



ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: CPA201800006 "Birdwood"	Staff: Tim Padalino, AICP, Senior Planner
Planning Commission Public Hearing: February 12, 2019	Board of Supervisors Public Hearing: March 20, 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 the text in the "Existing Land Use" and "Future Land Use – Other Areas of Importance" sections of the Southern and Western Urban Neighborhoods Master Plan. No changes to Future Land Use designations.
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: Amendments to the text in the "Existing Land Use" and "Future Land Use: 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. No changes to Future Land Use designations.	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 Planning Commission recommendation of adoption of the proposed amendments to the Southern and Western Urban Neighborhoods Master Plan.	

STAFF CONTACT:

Tim Padalino, AICP, Senior Planner

PLANNING COMMISSION:

February 12, 2019

BACKGROUND:

In 2018, the University of Virginia Foundation (UVAF or Foundation) completed a master plan for the Birdwood property to guide the future development of that 544-acre property, which is located in the Development Area in the Western Urban Neighborhood. The Birdwood property is identified by Tax Map and Parcel number as #75-63, and is zoned R-1 Residential. 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. (Attachment A)

Using the Foundation's master plan for Birdwood as a starting point, the Foundation developed the Birdwood Area B Study (Area B Study) in close coordination with staff from the Community Development Department (CDD). (Attachment B) 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 formally endorsed the concepts in this Area B Study on September 20, 2018.

Knowing that the Foundation had developed a master plan for Birdwood and had engaged the University of Virginia (UVA) regarding the intent to formally conduct a Birdwood Area B Study with PACC Tech and PACC, the Albemarle County Planning Commission passed a Resolution of Intent (ROI) on April 10, 2018 to initiate a Comprehensive Plan Amendment (CPA) to the Southern and Western Urban Neighborhoods Master Plan (S+W Master Plan). (Attachment C – PC ROI) (Attachment D – Excerpts from Current S+W Master Plan)

SUMMARY – BIRDWOOD AREA B STUDY:

The PACC-endorsed Area B Study identified several future land uses for the Birdwood property. Please note that several elements contained in that study have already been permitted and/or constructed. This has been possible because certain uses and improvements were considered to be consistent with the Future Land Use Plan, as they were either 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 in the S+W Master Plan. These include:

- Private Street for Permanent Interparcel Connection with Boar's Head Resort ("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*)

The only primary element of the Birdwood master plan and PACC-endorsed Area B Study that has not been permitted and/or constructed is the proposed rehabilitation and reuse of the historic Birdwood Mansion. Because the proposed "Birdwood Mansion and Grounds" project is not contemplated in the current language within the S+W Master Plan and would not explicitly be an "Institutional" use, CDD staff have concluded that this proposed project is not currently consistent with the Future Land Use Plan. The section of the Master Plan entitled, "Future Land Use: Other Areas of Importance – Birdwood" would need to be amended before the proposed project could potentially be considered to be consistent with the recommendations in the S+W Master Plan.

As articulated in the PACC-endorsed 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. To that end, 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.

SUMMARY – CPA201800006 PROPOSAL:

Following PACC endorsement of the Birdwood Area B Study on September 20, 2018, CDD staff drafted proposed CPA language for the S+W Master Plan. (Attachments E and F)

The proposed amendments to the S+W Master Plan are focused on future land uses at the Birdwood property and are largely derived from the PACC-endorsed Area B Study. Staff attempted to preserve as much of the existing language in the "Future Land Use: Other Areas of Importance – Birdwood" section as possible, while also providing an updated summary of existing land uses and improvements, reorganizing information, and introducing additional information about the future land uses contained in the PACC-endorsed Area B Study.

Specifically, this CPA proposes to amend the text in the "Future Land Use: Other Areas of Importance – Birdwood" section of the S+W Master Plan in part to address and resolve the lack of clarity associated with the following existing language on page S+W 44:

"In the future, this large property may serve a more intensive function than it does presently. Possible considerations include, but are not limited to, a mixed-use area near the entrance and residential uses for other parts of the property not designated as a part of the Parks and Green Systems. Before further development of the property occurs, an amendment to the Future Land Use Plan for the Southern and Western Neighborhoods will be needed."

This current language has been interpreted differently by different users of the S+W Master Plan regarding what types of future land uses and what levels of development are considered to be appropriate at this time. To clarify this section, the proposed CPA language clearly establishes the concept of reusing the historic Birdwood Mansion for events and hospitality (as included in the PACC-endorsed Area B Study) as an appropriate near-future land use – provided that any such project is undertaken with a commitment to historic preservation, context sensitive design, and mitigation of reasonably anticipated impacts. The proposed project would be subject to all applicable legislative and administrative permitting requirements.

The language within this CPA maintains the existing recommendation that any other longer-range future land uses and/or more intensive development (not included in the PACC-endorsed Area B Study) would need to be carefully evaluated through a Comp Plan Amendment process. Additionally, this CPA maintains and expands recommendations for future interparcel connectivity and includes an amended Figure 27 to illustrate these recommended connections, as shown in Attachment E and Attachment F.

Please note that this CPA would not modify the Future Land Use designations for the Birdwood property; the "Institutional" and "Parks and Green Systems" designations would remain unchanged.

Please also note that the proposed amendments are presented as isolated excerpts separate from the overall S+W Master Plan and are not provided in the final format that would be used if the amendments are eventually adopted. The proposed amendment language provided with this report includes references to the corresponding page numbers for the existing S+W Master Plan language, and are provided in "track changes" format (Attachment E) and a "clean" format (Attachment F).

SUMMARY – CPA201800006 PROCESS:

To date, this CPA process has included extensive pre-application coordination with the Birdwood property owners (UVAF), public engagement efforts with property owners in the vicinity of the Birdwood property, and formal work sessions with the PC and Board of Supervisors (BOS). More specifically, the PC conducted a work session on November 13, 2018 and the BOS conducted a work session on January 16, 2019. No significant issues or concerns were raised during either of these work sessions, and no requests for modifications to the CPA language were identified.

Additional public engagement activity was conducted through a community meeting on December 17, 2018, during one of the monthly meetings that UVAF conducts 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). Twenty (20) interested members of the public attended. Several attendees described concerns about the existing conditions at the intersection of US 250 / Ivy Road and Boar's Head Drive (formerly Golf Course Drive), including concerns about traffic safety issues that have allegedly become more problematic after the permanent opening of the "connector road" between the Birdwood property and the Boar's Head Resort in August 2018.

UVAF representatives noted that transportation issues are being re-evaluated with the County and with VDOT, in conjunction with the separate, ongoing review of a zoning map amendment application. Transportation issues and concerns involving this intersection had previously been addressed through the recent review and approval of special use permit SP201700032 (specifically through conditions of approval #8 and #9). CDD staff are continuing to coordinate with the applicants and with VDOT to re-evaluate transportation issues (and other important project-specific details) through the separate, parallel review of the Foundation's recent application for a zoning map amendment (ZMA), in lieu of addressing project-specific details during this CPA process.

APPLICATION FOR ZMA201800014 ("BIRDWOOD MANSION AND GROUNDS"):

As noted above, the Foundation and CDD staff have been engaged in extensive pre-application coordination, with communication about the proposed Birdwood Mansion and Grounds project beginning in 2017. Staff informed the Foundation that the proposed project (as presented) would not be permissible without County approval of a Special Use Permit and/or Zoning Map Amendment. This coordination eventually led to guidance from CDD staff that the most appropriate entitlement process for this proposed project would be a ZMA application to propose a rezoning of a small portion of the Birdwood property adjoining Ivy Road / US 250 from R-1 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 (proffered) HC district would encompass the historic site but would exclude the existing golf course – and would therefore maintain a wide swath of the existing R-1 Residential zoning district between the proposed HC district and adjoining Residential districts to the east and west.

CDD staff review of the ZMA application includes an evaluation of the appropriateness of the proposed HC Highway Commercial zoning district relative to the policies and recommendations in the Comprehensive Plan and the S+W Master Plan. Staff cannot formally make a positive finding that the proposed ZMA for Birdwood Mansions and Grounds is consistent with the Comp Plan and S+W Master Plan, unless and until this CPA is adopted by the County.

(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>

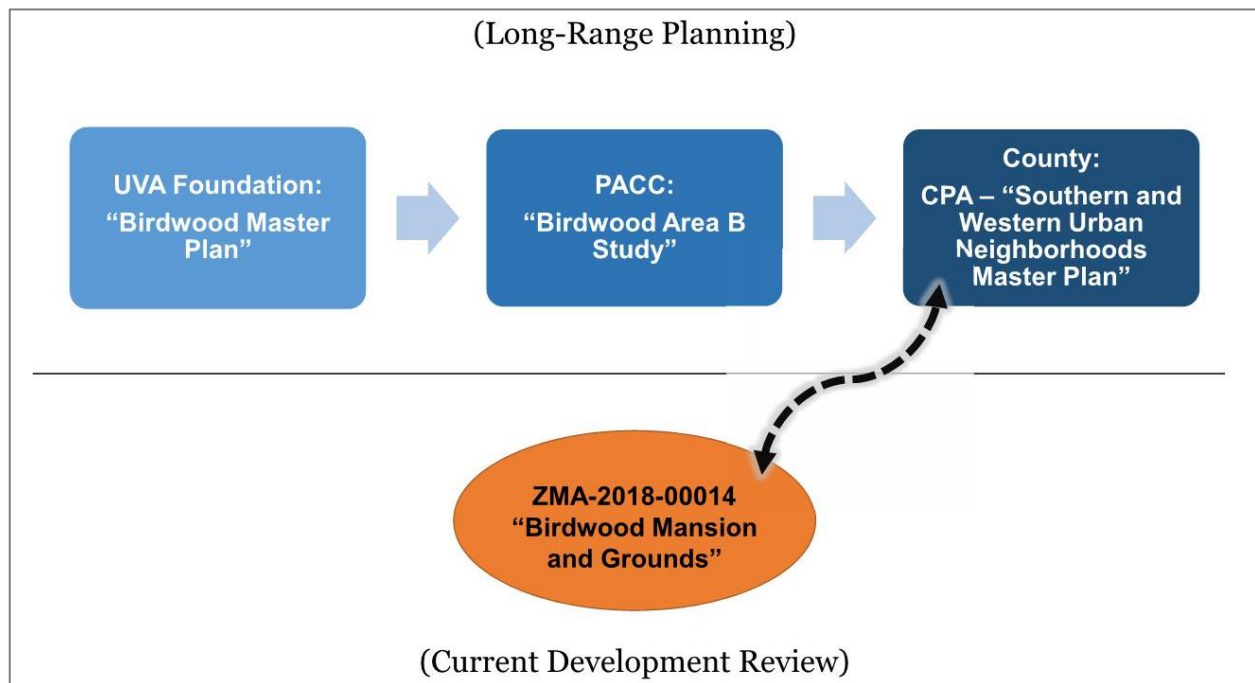


Diagram showing relationship of (and distinction between) CPA process and ZMA process.

STAFF RECOMMENDATION:

Staff recommends the Planning Commission recommend to the Board of Supervisors adoption of the proposed CPA language to the "Existing Land Use" and "Future Land Use – Other Areas of Importance" sections of the Southern and Western Urban Neighborhoods Master Plan, as contained in Attachment F.

ATTACHMENTS:

Attach.A: [Maps of Birdwood Property](#)

Attach.B: [PACC-endorsed Birdwood Area B Study](#) (7/17/2018)

Attach.C: [PC ROI](#) (4/10/2018)

Attach.D: [Excerpts from Adopted S+W Master Plan](#) (Amended 9/23/2015)

Attach.E: [Proposed S+W Master Plan CPA Language](#) – Track Changes Format

Attach.F: [Proposed S+W Master Plan CPA Language](#) – Clean Format