



ALBEMARLE COUNTY PLANNING **STAFF REPORT SUMMARY**

Proposal: SP202000008 Boys & Girls Club Northside Special Use Permit	Staff: Cameron Langille, Principal Planner
Planning Commission Public Hearing: January 18, 2022	Board of Supervisors Hearing: TBD
Owner: County of Albemarle School Board	Applicant: Boys & Girls Club of Central Virginia
Acreage: 5+ acre portion of 216 acre parcel	Special Use Permit for: Community Center use in the Rural Areas Zoning District under Zoning Ordinance Section 18-10.2.2 (1) and 18-5.1.04
TMP: 06000-00-00-078A0 Location: 2775 Hydraulic Road, Charlottesville, VA 22901	By-right use: RA Rural Area - agricultural, forestal, and fishery uses; residential density (0.5 unit/acre in development lots)
Magisterial District: Jack Jouett	Conditions: Yes EC: Yes
Proposal: Request for a community center use on a 5.15-acre portion of a 216-acre parcel	Requested # of Dwelling Units: None
DA: RA: X	Comp. Plan Designation: Rural Area – preserve and protect agricultural, forestal, open space, and natural, historic, and scenic resources; residential (0.5 unit/acre in development lots) in Rural Area 1 of the Comprehensive Plan
Character of Property: The area subject to the proposed special use permit is approximately 5 acres in the central portion of the 216-acre parcel. The parcel is the campus of Greer Elementary School, Jack Jouett Middle School, and Albemarle High School which features school buildings, associated athletic fields, and parking areas. The southern, western, and northern portions of the property feature extensive mature vegetation.	Use of Surrounding Properties: Surrounding properties to the north, west, and south are zoned for Rural Area uses and are primarily undeveloped. Abutting properties to the southeast are developed as single-family attached residences, known as Georgetown Green, which are zoned R6 Residential. The eastern boundary of the property borders Hydraulic Road, and parcels on the east side of Hydraulic Road consist of a mixture of commercial and residential uses.
Factors Favorable: <ol style="list-style-type: none"> 1. The proposed use is consistent with the purpose and intent of the Rural Areas Zoning District. 2. The proposed use will not create substantial detriment to adjacent properties. 3. The proposed use is consistent with the character of the nearby area. 4. The proposed use is consistent with many recommendations from the Rural Areas and Community Facilities chapters of the Comprehensive Plan. 	Factors Unfavorable: <ol style="list-style-type: none"> 1. None identified.
Recommendation: Staff recommends approval of SP202000008 Boys & Girls Club Northside with conditions.	

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Cameron Langille, Principal Planner
January 18, 2022
TBD

PETITION:

TAX MAP/PARCEL(S): 060000000078A0

LOCATION: 2775 Hydraulic Road. Located on the County School Complex site located off of Hydraulic Rd. and Lambs Rd., adjacent to Jack Jouett Middle and Ivy Creek Schools.

PROPOSAL: To allow a Community Center use within a 49,200 square foot building on approximately 5+ acres of a 216+ acre parcel.

PETITION: To permit a Community Center use under Section 10.2.2.1 and Section 5.1.04 of the Zoning Ordinance, on a 216+ acre parcel. No dwelling units proposed.

ZONING: RA Rural Area, which allows agricultural, forestal, and fishery uses; residential density (0.5 unit/acre in development lots)

ENTRANCE CORRIDOR: Yes

OVERLAY DISTRICT(S): (AIA) Airport Impact Area; (EC) Entrance Corridor

COMPREHENSIVE PLAN: Rural Area – preserve and protect agricultural, forestal, open space, and natural, historic and scenic resources; residential (0.5 unit/ acre in development lots).

CHARACTER OF SURROUNDING AREA:

Surrounding properties are zoned for Rural Area uses. Properties to the east, north, and south feature a mix of undeveloped land that is heavily vegetated and some single-family detached homes. Properties immediately west of the 4.4-acre special use permit area are undeveloped.

Attachment 2 provides an aerial map of the subject property and surrounding areas.

PLANNING AND ZONING HISTORY:

- LOD201900018 Boys & Girls Club Jack Jouett - Letter of Determination
 - The Zoning Administrator made an official determination that the uses proposed with the new Boys & Girls Club use qualify as a “community center” use within the RA Zoning District, and require approval of a Special Use Permit by the Board of Supervisors.
 - Approved: November 26, 2019
- SDP202100011 Boys & Girls Club Driver’s Ed – Final Site Plan
 - Final site plan application showing new buildings, facilities, parking, utilities, stormwater management, and landscaping associated with the proposed community center use.
 - Approved: August 25, 2021
- SE202100012 Boys & Girls Club Driver’s Ed – Critical Slopes Waiver
 - Special exception request to allow disturbance of 0.42 acres of critical steep slopes in order to construct the improvements proposed by SDP2021000011.
 - Approved by the Board of Supervisors: May 5, 2021

There have also been a number of Architectural Review Board (ARB) applications, Water Protection Ordinance (WPO), subdivision and easement plats, and site plan applications approved on the parcel for site and building changes associated with the Albemarle County public school facilities that exist on site. Approvals of these applications date back to the 1980s through the present.

DETAILS OF THE PROPOSAL:

The applicant, Boys & Girls Club of Central Virginia, is requesting a special use permit to allow a community center use 5.15-acre portion of Tax Map Parcel (TMP) 060000000078A0, which is the campus of Greer Elementary School, Jack Jouett Middle School, and Albemarle High School. The community center use will be located closest to Jack Jouett Middle School in the central portion of the 216-acre property.

The Boys & Girls Club of Central Virginia (BGCCVA) has operated the Albemarle Campus Club and Jouett Club at Jack Jouett Middle School for over 15 years. The Club provides before school and after school activities for students during the academic year, as well as activities during the summer months when school is not in session. Under County Zoning regulations, the existing BGCCVA activities qualify as an accessory use to a primary use (public schools) on the site.

Albemarle County Public Schools approved a land lease agreement with BGCCVA to allow construction of a new building measuring approximately 49,200 sq.ft., as well as outdoor athletic facilities/fields and a sixty-five (65) space parking lot, within the 5.5-acre portion of the school campus property. The area where these new improvements are proposed is currently utilized by the school system as a driving course for driver education purposes. The layout and orientation of the community center can be seen on the concept plan included in Attachment 3.

The new building and athletic facilities will house the BGCCVA before and after school, and summer activities (Albemarle Campus club operations), in addition to a relocated headquarters for BGCCVA administrative offices (organizational operations) and space for BGCCVA outside partner organizations to host activities on site. Within the proposed building, BGCCVA will offer a new athletic program for squash courts that can host clinics, exhibitions, and tournaments to allow community members to participate in the sport of squash. A full summary of the existing and proposed BGCCVA activities and special use permit proposal is included in the project narrative (Attachment 4).

COMMUNITY MEETING:

A community meeting was held on June 15, 2020 with the Places29-Hydraulic Community Advisory Committee (CAC). The applicant originally considered locating the community center use on a portion of the school campus located behind/to the west of Jack Jouett Middle School. As a result of feedback from the public, CAC, and staff, the applicant moved the proposal to a centralized portion of the property as shown on Attachment 3. A follow-up meeting was held with the Places29-Hydraulic CAC on April 19, 2021 to discuss the relocated proposal. The CAC members expressed support for the special use permit at the April 19 meeting.

ANALYSIS OF THE SPECIAL USE PERMIT REQUEST:

Special Use Permits are evaluated under reasonable standards, based on zoning principles which include the proposal's compliance with the Comprehensive Plan. Any impacts caused by the proposal may be addressed through conditions and those conditions must be reasonably related and roughly proportional to the impacts.

Section 33.8(A) states that the Commission, in making its recommendation, shall consider the following factors:

- 1. No substantial detriment. Whether the proposed special use will be a substantial detriment to adjacent parcels.***

Traffic

The proposed community center would be accessed via Lambs Lane that enters TMP 60-78A from Lams Road. Staff from the Virginia Department of Transportation (VDOT) and County transportation planning staff evaluated the request and determined that it would yield no transportation impacts since it is consistent with the existing use.

The community center will also feature a new student drop-off and pick-up lane that can be accessed off of Lambs Lane. This will result in minimal conflicts between vehicles accessing the community center and school buses/vehicles accessing buildings elsewhere within the greater school campus. Furthermore, the minimum parking needed for the community center is forty-six (46) parking spaces, and the approved final site plan for this project provides 65 spaces. This will ensure that adequate parking is available for the community center during public school hours of operation and will even allow for some overflow spaces if needed.

As such, staff finds that traffic associated with the proposed use will not create substantial detriment to adjacent parcels.

Sound/Visual

The community center will likely not be noticeably different from current conditions on the property. Conditions #1 and #2 will limit noise and lighting pollution that could result through after-hours activities, respectively.

With those conditions, staff find that the character of the adjacent parcels and nearby area will not be changed by the proposed use.

2. *Character of the nearby area is unchanged. Whether the character of the adjacent parcels and the nearby area will be changed by the proposed special use.*

The character of the area will remain unchanged given that the property is developed as a campus featuring a public elementary, middle, and high school. The community center only features improvements (structures and outdoor athletic fields) that are consistent in character with existing features of the school campus. The centralized location of the community center will limit impacts to adjacent parcels that are currently undeveloped.

3. *Harmony. Whether the proposed special use will be in harmony with the purpose and intent of this chapter,*

The Albemarle County Zoning Ordinance states that the purpose and intent of the Rural Area (RA) zoning district is the preservation of agricultural and forestal lands and activities; water supply protection; limited-service delivery to the rural areas; and conservation of natural, scenic, and historic resources.

The nearest residential dwelling is located approximately 1300 linear feet to the southeast of the community center. The baseball and football fields of Albemarle High School and dense, mature vegetation covers the land between these community center and the nearest dwelling unit. In conjunction with the recommended conditions on the special use permit,

adjoining residential properties would experience minimal light and noise impacts from the community center.

Furthermore, the community center proposes redevelopment of a small portion of the parcel that is currently developed as an outdoor driving course for driver education programs. Therefore, the special use permit does not propose to clear land and locate new structures closer to adjoining properties than what already exists on the overall school campus. This demonstrates that the community center is compatible with adjoining properties that are zoned RA and can only be developed for low density residential uses by-right.

Staff recommends conditions #1 and #2, which include performance standards to limit noise and outdoor lighting, to further ensure that adjacent properties will experience minimal, if any, impacts associated with the community center.

For these reasons, staff finds that the community center is consistent with the purpose and intent of the Zoning Ordinance.

...with the uses permitted by right in the district,

The subject property and the majority of surrounding properties are zoned Rural Areas. To the southeast, properties are developed as single family attached dwellings and are zoned R6 Residential. The community center use will not restrict current or other by-right uses available on surrounding properties.

...with the regulations provided in Section 5 as applicable,

Supplementary regulations for community centers are established by Section 18-5.1.04 of the Zoning Ordinance which states:

“Any such use seeking public funding shall be reviewed by the commission in accordance with section 31.2.5. Specifically, the commission shall find that the proposed service area is not already adequately served by another such facility. In addition, the commission shall be mindful that such use is appropriate to villages, communities and the urban area of the comprehensive plan.”

Section 18-31.2.5 was repealed through a text amendment on July 1, 2009. That said, staff believes that the community center will adequately serve the service area in which it is proposed, and the location is appropriate considering the site is a comprehensive campus with an existing public elementary, middle, and high school.

...and with the public health, safety, and general welfare.

Public health, safety, and general welfare will not be impacted by the proposed use. The centralized location of the community center will result in no impacts to Water Protection Ordinance (WPO) stream buffers that are located elsewhere on the property behind Jack Jouett Middle School and Albemarle High School. This protects the sensitive environmental features on the subject property and will not result in degradation of the stream buffers off-site.

As mentioned earlier in the report, staff recommended conditions #1 and #2 will further limit any noise and light pollution that could affect the public health, safety, and welfare.

4. Consistency with the Comprehensive Plan. Whether the proposed special use will be consistent with the Comprehensive Plan.

Chapter 7 and Chapter 12 of the Comprehensive Plan provide guidance for evaluating whether this proposal is an appropriate land use.

The Rural Area Chapter ([Chapter 7](#)) designates this parcel, TMP 60-78A, for Rural Area land uses. Relevant objectives and strategies to consider from Chapter 7 include:

- **Objective 5, Strategy 5c**, which states the following:
 - *“Community gathering places for residents of the Rural Area are somewhat limited. More of them can be found in urban and suburban areas.”*
 - *“Community centers and places of religious assembly are considered to be supportive of local rural residents.”*
- **Objective 6, Strategy 6b**
 - Further recognizes the importance of community centers in the Rural Areas of the Comprehensive Plan, specifically at crossroads communities as identified by the Comprehensive Plan.

The Community Facilities Chapter ([Chapter 12](#)) focuses on the importance of planning and providing necessary public facilities in Albemarle County. Objective 3 stresses the importance of providing physical facilities that enable Albemarle County Public Schools system to provide high quality educational system for Albemarle County students. Relevant objectives and strategies to consider from Chapter 12 include:

- **Objective 3, Strategy 3b**, which states the following:
 - *“About half of Albemarle County’s existing schools are located in the Rural Area. These often support rural communities and act as community centers for Rural Area residents. Such school facilities should be properly maintained and upgraded in order to continue serving Rural Area residents.”*

In summary, the importance of community centers in the Rural Areas is referenced throughout the Comprehensive Plan. The subject parcel, TMP 60-78A, is located at the boundary between Rural Area 1 of the Comprehensive Plan and the Places29 Development Area. Many students who attend Greer Elementary, Jack Jouett Middle, and Albemarle High School live within the Rural Area of the Comprehensive Plan. Additionally, the district boundaries for Jack Jouett Middle School and Albemarle High School encompass students who live within the crossroads communities of Proffit and Advance Mills. The community center will function as a use that supports the County’s public facilities. The proposed community center use is consistent with the objectives and strategies of both Chapter 7 and Chapter 12.

SUMMARY:

Staff find the following factors favorable to this request:

1. The proposed use is consistent with the purpose and intent of the Rural Areas Zoning District.
2. The proposed use will not create substantial detriment to adjacent properties.
3. The proposed use is consistent with the character of the nearby area.
4. The proposed use is consistent with many recommendations from the Rural Areas and Community Facilities chapters of the Comprehensive Plan.

Staff have not identified any unfavorable factors with this request.

RECOMMENDED ACTION:

Based on the findings contained in this staff report, staff recommends approval of the requested SP202000008 with the following conditions:

CONDITIONS:

1. Outdoor amplified music or outdoor amplified sound must cease between the hours of 10 p.m. to 7 a.m.
2. Activities requiring night lighting must cease between the hours of 10 p.m. to 7 a.m.

ATTACHMENTS

Attach. 1: SP2020-08: Application
Attach. 2: SP2020-08: Vicinity Map
Attach. 3: SP2020-09: Concept Plan
Attach. 4: SP2020-08: Narrative