

County of Albemarle
Department of Community Development
401 McIntire Road, North Wing
Charlottesville, Virginia 22902

Originally Submitted: June 19, 2017
Last Revised: December 18, 2019

ZMA2017-00005 | Hollymead Town Center Area C Blocks II and VII | Application Narrative

This is a request to amend the proffers, code of development, and application plan associated with ZMA200100020 and ZMA201300004, a project commonly known as “Hollymead Town Center Area C,” to change the minimum and maximum non-residential square footage allowed in Blocks II and Blocks VII, and to increase the overall total not to exceed square footage limit for non-residential uses in Area C to 353,000 square feet. This request allows for up to 130 residential units in Block II and up to 100 residential units in Block VII, with a total not to exceed amount of 370 residential units for Area C. Additionally, this application proposes changes to setbacks in Blocks II and VII.

Project Proposal:

Parcel	Acreage	Existing Zoning	Comp Plan Designation
32-41P Block VII	2.02	PDMC	Commercial Mixed Use
32-41J Block II	3.93	PDMC	Urban Mixed Use
Total: 5.95			

This application was originally submitted on June 19, 2017 and was filed to make amendments to the proffers, code of development, and application plan to bring these documents into alignment with the development built within Hollymead Town Center Area C, to allow for a sufficient overall non-residential square footage allowance in Area C so that there is sufficient non-residential square footage in Area C for blocks that have not yet developed with non-residential use, and to provide for additional housing units in Area C, specifically in Blocks II and VII.

Hollymead Town Center Area C was originally rezoned to PD-MC in 2003 and many of the Blocks have either been developed or have approved Site Plans. These applications have not been properly tracked to ensure that the proposals were within the allowable use range, or to make sure sufficient square footage remained in Area C to allow undeveloped Blocks to be developed in a way that makes sense for the overall area. The June 19, 2017 application requested to increase the maximum non-residential square footage allowed in Blocks 1, 2, and 3, as well as the overall ‘Not to Exceed’ square footage for Area C in total. The application also requested an increase in the allowed Maximum Dwelling Units in Block 3 from 10 to 40. The application increased the allowed maximum non-residential square footage to match what has already been approved by Special Use Permit and Site Plan in Block 3, and provide additional square footage for Blocks 1 and 2 so that they can be developed in a way that is consistent with the remainder of the project.

The Owner(s) do not wish to change the uses approved with the original rezoning for Area C, just the maximum range of these approved uses and the residential density allowed within certain Blocks. This will allow sufficient overall capacity for the remaining Blocks to be developed as originally envisioned and to develop more consistently with a vision and with recommendations per the Comprehensive Plan for the Development Arcas.

There have been several resubmittals since the June 19, 2017 application, with the most recent revision having a submittal date of March 18, 2019, and last revised on December 18, 2019. The revised application submitted on March 18, 2019 excluded Block III from the application and included the following revisions from previous submittals:

- Block II:
 - Max non-residential square footage will remain at 58,000 SF except for a hotel use which may be up to 95,000 square feet
 - Residential uses are now permitted—single family attached or multi-family
 - The maximum number of residential units is 130, the minimum is 0
- Block VII:
 - The minimum non-residential square footage has been reduced from 12,000 SF to 0
 - The maximum non-residential square footage will remain at 25,000 square feet
 - Residential uses are now permitted—single family attached or multi-family
 - The maximum number of residential units is 100, the minimum is 0
- Not to Exceed:
 - Max non-residential square footage total has been reduced from 413,000 to 353,000
 - Max residential units has been increased from 270 to 370
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Consistency with the Comprehensive Plan

TMP 32-41P is designated as Commercial Mixed Use in The Places29 Master Plan and TMP 32-41J is designated as Urban Mixed Use. These Land Use Designations are defined as follows:

Commercial Mixed Use. This designation is applied only to areas that are already developed or that have been approved for development as commercial shopping areas. This designation is used in the areas around Centers and is intended to support the eventual conversion of these areas to a more mixed-use type of development that would support adjacent mixed use centers. These areas have the potential to integrate some nonretail uses, such as multifamily housing, office, or institutional uses, and to develop stronger links with adjacent Centers. In the future, no new Commercial Mixed Use should be designated; retail and other commercial activities would be focused instead into the mixed use Centers.

Primary uses: community and regional retail, commercial service, auto commercial service, and office uses.

Secondary uses: office, research & development (R&D), flex, residential, open space, and institutional uses.

Urban Mixed Use. This designation is used both inside and outside of the Centers. In Centers and in the Uptown, it includes a balanced mix of retail, housing, commercial, employment, and office uses, along with some institutional and open space uses. The types of retail and services, as well as dwelling unit types, vary depending upon the type of Center and the land use designations in the area around the Center:

Primary uses: community and regional retail, commercial service, office, and other employment generators, with a mix of residential types. At least two different types of dwelling units are recommended. In the Uptown, office, research & development (R&D), and flex uses are also considered primary uses.

Secondary uses: office, research & development (R&D), and flex (where appropriate in smaller Centers), with open space and institutional uses that are essential to place-making within Centers.

The addition of residential uses on TMP 32-41P more directly aligns the development proposal with recommendations outlined in the Places29 Master Plan as the commercial mixed use designation states, “This designation is used in the areas around Centers and is intended to support the eventual conversion of these areas to a more mixed-use type of development that would support adjacent mixed use centers.” Likewise, the addition of residential uses on TMP 32-41J would further align the development proposal for that property with recommendations for the urban mixed use designation.

The project proposal is consistent with a number of objectives and strategies in the Comprehensive Plan. Namely, a few consistencies are:

- *Objective 2: Create a physical environment that supports healthy lifestyles through application of the Neighborhood Model Principles*
 - The proposal is within a planned development that is well connected to minor and major road networks in the Hollymead Community. As these blocks redevelop in accordance the Code of Development, Application Plan, and County regulations, pedestrian connectivity will continue to improve as sidewalks and/or pedestrian paths are constructed in accordance with applicable County regulations. The proposal would allow for an increased mixture of uses within Blocks II and VII, by allowing for residential units within these blocks.
- *Strategy 2g: Through Master Plans and rezoning approvals, ensure that all Development Areas provide for a variety of housing types and levels of affordability.*
 - The Code of Development designates 15% of the residential units as affordable.
- *Strategy 2n: Continue to work with developers to design and build projects that relegate parking to the side or rear of sites, which results in the fronts of buildings facing the street*
 - The Application plan shows relegated parking, located internally in Blocks II and VII.
- *Use Development Area land efficiently to prevent premature expansion of the Development Areas*
 - The project is located within a planned development in the Development Areas

Description of Surrounding Properties

The property is located within Hollymead Town Center, an area just north of Charlottesville along Route 29 that has traditionally developed as “big box” retail and strip mall development but in recent years has come to take on a more mixed-use and walkable character as the blocks within the Town Center continue to develop. The blocks are in the immediate vicinity of a hotel, townhomes, and the Timberwood Commons development.

Impacts on Public Facilities & Public Infrastructure

The proposed revisions to the Code of Development will allow for an additional 250 residential units and an additional 78,000 SF of non-residential square footage beyond what was originally approved for Area C in 2003. The additional units and non-residential square footage may contribute to increased traffic on Route 29, Berkmar Drive, and other area roads. However, the increased residential density in a place where there are existing commercial services and employment opportunities may facilitate a more walkable community in Hollymead Town Center.

According to American Community Survey (ACS) 2017 5 year estimates, there are approximately 2.62 people per household in Albemarle County¹. According to this estimate, there could be potentially 655 residents in Area C if the property were to reach full build out and were built to be exclusively residential. Given the height limitations for structures in Blocks II and VII and the physical area of the Blocks, the maximum build-out could only be achieved with structured parking. If the Blocks are to be built as mixed-use or as single-family attached units, the number of people living within Blocks II and VII would be far less than estimated for maximum build-out. If the Blocks were to be developed with 90 townhomes, which may reasonably fit on the 5.95 acres in the project area, there could potentially be 236 additional residents in Area C.

The impacts on public facilities and public infrastructure will largely be determined by the precise mixture of residential and commercial square footages proposed at site plan. For example, a development that is predominantly residential will generate more residents possibly utilizing emergency services and public schools, when compared to a development that is predominantly commercial which would generate more traffic than a residential development.

¹ Table “S2501” Occupancy Characteristics. U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Impacts on Schools

The property lies within the Baker-Butler Elementary School district, Sutherland Middle School district, and Albemarle High School district. The impact on the school system is substantially determined by the type and amount of homes built on the property. The following calculations are based on multipliers provided by Albemarle County Public Schools.

Type of Dwelling Unit	Elementary	Middle	High	Total Students
Townhome	0.15	0.06	0.08	0.29
Multifamily	0.12	0.03	0.05	0.21
Maximum Units				
250 Townhomes	37.5	15	20	72.5
250 Multifamily	30	7.5	12.5	52.5
Likely Scenario Based on Constraints				
30 Townhomes	4.5	1.8	2.4	8.7
100 Multifamily	12	3	5	21

The proposed revisions to the Code of Development would allow for an additional 250 residential units within Area C, beyond what was originally approved in 2003. Looking at the scenarios of maximum units, between 53 and 73 additional pupils would be added into the Albemarle County Public School system. However, a full build-out scenario would generate some construction hurdles due to constraints, such as parking requirements. A more likely scenario could be 30 townhomes on the 2-acre parcel (Block VII, TMP 32-41P) and 100 multifamily units on the 4-acre parcel (Block II, TMP 32-41J). This type of development could contribute approximately 30 students into ACPS. Using the development scenarios provided in this narrative, being maximum build-out and another plausible development if lower-density housing types are realized on these blocks, there could be between 17-38 elementary school students.

Baker-Butler continues to experience increased growth and is expected to have capacity conflicts in the immediate future however the 2019 Long Range Planning Advisory Committee (LRPAC) Recommendations Report offers the following conclusions for capacity conflicts at Baker-Butler:

“Student enrollment is projected to be just at capacity at the two schools [Baker-Butler and Hollymead] combined. However, Baker-Butler is currently over-enrolled and capacity conflicts are projected to worsen over time. On the other hand, Broadus Wood, the district directly adjacent to Baker-Butler has ample capacity of approximately 100 seats. LRPAC again recommends a redistricting study if the capacity situation at Baker-Butler worsens².”

According to the 2019 LRPAC, there is combined adequate capacity at the County’s five middle schools and there is projected capacity for at least the next ten years at Sutherland Middle School. Although there are existing capacity pressures on Albemarle County High School, the School Board’s High School Center approach may alleviate capacity pressures on Albemarle County High School. The proposed addition of another High School Center near Mill Creek Drive could further alleviate capacity pressures on Albemarle High School.

Impacts on Environmental Features

All design and engineering for improving the property will comply with applicable County and State regulations. Stormwater facilities have been constructed in Block 1 and these facilities have been designed to accommodate some of, if not all, of the proposed runoff from the property. Any additional stormwater management design will be consistent with similar urban development projects and will utilize a combination of features, such as on-site surface facilities, on-site underground stormwater management facilities, and/or off-site nutrient credits.

Proffers to Address Impacts

Proffers amending those approved with ZMA2001-00020.

² Long Range Planning Advisory Committee Recommendations July 11, 2019, p.12