



ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Proposal: SP201800021 Waldorf School	Staff: Tori Kanellopoulos, Planner
Planning Commission Public Hearing: March 19, 2019	Board of Supervisors Hearing: TBD
Owner: Waldorf School	Applicant: Waldorf School, represented by Line+Grade
Acreage: 15.13 total acres	Special Use Permit for: Request to expand an existing private school in accordance with Section 15.2.2(5) of the Zoning ordinance.
TMP: 06100000017000; 061000000172A0; 06100000017200; 06100000017400 Location: 120 Waldorf School Road, Charlottesville, VA 22901	By-right use: R-4 Residential (4 units/acre) which allows residential uses; private schools by special use permit. By special use permit, this facility may have up to 350 students.
Magisterial District: Rio	Conditions: Yes EC: No
Proposal: Amend Special Use Permit SP200600010 to include Tax Map/Parcels 061000000172A0 and 06100000017200 to provide additional education programming space for the Waldorf School. The school plans to use the existing residential buildings and convert them into additional classrooms and programming spaces. Any increase in students and will remain within the SP limits of 350 students.	Requested # of Dwelling Units: 0
DA: X RA:	Comp. Plan Designation: Urban Density Residential – residential (6.01 – 34 units/ acre); supporting uses such as religious institutions, schools, commercial, office and service uses in Neighborhood 2 of the Development Area of the Places29 Master Plan.
Character of Property: The Waldorf School currently consists of a grade school, an early childhood school, pavilion, sports court, library/admin space, outdoor play areas, and two parking lots with 47 total spaces. Waldorf School Road off of Rio Road is the only vehicular access. There are existing pedestrian paths connecting the different areas of the school.	Use of Surrounding Properties: The Waldorf School is adjacent to existing residential developments, including Village Square to the south and Dunlora and Riverrun to the east. To the west are the John Warner Parkway and Rivanna Trail. The parcels to the north of the school have the potential to develop in the future. Charlottesville Catholic School is located across Rio Road E. CATEC is approximately one mile to the north.
Factors Favorable: 1. The proposal provides additional educational opportunities for children in the community.	Factors Unfavorable: 1. None identified.
RECOMMENDATION: Special Use Permit: Staff recommends approval of SP201800021, Waldorf School with conditions.	

STAFF PERSON: Tori Kanellopoulos, Planner
PLANNING COMMISSION: March 19, 2019
BOARD OF SUPERVISORS: TBD

SP201800021: Waldorf School

PETITION:

PROJECT: SP201800021 Waldorf School SP Extension

MAGISTERIAL DISTRICT: Rio

TAX MAP/PARCELS: 06100000017000; 061000000172A0; 06100000017200;
06100000017400

LOCATION: The existing Waldorf School (TMP 61-170 and TMP 61-174) is located at 120 Waldorf School Road, Charlottesville, VA 22901. The two parcels proposed for school programming expansion are located at 738 Rio Road E, Charlottesville, VA 22901 (TMP 61-172A) and 746 Rio Road E, Charlottesville, VA 22901 (TMP 61-172).

PROPOSAL: Amend Special Use Permit SP200600010 to include Tax Map/Parcels 061000000172A0 and 06100000017200 to provide additional education programming space for the Waldorf School. The school plans to use the existing residential buildings and convert them into additional classrooms and programming spaces. Any increase in students will remain within the SP limits of 350 students. No residential units are proposed.

PETITION: Section 15.2.2(5) Private Schools

ZONING: R-4 Residential (4 units/acre) which allows residential uses; private schools by special use permit.

OVERLAY DISTRICTS: Airport Impact Area; Steep Slopes- Managed; Steep Slopes- Preserved.

COMPREHENSIVE PLAN: Urban Density Residential – residential (6.01 – 34 units/ acre); supporting uses such as religious institutions, schools, commercial, office and service uses in Neighborhood 2 of the Development Area of the Places29 Master Plan.

CHARACTER OF SURROUNDING AREA:

The subject properties are located along Rio Road E, approximately 300 feet from the intersection of Waldorf School Road and Pen Park Road (Attachment A). The Village Square residential neighborhood and several single-family homes are adjacent to Waldorf School to the south. The residential neighborhoods of Dunlora and Riverrun are across Rio Road E to the east of Waldorf School. To the west of the property are the John Warner Parkway and the Rivanna Trail. The adjacent northern properties have the potential to develop in the future. Charlottesville Catholic School is located diagonally southeast of Waldorf School across Rio Road E. CATEC is located approximately one mile to the north.

PLANNING AND ZONING HISTORY:

SP200100040 – Charlottesville Waldorf School: Special Use Permit to establish the Waldorf School in R-4 Residential zoning district.

SP200600010 – Charlottesville Waldorf School: Most recent special use permit amendment for the Waldorf School. Provided an updated concept plan. Included TMP's 61-170 and 61-174.

SDP200500071 – Waldorf School Final: Approved final site plan to establish the Waldorf School. There are several minor amendments, major amendments, and letters of revision associated with this final site plan.

SDP200900081 – Waldorf School Minor Amendment: Approved minor site plan amendment for the Waldorf School. This is the most recent site plan application for the school.

DETAILS OF THE PROPOSAL:

The applicant has requested a special use permit to expand an existing private school onto two adjacent parcels (TMP's 61-172 and 172A) (Attachment B). The proposed uses on TMP 61-172A include a tot lot and converting an existing residential unit into administrative, storage or classroom space. The proposed uses on TMP 61-172 include converting an existing storage shed into a workshop or additional storage space and converting an existing residential unit into administrative, storage or classroom space. There are proposed accessible routes to provide pedestrian connectivity through the site.

The school's operating hours would remain the same: 8:00 AM – 6:00 PM M-F with occasional weekend events. The maximum number of students would remain the same at 350 students. There are no proposed changes to the existing structures at the school at this time.

The applicant intends to use the existing buildings on TMP's 61-172 and 61-172A for uses related to the school. However, if the buildings are not structurally viable to meet building code for these uses, Staff acknowledges the applicant may need to demolish some or all of these buildings and build new structures instead. These structures must be located within the Building Envelope shown on the Concept Plan (Attachment D) (Condition 1(e)), thus allowing for a similar building footprint area with the same uses.

COMMUNITY MEETING:

The applicant conducted the required community meeting with the Places29 Rio Community Advisory Committee on Thursday, January 24th, 2019. The concerns raised were mainly regarding safety of the students and potential increases in traffic in the area. The applicant responded that the school will provide fencing along the two parcels included with the amendment of this special use permit (TMP's 61-172 and 172A), to keep children safe from Rio Road. There is already existing fencing along TMP 61-174, where an early childhood classroom is located. The applicant also noted that the school would consider moving drop off and pick up to the rear of the main property (TMP 61-170) to prevent queueing on Rio Road, should traffic significantly worsen in the area over time. Questions regarding hours and general structure of the school were also discussed.

ANALYSIS OF THE SPECIAL USE PERMIT REQUEST:

Section 33.39(B) states that the Commission, in making its recommendation, shall consider the same factors found in Section 33.40 (B):

- 1. No substantial detriment. Whether the proposed special use will be a substantial detriment to adjacent parcels.***

In evaluating whether a use will be a detriment to adjacent properties, the intensity of the use and other impacts are evaluated. One measure of intensity of the use in relation to nearby and adjoining properties is the traffic impacts of the proposal. Another measure is the potential impact of the use on adjacent properties.

VDOT did not have any comments with this application and did not have concerns about traffic with this proposal. The school's enrollment is still significantly lower than its maximum of 350 students. Traffic in the Rio Road corridor was a concern for residents at the Rio CAC community meeting. The applicant responded that if future traffic requires changes at the school, the school will consider moving drop off and pick up to the rear of the main property (TMP 61-170) to prevent queueing on Rio Road. Both VDOT and Fire/Rescue found a knox box at the entrance to TMP's 61-172 and 61-172A to be acceptable. This will be a Fire/Rescue and ADA-accessible entrance only. No additional parking is needed with this request.

The intent of both the applicant (Waldorf School) and the conditions proposed in this Staff Report are to mitigate potential impacts on adjacent properties. With the expansion of the school onto TMP's 61-172 and 61-172A, there are no new adjacent properties, although the remainder of already partially-adjacent TMP 61-171+ is now fully adjacent to the school. TMP 61-171+ is a 1.90-acre lot with a single-family residence. Prior to any use of Building A (shown on Attachment D), the building on TMP 61-172 that is closest to the property line, the school will be required to install landscaping and continue the 8-foot screening fence between the two properties (Condition 1(b)). The school also shows all tot lots on the concept plan located away from the property line, to mitigate potential noise impacts.

Building A is not currently meeting the 20-foot setback requirement for all of the school's structures, parking and loading areas, which is also a condition of this SP (Condition 7). The building may remain as a nonconforming structure, as the school evaluates the site and decides how it wants to develop the structure. The Concept Plan (Attachment D) labels Building A as future administrative, storage or classroom space. Given that the school does not have a definitive plan for the structure, a special exception is not requested at this time. In the future, if the use of Building A changes to anything other than incidental storage, a special exception for setbacks will be required. The school may also decide to demolish the structure and rebuild a new structure that meets setbacks, depending on the quality of the structure once it is further evaluated.

The school will also be required to maintain the existing undisturbed landscape buffer adjacent to the Village Square development (Condition 4). The buffers, landscaping, and screening fences shown on the concept plan and provided in the SP conditions are designed to mitigate impacts from this proposal.

Staff finds that, with the proposed conditions, the use will not be a detriment to adjacent properties.

2. Character of the nearby area is unchanged. Whether the character of the adjacent parcels and the nearby area will be changed by the proposed special use.

The school has been operating in this location for more than 10 years, with the first new building on the site completed in 2007. Two additional buildings were opened in 2010. The school expanded onto TMP 61-174 in 2013. The additional classroom and administrative spaces, storage spaces, and tot lots will not change the character of the adjacent parcels or nearby area.

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

The purpose and intent of the R-4 residential district is to provide for compact and medium density single-family development, permit a variety of housing types, and provide incentives for clustering of development and provision of locational, environmental, and development amenities. Other institutional uses are also allowed by special use permit. The school has continued to preserve open space and natural areas on its property, incorporate nature into its educational programming, and dedicated area for a greenway trail to the County. A special use permit to establish the school was approved in 2002, and there have been three additional SP applications since then (excluding this application) to expand the school. Nearby CATEC and the Charlottesville Catholic School are also both zoned R-4 residential.

The additional classroom and administrative spaces, storage spaces, and tot lots being requested with this application do not change the use and are in harmony with the purpose and

intent of the district. The proposal will not significantly change the impact of the use (with the recommended conditions) or its consistency with the purpose and intent of the ordinance.

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

The proposed expansion will not restrict the current uses or other by-right uses available at this property or adjacent properties.

b. *with the regulations provided in Section 5 as applicable,*

No supplementary regulations apply for this use.

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

The proposed expansion will provide an opportunity for additional families in the community to access a private school education with an added emphasis on nature. This can be seen as promoting the public health safety and general welfare of the community. Future traffic management, noise mitigation and safety-related impacts were previously discussed under factor 1 above.

4. *Consistency with the Comprehensive Plan. Whether the proposed special use will be consistent with the Comprehensive Plan.*

The Comprehensive Plan designates this property as Urban Density Residential, which allows residential uses as primary uses, and institutional, office, commercial and retail uses as secondary uses. The proposal is near a Neighborhood Service Center on TMP 61-167. Institutional uses are intended to be located in or near centers, to provide an accessible option for the community. The Charlottesville Catholic School is also designated Urban Density Residential. This proposal is consistent with the comprehensive plan designation and is a previously approved use.

NEIGHBORHOOD MODEL ANALYSIS

Staff has reviewed the proposal against the Neighborhood Model Principles and found that, with the proposed conditions for this application, it is consistent with all the applicable principles. A detailed analysis can be found in Attachment E.

SUMMARY:

Staff finds the following factors favorable to this request:

1. The proposal provides additional educational opportunities for children in the community.

Staff finds the following factor(s) unfavorable to this request:

1. None identified.

RECOMMENDED ACTION:

Based on the findings described in this report and factors identified as favorable, **staff recommends approval of special use permit application SP201800021 with the following conditions** (below).

1. Development of the use shall be in general accord with the Conceptual Plan titled "Conceptual Plans: Charlottesville Waldorf School, Application for Special Use Permit," prepared by Line+Grade, with the latest revision date of March 5, 2019, and narrative title "Charlottesville Waldorf School: Application for Special Use Permit" (hereafter "Narrative"), dated March 5, 2019, as determined by the Director of Planning and the Zoning Administrator. To be in general accord with the Conceptual Plan, development shall reflect the following major elements as shown on the plan and described in the

Narrative:

- a. General location of tot lots.
- b. Landscaping and fence between Tax Map 61 Parcel 171+ and Tax Map 61 Parcel 172.
- c. The early child perimeter fence along the front of Tax Map 61 Parcels 172A and 172.
- d. General locations of the buildings and parking within the existing boundaries of TMP 61-170 and TMP 61-174.
- e. Any new structures, parking and tot lots not shown on this concept plan and within the existing boundaries of TMP's 61-172 and 172A must be located within the building envelope ("Building Envelope (Future)") as shown on the concept plan.

Minor modifications to the plan which do not conflict with the above elements may be made to ensure compliance with the Zoning Ordinance.

2. Normal hours of operation for the school shall be from 8:00 am to 6:00 pm weekdays, with occasional uses in the evenings and weekend.
3. Maximum enrollment of the Charlottesville Waldorf School shall be three hundred fifty (350) students.
4. The existing landscape buffer adjacent to the Village Square residential development shall be undisturbed.
5. A sidewalk or equivalent pathway built to County or VDOT specifications, as determined by the director of Community Development, shall be constructed along Rio Road within one year of the completion of sidewalk(s) on adjacent parcel(s).
6. No structure, parking or loading area used for the school shall be located closer than 20 feet to any adjacent residential district, with the exception of the existing structure labeled "Building A: Residential Property Converted to Classroom, Admin or Storage Space" on the Conceptual Plan.
7. A special exception for setbacks will be required if the use of Building A changes from single family residential to any use other than incidental storage.

POSSIBLE PLANNING COMMISSION MOTION- SP201800021:

A. Should the Planning Commission **choose to recommend approval** of this special use permit:

Move to recommend approval of SP201800021, Waldorf School, with conditions as stated in the staff report.

B. Should the Planning Commission **choose to recommend denial** of this special use permit:

Move to recommend denial of SP201800021, Waldorf School. *Should a commissioner motion to recommend denial, he or she should state the reason(s) for recommending denial.*

ATTACHMENTS

Attachment A – Vicinity Maps

Attachment B – Overview of TMP's 61-172 and 61-172A

Attachment C – Project Narrative – dated March 5, 2019

Attachment D – Concept Plans – dated March 5, 2019

Attachment E – Neighborhood Model Analysis