

**COUNTY OF ALBEMARLE
PLANNING STAFF REPORT SUMMARY**

Project Name: ZMA 2015-008 Adelaide	Staff: Megan Yaniglos, Principal Planner
Planning Commission Work Session: February 23, 2016	Board of Supervisors Public Hearing: N/A
Owners: Judith Herring	Applicant: Kyle Redinger- Adelaide C-Ville; Justin Shimp; Shimp Engineering
TMP: 056000000108A0; 056000000026A2 Location: 5444 Brownsville Road and Rockfish Turnpike (Route 250). On the north side of Route 250 West, adjacent to the Cory Farms Subdivision (Attachment A)	Acreage: approx. 19.975 acres
Zoning District: R1, Residential	Magisterial District: White Hall
Proposal: Work session to obtain direction and interpretation of the Crozet Master Plan for the proposed rezoning of the parcels from R1 Residential to R6 Residential. A total of 93 units are proposed.	Comp. Plan Designation: Greenspace; Neighborhood Density Residential – residential (3 – 6 units/acre) supporting uses such as religious institutions, schools and other small-scale non-residential uses in the Crozet Masterplan.
DA (Development Area): Crozet	Use of Surrounding Properties: The surrounding property is residential. Cory Farms subdivision is to the east of the property.
<p>RECOMMENDATION:</p> <p><u>Question 1:</u> Staff believes that the recently mapped environmental features should be used in lieu of those areas shown on the Master Plan in order to calculate density.</p> <p><u>Question 2:</u> If the impacts of the development, compatibility of building type, and the Neighborhood Model principles are appropriately addressed, staff would support development at the higher end of the density range. Approval of development at the higher end of the density range could also help provide balance with nearby by-right development that is occurring well below the recommended density range in the Master Plan.</p> <p><u>Question 3:</u> Staff believes that the proposal should contain a minimum of 50% single-family detached units to conform with the recommendations in the Master Plan.</p>	

STAFF PERSON:
PLANNING COMMISSION WORK SESSION:
PLANNING COMMISSION PUBLIC HEARING:

Megan Yaniglos
February 23, 2016
TBD

Characteristics of the Site & Area

The area proposed for rezoning consists of two parcels located to the north of Route 250 West and adjacent to the west of the Cory Farms subdivision (Attachment A). Three houses exist on the property, two of which take access from Route 250 West and one of which takes access from Brownsville Road, north of Route 250 West. Open lawn surrounds each of the houses and the rest of the parcels are heavily wooded. A stream with some steep slopes constitutes the western property line. The properties are located approximately 1/3 of a mile west of Liberty Hall, Clover Lawn and the Blue Ridge Shopping Center where Harris Teeter is located.

Specifics of the Proposal

The applicant is proposing to rezone two parcels from R1-Residential (1 unit/ acre) to R6- Residential (up to 6 units/ acre) with proffered plan for a maximum of 93 units. The proffered plan shows proposed locations of streets, open space (etc.) but, does not show proposed lots or unit types (Attachment B). The applicant has also submitted a plan for Architectural Review Board (ARB) review which contains more detail, the unit types, and numbers of each type of unit (Attachment C). The ARB plan indicates that the units will be solely attached with a mixture of townhouse, single family attached units, and affordable units.

Background and Purpose of the Work Session

The purpose of a work session is to gather input from the Planning Commission on the proposed project's consistency with the Comprehensive Plan and to determine any other issues the applicant should address before resubmitting his proposal. The action of the Planning Commission is non-binding but is meant to help advise the applicant on next steps.

The following is a summary of meetings and review to date:

- The applicant submitted the rezoning proposal on December 7, 2015 and held a community meeting with the Crozet Community Advisory Committee (CCAC) on December 16, 2015. During this meeting the applicant presented his proposal and the community provided comments and asked questions. A number of concerns were raised by those in attendance including traffic, density, and interpretation of the Crozet Master Plan recommendations for these parcels/area. Specifically, a question was raised concerning the fringe areas portion of the Master Plan.
- A follow up meeting with the CCAC occurred on January 20, 2016 where the applicant and staff attended to take comments and questions. Notes from that meeting are provided in Attachment F.
- The applicant and staff also attended the Cory Farms HOA meeting on January 27, 2016 to provide another opportunity for questions and comments on the proposal.
- Initial review comments from staff were given to the applicant on January 29, 2016.

From the community meetings and staff comments, the applicant determined that a work session was needed with the Planning Commission prior to resubmitting his proposal.

Three main questions related to interpretation of the Crozet Master Plan require input from the Planning Commission which are identified below (Detailed analysis and staff recommendations for each question are provided further in the report).

1. What land should be available for development and calculating potential density? Is strict adherence to the area shown on the Master Plan for Neighborhood Density and Greenspace required or should the area available for development be calculated using more recent mapping technology that better depicts environmental features (stream buffer, preserved slopes) and the Route 250 buffer?

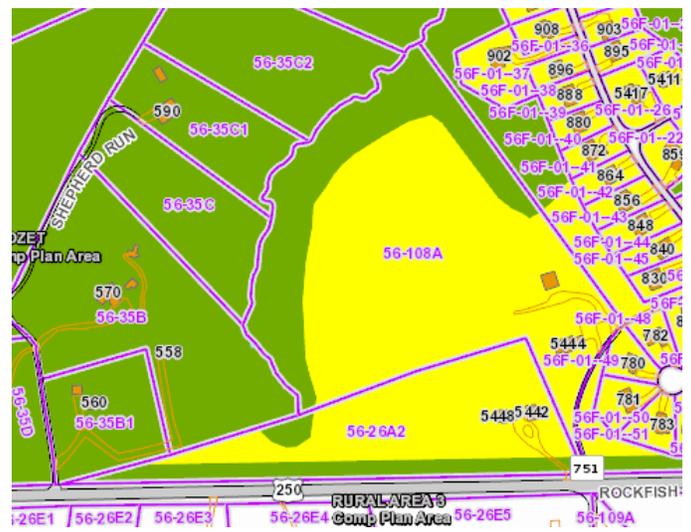
2. Does the location of the parcels near the boundary of the Crozet Development Area mandate that the low end of the density range be pursued? Or would development at the upper end of the range be possible provided that the proposal can address the Neighborhood Model principles and mitigate associated impacts?
3. Should the proposed development consist of mainly single family residential units as designated within the Master Plan? If so, what percentage of the units should be single family residential?

Q1: What land should be available for development and calculating potential density? Is strict adherence to the area shown on the Master Plan for Neighborhood Density and Greenspace required or should the area available for development be calculated using more recent mapping technology that better depicts the environmental features (stream buffer, preserved slopes) and the Route 250 buffer?

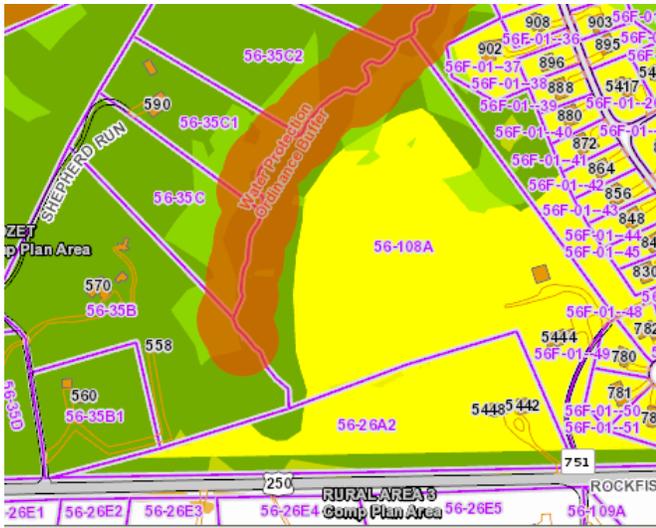
When the Master Plan was adopted the intent of the designation of Greenspace was intended to capture environmental features and to preserve the 250 scenic byway. Since the Master Plan was adopted, the steep slopes overlay showing preserved and managed slopes was adopted, and more detailed and accurate mapping of the streams and their buffers has occurred. See graphics below for comparison.



Current GIS data: Water Protection Buffer and Preserved Slopes



Crozet Master Plan: Green area and Yellow designated for development/density calculation.



Combined Map: GIS data overlaid with Crozet Master Plan

The light green areas in the combined map above are the preserved slopes, and the darker green areas are those areas intended to represent the environmental features that would have included critical slopes, the stream buffer and the Route 250 buffer. Staff’s opinion is that the new and more accurate data should be used to calculate density. If the intent of the Master Plan was to preserve areas of environmental significance, the detailed mapping of these features should be used. The difference between the two different ways to calculate the land area results in 5 more units if the area used to calculate the density is based upon the mapped stream buffer, preserved slopes, and a 50 foot buffer along Route 250.

Q2: Does the location of the parcels near the boundary of the Crozet Development Area mandate that the low end of the density range be pursued? Or would development at the upper end of the range be possible provided that the proposal can address the Neighborhood Model principles and mitigate associated impacts?

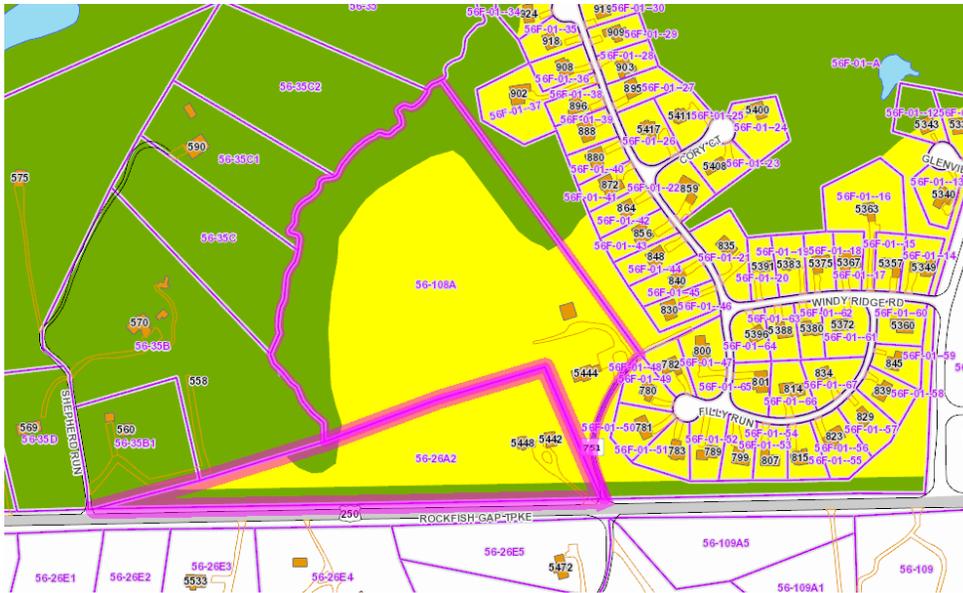
As previously discussed, land in this location not designated as Greenspace is recommended for Neighborhood Density Residential development which has a density range of 3 to 6 units per acre. During the community meetings residents suggested that the low end of the density range should be used because the parcels are located near the edge of the Development Area, in keeping with the Continuum of Intensity of Use which is illustrated below and on page 8.18 of the Comprehensive Plan.

Figure 8: Illustration of Continuum in Intensity of Use



Development is least intensive in Area 1 and most intensive in Area 5. The height of buildings gradually increases from Area 3 to Area 5, which has the tallest buildings.

Source: Adapted by Albemarle County Community Development from Duany Plater-Zyberk and Company image 2012



In addition, in the first section of Chapter 4 of the Crozet Master Plan, there is language regarding Centers and how the plan is organized around these centers. Specifically, the Plan states: “The center is the most intensely developed, while the middle and edge bands around the center become progressively more residential, less mixed use, and less dense.” It further states that an important mixed use center is “the Clover Lawn commercial and residential area.” Clover Lawn is approximately 1/3 mile east of the properties under consideration for rezoning. While density decreases away from Clover Lawn, staff does not agree that density was necessarily intended to be at the low end of the density range at this location. This is because areas of very low density were designated on the Crozet Master Plan in a different color and pattern than those designated for Neighborhood Density. (See below.)

Neighborhood Density-Low 

This designation represents residential areas where a density of 2 residential units per acre or less is expected. Housing is expected to be single-family detached. Non-residential neighborhood uses, such as places of worship, public and private schools, religious institutions, daycare facilities, parks, and private schools, may also be present in these areas.

Neighborhood Density 

This designation represents residential areas with a desired density of 3 – 6 residential units per acre. It also represents existing residential areas within or below this range. Housing in this area is primarily single-family detached with some single-family attached/townhouses. Non-residential uses include institutional uses, such as places of worship, public and private schools, and early childhood education centers (daycare centers and preschools). Neighborhood-serving retail/commercial areas and office uses of less than 5,000 square feet may be allowed by exception only in Neighborhood Density Residential areas located within half a block of Downtown along Blue Ridge Avenue and east of Firehouse Lane.

While the Planning Commission may believe that the low end of the Neighborhood Density range is appropriate at this location, staff thinks it is not necessarily mandated by the Plan. Instead, staff believes that density could be at the higher end of the range, provided that design is in keeping with the Neighborhood Model, compatibility of building types is achieved at the edge of the proposed development near Cory Farms, and provided that impacts from the development are mitigated.

In addition to the issues related to the Continuum of Intensity, several residents at community meetings expressed their belief that a rezoning at this location should not be approved at all. They cited a section in the Land Use chapter of the Crozet Master Plan with the title 'Fringe Areas and the Route 250 West Corridor'. In this section, reference is made to areas along 250W and states: "Do not approve any rezoning for new development along the Route 250 West corridor." While these parcels are along the Route 250 West corridor, this section of the Master Plan was intended to address those parcels at the I-64/250 West interchange. The beginning paragraph of this section refers to this portion of Crozet (see below). At the time of the update of the Master Plan, there was a question on whether or not to expand the development areas to include this region. The outcome of that discussion was that that region was to remain and not be included within the development area. This section was intended to give direction on how parcels in that specific region are to be evaluated and treated for future development.

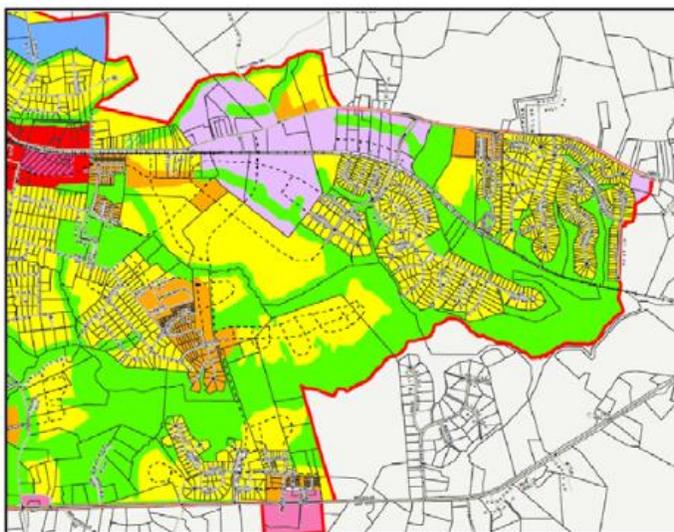
Fringe Areas and the Route 250 West Corridor

Crozet has notable agricultural history and was once known as the Peach Capital of the state. Today, the Development Area, which includes areas historically farmed, is designated for future growth, but orchards and other agricultural activities continue in the surrounding Rural Area. During the development of this Master Plan update, a review took place of the fringe areas to determine whether any conditions had changed since adoption of the prior Master Plan. Specifically, the eastern quadrant of the I-64 and Route 250 West interchange was studied to consider whether the boundary of the Crozet Development Area should be expanded to allow for a business and industrial park. After study, as well as input from residents, it was determined that an expansion of the Development Area is not warranted at this time and that all new buildings for office, retail, and industrial uses should be located within the existing Community of Crozet. This Master Plan update recommends that the Rural Areas outside of the Community of Crozet remain rural, including the stretch of Route 250 West between the Development Area boundary and the interstate interchange.

In addition to the above, the prior section "Eastern Crozet" specifically shows these parcels and does not make the recommendation that no future rezonings should occur in this area.

Eastern Crozet

Eastern Crozet is the area east of Crozet Avenue and includes the neighborhoods of Hilltop/Myrtle, Parkside Village, Westhall, Western Ridge, Wickham Pond, The Highlands, Clover Lawn, Cory Farms, and the future developments Liberty Hall and Foothill Crossing. There are also undeveloped properties in this portion of Crozet. The future Eastern Avenue is intended to provide key linkages between neighborhoods and centers.



The Lickinghole Creek sedimentation basin not only provides water quality protection, but also offers future passive recreational opportunities. Existing focal points within this area include Crozet Park, the Clover Lawn/Blue Ridge Shopping Center, and the future Eastern Park. Development for the area east of Crozet Avenue should focus on greenway development, key pedestrian/bike linkages, the construction of public amenities such as schools and parks, and creation of roads and bridges.

With regards to the maximum density available at any specific location in Crozet, some residents have said they believe that approval at the maximum density at this location could cause the maximum population in Crozet to exceed 18,000, which the Master Plan states is the maximum capacity expected for this Development Area. While staff appreciates the concerns of Crozet related to population growth in this Development Area, staff notes that several of the larger parcels designated for a density at up to 6 units/acre have in recent years been approved by-right at a much lower density. Westlake Hills and a portion of Foothill Crossing are two nearby examples which consist of approximately 213 acres and are being developed at a density of approximately one unit/acre. If the Development Areas continue to be built at a significantly lower density than recommended in the Master Plan, pressure will be exerted to expand the Development Area boundaries into the Rural Area, which is not in keeping with the Comprehensive Plan.

Several residents of Crozet asked how new units from this proposed development might affect the population capacity of the Crozet Development Area a detailed analysis and information is provided in Attachment D.

Q3: Should the proposed rezoning consist of mainly single family residential units as designated within the Master Plan? If so, what percentage of the units should be single family residential?

As stated above the parcels are designated in the Master Plan as Neighborhood Density Residential which is described as: “primarily single-family detached with some single-family attached/townhouses...” Currently, the application plan does not specify which type of units are to be proposed; however the plan submitted for ARB approval shows all the units as single family attached units or townhouse units.

Staff's believes that the plan shown in the ARB submittal would not be in keeping with recommendations of the Mater Plan. Single-family detached units should be provided and since the Master Plan states that these units be the primary type, staff believes that at least 50% of the units should be provided as single-family detached units.

Other Issues

In addition to concerns about density and housing type, residents have raised concerns about traffic impacts along Route 250 West. Members of the community expressed concerns that this stretch of 250 is currently unsafe, that there have been recent deaths, and adding traffic on 250 will exacerbate the existing problem. The applicant has provided a traffic study for which both VDOT and staff have reviewed and provided comments to the applicant. Staff expects that the applicant will provide responses to the comments with his next submittal of the plan. With regards to traffic concerns, staff notes that currently, there is a proposal to address traffic, speed, and pedestrian safety in this area. A pedestrian sidewalk project is planned for the north side of Route 250 from Clover Lawn to Cory Farms Road. Also, a design has been presented to VDOT for a traffic circle that would be located at the entrance to the Blue Ridge Shopping Center and Clover Lawn. If accepted and funded, the traffic circle would improve the speed problem in this area.

Staff has received a number of letters regarding this application, as well as an online petition. The letters are in Attachment E, and the online petition can be found at the following link:

<https://www.change.org/p/petition-against-rezoning-for-adelaide-development-from-r1-to-r3>

Summary:

Question 1: Staff believes that the recently mapped environmental features should be used in lieu of those areas shown on the Master Plan in order to calculate density

Question 2: If the impacts of the development, compatibility of building type, and the Neighborhood Model principles are appropriately addressed, staff would support development at the higher end of the density range. Approval of development at the higher end of the density range could also help provide balance with nearby by-right development that is occurring well below the recommended density range in the

Master Plan.

Question 3: Staff believes that the proposal should contain a minimum of 50% single-family detached units to conform with the recommendations in the Master Plan.

The Planning Commission is asked to affirm these conclusions or provide guidance needed to help the applicant prepare his next submittal of the proposal.

ATTACHMENTS

Attachment A: [Vicinity Map](#)

Attachment B: [Proffered Plan](#)

Attachment C: [ARB Plan](#)

Attachment D: [Population Information](#)

Attachment E: [Citizen Letters](#)

Attachment F: [CCAC 1/20/16 Meeting Notes](#)