

ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: ZMA202100006 Maplewood	Staff: Ben Holt, Senior Planner
Planning Commission Hearing: March 1, 2022	Board of Supervisors Public Hearing: To be scheduled
Owner: Ja-zan Limited Partnership	Applicant: Riverbend Development
Acreage: 3.41 acres	Rezone from: C-1 Commercial to PRD Planned Residential Development
TMP: 046B4-00-00-00400	Location: Vacant parcel at the intersection of Proffit Rd and Worth Crossing, behind Walgreens and Advanced Auto Parts.
School Districts: Baker-Butler Elementary, Lakeside Middle, and Albemarle High	By-right use: Property zoned C-1 Commercial
Magisterial District: Rivanna	Proffers: No
Proposal: Rezone property from C-1 Commercial to Planned Residential Development.	Requested # of Dwelling Units: Up to 102 dwelling units.
DA (Development Area): Hollymead – Places29	Comp. Plan Designation: Community Center – commercial, retail, employment uses with supporting residential (6.01 – 34 units/acre); Urban Mixed Use (in Centers) – retail, residential, commercial, employment, office, institutional, and open space in the Hollymead Community of the Places29 Master Plan.
Character of Property: Vacant, undeveloped with some vegetation along the western property boundary.	Use of Surrounding Properties: Commercial development to the south and west, adjacent to the north and east are preschool and church uses, residential development to the south and east.
Factors Favorable: <ol style="list-style-type: none"> 1. The request is consistent with the majority of Neighborhood Model Principles. 2. The request is consistent with the County's Growth Management Policy. 3. The rezoning request is consistent with the Places29 Master Plan recommendations for Greenspace/Civic Space. 4. The request provides new pedestrian facilities, with a proposed 10' multi-use path, 	Factors Unfavorable: <ol style="list-style-type: none"> 1. The request provides a single housing type; the Master Plan and Neighborhood Model recommend multiple housing types. 2. The development offers residential use only; the Neighborhood Model recommends a mixture of uses.

<p>which will enhance pedestrian and connectivity.</p> <p>5. The request includes provisions for affordable units which aligns with recommendations of the Comprehensive Plan and the County's Housing Policy.</p>	
<p>RECOMMENDATION: Staff believes the favorable factors outweigh the unfavorable and recommends approval of ZMA202100006 Maplewood.</p>	

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Ben Holt, Senior Planner
March 1, 2022
To be scheduled

PETITION:

PROJECT: ZMA202100006 Maplewood

MAGISTERIAL DISTRICT: Rivanna

TAX MAP/PARCEL(S): 046B4000000400

LOCATION: Vacant parcel at the intersection of Proffit Rd and Worth Crossing, behind Walgreens and Advanced Auto Parts.

PROPOSAL: Rezone property from C-1 Commercial to Planned Residential Development.

PETITION: Rezone approximately 3.41 acres from C-1 Commercial which allows retail sales and service and residential by special use permit (15 units/ acre) to Planned Residential Development (PRD), which allows residential uses (maximum of 35 units/acre) with limited commercial uses. A maximum of 102 residential dwelling units are proposed for a gross density of 30 units/acre.

ZONING: C-1 Commercial which allows retail sales and service; residential by special use permit (15 units/ acre)

OVERLAY DISTRICTS: AIA - Airport Impact Area, EC - Entrance Corridor, Managed Steep Slopes

PROFFERS: No

COMPREHENSIVE PLAN: Community Center – commercial, retail, employment uses with supporting residential (6.01 – 34 units/acre); Urban Mixed Use (in Centers) – retail, residential, commercial, employment, office, institutional, and open space in the Hollymead Community of the Places29 Master Plan.

CHARACTER OF THE AREA

The application involves a single parcel, identified as Tax Map Parcel (TMP) 46B4-4, which is located within the Hollymead neighborhood of the Places29 Development Area. The parcel is 3.41 acres and is zoned C-1 Commercial. The property includes Airport Impact Area and Entrance Corridor zoning overlays. The property is undeveloped and vacant with minimal vegetation on-site.

Surrounding properties include commercial/retail uses adjacent to the west, outpatient medical to the north, day care centers to the east and residential use to the south and east.

SPECIFICS OF THE PROPOSAL

The applicant, Riverbend Development, is requesting approval of a Zoning Map Amendment (ZMA) to rezone the property from C-1 Commercial to PRD Planned Residential Development. The applicant intends to develop the property with up to 102 residential units at a gross residential density of 30 dwelling units/acre.

APPLICANT'S JUSTIFICATION FOR THE REQUEST

The applicant has provided a detailed request found within the Narrative (Attachment 1) and Application Plan (Attachment 2) and Illustrative Plan (Attachment 3).

COMMUNITY MEETING

On June 10, 2021, a regularly scheduled community meeting was held for the Places 29 North Community Advisory Committee (CAC). The meeting was held online (in accordance with the County's policy of COVID-19 mitigation). The meeting was attended by residents of the Places29 North Community Advisory community who received notice of the meeting. ZMA202100006 was discussed as one of the items on the agenda. Attendees heard presentations from staff and the applicant regarding the rezoning proposal. Participants discussed the proposed density and density requirements. The applicants also discussed the proposed housing type of 2 over two attached

townhome units. Also discussed were building height requirements, affordable housing provision, entrance locations and parking.

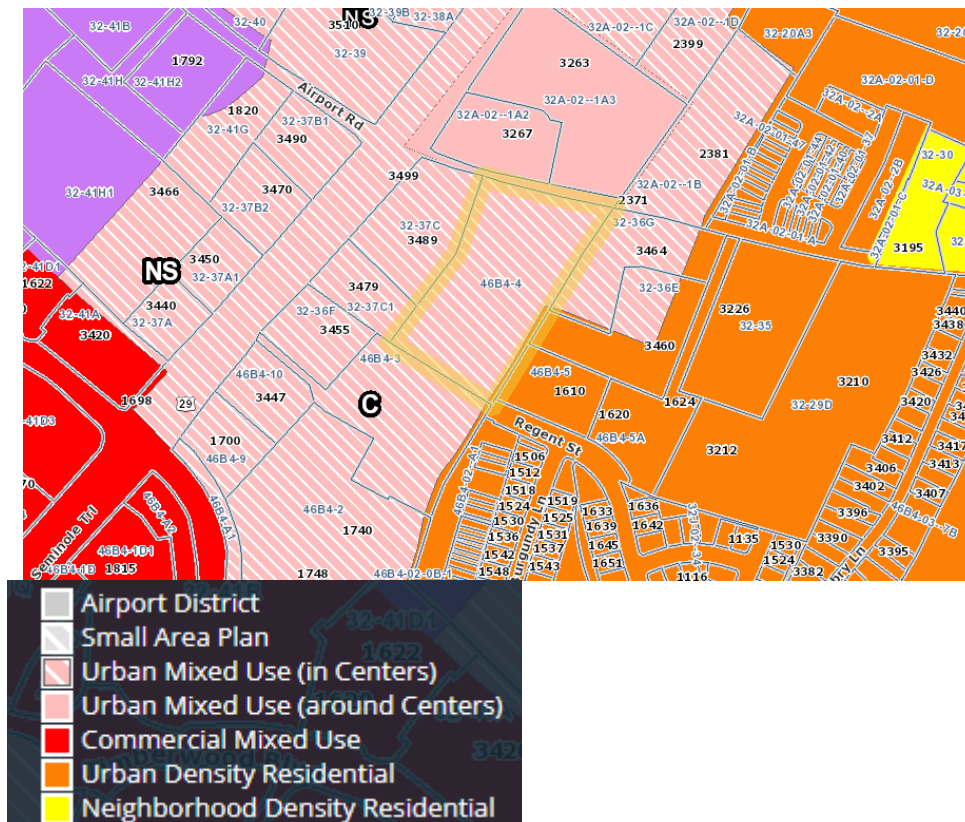
PLANNING AND ZONING HISTORY

As previously noted, the site is currently undeveloped. An approval for WPO2019-02 was issued in 2019, which allowed the property to be used as a deposit site for materials and stockpile in association with the Hollymead Dam Spillway improvement project. Relocated topsoil was distributed on the property and later seeded and stabilized when the project ceased.

COMPREHENSIVE PLAN

Analysis of the Places29 Master Plan

According to the Comprehensive plan, the subject property is located within the Hollymead Neighborhood within the Places 29 Development Area. A description of the applicable land use classifications and an overview map are provided below.



The property is designated as Urban Mixed Use (in Centers) by the Master Plan. This land use designation calls for a balanced mix of retail, housing, commercial, employment, office, institution, and open space uses. Commercial use properties are located immediately to the west of the property. The proposal would add residential housing to this center, consistent with the Comprehensive Plan recommendation for a variety of residential and commercial uses.

The applicants propose to offer attached dwelling units, a style known as 2 over 2 townhomes. An example of the housing is shown in the project Narrative (Attachment 1). Townhome units are stacked

on top of each other, and units of different sizes and price points may be offered. The Comprehensive plan recommends a variety of housing types, though the proposal only offers a single type, the aforementioned 2 over 2 townhomes. The applicant suggests in their Narrative that a single offering is most practical for the 3.41-acre property.

The Comprehensive Plan (Master Plan) recommends the following criteria:

- Development density of 6.01 – 34 dwelling units per acre (DUA). This aspect is satisfied with the proposed development: up to 102 residential units total at a density of 30 DUA.
- Building height maximum of 4 stories. This aspect is satisfied by the proposed multi-family units of 4 stories in height, revised from their initial proposal of 5 stories.
- A future civic space within the proposed project area. The civic space is recommended at a size of .25 to 1 acre in size as an outdoor gathering area for the public. The proposal meets the criteria by offering 0.9 acres total of open space. This includes open space areas of 0.45, 0.2 and 0.25 acres. The largest of these includes a tot-lot, grass field and dog park.
- A recommendation of street frontage characteristics along Proffit Road. The proposal offers a 10' wide multi-use path with adjacent 12' landscaped buffer, which meets the recommendation.

Neighborhood Model

The Neighborhood Model was adopted by Albemarle County in 2001 as a component of the Comprehensive plan to guide proposed development projects within the Development Areas of the county. The model consists of twelve recommended characteristics. The majority of the twelve characteristics or criteria are met by the proposed use, see the Neighborhood Model Analysis (Attachment 4) for details.

Affordable Housing

Affordable housing is provided as a component of the proposal with 15% affordable rental units, as detailed within page 2 of the Application Plan (Attachment 2).

ZONING ORDINANCE REQUIREMENTS

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

The applicable section of the Zoning Ordinance for the application is [Sec. 19](#) Planned Residential District (PRD). Relevant sub-sections are summarized below with an evaluation of the proposed use following in italics.

- 19.3.1.2 By right uses. Semi-detached and attached single family dwellings, such as two-family dwellings, triplex, quadplex and townhomes. *The proposed development includes stacked townhome units, which falls under this use.*
- 19.3.1.5 By right uses. Parks, playgrounds and common centers. *The proposed development includes three open space areas which will function as common use play areas and gathering spaces.*
- 19.4 Residential densities. The overall gross density shall be shown in the application plan, not to exceed 35 dwelling units per acre. Approved density shall be determined with reference to the comprehensive plan. *The proposed maximum density of 30 DUA satisfies the ordinance requirement and the Comprehensive Plan requirement, 6.01 – 34 DUA.*
- 19.6.1 Open space requirements. Not less than 25% of the residential area shall be common open space. *The proposed development offers 0.9 acres of the 3.41 acre property, over 26% of the site.*
- 19.7 Height regulations. Structures may be erected at a height not to exceed 65 feet. *The proposed development includes a maximum height of 65 feet for buildings. The applicant's*

original proposal was above this height and has since been amended to conform with the ordinance.

Anticipated impact on public facilities and services:

All rezonings are reviewed for the following impacts.

Streets:

Due to the scale of the rezoning, a Traffic Impact Analysis (TIA) is not required. The application proposes private, internal travel ways. VDOT would review the subsequent site plan during the development phase. Based on the application plan, the proposed maximum 102 units would entail an ITE daily trip generation of 746 vehicles per day (VPD) with an AM peak of 47 and PM peak of 57 vehicles.

Schools:

Students living in this area would attend Baker-Butler Elementary, Lakeside Middle School, and Albemarle High School. The table below specifies the yield of students generated at each school level should the subject property be built out to the maximum number of dwelling units proposed by the applicant. Student generation figures are provided at each school level in parenthesis based on the applicable housing type. When the calculation produced a figure that was not a whole number, staff rounded up to the next whole number.

Official Calculator

Dwelling Type	Elementary	Middle	High	Total
Townhomes (102 units)	6.12 (7)	10.2 (11)	3.06 (4)	19.38 (20)

Based on current school capacity data, Baker-Butler Elementary School is over-capacity; Albemarle High School is also over-capacity. Lakeside Middle School is currently under-capacity. The proposed maximum of 102 dwelling units would generate additional students for the public school system at all levels. This includes approximately 7 additional students at the elementary school level, 11 at the middle school level and 4 additional students at the high school level. High population growth is forecast for all school levels within this district.

Fire & Rescue:

Emergency/fire vehicle access to the site will be evaluated during site plan review to ensure compliance with applicable standards.

Utilities:

This project is in the Albemarle County Service Authority (ACSA) jurisdictional area for both water and sewer. No capacity issues were noted for the proposal. Sewer infrastructure is located on site, water lines run along Worth Crossing.

Anticipated impact on environmental, cultural and historic resources:

There are no known cultural or historic resources on the subject property.

No water features or stream buffers are located on the property. Stormwater management will be reviewed by County Engineering staff during the site planning stage of the project. Stormwater facilities will be designed in accordance with the Virginia Stormwater Management Program (VSMP) regulations administered by the Virginia Department of Environmental Quality (DEQ).

Anticipated impact on nearby and surrounding properties:

The proposal to add up to 102 attached dwelling units on the property is generally consistent with nearby residential properties located to the south and east. Nearby residential development includes both single family and attached residential units. Staff opinion is that approval of this request would not be inconsistent with the development that has occurred on nearby and surrounding properties.

Public need and justification for the change:

The County's growth management policy states that new residential development should occur in the designated Development Areas where infrastructure and services are provided, rather than in the Rural Area. This proposal will provide a greater density of residential development in the designated development areas, at a density that is consistent with the recommendations of the master plan.

PROFFERS

Proffers are not included with the proposal. A proffer statement was initially included with the application but has since been withdrawn.

Specific components of the proposed use are now included within page 2 notes of the applicant's Application Plan (Attachment 2). Detailed provisions include right of way dedication, trailway, architectural notes, buffers, stormwater management, common open space, and affordable housing.

MODIFICATION REQUESTS

The applicant is not requesting any modifications in addition to the rezoning request.

SUMMARY

Staff has identified the following factors which are favorable to this request:

1. The request is consistent with the majority of Neighborhood Model Principles.
2. The request is consistent with the County's Growth Management Policy.
3. The rezoning request is consistent with the Places29 Master Plan recommendations for Greenspace/Civic Space.
4. The request provides new pedestrian facilities, with a proposed 10' multi-use path, which will enhance pedestrian and connectivity.
5. The request includes provision for affordable units which aligns with recommendations of the Comprehensive Plan and the County's Housing Policy.

Staff has identified the following factors which are unfavorable to this request:

1. The request provides a single housing type; the Master Plan and Neighborhood Model recommend multiple housing types.
2. The development offers residential use only; the Neighborhood Model recommends a mixture of uses.

RECOMMENDATION

Staff finds that the favorable factors outweigh the unfavorable factors associated with the request and recommends approval of ZMA202100006 Maplewood.

Motions for the rezoning request will be provided at the Planning Commission meeting.

ATTACHMENTS:

Attachment 1 – Narrative

Attachment 2 – Application Plan

Attachment 3 – Illustrative Plan

Attachment 4 – Neighborhood Model Analysis