

## Birdwood Mansion and Grounds

Zoning Map Amendment

October 29, 2018, updated April 1, 2019



### Project Proposal

On behalf of the University of Virginia Foundation (the "Foundation"), we hereby request the approval of a Zoning Map Amendment ("ZMA") for a portion of Tax Map Parcel 07500-00-00-06300 (the "Property"). We specifically request for 15.21 acres surrounding the Birdwood Mansion to be rezoned from R-1 Residential to Highway Commercial ("HC") with proffers. The purpose of this ZMA is to allow for the renovation of the Birdwood Mansion and grounds for use as a special events venue that includes overnight lodging.

Currently, the Property is governed by SP2017-00032, in which the existing approvals for the Birdwood Golf Course Parcel were consolidated into one Special Use Permit approval. SP 2017-00032, approved by the Board of Supervisors in August 2018, included an overall Conceptual Plan to be referenced, as well as detail sheets for each of the previously approved elements of the Property such as the Indoor Golf Practice Facility, the Outdoor UVA Tennis Facility and the Permanent Connector Road.

The use of the Birdwood Mansion and Grounds for new uses was specifically excluded from the approval of SP2017-00032. Condition 5 of the approval reads, "No change in use of the Birdwood Mansion is permitted through this Special Use Permit Amendment." In addition, Special Event Venues and Inns are not permitted uses in the R-1 zoning district. Thus, the Foundation proposes the rezone a 15.21-acre portion of the Property to HC, as shown on the attached Rezoning Boundary Exhibit prepared by Roger W. Ray & Assoc., Inc., dated October 18, 2018, last revised March 21, 2019. The proposed HC zoning district and proffers conform generally with the zoning and proffers that are associated with the adjacent Boar's Head Inn and Sports Club property, which are owned and operated by an entity controlled by the Foundation.

Existing Uses:

The entire Birdwood parcel consists of 544.078 acres, is zoned R-1, and is designated for Institutional use in the Comprehensive Plan. The Birdwood Golf Course consists of: the golf course, numerous streams and ponds (partially wooded), the Birdwood Clubhouse, and dependent maintenance and storage structures as well as the Birdwood Mansion and dependent structures, including four buildings currently rented for residential purposes. The property also includes the Indoor Golf Practice Facility and Permanent Connector Road. An outdoor tennis facility for the UVA Tennis Team will soon be under construction and the golf course is under construction for a complete redesign.

All portions of the property outside the 15.21-acre area that is the subject of this ZMA will remain R-1 Residential zoning and subject to the conditions of approval for SP2017-00032.

Background:

The Birdwood Mansion was constructed between 1819 and 1830 under the ownership of William Garth; the entrance drive was also built at that time. It has been suggested that Thomas Jefferson's workmen may have assisted with the construction of the buildings due to the shared classical characteristics of the Birdwood structures and the contemporaneous University of Virginia pavilions. The historic core surrounding the House contained more designed landscape features, while the remainder of the property was an agricultural landscape.

In 1967, the University of Virginia purchased the first of several portions of the Birdwood property. The University built a golf course at Birdwood, thus maintaining the open quality of the former agricultural fields. The University has maintained the property ever since with few major alterations. The Birdwood Mansion and Grounds, as the centerpiece of the Property, is listed on the National Register of Historic Places and Virginia Landmarks Register.

Proposed Uses:

The Foundation proposes the renovation of the Birdwood Mansion to annually host approximately 24 weekend events for wedding and reception activities with an estimated average of 100-120 attendees, and approximately 96 weekday business related gatherings with an estimated average attendance of 25-30 attendees. The existing bedrooms of the Birdwood Mansion would be available for overnight lodging.

Parking for the Birdwood Mansion events will be accommodated through select parking lots, both existing and proposed. The Conceptual Plan includes some proposed additional parking in the vicinity of the Birdwood Mansion and illustrates the new parking area for the Indoor Golf Practice Facility. Additional parking is also available at the Golf Clubhouse with the option to shuttle guests from that parking lot to the Birdwood Mansion.

The attached Proffer statement includes the requirement for the Foundation to update the Event Management Plan for Birdwood and Boar's Head prior to a Certificate of Occupancy for the Birdwood Mansion, to ensure management of this newly renovated resource is well-integrated into the overall management of both properties by the Foundation.

The extensive project team for the proposed renovation of the Birdwood Mansion and Grounds is a collection of experts. The team has been working together for years to study the property and assess the best strategies to ensure the success and preservation of this historic resource for future generations. The proposed landscape and site enhancements will be guided by expert opinion and previous site studies such as the *Birdwood Landscape Site Protection and Stewardship Strategies Plan* (University of Virginia Foundation,

2015), and ongoing guidance and input from the Department of Historic Resources. The Foundation may pursue historic tax credits for the renovation of the Birdwood Mansion and thus will be adhering to Secretary of the Interior Standards for Historic Renovations.

Birdwood Mansion and Grounds Project Team:

UVAF: Tim Rose, Fred Missel, Jim Wilson, Pat McCann, Dave Jefferson

UVA Office of the Architect: Brian Hogg (Senior Historic Preservation Planner), Mary Hughes (University Landscape Architect), Tom Contos (Senior Architect/Planner)

UVA Facilities Management: Jody Lehandro (Supervisory Historic Preservation Architect)

Landscape Design: Rachel Lloyd Evans, AECOM

Architecture: Kathy Frazier, Frazier and Associates

Boar's Head: Russ Cronberg, General Manager

The property surrounding Birdwood and Boar's Head consists of multiple neighborhoods, such as Bel-Air to the east, White Gables and Kenridge to the north, Ednam and Ednam Village to the west, and Ednam Forest to the south. The Foundation meets regularly with representatives of the property owners' association for each of these neighborhoods to update them on proposals involving the Boar's Head Inn, the Sports Club, and Birdwood. A Community Meeting specific to this ZMA request was conducted on December 17, 2019.

#### Traffic Analysis:

As part of this submittal package, a memo regarding traffic generation was provided by Vanasse Hangen Brustlin, Inc. ("VHB"), as an update to the previous study of the existing conditions of the Boar's Head and Birdwood properties as well as any impact of the proposed uses included in this ZMA request. VHB provided an extensive traffic impact analysis ("TIA") that accompanied the approval of SP201700032 for the proposed UVA Outdoor Tennis Facility, Par 3 Golf Course and Permanent Connector Road. The TIA concluded that the uses proposed with SP 201700032 would not significantly impact any of the surrounding intersections. The VHB memo included with this ZMA accounts for all of the previous data collected through the TIA, as well as new trips generated by the proposed special events use at the Birdwood Mansion and Grounds. Both studies from VHB conclude that the proposed uses, including those of this ZMA, will not have any significant impact to the surrounding intersections.

In addition, Conditions 8 and 9 of SP 201700032 require follow up analyses of intersections and traffic patterns by the Foundation to ensure the accuracy of the TIA. Specifically, the TIA concluded that no new signal is required at the intersection of Boar's Head Drive and Route 250. Follow up analyses are to be provided at 12 and 24 months following the opening of the Permanent Connector Road. Given the additional trip generation of the uses proposed with this ZMA, the Foundation, in collaboration with County staff, has agreed to a proffer that instead performs follow up analysis at 12 and 36 months following the issuance of a Certificate of Occupancy for the Birdwood Mansion. This new proposal, supported by County staff, ensures time for traffic patterns associated with Birdwood and Boar's Head to assimilate with the various proposed uses of the properties.

#### Consistency with the Comprehensive Plan

The Southern and Western Neighborhoods Master Plan (the "Master Plan") land use plan designates the Property for Institutional use. Institutional uses include areas and uses which serve a public function and include parks, schools, universities and ancillary facilities. The adjacent Boar's Head property with HC

zoning is classified as Neighborhood Mixed Uses, which include neighborhood serving retail and service uses for nearby residential neighborhoods and office uses. The Master Plan also calls for the historic Birdwood Mansion and important dependencies to be retained with future development.

Until very recently, the text in the Master Plan describing the current and future land uses at the Property, and the levels of development that are considered appropriate did not clearly contemplate the concept of reusing the Birdwood Mansion and Grounds for events and hospitality uses.

Prior to the submittal of this ZMA proposal, the Foundation created an Area B Master Plan (the “Area B Plan,”) for the Property to guide future development. The Area B Plan was coordinated with the University of Virginia, Albemarle County Staff, PACC Tech, and PACC, as well as members of the surrounding community. The Area B Plan was officially endorsed by PACC on September 20, 2018, and includes a section with guidance regarding the Birdwood Mansion and Grounds that is consistent with this proposal.

Following PACC’s endorsement of the Area B Plan, County staff began the process to update the Master Plan, utilizing the Area B Plan as guidance, that would ensure the proposed uses are harmonious with the Master Plan. As mentioned, the primary goal for the Birdwood Mansion is protection of the historic resources. This proposed ZMA ensures that protection through a renovation project that is coordinated with the Virginia Department of Historic Resources and a proposed use that sustains the long-term maintenance needs of such a resource.

On March 20, 2019, the Board of Supervisors adopted CPA 2018-00006 which amends the Master Plan text to clearly establish the reuse of the Mansion and Grounds 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 remain subject to all applicable legislative and administrative permitting requirements, including approval of this ZMA proposal. As such, with the adoption of CPA 2018-00006, the ZMA proposal is now clearly consistent with the Comprehensive Plan.

#### Impacts on Public Facilities & Public Infrastructure

No known impacts.

#### Impacts on Environmental Features

No known impacts.



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May 10, 2019

**VIA EMAIL:** [tpadalino@albemarle.org](mailto:tpadalino@albemarle.org)  
**AND HAND DELIVERY**

Tim Padalino, Senior Planner  
County of Albemarle  
Department of Community Development  
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Charlottesville, Virginia 22902-4596

Re. ZMA-2018-00014 (Birdwood Mansion and Grounds) – comment  
response letter

Dear Tim:

Thank you for your comment letter of May 1, 2019 in connection with ZMA 2018-00014. This letter and the enclosed materials address the comments and suggestions contained in your letter.

Conceptual Plan Revisions:

An updated Conceptual Plan dated May 10, 2019 is attached. All changes are contained on page 1 of 3. In response to comments about the proposed service drive along the western side of the property's historic core, and the location of event-related structures, enclosed is a memorandum from Rachel Lloyd of AECOM addressing those comments.

In addition, we also received feedback on the issue of the location of any permanent event-related structures from one of the project architects at Glavé and Holmes Architecture, who notes that any future permanent accessory structures would likely be modeled after a garden pavilion or orangerie to serve the same role that the temporary structures would serve: provide shelter for larger outdoor events that cannot be accommodated in the house due to their size, limit the wear and tear on the historic house from large crowds, and highlight the historic garden setting for those events.

As further clarification, we have labeled the areas where temporary structures may be located, and added a note that permanent accessory structures are permitted subject to certain treatment guidelines. No permanent accessory structures are planned in the initial phase of the project, and as a result the project's architects and other consultants have not yet undertaken the detailed study and analysis of the appropriate location for any such structures that would be required to ensure that they would not impact the

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property's listing on the National Register of Historic Places. To demonstrate the Foundation's continued commitment to maintaining the Property's historic listing, the Conceptual Plan now includes a note with a description of the treatment guidelines that would be followed during the site design process for any future permanent structures, in consultation with the Virginia Department of Historic Resources. The project team felt this is the more sensitive approach to addressing the potential future need for permanent accessory structures, rather than identifying a specific location for such structures on the Concept Plan prior to conducting the appropriate locational analysis and study.

We also note that there are numerous references in the Birdwood Landscape Site Protection and Stewardship Strategies Plan to enabling "necessary design updates" and "compatible alterations and additions," with the explicit statement that "the goal of stewardship at the Birdwood property is to manage change within the landscape in a way that preserves historic character and character-defining features while permitting new uses, alteration and additions that may be required in the future" (page 6). Page 9 of the Plan states that placing new permanent structures outside of the historic core should be "considered," but it does not prohibit their location within the historic core. We contend that in the event that the Foundation elects in the future to include any new permanent accessory structures within the Property, that the treatment guidelines, requirement for consultation with DHR, expertise of the Foundation's consultants, and the Foundation and University's demonstrated commitment to the preservation of its historic resources both on and off Grounds (Carr's Hill, Morven Farm, The Rotunda and Academical Village, among others) will ensure the protection of the Property's historic resources and its status on the National Register.

## Response to Historic Preservation Staff Comments:

1. Regarding new permanent accessory structures, please refer to the memo from AECOM and the additional comments above.
2. All renovation activities and additions will continue to be closely coordinated with the Virginia Department of Historic Resources to ensure that the Property's listing on the National Register of Historic Places will be maintained.
3. As noted in our April 1 resubmittal letter, re-use of existing historic outbuildings is already being planned in advance of construction of new structures. However, none of the existing accessory structures are sufficiently sized to accommodate outdoor events of the size proposed. The mansion will primarily host small to medium indoor events and other events during inclement weather. As noted previously, any new accessory structures, whether temporary or permanent, will serve to provide shelter for larger outdoor events that cannot be accommodated in the house due to their size, limit the wear and tear on the historic house from large crowds, and highlight

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the historic garden setting for those events. All existing accessory structures and outbuildings shown on the Concept Plan will be preserved, and some or all will be renovated for uses such as restrooms, guest cottages, and storage, as shown in detail on page 3 of the Concept Plan.

4. Archaeological investigations have already been conducted by Rivanna Archaeological Services, LLC. Enclosed is a Phase 1 Archeological Study prepared for the project.
5. An archaeological monitoring plan prepared by Rivanna Archaeological Services, LLC is enclosed.

## Proffer Revisions:

An updated proffer statement is attached, which incorporates the following revisions:

1. In paragraph 1, we have updated the reference to the updated Conceptual Plan.
2. In paragraph 2(a) and (b), we have corrected the noted discrepancies.
3. In paragraph 4 we have removed the text about the option to adjust the timing of the warrant analysis.
4. We have added a new paragraph 6 regarding the use of amplified music.

I have also included a blackline of the revised proffers, comparing the May 10<sup>th</sup> draft against the April 1<sup>st</sup> draft. Should you require anything further in connection with this application, please do not hesitate to contact me.

Sincerely,



Valerie W. Long

cc: Elise Cruz, University of Virginia Foundation  
Fred Missel, University of Virginia Foundation

## Enclosures:

1. Updated Concept Plan dated May 10, 2019, containing three pages
2. Updated Proffer Statement
3. Blackline of updated Proffer Statement
4. Memorandum from Rachel Lloyd of AECOM
5. Phase 1 Archeological Study by Rivanna Archaeological Services, LLC
6. Construction Monitoring Plan by Rivanna Archaeological Services, LLC