



ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: SP201700023 Birdwood – Boar’s Head Temporary Connector Road – Amendment	Staff: Tim Padalino, AICP, Senior Planner
Planning Commission Hearing: October 31, 2017	Board of Supervisors Hearing: to be determined
Owner: University of Virginia Foundation (UVAF)	Applicant: same
Acreage: 544 acres	Special Use Permit for: Swim, golf, tennis or similar athletic facilities (Section 13.2.2 of zoning ordinance)
Tax Map Parcel (TMP): 07500-00-00-06300 Location: 410 Birdwood Drive, Charlottesville, VA	Zoning/by-right use: R-1 Residential (1 unit/acre).
Magisterial District: Samuel Miller	Conditions: Yes
Development Area: Western Neighborhoods	Requested # of Dwelling Units/Lots: N/A
Proposal: Amend SP201700009 to create a temporary connector road between Golf Course Drive on the Birdwood property and Berwick Road on the Boar’s Head Inn and Sports Club property (TMP #059D2-01-00-01500). Temporary vehicular use of proposed permanent connector road is requested between July 22, 2018 and August 11, 2018.	Comp. Plan Designation(s): <u>Institutional</u> – schools, libraries, parks, utilities, hospitals, universities, colleges and other developed and undeveloped publicly owned property; <u>Parks and Green Systems</u> – parks, playgrounds, play fields, greenways, trails, paths, recreational facilities and equipment, natural areas, and preservation of stream buffers, floodplains, and steep slopes adjacent to rivers and streams.
Character of Property: Site of Birdwood Golf Course and historic Birdwood Pavilion estate, listed on the National Register of Historic Places and Virginia Landmarks Register.	Use of Surrounding Properties: Residential neighborhoods of Ednam, Ednam Village, Ednam Forest, Bellair, Kenridge, and White Gables; Boar’s Head Inn and Sports Club; Ragged Mountain Reservoir and Ragged Mountain Natural Area.
Factors Favorable: <ol style="list-style-type: none"> 1. The Southern and Western Urban Neighborhoods Master Plan specifically calls for a vehicular connection between the Birdwood property and Boar’s Head property (S+W. 45). 2. The proposal includes permanent non-vehicular infrastructure (such as sidewalks and crosswalks), which are also called for in the Master Plan (S+W. 45). 3. The temporary use of this proposed permanent road would not create significant transportation impacts, and would improve management of event-related transportation issues in connection with the World Masters Squash Championships, to be held at Boar’s Head Sports Club. 	Factors Unfavorable: (none identified)
Recommendation: Based on the findings described in this report and factors identified as favorable, staff recommend approval of the special use permit amendment with conditions.	

STAFF CONTACT:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Tim Padalino, AICP, Senior Planner
October 31, 2017
TBD

PETITION:

PROJECT: SP201700023 Birdwood – Boars Head Temporary Connector Road

MAGISTERIAL DISTRICT: Samuel Miller

TAX MAP/PARCEL(S) (TMP): 07500-00-00-06300

LOCATION: 410 Birdwood Dr., Charlottesville, VA 22903

PROPOSAL: Amend SP201700009 to create a temporary connector road between Golf Course Drive on the Birdwood property and Berwick Drive on the Boars Head Inn and Sports Club property (TMP #059D2-01-00-01500). Vehicular use of proposed temporary connector road is requested between July 22, 2018 and August 11, 2018.

PETITION: Swim, golf, tennis, or similar athletic facilities under Section 13.2.2.4 of the zoning ordinance. No new dwellings proposed on this 544-acre parcel.

ZONING: R1 Residential, which allows residential use by right (1 unit per acre).

OVERLAY DISTRICT(S): ENTRANCE CORRIDOR, AIRPORT IMPACT AREA, and STEEP SLOPES – MANAGED and – PRESERVED.

COMPREHENSIVE PLAN: Institutional - which allows for schools, libraries, parks, major utilities, hospitals, universities, colleges, ancillary facilities, and undeveloped publicly owned property; and Parks and Green Systems - which allows for parks, playgrounds, play fields, greenways, trails, paths, recreational facilities and equipment, plazas, outdoor sitting areas, natural areas, and preservation of stream buffers, floodplains, and steep slopes adjacent to rivers and streams in Neighborhood 6 of the Southern and Western Urban Neighborhoods.

CHARACTER OF THE AREA:

The Birdwood Golf Course property is a 544 acre parcel which contains an 18-hole golf course, clubhouse, driving range, parking area, and various maintenance and storage structures. The course and associated structures are on the northern portion of the parcel and the remainder of the parcel is mostly wooded. Birdwood is the home golf course for the University of Virginia (UVA) Men's and Women's Golf Teams and is also open to the public, including guests of adjacent Boar's Head Inn. The golf course facility is accessed from U.S. 250 West (Ivy Road) via Golf Course Drive, a private street.

The Birdwood Pavilion is also on the northern portion of the property and is accessed by a private drive off of U.S. 250 called Birdwood Drive. The Birdwood Pavilion complex includes the historic mansion, the historic landscape, and several outbuildings – three of which are currently being rented for residential use. A 12-acre portion of the Birdwood property is listed on the National Register of Historic Places as well as the Virginia Landmarks Register.

Neighboring properties are mostly residential. Bellair neighborhood is to the east. To the north across Ivy Road are the neighborhoods of Kenridge and White Gables. To the west of the golf course are the neighborhoods of Ednam, Ednam Village, and Ednam Forest. The Boar's Head Inn property is also located to the west, and includes the Boar's Head Sports Club which, like Birdwood, is used for University of Virginia varsity sports. To the south is the Ragged Mountain Reservoir property and several large wooded parcels. (*Please see Attachments A1 and A2.*)

The Birdwood property is zoned R-1 Residential. Most adjacent parcels are also zoned residential, with the exceptions of the Boar's Head Inn (zoned Highway Commercial) and Kenridge and White Gables (zoned Commercial Office with approved special use permits for residential uses).

PLANNING AND ZONING HISTORY:

- Birdwood Golf Course was constructed in 1984; as a property zoned R-1 and owned by a state institution, the University of Virginia (UVA) was not required to have a special use permit for a golf course. In 1989 UVA transferred the property to the University of Virginia Foundation (UVAF).
- SP1996-53 – Special Use Permit approved with conditions for the continued golf course use on property zoned R-1 and to allow the construction of an enclosed golf cart storage facility.
- SUB201500070 – Boundary line adjustment plat to combine Birdwood Pavilion parcels with the Birdwood Golf Course parcel; approved 5/6/2015.
- SP201500019 – Amendment to SP1996-53 to allow for the construction of an indoor golf practice facility to the southeast of the Birdwood Pavilion; approved with four conditions on 9/2/2015. *(Please see Attachment B)*
- SDP201500022 – Initial site plan for proposed indoor golf practice facility; approved 6/17/2015.
- SDP201600010 – Final site plan for proposed indoor golf practice facility; second comment letter sent 11/23/2016 (application now considered voluntarily withdrawn).
- SP201700009 – Amendment to SP201500019 to allow for the construction of an indoor golf practice facility to the southwest of the Birdwood Pavilion; approved with seven conditions on 9/13/2017.
- SDP201700019 – Initial Site Plan for proposed indoor golf facility at location corresponding with this Special Use Permit – Amendment request (SP201700009); approved 9/15/2017.
- SDP201700058 – Final Site Plan for proposed indoor golf facility at location corresponding with recently approved SP201700009; currently under review.

DETAILS OF THE PROPOSAL:

The applicant is requesting an amendment to the recently approved special use permit for the Birdwood property (SP201700009) to allow for the construction and temporary use of a new vehicular connection between Golf Course Drive on the Birdwood property and Berwick Road on the Boar's Head Inn and Sports Club property.

This request is for temporary use of the proposed connector road from July 22, 2018 to August 11, 2018 only. A gate would restrict vehicular access outside of those specified dates, to keep the connection "temporary." Permanent pedestrian infrastructure, such as sidewalks, crosswalks, and exterior lighting, are included in this proposal and the use of those improvements would not be restricted or temporary.

The applicant has conveyed an intent to request approval for permanent, unrestricted use of the proposed connector road in the coming months through a separate special use permit amendment application. That application will necessitate a more comprehensive review of transportation issues and impacts, including on-site and off-site impacts, possible intersection improvements at Golf Course Drive and U.S. 250, and other corridor-wide issues that are currently being studied in a Route 250 STARS study. Because a more extensive analysis would be needed for permanent, unrestricted use of the connector road, and because the applicant would like to have a connector road available for use during the World Masters Squash Championships tournament in July and August 2018, the applicant has opted to separate the project into two phases. If this special use permit application (SP201700023) is approved, it will allow the applicant to finish construction of the connector road in time for temporary use during the tournament.

(For more details about the proposal, please see Attachment B – "UVAF Project Narrative" and Attachment C – UVAF Concept Plan / "Exhibit A.")

ANALYSIS OF THE SPECIAL USE PERMIT REQUEST

Section 33.8 of the Zoning Ordinance states that the Planning Commission and Board of Supervisors shall reasonably consider the following factors when reviewing and acting upon an application for a special use permit:

No substantial detriment. The proposed special use will not be a substantial detriment to adjacent lots.

No detriment is expected from the proposed temporary connector road. It will improve UVAF's ability to safely and effectively manage transportation issues during upcoming events, particularly the World Masters Squash Tournament to be held at Boar's Head Sports Club in the summer of 2018. In addition, it would provide a second point of ingress and egress for numerous residential properties in the Ednam, Ednam Village, and Ednam Forest neighborhoods which may be a benefit to those properties.

A Community Meeting was conducted on Monday, October 23 at Boar's Head Inn Pavilion III. Approximately thirty (30) members of the public were in attendance. Mr. Fred Missel and Mr. Chris Schooley of the UVA Foundation provided an overview of the proposed project, and then engaged the audience in an extensive question-and-answer session. The applicants explained how they propose to construct a new permanent road built to full standards and specifications, but are currently only requesting approval for limited, temporary use of that road (subject to access management features, such as gates). No opposition to the temporary connector road was expressed by meeting attendees.

The applicants also discussed with members of the audience several future projects that are under consideration for the Birdwood and Boar's Head properties. Topics of discussion included the following issues and (paraphrased) responses by the applicants:

- *Intersection improvements at Golf Course Drive and Ivy Road / U.S. 250?* The applicants explained that the full buildout of Birdwood – including the permanent, unrestricted use of the proposed connector road as the new main entrance into Boar's Head Inn; the proposed construction of a new UVA Tennis facility on Birdwood; the redesign and redevelopment of the Birdwood Golf Course; and the possible rehabilitation and reuse of the Birdwood Pavilion – will necessitate thorough traffic studies and careful evaluation of possible transportation improvements. The applicants also noted that this current project is not expected to create significant transportation impacts, and involves no proposal for a new traffic signal at this time. There is currently no decision on the proposed use of Golf Course Drive as the main entrance to Boar's Head Inn, which would require new signage and other wayfinding features in addition to transportation improvements. The applicants also referenced the Corridor Preservation Plan and STARS study being conducted by VDOT, Albemarle County, and other stakeholders, and how that plan includes a prohibition on creating any new traffic signals along this section of the Ivy Road corridor without first eliminating an existing traffic signal.
- *Pedestrian amenities and mobility and safety issues?* Permanent sidewalks are proposed for the southern and eastern sides of the proposed connector road. Pedestrian improvements would continue to the north past Golf Course Drive, and towards the UVA Golf facility and Birdwood Pavilion; that portion would be constructed either as a paved multi-use path or mowed grass path, and would be physically separated from Golf Course Drive for safety purposes. The applicants also briefly discussed larger, longer-term connectivity possibilities, such as a trail system that could someday connect Birdwood – Boar's Head south through Foxhaven Farm to Fontaine Avenue, as well as the proposed Three Notch'd Trail that is intended to eventually provide a multi-use path between Charlottesville and Crozet along the U.S. 250 corridor.
- *Landscaping and stormwater management?* The existing willow trees located near some of the Ednam Village properties will be removed due to their poor health. The stormwater management facility shown in that same location on the concept plan is now being proposed for a different

location on the eastern side of Golf Course Drive. The proposed road will include installation of some new landscaping. The applicants also noted that, for this proposed project and for others, the Foundation is very sensitive to the importance of maintaining a landscape buffer between Ednam Village and the Birdwood property to minimize visibility and sound. The applicants further specified an intent to maintain the majority of the wooded area in the northwest corner of the Birdwood property adjacent to U.S. 250 whenever the Birdwood Golf Course is redesigned and reconstructed. The applicants also added that views of Birdwood from Ednam Village will be strategically maintained for the benefit and enjoyment of the residents.

Character of district unchanged. The character of the district will not be changed by the proposed special use.

The district is primarily residential with some low intensity institutional uses and open space. The character of the zoning district would remain unchanged with this proposal.

Harmony. The proposed special use will be in harmony with the purpose and intent of this chapter.

The intent of the R-1 Residential zoning district is to provide for low density residential and appropriate amenities. Golf facilities are permitted by special use permit, and this property has been permitted for such uses for over 20 years. No conflict has been found between this request and the intent of the Zoning Ordinance.

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

By-right uses are mostly residential in the R-1 Residential zoning district, and commercial and recreational in the Highway Commercial (HC) district. The proposed road is viewed to be in harmony with these uses because it creates better traffic management opportunities during events held in the adjacent HC district. Positive benefits may accrue to nearby residents from the permanent sidewalks and other pedestrian infrastructure that are shown on the concept plan.

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

Section 5.1.16 of the zoning ordinance lists additional regulations relating to golf courses. This section allows the Board to require additional conditions it deems necessary for the protection of the community including, but not limited to provisions for additional fencing and/or planting or other landscaping, additional setback from property lines, additional parking space, location and arrangement of lighting, and other reasonable requirements.

The temporary nature of this request does not, in the opinion of staff, create a need for permanent screening as a means of protecting nearby residential properties. However, staff have noted to the applicants that any future requests to utilize the connector road in a permanent, unrestricted manner would need to include careful attention to how a new private street may need to include landscaping and/or other screening in order to mitigate visual and audio impacts to nearby residential properties.

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

Traffic safety and mobility is the primary concern with the proposed temporary connector road. However, the level of concern is relatively minor. The Virginia Department of Transportation (VDOT) is requiring a special event Maintenance of Traffic Plan (MOT) in conjunction with this current application. VDOT has stated that, outside of the MOT Plan, the temporary use of this connector road does not necessitate a comprehensive, corridor-wide analysis or create a need for off-site intersection improvements or other improvements along the U.S. 250 corridor.

The MOT Plan is to include a “parking plan” component as well as a “traffic control plan” component,

which should detail how the applicants or property owners will provide traffic monitoring and traffic control assistance, especially in connection with turning motions at the intersection of Golf Course Drive and U.S. 250 during event arrivals and departures.

VDOT indicated no objections to postponing broader transportation analysis and discussions, including the possibility of future signalization (or other intersection improvements) at Golf Course Drive and U.S. 250, unless and until such time that the property owners intend to request approval(s) to use the proposed connector road in a non-temporary, unrestricted manner.

Consistency with the Comprehensive Plan. The use will be consistent with the Comprehensive Plan.

The Comprehensive Plan designates this part of the Birdwood property for “Institutional” land use(s) in the Future Land Use Plan for the Southern and Western Urban Neighborhoods Master Plan (Master Plan). Institutional uses include ancillary facilities such as sports facilities for the University. This proposal to provide a temporary vehicular connection between the existing Birdwood Golf Course (the home course for the UVA Golf teams) and Boar’s Head Sport’s Club (home venue for UVA Tennis and UVA Squash) is consistent with the future land use designations in the Master Plan.

The adjoining co-owned Boar’s Head property is further designated a community “center” – a focal point or place where people congregate; a major employment area; and a place that provides community definition and to which people want to walk.

As referenced by the applicants in the project narrative, the Master Plan explicitly calls for the construction of a vehicular connection from the Birdwood property to the Boar’s Head property:

“An interconnection to the Boar’s Head property should be provided. Pedestrian connections to nearby residential developments should also be considered.” – Future Land Use Plan / Other Areas of Importance (S+W. 45)

As mentioned before, future permanent use of the proposed interconnection would require a more extensive review, which the applicant expects to occur sometime in late 2017 and early 2018.

Neighborhood Model Development:

Staff have identified the following Neighborhood Model Development principles as being the most directly relevant to this project: 1) Interconnected Streets and Transportation Networks; 2) Multimodal Transportation Opportunities; and 3) Pedestrian Orientation.

- **Interconnected Streets and Transportation Networks:** Boar’s Head is identified as a “center” in the Comp Plan. Providing a new vehicular connection between the similar land uses located on the Birdwood property and the Boar’s Head “center” is beneficial for guests, nearby residents, employees, and service vehicles. Additionally, providing a second point of access into and out of Boar’s Head and nearby residences would be beneficial for use by emergency vehicles and first responders, and thus would improve public safety.
- **Multimodal Transportation Opportunities and Pedestrian Orientation:** The application materials describe the proposed connector road as having sidewalk and golf cart components, which would be non-temporary and available for unrestricted use. These non-vehicular connections are beneficial for everyday use by guests, nearby residents, and employees – and also for use in event-related traffic and parking management. Over time, broader pedestrian and/or other non-vehicular connections should be provided between the Boar’s Head Inn and Sports Club, the

Birdwood property, surrounding residential neighborhoods, and the University of Virginia. Specific opportunities include:

- Transit services that provide a multimodal connection between Boar's Head (a designated community "center" for the Western Urban Neighborhoods), Birdwood (an increasingly important destination for UVA varsity sports programs), and the University (where student-athletes are generally located).
...and...
- A multi-use path along or near Ivy Road / U.S. 250, which would support multi-modal goals contained in the Comp Plan (such as Transportation Objectives 3, 4, and 6). Such a multi-use pathway would contribute significantly to the implementation of the Three Notch'd Trail, which has become a high priority project for the three members of the Planning and Coordination Council (PACC).

These opportunities are identified in the Master Plan as follows:

- *"Redevelopment of the [Ivy Road Priority Area] with transportation improvements is seen as a high priority."* – Priority Areas (p. 48)
- *"Develop a plan for the Three Notched Trail to connect Crozet, the Western Neighborhood, and Charlottesville for bicycles and pedestrians."* – Plan for Future Parks and Green Systems / Trails Recommendations (p. 54)

Additionally, the Ivy Road Improvement Study: PACC Report (May 2008) includes the following language regarding the establishment of a multi-use path for the Ivy Road / U.S. 250 corridor:

3. *"Safety improvements for Route 250 West from the City limits to the Farmington / Ednam entrance and a sidewalk project Route 250 from Kluge Center to City line."* – County of Albemarle: Prioritized list of remaining Study recommendations (p. 94)

SUMMARY:

After review of this request, staff have identified the following factors of this proposal which are favorable and unfavorable:

Factors favorable to this request include:

1. The Southern and Western Urban Neighborhoods Master Plan specifically calls for a vehicular connection between the Birdwood property and Boar's Head property (S+W. 45).
2. The proposal includes permanent non-vehicular infrastructure (such as sidewalks and crosswalks), which are also called for in the Master Plan (S+W. 45).
3. The temporary use of this proposed permanent road would not create significant transportation impacts, and would improve management of event-related transportation issues in connection with the World Masters Squash Championships, to be held at the Boar's Head Sports Club on adjoining property (TMP #059D2-01-00-01500).

Factors unfavorable to this request include:

- (none identified)

RECOMMENDED ACTION:

Based on the findings described in this report and factors identified as favorable, ***staff recommend approval of the special use permit amendment with the following conditions*** (below). Please note

that the recommended conditions for this requested special use permit amendment include the existing conditions of approval (associated with SP201700009, which was approved by the Board of Supervisors with conditions on 9/13/2017).

Recommended Conditions of Approval:

1. Development of the indoor golf facility shall be in general accord with the plan entitled "Illustrative Site Plan – Parking Option C" prepared by the University of Virginia Foundation dated August 21, 2017 and as modified by staff (hereafter "Illustrative Site Plan"), as determined by the Director of Planning and the Zoning Administrator. To be in general accord, development and use shall reflect the following major elements as shown on the plan:
 - a. Building location, orientation, and mass;
 - b. Parking lot location;
 - c. Installation of new landscaping for screening purposes;
 - d. Retention of trees shown for preservation; and
 - e. Earthen berms adjacent to the new parking lot.

Minor modifications to the plan that do not otherwise conflict with the elements listed above may be made to ensure compliance with the Zoning Ordinance, as determined by the Zoning Administrator.

2. Design and development of the improvements shown on the Illustrative Site Plan for the indoor golf facility shall be subject to the following, as determined by the Planning Director or designee:
 - a. Placement of the parking lot within the "bowl" created by the existing terrain in a way that minimizes grading of the slope to the north of the new parking lot, which is to be preserved for its screening effect;
 - b. Construction of earthen berms adjacent to the parking lot which are compatible with existing topographic variation and which further reduce the visibility of the parking lot and parked cars from Golf Course Drive;
 - c. Approved planting plan and planting schedule which, at minimum, include:
 - i. New landscaping materials planted in naturalistic or informal arrangements which are consistent and compatible with the existing landscape in terms of character, density, and species;
 - ii. A meadow or similar grass landscape along Golf Course Drive; and
 - iii. The use of native plant materials; and
 - d. Submittal of a conservation plan prepared by a certified arborist to preserve trees identified for preservation, including the treatment of all ash trees (species *Fraxinus*) that are to be preserved for protection against the emerald ash borer (*Agrilus planipennis*), to be used in conjunction with the conservation checklist described in Condition 6. If all reasonable alternatives for preservation have been explored, and such trees cannot be retained due to the health of the tree as determined by the certified arborist, removal may occur.
3. Ingress and egress along Birdwood Drive shall be restricted, to the satisfaction of the Zoning Administrator, to only those residences served by Birdwood Drive and shall not be used as an access to the indoor golf practice facility.
4. Any new construction at the existing golf course facility and site other than the site improvements shown on the Illustrative Site Plan referenced in Condition #1 or on the Concept Plan referenced in Condition #7 or on the Preliminary Plan for Birdwood Golf Course approved with SP199600053, except for minor changes (such as additional practice tees, modifications of greens and other changes that do not require a site plan), shall require an amended special use permit.
5. The owner shall continue to implement an Integrated Pest Management/Nutrient Management Plan to reduce adverse water quality impacts.
6. Prior to any land disturbing activity on the indoor golf facility site, the conservation plan and

checklist, the landscape plan, and the grading plan shall be approved by the County Engineer and the Director of Planning or their designees.

7. In addition to the preceding conditions, the following project-specific conditions apply to all development, improvements, and uses associated with SP201700023 ("Birdwood – Boar's Head Temporary Connector Road"):
 - a. Development shall be in general accord with the plan entitled "Temporary Golf Course Connector Road – Exhibit A" prepared by Dewberry Engineers, Inc. received September 21, 2017 (hereafter "Concept Plan"), as determined by the Director of Planning and the Zoning Administrator. To be in general accord with the Concept Plan, development and use shall reflect the following major elements as shown on the plan:
 - i. connector road alignment between Golf Course Drive and Berwick Road;
 - ii. gate (or similar physical barrier for access management); and
 - iii. pedestrian infrastructure (including sidewalks, crosswalks, and exterior lights).
 - b. Access to and use of the connector road is restricted and temporary; the road may only be used by vehicles between July 22, 2018 and August 11, 2018.
 - c. The location(s) and material specification(s) for all access management features, including the gate (or similar physical barrier) and all associated signage (or other informational materials) must be reviewed and approved by Fire Rescue and by the County Engineer or his designee.
 - d. A Maintenance of Traffic Plan (MOT Plan) must be reviewed and approved by VDOT.

MOTIONS:

- A. Should the Planning Commission **choose to recommend approval** of this special use permit:
I move to recommend approval of SP201700023 for "Birdwood – Boar's Head Temporary Connector Road" with the conditions outlined in the staff report.
- B. Should the Planning Commission **choose to recommend denial** of this special use permit:
I move to recommend denial of SP201700023 for "Birdwood – Boar's Head Temporary Connector Road" for (state reasons for denial).

ATTACHMENTS:

[A1 – Location map \(1" = 1200'\)](#)

[A2 – Location Map \(1" = 500'\)](#)

[B – UVAF Project Narrative](#)

[C – UVAF Concept Plan / "Exhibit A"](#)

[D – Southern and Western Urban Neighborhoods Master Plan \(excerpt: pp. SW.44 – SW.45\)](#)