

**COUNTY OF ALBEMARLE  
PLANNING STAFF REPORT SUMMARY**

<b>Project Name:</b> ZMA 2015-008 Adelaide	<b>Staff:</b> Megan Yaniglos, Principal Planner
<b>Planning Commission Public Hearing:</b> May 10, 2016	<b>Board of Supervisors Public Hearing:</b> TBD
<b>Owners:</b> Judith Herring	<b>Applicant:</b> Kyle Redinger- Adelaide C-Ville; Justin Shimp; Shimp Engineering
<b>Acreage:</b> approx. 19.975 acres	<b>Rezone from:</b> R1, Residential
<b>TMP:</b> 056000000108A0; 056000000026A2 <b>Location:</b> 5444 Brownsville Road and Rockfish Turnpike (Route 250). On the north side of Route 250 West, adjacent to the Cory Farms Subdivision (Attachment A)	<b>By-right use:</b> Residential at one unit/acre; up to 1.45 units per acre with density bonuses
<b>Magisterial District:</b> White Hall	<b>Proffers:</b> Yes
<b>Proposal:</b> Request to rezone parcels from R1-Residential to R6-Residential for a maximum of 80 residential units.	<b>Requested # of Dwelling Units:</b> Maximum of 80 units. 40 single family detached, 40 single family attached.
<b>DA (Development Area):</b> Crozet	<b>Comp. Plan Designation:</b> 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.
<b>Character of Property:</b> The site is mostly wooded with three existing single family houses.	<b>Use of Surrounding Properties:</b> The surrounding property is residential. Cory Farms subdivision is to the east of the property.
<b>Factors Favorable:</b> <ol style="list-style-type: none"> <li>1. The rezoning request is consistent with the land use designations in the Crozet Master Plan and density is within the recommended density range.</li> <li>2. All applicable principles of the Neighborhood Model are addressed in the proposal or will be addressed with a revision prior to the Board meeting.</li> <li>3. The proposal provides a mixture of unit types, open space, Rt 250 buffer, a centrally located pocket park and trails.</li> <li>4. Proposed improvement and cash proffers have been provided to mitigate impacts of the development</li> <li>5. Affordable housing proffer has been offered.</li> </ol>	<b>Factors Unfavorable:</b> <ol style="list-style-type: none"> <li>1. Traffic management and sidewalk improvements in the immediate which would address impacts of the development are not fully funded at this time, however state and other funding sources may be requested this year for this project.</li> <li>2. Technical revisions are needed to the proffers and proffered plan.</li> </ol>
<b>RECOMMENDATION:</b> Staff can recommend approval of ZMA201500008 Adelaide, provided technical revisions are made to the proffers and the proffered plan, as described in Attachment H, prior to the Board of Supervisor meeting.	

**STAFF PERSON:**  
**PLANNING COMMISSION PUBLIC HEARING:**

**Megan Yaniglos**  
**May 10, 2016**

**PETITION:**

PROJECT: ZMA201500008 Adelaide, White Hall

MAGISTERIAL DISTRICT: White Hall

TAX MAP/PARCEL: 056000000108A0; 056000000026A2

LOCATION: 5444 Brownsville Road and Rockfish Turnpike (Route 250)

PROPOSAL: Request to rezone parcels from R1-Residential to R6-Residential for a maximum of 80 residential units.

PETITION: Rezone 19.975 acres from R1-Residential zoning district which allows residential uses at a density of 1 unit per acre to R6-Residential zoning district which allows residential uses at a density of 6 units per acre.

OVERLAY DISTRICT: EC- Entrance Corridor; Scenic By-Way; Managed and Preserved Steep Slopes

PROFFERS: Yes

COMPREHENSIVE PLAN: 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.

**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.

**History of this Project**

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 K. After the January 20 meeting, the applicant and staff attended the Cory Farms HOA meeting on January 27, 2016 to provide another opportunity for questions and comments on the proposal.

Staff provided initial review comments on the project on January 29, 2016 and the applicant requested a work session with the Commission, which was held on February 23, 2016. (See Attachments E, F, and J.)

The Commission provided guidance on the following questions:

Q: 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?

A: The area for development should exclude environmental features shown on the County GIS and the designated greenspace, including the Route 250 buffer.

Q: 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?

A: The design, form, open space, impacts, and mix of units (including single family detached) are more important than the density and that higher end of the range in this location could be supported if the design is well done. (Commissioners Lafferty and More did not agree.)

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

A: Single family detached units should be provided. The commission did not come to a consensus on the percentage of single family detached, but stressed that the mixture of types of units is important and that at least half should be detached.

### **Specifics of this Proposal**

Using the Commission's direction, the applicant resubmitted his proposal on March 7<sup>th</sup>, 2016 and comments were given by staff on April 8<sup>th</sup>, 2016. In addition, the applicant updated the Crozet Community Advisory Council on his revised plan on April 20, 2016. In his proposal, the applicant would like to rezone two parcels from R1-Residential (1 unit/ acre) to R6- Residential (up to 6 units/ acre) with proffered plan showing a maximum of 80 units. The proffered plan shows locations of areas for development, streets, pocket park, greenway trail, multi-use trail, open space, but does not show proposed lots (Attachment B). The greenway trail will be a primitive trail that will be field located as requested by Parks and Recreation. The applicant has also submitted a plan for Architectural Review Board (ARB) review which contains more detail (Attachment C).

The applicant has revised the plan since the Commission's work session to provide the following:

- A total of 80 residential units, down from the original total of 93 units (5.5 du/ac vs. 6. du/ac)
- A minimum of 40 will be single family detached, and 40 single family attached. The previous plan proposed only single family attached.
- The single family detached units will be located along the outer edge of the parcel, including the area adjacent to Cory Farm, and the attached units are shown in the center of development and along Route 250. The original proposal allowed single family attached units adjacent to Cory Farms and Rt. 250
- The pocket park is centrally located within the development and there is additional open space across from the park that connects to the greenway. The plan shows a multi-use trail that meanders along Route 250 within a 40 to 75 foot vegetated buffer that will consist of existing and augmented vegetation. The previous plan did not provide a pocket park and a small buffer (approximately 20 feet) was provided along Route 250.

It should be noted that the applicant has requested a hearing with the Planning Commission prior to addressing staff's latest comments. Therefore, this report contains some items that need to be addressed prior to the Board meeting, which are summarized in Attachment H. Most of these items could be described as technical in nature and/or are not considered major substantive issues. Staff recommends that these be conditions to be addressed prior to the Board meeting and in conversations with Staff, the applicant is agreeable to these changes.

### **Applicant's Justification for the Request**

The applicant has provided a four page detailed justification for the request in Attachment I. In summary, the applicant states that the development meets the requirements and recommendations within the Master Plan and Neighborhood Model, and that the proposal is within the designated growth area of Crozet where over \$14 million of capital improvement projects have been spent. The applicant also states that they have made revisions based upon input from County Staff, Planning Commission, the neighbors, and the advisory committee to reduce the total unit count from 93 to 80 units, provide a mix of types of units, provide pedestrian access, and provide a large buffer along Route 250.

### **Planning and Zoning History**

There are no prior approvals for development on this property.

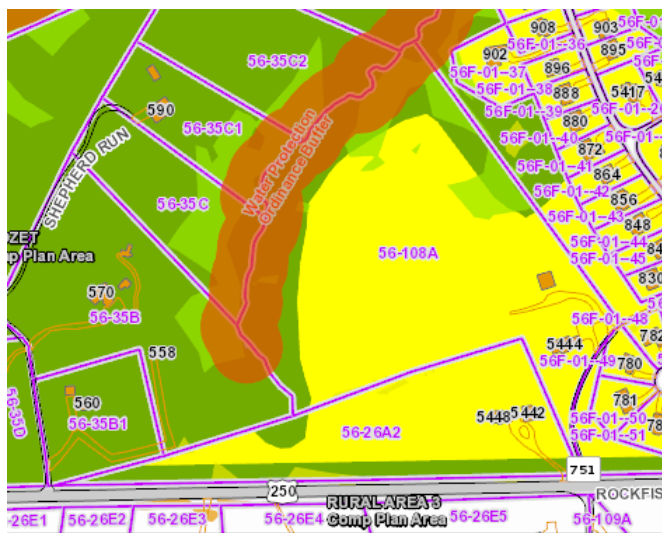
### **Comprehensive Plan**

The Crozet Master Plan designates this property as Greenspace and Neighborhood Density Residential development which has a density range of 3 to 6 units per acre.

#### **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.



The applicant has used the area shown in yellow on the image above to determine that the net acreage of the two parcels is approximately 14.43 acres, which is exclusive of the land designated as green space, Route 250 buffer, and preserved slopes. With 80 units, this results in a net density of 5.5 units per acre which is within the recommended range designation on the Master Plan.

It should be noted that during the Planning Commission work session, community members disagreed with the applicant's desire to develop at the high end of the density range, stating that the Crozet Master Plan's recommendation for preservation of the scenic quality of Route 250 created an expectation for lower density in this area. As stated above, the general consensus from the Planning Commission at their February work session was that the design, form, open space, impacts, and mix of units (including single

family detached) are more important than the density, and that higher end of the range in this location could be supported if the design is well done. The CCAC, however, continues to believe that the lower end of the density range is more appropriate according to the Master Plan. At the time of the writing of this report, the CCAC has not provided new comments on the revised plan but a meeting has been set to take place prior to the Planning Commission public hearing. Staff will provide any comments as soon as they are received to the Planning Commission either prior to the public hearing or at the public hearing.

In addition to the land use designations, the Master Plan recommends that a greenway trail be provided as shown on the Parks & Green Systems plan, a walking trail be provided on the North side of Route 250, and that a buffer be provided along Route 250. The applicant is proffering a greenway that will allow for a connection to the Lickinghole Creek trail system, showing a multi-use path on the proffered plan, as well as showing that a buffer between 40 and 75 feet in depth will be provided. The plan does not indicate the type of landscaping to be provided in this area and staff believes that a commitment is needed to ensure that the augmented vegetation will be sufficient to buffer the development from Rt. 250.

**Neighborhood Model-**The Neighborhood Model describes the form of development desired for the Development Areas. It establishes the 12 Principles for Development that should be adhered to in new development proposals. Staff's analysis below indicates how well the proposal meets the 12 principles of the Neighborhood Model:

<b>Pedestrian Orientation</b>	All streets will be required to have sidewalks on both sides of the street per the subdivision ordinance. A trail is proposed within a greenway as well as a multi-use trail along Route 250. A notation should be added to the proffered plan that street trees will be provided along all streets, street trees are only required for attached units since they require a site plan. Single family detached units do not require a site plan, and therefore street trees are not required per the subdivision ordinance, but should be provided. <b>With a revision to the proffered plan, this principle will be met.</b>
<b>Mixture of Uses</b>	<b>This principle is not applicable</b> , as non-residential is not required per the Crozet Master Plan in this area.
<b>Neighborhood Centers</b>	A centrally located pocket park in addition to the greenway/trail has been incorporated into the design of the development. Clover Lawn and the Blue Ridge Shopping Center are also nearby centers to the proposal. <b>This principle is met.</b>
<b>Mixture of Housing Types and Affordability</b>	The revised plan includes two housing types, single family detached and attached and 12 have been proffered as affordable units. <b>This principle is met.</b>
<b>Interconnected Streets and Transportation Networks</b>	Two road connections to the development are provided along Route 250. There are no proposed connections to Cory Farm. Staff believes that a trail on the Adelaide site should be provided for a connection from the internal sidewalk system to the property line to Cory Farm open space, so if in the future a pedestrian network is sought to connect Cory Farm, the path will be in place. This will allow the residents of Cory Farm to walk to Adelaide and vice versa, without having to drive. A trail connection is being made along Route 250 and further a greenway connection to the Lickinghole Trail is being offered. <b>With a revision to the proffered plan, this principle will be met.</b>
<b>Multi-modal Transportation Opportunities</b>	A multi-use path along 250, and a greenway trail are being provided. <b>This principle is met.</b>

<b>Parks, Recreational Amenities, and Open Space</b>	A pocket park is provided in addition to a greenway/trail that connects to the Lickinghole Creek Trail. <b>This principle is met.</b>
<b>Buildings and Space of Human Scale</b>	The setback regulations were recently updated to address neighborhood model principles. Therefore, <b>this development will be subject to the R6 setbacks and will meet this principle.</b>
<b>Relegated Parking</b>	Parking should be relegated to the back or side of buildings. If units are to have parking areas and garages in the front, they should be set back several feet behind the front façade or porch of the house or side loaded, to meet this principle. A notation should be added to the plan to address relegated parking. <b>With a revision to the proffered plan, this principle can be met.</b>
<b>Redevelopment</b>	Adelaide is a proposed development on mostly vacant land within Development Areas. <b>This principle does not apply.</b>
<b>Respecting Terrain and Careful Grading and Re-grading of Terrain</b>	The areas shown for development are rolling and will not require a substantial amount of grading or retaining walls. The areas that contain steep slopes have been located within open space or greenway. <b>This principle is met.</b>
<b>Clear Boundaries with the Rural Area</b>	In keeping with recommendations from the Master Plan, the applicant is providing a landscaping buffer along the full frontage of Route 250. The amount of additional vegetation to be provided is not known and should be articulated to ensure that a true buffer is achieved. This landscape buffer should be owned and maintained by the developer/HOA and should not be on private lots. <b>With a revision to the proffered plan, this principle will be met.</b>

***Relationship between the application and the purpose and intent of the requested zoning district:***

The purpose and intent of the R6 Residential zoning district is to:

- Provide for compact, medium density residential development;
- Permit a variety of housing types; and
- Provide incentives for clustering of development and provision of locational, environmental and developmental amenities.

R-6 districts may be permitted within community and urban area locations recommended for medium density residential use in the comprehensive plan.

The proposed development incorporates a mixture of housing types that will be clustered to allow for open space areas including a pocket park and greenway trail.

***Public need and justification for the change:***

The County's growth management policy says that new residential development should occur in the in the designated development areas where infrastructure and services are provided rather than in the rural area. Providing new residential units helps to accommodate anticipated population growth within the development areas.

***Impact on Environmental, Cultural, and Historic Resources:***

Environmental resources on the site include a stream and associated buffers, and preserved slopes. The area for the development lots are shown outside of the stream buffer and preserved slopes. A

modification to the proffered plan will ensure that these resources will be held in common ownership to help preserve them. No cultural or historic resources exist on the site.

***Anticipated impact on public facilities and services:***

**Streets:**

The proposed development connects to Route 250 which has caused concern for residents of Crozet. Staff asked the Virginia Department of Transportation (VDOT) whether a traffic impact analysis (527) for the development was needed. VDOT responded that the additional 742 vehicle trips per day (vpd) expected from this development do not meet the threshold (5000 vpd) for an impact analysis. However, VDOT assumes based on the amount of vehicle trips the development would contribute, that there would be no significant impact to Route 250.

The applicant was required to submit an intersection analysis for the two new entrances on Route 250. The analysis shows that a left turn and right turn and taper will be needed. VDOT concurred and will require them during the site plan process. The applicant should show the improvements on the plan, however.

Approximately 9100 vpd are along this stretch of Route 250 and there have been recent pedestrian fatalities in the area, along with some vehicular crashes. While this development will add to the existing traffic along Route 250, the improvements proposed are intended to create safe entry and exit to the site.

The County is currently pursuing a public project that will provide a sidewalk from Clover Lawn to Cory Farm and a roundabout with a pedestrian crosswalk at the Clover Lawn/Blue Ridge Shopping Center. This project will help slow down traffic in this area and provide a safe route for pedestrians. The County sidewalk project extends only to the Cory Farms development entrance. The applicant has proposed to construct a multi-use trail across the frontage of its property. This results in a gap in the ultimate sidewalk across most of the frontage of Cory Farms. The County may be requesting state and other sources of funding for this project this year, however this project is not fully funded at this time.

**Schools:**

Students living in this area would attend Brownsville Elementary School, Henley Middle School, and Western Albemarle High School. Based on the number of type of units proposed, the School Division anticipates the following yield of students from this development:

<b>Type of Dwelling Unit</b>	<b>Elementary</b>	<b>Middle</b>	<b>High</b>	<b>Total</b>
Single Family	9.2	4.4	5.2	18.8
Single Family Attached	6	2.8	2.4	8
Total	15.2	7.2	7.6	26.8

The School Division has said it can accommodate this modest development in the existing schools. However, the School Division is cognizant that Crozet continues to be a growing area. As the Crozet Master Plan is fully realized, growth must be closely monitored as these Western schools do not have the long-term capacity to support all of the additional growth expected in this part of the County.

**Fire and Rescue:**

Fire and Rescue service is provided through the Crozet Volunteer Fire Station and Western Albemarle Rescue Squad and the level of service will be within the recommended response times of less than 5 minutes. The Fire Marshal's office identified no concerns with the proposed amendment.

**Utilities:**

This project is in the water and sewer service jurisdictional area and both services are available. ACSA and RWSA did not identify any capacity issues with this proposal but they will need to provide a capacity analysis with the site plan.

### Cash Proffer Policy:

The applicant has proffered cash for improvements to help mitigate the impacts of their development. The amount they are proffering is consistent with the maximum cash proffer amounts that were recommended by the Fiscal Impact Advisory Committee (FIAC). Although the Commission did not support recent requests for a reduced cash proffer amount on two existing projects, staff believes this proposal is different because it is a new development.

Staff does not believe that a CRIM Model run of this proposal will result in significantly different amounts than the revised FIAC cash proffer amounts. The cash proffer amounts recommended by FIAC provide a reasonable benchmark for a maximum cash proffer per residential unit under the current CIP and CNA.

While the Board has not adopted a lower cash proffer amount, cash proffers offered by the applicant for Adelaide are consistent with the maximum amounts recommended by FIAC, which were based on the County's current CIP and CNA and the 2013 amendment to Virginia Code § 15.2-2303.2(D), which prohibited cash proffers being used for capital improvements to an existing facility that did not expand capacity or for operating expenses.

A comprehensive plan amendment will be heard this evening to repeal the cash proffer policy in light of the most recent State Code changes that will add Virginia Code § 15.2-2303.4 effective July 1, 2016. This repeal is scheduled to be heard at the Board in June. If approved, staff will be evaluating and establishing a new approach to calculating the impacts of development for Planning Commission and Board consideration.

### **Anticipated impact on nearby and surrounding properties:**

The Crozet Community Advisory Council, as well as some of the adjacent residents in the Cory Farms subdivision, have expressed concerns with the impacts of this development on nearby and surrounding properties and the community (see Attachment G). The Community's concerns are summarized below with staff comment in *italics*.

- Additional traffic generated by the development along Route 250. Traffic safety concerns with the addition of a new entrance and additional vehicles on Route 250  
*Traffic and associated safety are of upmost concern to staff. As stated above, a traffic analysis of the impact on Route 250 for the development was not provided, as the amount of vehicle trips per day does not trigger the requirement for such analysis. Staff recognizes that this development will add some traffic to the existing intersections along 250 that have been identified as current problems. Needed improvements have been identified to date and the County is currently working towards solutions to these issues.*
- Compatibility of the development with nearby developments, especially with regards to the proposed density of the development.  
*As mentioned previously in this report, the Commission discussed these concerns at their work session in February. They concluded that density should be within the range recommended in the Master Plan and could be at the upper end if designed well.*
- Environmental concerns with the proposed development, specifically stormwater management.  
*The applicant has shown conceptual stormwater management areas and will be required to meet the County's stormwater regulations.*
- Concerns that the schools cannot accommodate the additional students generated by the development.  
*As noted earlier in the report, the Schools Division has stated that the additional children generated by this development could be accommodated within the existing schools.*

Staff understands the concerns of the Crozet Community, but believes that the proposal is consistent with the Master Plan.



## **PROFFERS**

The applicant has provided proffers which are summarized below.

- The applicant has made a commitment to provide no more than 80 dwelling units. A minimum of 40 units will be single family detached units as per the application plan.
- A total of 12 affordable housing units will be provided for rent or sale. The affordable housing proffer does include a provision to provide cash in lieu of affordable units. The Housing Director has reviewed the affordable housing proffer and has no concern with the cash in lieu of units provision.
- Cash proffers are provided for each dwelling unit constructed within this development (not including by-right credit (23 units) and affordable units). Assuming full buildout of 80 units (40 of those units being single family detached) the estimated amount of cash proffers received will be \$192,337. Additional funding could be received if more SFD units are constructed, depending on the final mix of unit types.
- The applicant has proffered to dedicate land for the greenway trail to the County.

The substance of the proffers is adequate, but they are in need of minor technical revisions. These changes can be made with the final set of proffers for the Board of Supervisors' hearing.

Staff does not see any major issues with the proffers other than the need to clean up technical revisions to the proffered plan and proffers.

## **SUMMARY**

In general, the proposed rezoning of this property is consistent with the Comprehensive Plan and intent of the proposed zoning district. The applicant has revised his proposal based on the feedback received during the Planning Commission work session and with recommended changes can reflect all applicable principles of the Neighborhood Model and transportation recommendations.

The CCAC has stated that they believe that these parcels should be developed at a lower density given the location of the development, and that the proposal is inconsistent with the Master Plan.

Cash proffers have been provided to mitigate impacts of the development and affordable units are proffered, consistent with the Comprehensive Plan. Based on the input from Schools, Department of Fire-Rescue, Department of Planning Parks and Recreation, VODT, and RWSA and ACSA, this proposal does not result in any significant impacts on these facilities, or the applicant has provided improvements to address impacts (multi-use trail construction, entrance improvements, greenway and open space dedication).

Staff does believe completion of the County sidewalk and roundabout project not yet fully funded, and the extension of the sidewalk to the proposed development would also address the transportation/ traffic management impacts of the new development. State and other funding may be requested for this project later this year.

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

1. The rezoning request is consistent with the land use designations in the Crozet Master Plan and density is within the recommended density range.
2. All applicable principles of the Neighborhood Model are addressed in the proposal or will be addressed with a revision prior to the Board meeting.
3. The proposal provides a mixture of unit types, open space, Rt 250 buffer, a centrally located pocket park and trails.
4. Proposed improvement and cash proffers have been provided to mitigate impacts of the development
5. Affordable housing proffer has been offered.

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

1. Traffic management and sidewalk improvements in the immediate which would address impacts of the development are not fully funded at this time, however state and other funding sources may be requested this year for this project.
2. Technical revisions are needed to the proffers and proffered plan.

## **RECOMMENDATION**

Staff can recommend approval of this rezoning ZMA2015000008 Adelaide, provided technical revisions are made to the proffers and proffered plan as described in the staff report and Attachment H prior to the Board of Supervisor meeting.

## **ATTACHMENTS**

- Attachment A: [Vicinity Map](#)  
Attachment B: [Proffered Plan](#)  
Attachment C: [ARB Plan](#)  
Attachment D: [Proffers dated March 7, 2016](#)  
Attachment E: [PC Worksession Staff Report and Attachments](#)  
Attachment F: [PC Worksession Action Memo](#)  
Attachment G: [Citizen Letters](#)  
Attachment H: [Staff Summary of Revisions](#)  
Attachment I: [Applicant Justification](#)  
Attachment J: [PC Worksession Draft Minutes](#)  
Attachment K: [CCAC Minutes from January 20<sup>th</sup> meeting](#)