopted in June 1991 and amended 1993), included the following regarding the general use of transfer stations in the County at that time: "A transfer station is a collection facility at which solid waste is transferred from collection vehicles to haulage vehicles for transport to a central solid waste management facility for disposal..." The County to this point has not endorsed the use of transfer stations. Instead, the Board has endorsed the use of private haulers to provide service. In the event that the RSWA is unable to site a new landfill in the County to replace Ivy [landfill], the use of transfer stations may be necessary." Note that the current proposal is not a transfer station and will not serve commercial haulers. It is a convenience center intended to serve residents/residential scale use.

SPECIFICS OF THE PROPOSAL

The applicant has provided a narrative that describes the project (Attachment 3). A flyer describing the facility is also attached (Attachment 4). The conceptual design and site plan for the facility is provided as attachment 6.

The convenience center would be managed by the RSWA and would provide service to County residents in the same manner as those provided at the Ivy Convenience Center. The following is a summary of the components of the site and its operation.

- Daily service six days/week (likely closed on Thursday)
- Service hours seasonally set (8:30 AM to 5:30 winter; 8:30 to 6:30 PM summer)
- Recyclable materials collection of the types consistent with the Ivy Convenience Center (glass, cardboard, mixed paper, office paper, newsprint, plastic containers and film, aluminum and mixed metals)
- Compostable food waste and Used cooking oil
- "Tag-A-Bag" household waste collection, less than 32 gallon bags (tickets sold offsite)
- Annual special waste collection days
- Staffing:
 - one attendant at all times during the operating hours;
 - equipment/truck operator to haul containers
- Structures/containers/improvements onsite:
 - One (1) municipal solid waste compactor and one (1) cardboard compactor

- Eight (8) roll-off containers for recyclable materials
- Port-a-john and attendant station
- One gated entrance on to Esmont Road
- Developed portion of the site fully fenced and gated

COMMUNITY MEETING

The required community meeting was held virtually on September 30, 2021 at 6:00 PM. A recording of the meeting is available at the following link: <https://www.youtube.com/watch?v=055pLKioUlQ>

Community members expressed concern with potential traffic impacts anticipated with this proposal, especially to the routes serving the facility. Also, concern was raised about the condition and geometric characteristics (curvature and intersection) of the road would make it difficult for trucks serving the site to access the site. The applicant responded that the overall traffic volume generated by this proposal would be relatively low for both residential users and the trucks serving the site. The site's short distance from Route 20, a primary road serving traffic to and from the Charlottesville and Scottville, makes this a positive site for traffic management and access. The applicant will continue to review road and traffic conditions and seek further input from VDOT regarding these issues.

Community members also asked about potential noise and visual impacts (including existing trees), especially to adjacent and nearby properties. The applicant responded that they would be retaining as many trees on the site as possible. The perimeter of the site would be fully fenced and gated, and the frontage of the site would be landscaped. Of the total 7 acre parcel, less than 2 acres will be developed with the use. The remainder of the site will stay wooded.

Concern was raised about the environmental and health impacts from runoff associated with solid waste materials and associated vectors (vermin). The applicant explained that the use of contained and enclosed compactors for household waste would significantly reduce or eliminate any runoff issues (in addition to County requirements for stormwater runoff measures for developed sites). The regularly manned and maintained site will not create environmental issues.

Opinions were expressed that the most appropriate location for this type of facility would be in designated Development Areas and closer to population centers. The applicant explained to these facilities are located to provide convenient access to rural residents in manner that will augment and complement existing and readily available private hauler services and public facilities within the Development Areas.

There were several comments in support of the proposal noting that the facility would provide convenient access to this service and is needed in the area to avoid long drives to the existing facilities at the Ivy MUC and Charlottesville/McIntire recycling facility.

CONSISTENCY WITH THE COMPREHENSIVE PLAN

Staff provides the following information for the Planning Commission to consider regarding the compliance of this proposal relative to the County's Comprehensive Plan. Relevant Comprehensive Plan text is in underline print and staff comments are in italic print.

Community Facilities chapter of the Comprehensive Plan (p.12.1):

Objective 1: Continue to provide public facilities and services in a fiscally responsible and equitable manner.

The nature of public service delivery:

- The location of new public facilities should be within the County's Development Areas per County land use policies.
- Residents in the Rural Area should not anticipate levels of service delivery equal to those provided in the Development Area.
- Development Areas serve as service center locations for the Rural Area.
- Public facilities are allowed in the Rural Area only in cases where it is not possible in the Development Areas due to physical constraints, the nature of the facility, and/or the service(s) provided. [emphasis added] (p. 12-5)

The above guidance for public service delivery is consistent with the Comprehensive Plan's Growth Management policy to generally encourage public facilities to be located in the County's designated Development Areas. However, the Community Facilities component of the Plan (highlighted bullet, above) also recognizes that there may be a need to locate community/public facilities and services outside of the Development Areas to provide adequate and equitable service to the County residents. The nature/purpose of the proposed convenience center facility is to provide is to convenient, and relatively equitable solid waste collection service to rural residents. The proposed facility is intended to provide trash collection and recycling facilities to an area of the county not well served by private collection services or existing public facilities. Therefore, the nature of the proposed service and facility would be best provided by a location in the Rural Area, consistent with bullet 4, above.

Development Areas are currently adequately served for trash collection and recycling by private/commercial collection services, the McIntire Recycling Center and the Ivy Material Utilization Center (MUC). The proposed facility in Keene will provide collection and recycling services to an underserved southern portion of the county that in not well served by private haulers. The proposed facility may help to reduce cases of illegal dumping in the rural areas by providing more convenient and accessible facilities for solid waste disposal. Attachment 5 is a map showing service areas for both existing and planned facilities. With the addition of the proposed convenience facility in Keene and a future planned facility generally in the Route 29 north corridor, most of the County will have some level collection and recycling facility/service through a combination of private services and county facilities. (Please note that a specific site for the new northern facility has not been determined to date, nor funded for development at this time).

The County's Long Range Solid Waste Solution's Advisory Committee Final Report (Oct. 7, 2015) has been accepted and used a County's plan for implementing solid waste management services and improvements. The study contains the following recommendation:

5.7 Foster Rural Services

Carefully plan and establish recycling location in more distance areas of the County. (p 22 of the final report)

The general location, proposed services, and conceptual design of the facility is consistent with recommendations of this report. The location of the facility in the Keene area, within 900 feet from Route 20, a primary road connecting southern Albemarle to Charlottesville urban area and Scottsville, provides a central location to serve southern Albemarle County.

Strategy 1e: Schedule funding of government facilities through the Capital Improvements Program, based on the needs identified in the Development Area Master Plans, other chapters of this Plan, and other adopted County Plans.

As noted above, the County's Long Range Solid Waste Solution's Advisory Committee Final Report has been accepted and used a County's plan for implementing solid waste management services and improvements. The report recommends establishing recycling location in more distance areas of the County to provide for services to the rural areas. the location, character and extent of the proposed facility is consistent with the recommendations of this guiding document for solid waste services in the County.

Strategy 1g: Ensure that all government facilities conform to County regulations, site development standards, and policies.

The site will need to meet the design requirements of the zoning ordinance and water protection ordinance. The site will be subject to site development plan review and approval. An Initial Site Development Plan has been reviewed and approved, with conditions. A Final Site Development Plan approval is still required and will not be reviewed or approved until the CCP review is completed and the project is found in substantial accord with the Comprehensive Plan,

Objective 7: Enable efficient and cost-effective solid waste disposal and sustainable materials management to reduce waste, conserve resources, protect human and environmental health, and decrease greenhouse emissions.

Providing convenient collection and recycling services to rural populations will help implement this objective. The proposed facility will make waste disposal and recycling more convenient and available to rural residents, encourage recycling efforts, better assuring of sanitary disposal of household, and discouraging illegal dumping in the rural area.

Strategy 7b: Ensure that solid waste generated in the County is collected, processed, and disposed of in a manner consistent with the waste management hierarchy, the TJPDC Solid Waste Plan and the County's Environmental Management Policy.

This site will be consistent with this strategy and the waste management hierarchy. The location of this facility should encourage a higher level of recycling by providing more convenient access to rural residents in southern Albemarle County.

Strategy 7d: Continue to identify best practices for the management of solid waste in order to provide guidance for the County.

The Albemarle County Long Range Solid Waste Solutions Advisory Committee was formed by the Albemarle County Board of Supervisors and the committee identified in it's Final Report best practices and recommendations for the management of solid waste in the County now and in the future. Their Final Report has been accepted and used a County's plan for implementing solid waste management services and improvements. As noted previously, that report recommended Fostering Rural Services by establishing recycling centers in more distance area of the County that are currently underserved by private haulers.

Strategy 7j: Update strategies for solid waste management, if needed, after the Long-Range Solid Waste Solutions Advisory Committee completes its work.

The Committee's Final Report was not completed in time to be included in the current Comprehensive Plan when it was last adopted. It is anticipated that the recommendations of the Final Report will be considered and incorporated into the Comprehensive Plan with the upcoming five-year update of the Comprehensive Plan.

SUMMARY

Staff finds the following factors favorable to this request:

1. The proposed public facility is consistent with the Community Facilities Section of the Comprehensive and the *Long Range Solid Waste Solutions Advisory Committee Final Report* (10/7/2015).
2. The location within the Rural Area is consistent with the Comp Plan, Community Facilities Objective and guidance allowing for the location facilities in the Rural Area to address unique service needs, in this case to provide convenient service to rural area residents.
3. The location of the facility, 900 feet from Route 20 and in the Keene area, provides a central location to serve southern Albemarle County.

Staff finds the following factors unfavorable to this request:

1. no unfavorable factors as it relates to the proposal's consistency with the Comprehensive Plan and the *Long Range Solid Waste Solutions Advisory Committee Final Report*.

RECOMMENDATION

Consistency with the Comprehensive Plan: Staff recommends that the Commission find the location, character, and extent of the "Southern Albemarle Convenience Center" public facility and public use thereof, as proposed, to be in substantial accord with the Comprehensive Plan, for the reasons identified as favorable factors in this staff report.

ATTACHMENTS

- Attachment 1: [CCP202100002: Location and Vicinity Map](#)
Attachment 2: [CCP202100002: Aerial Map of Vicinity](#)
Attachment 3: [CCP202100002: Applicant's Project Narrative](#)
Attachment 4: [CCP202100002: Flyer with Summary Description of Facility](#)
Attachment 5: [CCP202100002: Solid Waste Convenience Centers Service Areas](#)
Attachment 6: [CCP202100001: Conceptual Design and Site Plan](#)