



ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: CCP201800003 Yancey Community Center	Staff: Andrew Knuppel, Neighborhood Planner
Planning Commission Public Hearing: July 17, 2018	Board of Supervisors Hearing: N/A
Owner(s): County of Albemarle	Applicant(s): County of Albemarle
TMP: 128A2-00-00-01800 Acreage: 7.02 acres	Request for Comprehensive Plan Consistency: Proposal to establish a new public use within an existing public facility.
Location: 7625 Porters Road, Esmont	Zoning/by-right use: RA Rural Areas
Magisterial District: Samuel Miller	Proffers/Conditions: No
School District: Monticello High School, Walton Middle School, Scottsville Elementary School	
DA (Development Area): N/A	Requested # of Dwelling Units/Lots: N/A
Proposal: County use of the former B.F. Yancey Elementary School building to establish a public community center and provide enhanced access to programs and services to the Southern Albemarle community.	Comp. Plan Designation: Rural Area in Rural Area 4.
Character of Property: The primary structure is an existing ~28,000 GSF former elementary school containing gymnasium, media center, cafeteria, and classroom spaces. Outside the main structure, there are a number of existing accessory structures and playground areas.	Use of Surrounding Properties: Rural area and low-density residential uses. Simpson Park is directly across the street from the property.
<u>Factors Favorable:</u> <ol style="list-style-type: none"> 1. Supports an established rural community and existing residents without encouraging new development in the Rural Area. 2. Provides public facilities and services in a fiscally responsible and equitable matter. 3. Proposal is consistent with Comp Plan and would support Plan goals and objectives. 	<u>Factors Unfavorable:</u> None found.
Recommendation: Staff recommends that the Commission find the location, character, and extent of the proposed public use to be in substantial accord with the County's Comprehensive Plan.	

STAFF CONTACT:
PLANNING COMMISSION:

Andrew Knuppel, Neighborhood Planner
July 17, 2018

CCP-2018-00003: YANCEY COMMUNITY CENTER

Review for compliance with the Comprehensive Plan (per Va. Code §15.2-2232)

PROJECT: CCP201800003 – Yancey Community Center

MAGISTERIAL DISTRICT: Samuel Miller

TAX MAP/PARCEL(S): 120A2000001800

LOCATION: Former B.F. Yancey Elementary School – 7625 Porters Road, Esmont, VA 22937

PROPOSAL: County use of the former B.F. Yancey Elementary School building to establish a public community center and provide enhanced access to programs and services to the Southern Albemarle community.

ZONING: RA Rural Area - agricultural, forestal, and fishery uses; residential density (0.5 unit/acre in development lots), and other uses including public uses.

COMPREHENSIVE PLAN: Rural Area – preserve and protect agricultural, forestal, open space, and natural, historic and scenic resources; preservation of crossroads communities that provide support services and opportunities to engage in community life, and residential (0.5 unit/ acre in development lots).

BACKGROUND

Benjamin Franklin Yancey Elementary School opened in 1960 in Esmont, serving the community until its closure by the Albemarle County School Board in May 2017. On September 25, 2017, the building was transferred from the School Board to the Board of Supervisors for future use as a community facility. The School Division continued to maintain and operate the building and grounds at a reduced operating mode for the remainder of FY 2018, supporting near-term uses during the transition period.

Efforts to identify appropriate community services and uses that could be provided through the Yancey Elementary School building have been underway since December 2012. The current phase of the transition process began in October 2017, with the creation and appointment of a BF Yancey Transition Advisory Committee comprised of community members and a Technical Work Group comprised of staff from County departments. A proposed use framework focusing on long-term use and management of the property was endorsed by the Board of Supervisors at their March 7, 2018 meeting.

PURPOSE OF THE REVIEW

A Compliance with the Comprehensive Plan Review (“CCP Review” or “2232 Review,” in reference to the Code of Virginia statute which necessitates this type of local review process), considers whether the general location, character, and extent of a proposed public facility are in substantial accord with the adopted Comprehensive Plan. It is reviewed by the Planning Commission, and the Commission’s findings are forwarded to the Board of Supervisors for their information; no additional action is required of the Board. The Commission’s action is only related to the appropriateness of the site for the proposed public use, and is not an action or recommendation on whether the facility should be funded and/or constructed.

CHARACTERISTICS OF THE SITE AND AREA

The 7.02-acre property is located on the east side of Porters Road / SR 627, approximately 1500’ south of Irish Road / SR 6. The primary structure on the property is the existing ~28,000 GSF former elementary school building containing a gymnasium, media center, cafeteria, and classroom spaces, and is served by well and septic system. There are a number of existing accessory structures and playground areas on the property.

The site is designated Rural Area in Rural Area 4 in the Comprehensive Plan and is zoned Rural Areas. Adjacent and surrounding properties along Porters Road are primarily low-density residential and rural area uses. Simpson Park is directly across the street from the property. (Attachments A and B)

SPECIFICS OF THE PROPOSAL

The proposal for the Yancey Community Center follows the recommendations of the long-term use framework and is comprised of the following elements (Attachment C):

- **Space Programming:** The building and its grounds will be delineated into shared spaces available for short-term and hourly usage by the community, and dedicated spaces available for long-term leasing. These spaces are shown on the proposed space allocation plan (Attachment D). Shared spaces will include the gymnasium, media center, music classroom, and cafeteria, and are outlined in green. Other spaces that are dedicated or may be made available in the future are outlined in blue and yellow, respectively.
- **Users and Activities:** It is anticipated that the Community Center will be home to a range of programs that will be administered and used by the public (e.g. Parks and Recreation programs, County/School Division departments and appointed citizen committees such as the Yancey Transition Advisory Committee), community agency partners (e.g. JABA or PVCC), and private entities (e.g. member organizations, businesses, and private events). Targeted activities may include a community garden, a farmers' market, yoga/exercise classes, and other similar uses.
- **Administration:** The facility and programming would be administered by County departments including Parks & Recreation (P&R) and Facilities & Environmental Services (FES). P&R will administer the shared/hourly rental spaces and grounds of the property through the current P&R online system. FES will manage long-term leasing of dedicated spaces, as well as building maintenance and operations including routine custodial services. Both departments will coordinate uses to manage on-site parking needs.

COMMUNITY MEETING

A community meeting was not held for this specific Compliance with the Comprehensive Plan review. However, community engagement efforts including regular monthly meetings of the BF Yancey Transition Advisory Committee have been ongoing. A community listening session and open house meeting was held at the school on June 29, 2017, and a Southern Albemarle community meeting focused on the transition was held at the school on January 27, 2018.

CONFORMITY WITH THE COMPREHENSIVE PLAN

Compliance of this proposal relative to the policies and plans contained in the County's Comprehensive Plans is analyzed below:

- **Albemarle County Growth Management Policy:** Promote the efficient use of County resources through a combination of:
 - A. Protecting the elements that define the Rural Area: ... and
 - B. Promoting the Development Areas as the place where a variety of land uses, facilities, and services exist and are planned to support the County's future growth, with emphasis placed on density and high quality design in new and infill development.

Staff comment: Although this proposal is located within the Rural Area instead of the Development Areas, it utilizes an existing structure and does not propose any new construction or expansion of the site. Reuse of existing structures removes pressure to build new structures for community use, which helps protect the Rural Areas. This use does not promote new residential development but helps meet the needs of existing residents.

- **Rural Area Objective 5:** "Recognize and support crossroads communities, which serve as rural-scale community meeting places and provide opportunities for residents to take part in community life."

Staff comment: Although it was not explicitly identified as a crossroads community in the 2003 Survey of Historic Crossroads Communities, the Esmont community has historically been recognized as a significant rural community within the southern portion of the County, and is even defined by the U.S. Census Bureau as a census-designated place. While lacking the definite crossroads "center" found within the specifically identified communities in the 2003 Survey, the community contains a comparable collection of small-scale public uses including the Esmont Post Office, Yancey Elementary School, and Simpson Park; as well as a number of supporting uses including religious institutions and a community senior center housed within a fraternal lodge. Maintaining the Yancey Elementary School building as a community meeting place and a center for community life will provide continued support to the Esmont community and its existing residents.

- **Community Facilities Goal:** "Albemarle County's facilities and services will be of high-quality and delivered in an environmentally responsible and cost-effective manner."

Staff comment: This proposal allows for the reuse of an existing facility and the recovery of associated costs wherever possible, as discussed in Objective 1 (below).

- **Community Facilities Objective 1:** "Continue to provide public facilities and services in a fiscally responsible and equitable manner."
 - **Strategy 1a:** Give priority to facilities and services that address emergency needs, health and safety concerns, and provide the greatest cost-benefit ratio to the population served.
 - **Strategy 1d:** Continue to locate related or complementary services and facilities together when possible and when other goals of the Comprehensive Plan can be met.
 - **Strategy 1h:** Prior to the disposal of any existing but obsolete facilities and sites, determine the value of maintaining them for potential reuse by other services and facilities.

Staff comment: This proposal maintains an existing public facility for residents in a geographically isolated area of the County. The near-term uses included exercise classes, JABA programs for seniors, and office access for police officers to facilitate the provision of health and safety services. It is expected that a similar mix of complementary services will continue in the long-term. Per the the Long-Term Use Framework endorsed by the Board of Supervisors on March 7, 2018, P&R facility fees will be minimal "in recognition that these programs provide community benefits that may otherwise need to be provided by Parks & Recreation directly", and FES facility fees will be set for "cost recovery of operations, and facilitating access to excess County capacity".

SUMMARY:

Staff has identified factors which are favorable to this proposal:

Factors favorable to this request include:

1. The proposed use would support an established rural community and its existing residents by providing services without encouraging new residential development in the Rural Area.
2. The proposed use would provide public facilities and services in a fiscally responsible and equitable matter.
3. The proposed use at this subject property does not appear to be contradictory with the Comprehensive Plan, and would support and advance goals, objectives, strategies, and other policies contained in the Plan.

No unfavorable factors were found. In summary, Staff finds that the proposed location, intensity, and frequency of activity for the proposed Yancey Community Center are in substantial accord with the County's Comprehensive Plan.

RECOMMENDED ACTION:

Staff recommends that the Commission find the location, character, and extent of the proposed Yancey Community Center facility, and use thereof, to be in substantial accord with the County's Comprehensive Plan, for the reasons identified as the favorable factors in this staff report.

POSSIBLE MOTIONS:

- A. I move to find the location, character, and extent of the Yancey Community Center public facility and public use thereof, as proposed, to be in substantial accord with the Comprehensive Plan.
- B. I move to find the location, character, and extent of the Yancey Community Center public facility and public use thereof, as proposed, to not be in substantial accord with the Comprehensive Plan *[state reason(s) for non-compliance with Comprehensive Plan]*.

ATTACHMENTS:

- A – [Location Map](#)
- B – [Future Land Use Map](#)
- C – [Application: Project Narrative](#)
- D – [Application: Proposed Space Allocation Plan](#)