



ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: SP-2017-00016 Caliber Collision; body shop	Staff: Cameron Langille, Senior Planner
Planning Commission Public Hearing: March 6, 2018	Board of Supervisors Hearing: To be determined
Owner(s): Destiny of Lynchburg LLC	Applicant(s): Cross Development CC Albemarle, LLC
TMP: Tax Map Parcel 07700-00-00-011F0 Acreage: 4.382 acres	Special Use Permit for: Body shop use under Zoning Ordinance Section 24.2.2(17)
Location: West side of Avon Street Extended (Route 742) approximately 300 feet north of the intersection of 5th Street Station Parkway and Avon Street Extended (Route 742).	Zoning/by-right use: HC Highway Commercial (2.41 acres) - commercial and service; residential by special use permit (15 units/ acre); RA Rural Areas (1.972 acres) - agricultural, forestal, and fishery uses; residential density (0.5 unit/acre in development lots).
Magisterial District: Scottsville	Proffers/Conditions: Yes
School District: Monticello High School, Walton Middle School, Cale Elementary School	
DA (Development Area): Southern and Western Urban Neighborhoods	Requested # of Dwelling Units/Lots: N/A
Proposal: Body shop and associated improvements on 2.41 acre portion of property zoned HC Highway Commercial.	Comp. Plan Designation: Industrial – manufacturing, storage, distribution, office and commercial activities related to industrial use and research and development; Parks and Green Systems – parks, playgrounds, play fields, greenways, trails, paths, recreational facilities and equipment, plazas, outdoor sitting areas, natural areas, preservation of stream buffers, floodplains and steep slopes adjacent to rivers and streams.
Character of Property: Undeveloped site with dense tree canopy at rear of the property along Moore’s Creek.	Use of Surrounding Properties: Various commercial, distribution, warehouse uses, and an automobile sales dealership.
<u>Factors Favorable:</u> <ol style="list-style-type: none"> 1. The proposed body shop use is consistent with the Industrial land use classification called for by the Southern and Western Urban Neighborhoods Master Plan. 2. The proposed site improvements maintain a clear boundary with the RA zoned portion of the property. 3. The design meets most principles of the Neighborhood Model. 4. The applicant has agreed to dedicate 100-year floodplain and stream buffer area to public use for a potential future greenway upon demand by the County. 	<u>Factors Unfavorable:</u> <ol style="list-style-type: none"> 1. The proposed building does not meet some aspects of the pedestrian orientation Neighborhood Model principle.
Recommendation: Staff recommends approval of this special use permit with conditions and with a change to the elevations to show fenestration or other architectural features along the portion of the building parallel to Avon Street. Extended.	

STAFF CONTACT:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Cameron Langille, Senior Planner
March 6, 2018
TBD

PETITION

PROJECT: SP201700016 Caliber Collision
MAGISTERIAL DISTRICT: Scottsville
TAX MAP/PARCEL(S): 07700-00-00-011F0

LOCATION: West side of Avon Street Extended (Route 742) approximately 300 feet north of the intersection of 5th Street Station Parkway and Avon Street Extended (Route 742).

PROPOSAL: Proposed body shop in a new building of approximately 18,700 which includes approximately 2,200 sq. ft. of office space. The body shop and associated improvements are proposed within the approximately 2.41 acre portion of the property zoned HC Highway Commercial.

PETITION: Body shop in the HC Zoning District on a 4.382 acre parcel under Section 24.2.2.17 of the Zoning Ordinance. No dwellings proposed.

ZONING: HC Highway Commercial which allows commercial and service; residential by special use permit (15 units/ acre); and RA Rural Area - agricultural, forestal, and fishery uses; residential density (0.5 unit/acre in development lots

OVERLAY DISTRICT(S): ~~Entrance Corridor~~, Airport Impact Area, Flood Hazard Overlay District, Steep Slopes - Preserved

COMPREHENSIVE PLAN: Industrial which allows manufacturing, storage, distribution, office and commercial activities related to industrial use and research and development; and Parks and Green Systems which allows parks, playgrounds, play fields, greenways, trails, paths, recreational facilities and equipment, plazas, outdoor sitting areas, natural areas, preservation of stream buffers, floodplains and steep slopes adjacent to rivers and streams in Neighborhood 4 of the Southern and Western Urban Neighborhoods Master Plan.

CHARACTER OF THE AREA

The 4.382 acre property is on the west side of Avon Street Extended, approximately three-hundred (300) feet north of the intersection of Avon Street Extended and 5th Street Station Parkway. It is currently undeveloped and features a large area of mature trees at the back of the parcel. The subject parcel has split zoning. The Highway Commercial (HC) zoned area located at the front of the parcel along Avon Street Extended contains 2.41 acres. The Rural Areas (RA) portion contains 1.972 acres and is located to the rear of the parcel next to Moore's Creek (Attachments A and B).

Neighboring properties to the east, southeast, and northeast across Avon Street Extended feature a mixture of commercial, distribution, and warehouse uses. These properties are all zoned LI Light Industry. The Avon Motors used car dealership is located to the north of the subject property and is zoned HC Highway Commercial. The Willoughby subdivision is located to the west of the subject property across Moore's Creek and is zoned PUD Planned Unit Development. Dense tree coverage on several open space parcels owned by the Willoughby Property Owner's Association, Inc. provides screening to the Willoughby residential lots that abut the proposed development.

The property immediately south of TMP 77-11F is an undeveloped area of the 5th Street Station commercial development, which is zoned PD-SC Planned Development Shopping Centers. The ZMA Application Plan (ZMA-2009-001) for 5th Street Station shows a 1.99 acre future development area proposed for a park & ride lot that would abut the area of improvements associated with the Caliber Collision special use permit. The portion of the adjacent property that abuts the RA zoning district on TMP 77-11F is shown as a "conservation area" on the 5th Street Station ZMA Application Plan.

PLANNING AND ZONING HISTORY

- **SUB-2007-171** – Two-lot subdivision plat that subdivided TMP 77-11 and created TMP 77-11F measuring 1.736 acres. The plat also created a 50' shared driveway easement centered on the northern property boundary of new TMP 77-11F. Approved administratively on July 24, 2007.
- **SUB-2011-113** – Boundary line adjustment plat that added 2.646 acres from TMP 77-11 to TMP 77-11F to bring TMP 77-11F to 4.382 total acres. Approved administratively on November 15, 2011.

The parcel has no site plan history.

DETAILS OF THE PROPOSAL

Body shops are allowed by special use permit in the HC zoning district and the applicant is requesting approval of a body shop within the HC zoned portion of the subject property. The body shop would be able to service between two and four vehicles simultaneously with up to twenty-five (25) cars awaiting service. Cars awaiting service would be screened by a six-foot (6') wooden screening fence. The one-story building measuring approximately 18,700 square feet would include approximately 2,200 square feet of office space. Extensive landscaping is shown on the proposed plan. Although only a single story, building height is shown at twenty-three feet (23'). The proposed plan includes the Conceptual Site Plan, Conceptual Grading Plan, and Conceptual Landscape Plan (Attachment C). A narrative of the proposal is included as Attachment D. Elevations are provided as Attachment E.

New sidewalks along the property frontage are proposed which will connect to existing sidewalks leading to the 5th Street Station. A small section of sidewalk will be installed immediately north of the proposed driveway entrance up to the abutting property line of the Avon Motors parcel. The Conceptual Site Plan shows the existing and proposed right-of-way boundaries. The new sidewalks will be located entirely within the proposed right of way along this public street.

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.

Due to the nature of the adjacent (existing and proposed uses) and a dense stand of trees separating Willoughby residences from the property, the use is not viewed as a substantial detriment to adjacent lots.

A community meeting was held for this Special Use Permit on September 21, 2017 at Monticello High School during the 5th & Avon Community Advisory Committee meeting pursuant to the requirements of Section 33.4 of the Zoning Ordinance. Approximately five (5) members of the public were in attendance specifically for the Caliber Collision project. Concerns raised by attendees included the need for fencing and landscaping materials to shield the site from the Willoughby subdivision. The applicant indicated that board fencing would be used to screen the back of the property from Willoughby and the County's Zoning Ordinance requires new development to use full-cutoff shields for new light poles.

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

Two zoning districts exist on the subject property: HC and RA. The HC district is intended to allow development of commercial establishments, other than shopping centers, in locations that are primarily oriented to highway locations rather than to central business concentrations. The proposed use is more service-oriented than shopping oriented, however the surrounding area is characterized by existing automobile-oriented services. The only two

HC zoned properties are this parcel and the adjacent parcel to the north. Staff believes that the character of the HC zoned properties will not be substantially changed with the special use permit, since the subject parcel is already graded and ready for development.

The Concept Plan demonstrates that the RA zoned portion of the TMP 77-11F will maintain its current undeveloped state following site development of the body shop use. No improvements are proposed in the RA zoning district or within the 20' buffer zone required under Section 18-21.7 of the Zoning Ordinance. The character of the RA district will not be changed by the proposed special use.

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

As it relates to special use permit requests, the intent of Chapter 33 of the Zoning Ordinance is to ensure compatibility will exist between the proposed use and nearby uses. Impacts are to be minimized or mitigated. Staff believes that with conditions, the proposed special use will be in harmony with nearby and adjoining uses.

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

“Motor vehicle sales, service, and rental” and “automobile, truck repair shops,” and “automobile service stations” are by-right uses in the HC zoning district. “Body shops” which is a special use in the HC zoning district, are reviewed on a locational basis. Staff believes that with the proposed design, the use will have similar impacts as these by-right uses and is expected to be in harmony with other by-right uses in the district.

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

Section 18-5.1.31 contains supplemental regulations that apply to body shops as follows:

“Each automobile or truck repair shop, body shop, motorcycle and off-road vehicle sales and service shop, and public garage shall be subject to the following:

- a. All parts, materials and equipment shall be stored within an enclosed building.*
- b. No vehicle awaiting repair shall be located on any portion of the site so as to be visible from any public street or any residential property, and shall be limited to locations designated on the approved site plan.*
- c. All services shall be performed within an enclosed building.*
- d. No buildings in which services are performed shall be located closer than fifty (50) feet from any residential or agricultural district.”*

The Conceptual Site Plan demonstrates that all of these requirements are or can be met.

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

Utilities

TMP 77-11F is located within the Albemarle County Service Authority's (ACSA) service area for both public water and public sewer. Caliber Collision will connect to the existing public water line that runs along Avon Street Extended. The nearest public sewer line is located across Moore's Creek behind the parcel. The applicant is proposing to install a septic system under the new parking lot instead of connecting to the public sewer line. Section 18-4.1(a) of the Zoning Ordinance requires that each lot within the ACSA service area connect to the County's public water and sewer supply system. Exceptions may be granted by the Director of Community Development.

The applicant submitted a request for an exception and provided a soils evaluation report for Virginia Department of Health review. The request demonstrated that the cost of connecting to the public sewer lines would exceed the cost of installing an onsite septic system. Staff at VDH have stated that the onsite soils appear capable of supporting a septic system and installation is feasible, pending approval of a VDH construction permit that meets all regulatory requirements. After review of the applicant's request and the VDH report, the Director of the Department of Community Development has approved the request to use an on-site septic system rather than connect to public sewer. Staff is recommending that VDH approval of a septic system construction permit be required prior to County approval of a final site plan.

Transportation and Traffic

The applicant's initial plan for development showed a new driveway to the site within an existing 50' shared driveway easement located on TMP 77-11F and TMP 77-11 (Avon Motors property). This easement was intended to allow for a shared driveway and interconnection between the two parcels. However, due to an existing offset commercial driveway entrance located on the opposite side of Avon Street, Virginia Department of Transportation (VDOT) staff indicated that use of the proposed entrance could create conflicts for vehicles making left-out turns when exiting both driveways at the same time. To mitigate these concerns, the applicant designed a three-quarter (3/4) limited access driveway that will only permit right-in, right-out, and left-in turn movements into the Caliber Collision site. This will be accomplished by installing a concrete island in the center of the driveway that will physically restrict vehicles from making left-out turns onto Avon Street Extended. VDOT has indicated it can accept this design but will need to process and approve an Access Management Exception Request (AM-E) prior to final site plan approval. Staff is recommending a condition on the special use permit that the final site plan will not be approved until VDOT has approved the AM-E request during the site plan review stage.

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

The Southern and Western Urban Neighborhoods Master Plan for land use shows the HC zoned portion of the site for Industrial Use, which allows for manufacturing, storage, distribution, office and commercial activities related to industrial use and research and development. Because the body shop involves processing, repair, and reassembly of automobiles staff believes that the special use is consistent with the Industrial land use designation called for by the Master Plan.

The RA zoned portion of the subject property is recommended for Parks and Green Systems on the Land Use Plan due to the presence of preserved slopes, 100-year floodplain, and a required 100' stream buffer. The Parks and Green Systems classification calls for parks, playgrounds, play fields, greenways, trails, paths, recreational facilities and equipment, plazas, outdoor sitting areas, natural areas, preservation of stream buffers, floodplains and steep slopes adjacent to rivers and streams. The applicant is proposing no disturbance of the RA zoned area and has agreed to a dedicate land to the County upon request for public use along Moore's Creek where the 100-year floodplain and stream buffers are located.

Special Use permit requests in the Development Areas are evaluated for conformity to the Neighborhood Model principles and an evaluation of this request is provided below:

Pedestrian Orientation	Elevations for the proposed use are provided in Attachment E. They show parking relegated to the side and at the rear of the building. However, the entrance to the building does not face Avon Street Extended nor is there fenestration along that side of the building. These features do not contribute to a positive pedestrian experience along Avon Street Extended. The plan does show sidewalks along Avon Street Extended frontage that will connect to the existing sidewalk system. Staff believes that a better pedestrian relationship could be achieved if windows or other architectural features were
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	provided across the portion of the building facing Avon Street Extended. This principle is partially met.
Mixture of Uses	The body shop use will contribute to a mixture of uses along Avon Street Extended. This principle is met.
Neighborhood Centers	This principle is met due to the proximity of the proposed development to the 5 th Street Station development which functions as a neighborhood center.
Relegated Parking	This principle is met by providing parking to the side and behind the new building. A single row of public parking spaces is proposed on the side of the building along the entrance driveway. Walkways are being provided from the public parking spaces to the main building entrance on the north building face. These walkways will also connect to the new sidewalk proposed along Avon Street Extended so that customers and pedestrians do not have to cross the vehicular travel way in order to enter the building. All other parking, including loading spaces and spaces used for storage of vehicles awaiting repair, will be located behind the building.
Interconnected Streets and Transportation Networks	No interconnection currently exists between the subject property and the Avon motors site immediately to the north. The proposed driveway will be sited over an existing 50' shared access easement. Locating the driveway here will allow for a future inter-parcel connection to be made when the Avon Motors site is redeveloped. This principle is met.
Multimodal Transportation Opportunities	Vehicular and pedestrian transportation opportunities are provided with the request. This principle is met.
Parks, Recreational Amenities, and Open Space	<p>The Southern and Western Urban Neighborhoods Master Plan calls for a greenway/trail or pedestrian use path along the Moore's Creek corridor behind the proposed body shop. Staff from the Department of Parks & Recreation have reviewed the Conceptual Site Plan and indicated that there is potential for an interconnected greenway system along Moore's Creek that would cross this property and continue north and south. As indicated earlier in this report, the applicant has voluntarily agreed to a condition to dedicate land for public use in this area for a potential future greenway upon request by the County.</p> <p>In addition to providing for a proposed greenway, this principle is met by maintaining the existing wooded area in the RA zoned portion of the property. Extensive amounts of Managed and Preserved Steep Slopes, Flood Hazard Overlay (100-year floodplain) and stream buffers are located in this area and will not be disturbed.</p>
Buildings and Spaces of Human Scale	Elevations shown in Attachment E demonstrate the applicant's effort to create an attractive and human scale building through a variety of architectural features along the front and side exterior walls. A mixture of construction materials will be used on the exterior walls, including cultured stone veneers and EIFS veneers. Awnings will be provided over the exterior doors, and windows will be located on the sides of the building so that the structure will not appear monolithic. This principle is met; however, the building could be improved by providing windows or other features that show a building "front" rather than "side" to the street.
Redevelopment	This principle is not applicable. The site is completely undeveloped.
Respecting Terrain and Careful Grading and Re-grading of	The Conceptual Site Plan demonstrates that the parking lot, stormwater management devices, and building will be located outside of the RA zoned area and away from the steep topography at the rear of the parcel. No disturbances to the Preserved Steep Slopes are shown on the Conceptual Grading Plan.

Terrain	The final finished grade of the developed portion of the parcel will be relatively flat, as indicated on the Conceptual Grading Plan. Furthermore, the proposed regrading along the property frontage of Avon Street Extended will create a slope under the new sidewalks that is more conducive for pedestrian travel and more functional than the existing topography. This principle is met.
Clear Boundaries with the Rural Area	This principle is not applicable. The property is located entirely within the Development Area.

SUMMARY:

Staff has identified factors which are favorable and unfavorable to this proposal:

Factors favorable to this request include:

1. The proposed body shop use is consistent with the Industrial land use classification called for by the Southern and Western Urban Neighborhoods Master Plan.
2. The proposed site improvements and layout avoid disturbances to sensitive environmental features on the property.
3. The design meets most principles of the Neighborhood Model, with the exception of a pedestrian orientation.
4. The applicant has agreed to dedicate an area of floodplain and stream buffer to the County for preservation and a future greenway trail.

Factors unfavorable to this request include:

1. The side of the building that fronts on Avon Street Extended fails to create a pedestrian orientation that is desired for all new buildings in the Development Areas.

RECOMMENDED ACTION:

In most ways, the proposed use and design of the site conform to the Comprehensive Plan; however, staff believes a better pedestrian orientation is still needed. With a change to the elevations to show fenestration or other architectural features along the portion of the building parallel to Avon Street Extended, staff can recommend approval **with the following conditions** (note: minor modifications of wording may take place after County Attorney review):

- a. Development and use shall be in general accord with the following revised plans originally prepared by Freeland and Kauffman, Inc. last updated December 20, 2017 entitled "Caliber Collision, Conceptual Site Plan, Conceptual Grading Plan, Conceptual Landscape Plan," (hereafter "Concept Plan") as determined by the Director of Planning and the Zoning Administrator. To be in general accord with the specified plans, development and use shall reflect the following major elements as shown on the plans:
 - a. Limits of disturbance
 - b. Location of buildings and structures
 - c. Building massing, shape, and height
 - d. Location of parking areas
 - e. Location of driveways and entrances
 - f. Relation of buildings and parking to the street

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.
- b. Development and use shall be in general accord with the following plans originally prepared by Brian Rumsey, dated November 1, 2017 entitled "Caliber Collision Exterior Elevations" (hereafter "Elevations"),

as determined by the Director of Planning and the Zoning Administrator. To be in general accord with the specified plans, development and use shall reflect the following major elements as shown on the elevations:

- a. Building massing, shape, and height
- b. Additional fenestration or architectural features shall be added along the “02 Left Elevation (South)” façade to provide a pedestrian orientation to the satisfaction of the Director of Planning or his/her designee.

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.

- c. Upon request of the County, the applicant shall dedicate land within the 100-year floodplain and stream buffers to public use near Moore’s Creek for a potential future greenway trail. Actual trail planning, permitted, and construction is to be carried out by others.
- d. Approval of a construction permit for installation of the proposed septic system is required by the Virginia Department of Health prior to final site plan approval by Albemarle County.
- e. Approval of an Access Management Exception Request by the Virginia Department of Transportation will be required prior to final site plan approval by Albemarle County.
- f. The use shall commence on or before [date three years from Board approval] or the permit shall expire and be of no effect.

MOTIONS:

- A. Should the Planning Commission **choose to recommend approval** of this special use permit:
I move to recommend approval of SP-2017-00016 Caliber Collision with the changes recommended by staff and 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 SP-2017-00016 Caliber Collision (state reasons for denial).

ATTACHMENTS:

- A – [Location Map \(1:200\) showing existing site conditions](#)
- B – [Zoning Map \(1:250\) showing subject property location](#)
- C – [Conceptual Site Plan, Conceptual Grading Plan, and Conceptual Landscape Plan](#)
- D – [Project Narrative](#)
- E - [Elevations](#)