



ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: CPA201800006 "Birdwood"	Staff: Tim Padalino, AICP, Senior Planner
Planning Commission Work Session: November 13, 2018	Board of Supervisors Work Session: January 16, 2019 (tentative)
Owner: University of Virginia Foundation (UVAF)	Applicant: N/A (County-initiated CPA)
TMP: 07500-00-00--06300 Acreage: 544 acres	Comprehensive Plan Amendment: Proposed amendments to "Existing Land Use," "Future Land Use," and "Other Areas of Importance" sections of the Southern and Western Urban Neighborhoods Master Plan.
Location: 500 Ivy Road	Zoning/By-Right Use: R1 Residential
Magisterial District: Samuel Miller	Future Land Use: Institutional
School Districts: Murray – Elementary, Henley – Middle, and Western Albemarle – High	
DA (Development Area): Neighborhood 6 in the Western Urban Neighborhoods	Requested # of Dwelling Units/Lots: N/A
Proposal: Consideration of proposed amendments to the "Existing Land Use," "Future Land Use," and "Other Areas of Importance – Birdwood" sections of the Southern and Western Urban Neighborhoods Master Plan, following the recent endorsement of the Birdwood Area B Study by the Planning and Coordination Council (PACC) on September 20, 2018.	Comp. Plan Designation: "Institutional" and "Parks and Green Systems." Neighborhood 6 – Western Urban Neighborhoods (Southern and Western Urban Neighborhoods Master Plan).
Character of Property: Birdwood Golf Course and historic Birdwood Mansion, a 14-acre historic site listed on the National Register of Historic Places and Virginia Landmarks Register.	Use of Surrounding Properties: Boar's Head Resort; residential neighborhoods of Ednam, Ednam Village, Ednam Forest, Bellair, Kenridge, and White Gables; Ragged Mountain Reservoir and Natural Area.
Recommendation: Staff recommends that the Commission review and discuss the proposed (draft) amendments to the S+W Master Plan, and provide direction to staff.	

STAFF CONTACT:

Tim Padalino, AICP, Senior Planner

PLANNING COMMISSION:

November 13, 2018 (Work Session)

BACKGROUND:

The University of Virginia Foundation (UVAF or Foundation) has recently completed a master plan for the Birdwood property, which is identified by Tax Map and Parcel number as 75-63, and which is a 544-acre property zoned R-1 Residential.

Birdwood is located in the Development Area in the Western Urban Neighborhood. Birdwood is also located within Area B, and is therefore subject to the Planning and Coordination Council (PACC) joint planning agreement between the University of Virginia, the City of Charlottesville, and Albemarle County.

Using the Foundation's master plan for Birdwood as a starting point, the Foundation developed an Area B Study in close coordination with staff from the Community Development Department (CDD). (Attachment A) This Area B study contained a history of the property; an inventory of existing uses, improvements, and assets; and a vision for future uses and improvements on the property, as well as opportunities for future infrastructure, connectivity, and conservation. PACC endorsed the concepts of this Area B Study on September 20, 2018.

Knowing that the Foundation had developed a master plan for Birdwood, and knowing that PACC-Tech and PACC were in the process of engaging the University of Virginia (UVA) and UVAF on the Birdwood Area B Study, the Albemarle County Planning Commission passed a Resolution of Intent on April 10, 2018 to initiate a Comprehensive Plan Amendment (CPA) to the Southern and Western Urban Neighborhoods Master Plan (S+W Master Plan). (PC ROI – Attachment B) (Current S+W Master Plan Excerpts – Attachment C)

Current Status of Birdwood Property and Uses/Improvements Contained in the Area B Study:

Several elements contained in the Birdwood master plan and in the subsequent PACC-endorsed Area B Study have already been permitted and constructed, including:

- Private Street for Permanent Interparcel Connection ("Connector Road")
- UVA Golf Indoor Practice Facility
- Birdwood Golf Course Renovation and Short Course Addition (*under construction*)
- UVA Tennis Facility (*special use permit granted; site plan and WPO plan under review*)

All of those uses and improvements were considered to be consistent with the Future Land Use Plan, as they are generally expansions of existing, permitted uses, or (in the case of UVA Tennis) consistent with the "Institutional" future land use designation as a University-affiliated sports facility, or (in the case of the permanent connector road) explicitly recommended.

Future Plans for Additional Use and Development of Birdwood Property:

The only primary element of the Birdwood master plan and Area B Study that has not been considered by CDD staff to be consistent with the Future Land Use Plan, and which has not been permitted and/or constructed, is the proposed restoration and reuse of the historic Birdwood Mansion.

As articulated in the PACC-endorsed Birdwood Area B Study, the Foundation is committed to rehabilitating the Birdwood Mansion, dependencies, and surrounding grounds to be repurposed for

University-related events, other special events associated with the adjoining Boar's Head Resort, and hospitality and short-term lodging uses.

The Foundation has assured the County that such plans are being undertaken with a high degree of sensitivity for this historic character of the Birdwood Mansion as well as the surrounding landscape, infrastructure, and other structures within the 14-acre historic site. In order to undertake this project in a context sensitive way, the Foundation has partnered with numerous practitioners in the fields of historic preservation and landscape architecture, and is coordinating this project with the Virginia Department of Historic Resources.

The Foundation and CDD staff have been communicating about this proposed project since 2017, and most recently this coordination has led to guidance from CDD staff that the most appropriate entitlement process for this project would be a Zoning Map Amendment (ZMA) application to propose a rezoning of a small portion of the Birdwood property adjoining Ivy Road / US 250 from R1 Residential to HC Highway Commercial. Accordingly, the County received an application for ZMA201800014 "Birdwood Mansion and Grounds" (with proposed proffers) on October 29, 2018. The proposed HC area would encompass the historic site, but would exclude the golf course and would therefore maintain a wide swath of the existing R1 Residential zoning district between the proposed HC district and adjoining Residential districts to the east and west.

(ZMA201800014 application materials are available for reference at:

<http://www.albemarle.org/weblink/search.aspx?dbid=3&searchcommand=%7b%5bCDD-Planning%5d:%5bApplicationNumber%5d=%22ZMA201800014%22%7d>)

However, because the "Birdwood Mansion and Grounds" project is not contemplated in the current language within the S+W Master Plan, staff have concluded that the Future Land Use section and Other Areas of Importance subsection would need to be amended before the rezoning proposal could potentially be considered to be consistent with the recommendations in the S+W Master Plan.

Therefore, staff have drafted proposed CPA language for the Commission's consideration and discussion during the November 13, 2018 work session. (Attachments D and E) These proposed amendments would provide up-to-date information about the existing uses and conditions of the Birdwood property; include more detailed reference to the Foundation's near-future plans to rehabilitate and reuse the Birdwood Mansion and surrounding historic site; and affirm the general appropriateness of such a project – provided that it is done "in a context-sensitive way that does not compromise the historic integrity of the buildings or landscape, and does not jeopardize it's listing on the state or national register."

Please note that the proposed amendments are presented as isolated excerpts separate from the Master Plan, and are not provided in the final format that would be used if the amendments are eventually adopted. The proposed amendment language includes references to the corresponding page numbers for the existing Master Plan language. The proposed amendments are also provided in "track changes" format and a "clean" format.

PROCESS:

This CPA process will include a work session and a public hearing with the Planning Commission, as well as a work session and a public hearing with the Board of Supervisors. Coordination is ongoing with regards to the sequence and dates of these activities; at this time, the BOS work session is (tentatively) scheduled for January 16, 2019. Additional public engagement activity will also occur, likely through the monthly meetings that the UVA Foundation conducts on the second Monday of every month at the Boar's Head Resort with interested members of the adjoining residential districts (including Bellair, Ednam, Ednam Village, Ednam Forest, Kenridge, and White Gables). Additional notification may be necessary for

public engagement activities related to the CPA process, or to the separate but related ZMA review process, or both.

While this CPA process is underway, staff are also required to conduct a review of the recently-submitted application for ZMA201800014, including an evaluation of the appropriateness of the proposed HC Highway Commercial zoning district relative to the existing language in the Comprehensive Plan and the S+W Master Plan. Staff will not be able to evaluate the appropriateness of the proposed HC Highway Commercial zoning district relative to the language or concepts contained in the PACC-endorsed Area B Study, unless and until elements of that study are formally adopted into the S+W Master Plan.

Please note that if CPA201800006 is eventually adopted by the Board of Supervisors, and if ZMA201800014 is eventually adopted by the Board of Supervisors, the Birdwood Mansion and Grounds project would still be subject to additional permitting requirements, including but not limited to an approved Site Plan, an approved WPO Plan, and issuance of a Certificate of Appropriateness.

Attachments:

Attach.A: PACC-endorsed Area B Study (7/17/2018)

Attach.B: PC ROI (4/10/2018)

Attach.C: Excerpts from Adopted S+W Master Plan (Amended 9/23/2015)

Attach.D: Draft CPA Language to S+W Master Plan – Track Changes Format

Attach.E: Draft CPA Language to S+W Master Plan – Clean Format