



**COUNTY OF ALBEMARLE
PLANNING STAFF REPORT SUMMARY**

Project Name: ZMA202000007 RST Residences	Staff: Andy Reitelbach, Senior Planner
Planning Commission Public Hearing: March 2, 2021	Board of Supervisors Public Hearing: TBD
Owner: Seminole Trail LLC, c/o RST Development LLC	Applicant: RST Development, LLC
Acreage: 19.51 acres	Rezone from: R-1 Residential to PRD, Planned Residential Development
TMPs: 04600000010800; 04600000010900	Location: 2883 and 2885 Seminole Trail; and 1374 Ridgewood Circle
School Districts: Albemarle High, Sutherland Middle, Hollymead Elementary	By-right use: 19 residential units
Magisterial Districts: Rivanna	Proffers: No
Proposal: Rezone a total of approximately 19.51 acres from the R1 Zoning District, which allows residential uses at densities up to 1 unit/acre, to Planned Residential Development (PRD), which allows residential (maximum of 35 units/acre) with limited commercial uses. An associated request for a Special Exception (SE202000003) to waive the setback requirements for the proposed buildings, under §18-4.19.5.	Requested # of Dwelling Units: A maximum of 370 units is proposed, with 254 multifamily apartments and 108 townhouse units proposed, at a net density of 19.89 units/acre, and a gross density of 18.97 units/acre.
DA (Development Area) – Community of Hollymead in the Places29 Master Plan area	Comp. Plan Designation: Urban Density Residential – residential (6.01 – 34 units/acre); supporting uses such as religious institutions, schools, commercial, office, and service uses; and Privately-Owned Open Space – privately owned recreational amenities and open space; floodplains, steep slopes, wetlands, and other environmental features.
Character of Property: The property consists of two parcels. A motel is located on one of the parcels. The Ridgewood mobile home community is located on the other parcel.	Use of Surrounding Properties: Forest Lakes and Ashland neighborhoods to the east and southeast, with a mix of single-family attached and detached dwellings; Brookhill development to the south across Ashwood Blvd.; forested properties to the west across U.S. Route 29 and to the north.
Affordable Housing: Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>	AMI (Area Median Income): 80% of AMI as determined by U.S. Dept. of Housing & Urban Development

<p>Factors Favorable:</p> <ol style="list-style-type: none"> 1. The request is consistent with the uses and density recommended by the Places29 Master Plan. 2. The proposal provides at least 50% affordable housing, more than the minimum recommended by the comprehensive plan, which is 15%. 3. The request proposes to provide additional pedestrian connections in the area, including parallel to Ashwood Boulevard, connecting to the existing multi-use path along Route 29. 4. The request at least partially addresses the twelve neighborhood model principles. 	<p>Factors Unfavorable:</p> <ol style="list-style-type: none"> 1. The proposed development would result in additional student enrollment at area schools, including Albemarle High, which is already over-capacity. 2. The proposed height of some of the buildings is inconsistent with the recommendations of the Places29 master plan. 3. Although the minimum amount of open space area has been provided, the PRD recommends an improved level of amenities, which cannot be analyzed at this time with the information available. 4. Most of the neighborhood model principles are only partially met and could be strengthened.
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RECOMMENDATION: At this time, staff is unable to recommend approval of ZMA202000007 RST Residences.

In addition, at this time, staff is unable to recommend approval of the one (1) special exception request SE202000003 (Sec. 18-4.19.5) for the requirement of a setback of at least 15 feet for each story that exceeds 40 feet, or three stories, whichever is less, as identified in the Special Exception staff report, Attachment 7.

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Andy Reitelbach
March 2, 2021
TBD

ZMA 202000007 RST Residences

PETITION

PROJECT: ZMA202000007 RST Residences

MAGISTERIAL DISTRICT: Rivanna

TAX MAP/PARCEL(S): 04600000010800; 04600000010900

LOCATION: 2883 and 2885 Seminole Trail; and 1374 Ridgewood Circle

PROPOSAL: Rezone two parcels to allow a maximum of 370 residential units.

PETITION: Request to rezone a total of approximately 19.51 acres from the R1 Zoning District, which allows residential uses at densities up to 1 unit/acre, to Planned Residential Development (PRD), which allows residential (maximum of 35 units/acre) with limited commercial uses. A maximum of 370 units is proposed, with 254 multifamily apartments and 108 townhouse units proposed, at a net density of 19.89 units/acre, and a gross density of 18.97 units/acre. An associated request for a Special Exception (SE202000003) to waive the setback requirements for the proposed buildings, under §18-4.19.5.

ZONING: R-1 Residential – 1 unit/acre

OVERLAY DISTRICT(S): AIA – Airport Impact Area, EC – Entrance Corridor, Steep Slopes – Managed, and Steep Slopes – Preserved

PROFFERS: No

COMPREHENSIVE PLAN: Urban Density Residential – residential (6.01 – 34 units/acre); supporting uses such as religious institutions, schools, commercial, office, and service uses; and Privately-Owned Open Space – privately owned recreational amenities and open space; floodplains, steep slopes, wetlands, and other environmental features; in the Community of Hollymead in the Places29 Master Plan area.

CHARACTER OF THE AREA

The subject property includes two parcels of land near the northeast corner of the intersection of U.S. Route 29 and Ashwood Boulevard and totals approximately 19.51 acres (see Attachment 1 – Location Map). There is a motel currently located on one parcel, visible along Route 29. The Ridgewood mobile home community is on the second parcel, situated behind the motel parcel. There is also a cemetery located on the property, close to Route 29. Both parcels are currently zoned R-1 Residential, which permits one dwelling unit per acre (see Attachment 2 – Zoning Map). The property is located on an Entrance Corridor (Route 29) and within the Airport Impact Area overlay district. There are also areas of both managed and preserved steep slopes on the property.

The neighboring area is largely residential, along with several forested areas. To the east and southeast is the Ashland Townhomes community and larger Forest Lakes neighborhood. This area consists of a mix of single-family attached and detached houses and is zoned PUD, Planned Unit Development. To the north of the subject property are several forested parcels zoned R-1 Residential. Across Route 29 to the west are additional forested parcels. These properties are zoned RA, Rural Areas.

Directly to the south of the subject property is a parcel zoned PUD that is owned by the Commonwealth of Virginia. This parcel was acquired by the Commonwealth as part of the Route 29 improvement project. It consists of a small rectangular area directly adjacent to the intersection of Ashwood Blvd. and Route 29, as well as a small sliver of land that extends along Ashwood Blvd. from Route 29 to the Ashland Townhomes open space parcel. This sliver of land owned by the

Commonwealth prevents the subject property from having any actual frontage along the County-owned right-of-way of Ashwood Blvd.

Across Ashwood Blvd. to the south is the Brookhill mixed-use development, which is currently under construction. Brookhill is zoned NMD, Neighborhood Model District. There is also a vacant parcel on the southeast corner of Ashwood Blvd. and Route 29, zoned PUD, that is owned by Albemarle County. This parcel is currently vacant; however, Archer Avenue, a north-south road proposed with the Brookhill development, will eventually be constructed on a portion of this property to provide Brookhill with access to Ashwood Blvd.

SPECIFICS OF THE PROPOSAL

The applicant is proposing to rezone two parcels of land totaling approximately 19.51 acres from R-1 Residential to PRD, Planned Residential Development, which allows residential uses up to a maximum density of 35 units per acre, along with limited commercial uses. The applicant requests this rezoning to allow for a maximum of 370 dwelling units on the property, for a gross density of approximately 18.97 units per acre and a net density of approximately 19.89 units per acre. (See Attachment 3 – Project Narrative.) As shown on the application plan submitted for this project, which is a requirement of the PRD, the applicant is proposing 254 multi-family units located in five buildings. There are also 108 townhouse-style units proposed by the applicant as “two-over-two” units in a total of eight structures. These are four-story structures with a two-story townhouse situated on top of another two-story townhouse. (See Attachment 4 – Application Plan.) The applicant has indicated that these units will be sold as condominiums, while the multi-family apartments will be rental units.

Without the rezoning, the applicant could develop approximately 19 dwelling units, at a density of approximately one unit per acre. Additional residential units could potentially be constructed if the property owner were to choose to pursue the various bonus factors that the Zoning Ordinance permits. Using a combination of bonus factors, the maximum number of additional units that could potentially be approved by-right is 50% of the base zoning. This calculation could result in approximately 29 units total that could be constructed. However, it is important to note that bonus factors have different requirements, including some discretionary approvals, so it may not be possible for the property to utilize all potential bonus factors.

The five multi-family apartment buildings are proposed for the west and middle portions of the property, with the central two buildings – which are more like two wings of a single building connected by a plaza and breezeway – depicted as five stories on the application plan. The other three apartment buildings are depicted as three stories. The eight two-over-two townhouse structures are situated in the east of the parcel, near the existing adjacent dwellings in the Ashland Townhomes community and greater Forest Lakes neighborhood. These structures would be four stories. The applicant has also submitted a Special Exception application to waive the requirement for buildings of four stories or more to have a 15-ft. setback. This special exception request and the staff analysis of it are discussed in more detail in the attached documents (see Attachments 6 and 7).

The applicant proposes a minimum of 25% of open space and recreational amenities, as required by the ordinance. This open space includes a 100-ft. buffer along Route 29 and a 20-ft. buffer along the perimeter of the other sides of the property. Other areas for recreation and open space are scattered around the property, with sites considered for tot lots, a dog park along the eastern property line, and a pool and recreation building in the center of the site. The applicant has indicated that a substitution request for recreational amenities will likely be pursued at the site planning stage once the final amenity choices are determined. Such a substitution request is permitted at the site planning stage and would be reviewed by staff, with approval allowed to be granted administratively by the Planning

Director if staff determines that the proposed recreational amenities are of equal or better quality than what is required by the ordinance.

The application plan provides more information on proposed circulation routes in and around the property, conceptual grading and stormwater management, and conceptual layout of green and amenity space. The plan also includes proposed street sections, aerial renderings of the site, and other site views.

As a proposed multi-family apartment and townhouse-condo community, the internal access to the dwelling units is largely proposed to be travel-ways, with no dedicated right-of-way but with public access easements. However, the applicant is proposing an internal road (identified as Road C on the application plan) as a private street, with a public access easement. This street would connect from Ashwood Boulevard, directly across from the proposed Archer Avenue in Brookhill, and continue north to the subject property's northern property line. A public access easement is also proposed to be granted at the northern end of this private road to allow for further extension of the street if the parcels to the north were to develop in the future.

This private road C is proposed to cross a small sliver of land currently owned by the Commonwealth of Virginia that is situated between the applicant's property and the Ashwood Boulevard public right-of-way. The entrance onto Ashwood from private road C would be located on this property. VDOT has provided a letter (see Attachment 8) explaining the history of this parcel and that department's process for converting it to right-of-way.

As stated on the cover sheet of the application plan, the applicant is proposing to designate 50% of the total residential dwelling units constructed as affordable housing, at 80% of area median income (AMI) as determined by the U.S. Department of Housing and Urban Development.

APPLICANT'S JUSTIFICATION FOR THE REQUEST

The applicant has provided a narrative with justification for the request (see Attachment 3), as well as a justification narrative for the special exception request (see Attachment 6).

COMMUNITY MEETING and COMMUNITY MEMBER INPUT

A virtual community meeting was held for this proposal on Monday, July 20, 2020, at a regularly scheduled meeting of the Places29-North Community Advisory Committee (CAC). This meeting was conducted using Zoom and PublicInput.com. At the virtual meeting, questions were asked by community and CAC members both by phone and by submitting questions through the chat function of the meeting program. Staff has also received numerous emails and phone calls from community members in the months since the community meeting. (See Attachment 10 for a compilation of written comments provided by community members or other interested parties.)

There have been many concerns raised by community members, either at the July meeting or in subsequent correspondence, about this project, which are summarized below.

Traffic Impacts:

1. Impact that this project would have on the traffic along Ashwood Boulevard, one of the major entrances into the Forest Lakes neighborhood, including the intersection of Ashwood and Route 29.
2. Additional impact that this project would have on the traffic along Route 29, especially commuter traffic to and from Charlottesville and the University of Virginia.
3. Concern about the distribution of traffic in the area since the development is proposing travel-ways and private roads.

4. This development, along with other nearby developments recently constructed or approved, could create greater congestion along this corridor. Concern was expressed that the nearby roads already cannot handle the existing traffic.

Schools:

1. Concern has been expressed over the number of students generated by the proposed housing development and how those additional students would have an impact on the area schools and potential overcrowding in the schools.

Design of the Development/Site/Buildings:

1. Concerns about the heights of the proposed buildings, especially the four-story “two-over-two” townhouse structures situated along the eastern property line adjacent to the two-story Ashland Townhomes community.
2. The visibility of the development from the Route 29 corridor, as it would be situated on a small hill.

Housing:

1. Concern about displacement of the residents of the existing mobile home community.
2. The proposed density of the development is too great for the area.

PLANNING AND ZONING HISTORY

There have been no previous actions taken for the property that composes the proposed RST Residences project.

COMPREHENSIVE PLAN

The subject property is located within the Hollymead Community of the Places29 Master Plan. This Master Plan calls for the parcels that compose the RST Residences property to be developed in accordance with the Urban Density Residential and Privately-Owned Open Space land use classifications (see map inset on the following page; two subject properties highlighted):



Urban Density Residential (orange): This designation calls for primary uses of multi-family and single family residential, including two or more housing types. Secondary uses include retail, office, and commercial uses that support the neighborhood and are encouraged to be located within centers. The density range recommended for Urban Density Residential is 6.01-34 dwelling units per acre. The maximum building height proposed for this designation is four stories, or 45 feet.

This land use designation encompasses most of the subject property, except for a small strip of land along Route 29. The project proposes a maximum of 370 dwelling units on the property, which would produce a gross density of 18.97 units/acre and net density, once the areas of preserved steep slopes are subtracted, of 19.89 units/acre. This proposed density falls approximately in the middle of the recommended density range for Urban Density Residential of 6.01-34 units/acre. The entire project is proposed for residential, with accompanying open space and recreational amenities, which is consistent with the master plan’s recommendation for a primary use of residential in this area. The project also proposes two different housing types, including multi-family rental apartments and “two-over-two” townhouse-style units to be sold as condominiums. This proposal meets the recommendation for there to be at least two housing types within a development.

Most of the buildings proposed for this development meet the master plan’s recommendation for a height of four stories. The two-over-two structures would be four stories. Three of the apartment buildings are depicted in renderings in the application plan as three stories. However, the central multi-family structure, consisting of two buildings (or two wings of one building connected by a breezeway and plaza) situated in an “L-shape,” does not meet the recommendation of the master plan. This building, as depicted on sheet 7 of the application plan, is proposed to be five stories. This height exceeds the recommendation of the master plan for residential buildings in the Urban Density Residential land use designation, which is a maximum height of four stories.

Privately-Owned Open Space / Environmental Features (green): This designation is for open space areas that are owned and managed by private or semi-private entities, such as homeowners' associations. These areas include passive and active recreational amenities and environmental features that should be preserved, such as floodplains, stream buffers, and steep slopes.

The portion of the subject property that is designated for this use is a strip of land along Route 29, where a vegetative buffer is recommended to screen the property from the Entrance Corridor and to provide a transition with the property to the west across Route 29, which is zoned RA, Rural Areas. The master plan recommends a mix of forested buffer and landscaped development frontage. However, at the recommendation of ARB staff, the applicant has proposed a 100-ft. forested buffer along the entire length of the Route 29 frontage to provide screening and to maintain consistency, as one travels along Route 29, with the forested buffer adjacent to the Brookhill development, which lies to the south of this proposed development.

The Neighborhood Model: Staff has reviewed the proposal against the Neighborhood Model Principles. The comprehensive analysis of the Neighborhood Model Principles can be found in Attachment 5.

Affordable Housing: The County's 2015 Comprehensive Plan has a chapter on housing (Chapter 9), which provides strategies to achieve its goal of "housing [that] will be safe, decent, and sanitary; available to all income and age levels; located primarily in the Development Areas; and available equally to all current and future County residents." Objective 6 is for the provision of affordable housing options for low-to-moderate income residents of Albemarle County and persons who work within the County who wish to reside there. The Comprehensive Plan includes several strategies to achieve this objective. Strategy 6b is to "continue to ensure that at a minimum, 15% of all units developed under rezoning and special use permits are affordable, as defined by the County's Office of Housing, or a comparable contribution is made to achieve the affordable housing goals of the County."

This rezoning proposal includes a maximum of 370 dwelling units. On the cover sheet of the application plan, the applicant has included a note about affordable housing that states "at least 50% of the total number of dwelling units shall be affordable housing units which may be for-sale units or rental units, or a combination thereof, in the owner's discretion..." If the full number of 370 dwelling units were constructed, then at least 185 of those units would be designated as affordable. The applicant has also included on the application plan the parameters regarding the designation of affordable dwelling units in this project. The County's Principal Planner for Housing has reviewed this section of the plan on affordable housing and has expressed no objections to the proposal or the language used.

ZONING ORDINANCE REQUIREMENTS

Relationship between the application and the intent and purposes of the requested zoning district:

The purpose and intent of the Planned Residential Development (PRD) zoning district is to:

- Encourage sensitivity toward the natural characteristics of the site and toward impact on the surrounding area in land development.
- Promote economical and efficient land use, an improved level of amenities, appropriate and harmonious physical development, and creative design consistent with the best interest of the county and the area in which it is located.

The PRD is intended to be a flexible zoning district to allow a variety of development for residential purposes and uses ancillary thereto, with open space serving varied uses such as recreation,

protection of areas sensitive to development, buffering between dissimilar uses, and preservation of agricultural activity.

The Places29 Master Plan calls for the parcels included in this rezoning to be developed as Urban Density Residential. The proposal will provide the residential uses recommended by the master plan. With the PRD zoning district, the project can achieve the higher density recommended by the master plan, of between 6.01 and 34 units/acre. The project proposes a net density of 19.89 units/acre. The PRD district is recommended for developments over 15 units per acre to allow for greater flexibility and consideration in design. This density level is consistent with the master plan recommendations, whereas the current zoning of R-1 Residential, at one unit per acre, is much lower than what is recommended.

In encouraging sensitivity toward the natural characteristics of the site, the applicant has proposed including all areas of preserved steep slopes within the designated open space areas, ensuring those areas are protected from development. The applicant is also proposing a 100-ft. buffer along Route 29, acting as a transition with the RA zoned properties to the west across the highway. 20-ft. buffers are proposed around the rest of the perimeter of the site, providing some buffering and transition with the other surrounding uses, which are either residential or forested parcels.

However, as mentioned previously, some of the buildings that are proposed are higher than the four stories recommended by the master plan. This height in excess of what is recommended by the master plan may overshadow the adjacent existing residential uses, which are mostly two-story single-family attached dwelling units. The recommended height for residential buildings is four stories, or 45 feet. The requested zoning district, however, permits heights up to 65 feet. The applicant has not specified a specific proposed height for the buildings on the application plan; however, the two central buildings are depicted as being five stories, which would be permitted by the requested zoning district but is taller than the recommendation of the master plan.

A substitution request has not been submitted at this time for recreational amenities, so staff cannot comment on the final proposed level and design of amenities in the development. However, on the application plan, in addition to several areas designated for tot lots, the applicant has also depicted a pool area in the center of the development and a dog park on the outer edge of the development, adjacent to the existing Ashland townhouse community. The central recreational amenity area, where the pool is proposed, is somewhat enclosed, encircled by the proposed five-story central buildings on two sides, and a retaining wall on the third side, along private road C. This design does not promote an easily accessible central amenity for the development.

Other areas of open space and recreational amenities are largely scattered on the outskirts of the development, including the dog park located behind the proposed two-over-two units, beside the Ashland Townhome community. There are several areas of asphalt and tot lot recreation areas around the site to accommodate tot lots, basketball courts, or other amenities. The largest of these, at over 10,000 square feet total, is at the south end of the property, near the Ashwood Blvd. entrance. It is separated from the majority of the residential buildings by a large parking lot; however, the applicant is proposing sidewalks along the private road and the travelways to provide pedestrian access around the site for residents.

Anticipated impact on public facilities and services:

Streets:

The proposed development is located at the intersection of Route 29 and Ashwood Boulevard, which is one of the main entrances into the Forest Lakes neighborhood. Route 29 is also the main north-

south route for traveling in and through Albemarle County. Over the last several years, VDOT has completed a major project widening Route 29 to three lanes in each direction.

The applicant provided a Traffic Impact Analysis, or TIA (see Attachment 9), which was reviewed by the County's Transportation Planner and VDOT. VDOT and County Transportation Planning both expressed no objections to the proposed development based on its expected impacts on the transportation system in the surrounding area. A right-in/right-out only entrance is proposed for Route 29 to prevent a wide range of turning movements. A turn lane will be also constructed for this entrance. On Route 29 southbound, the TIA recommended lengthening the left-turn lane onto Ashwood Boulevard to accommodate the increased traffic. The applicant is proposing to install this expanded turn lane, as depicted on the application plan.

The main entrance into the site is proposed for Ashwood Boulevard, which will be opposite the eventual Archer Avenue entrance into Brookhill. This Ashwood entrance will allow for the full range of movements. A left turn lane on Ashwood eastbound is also proposed to be constructed for traffic turning into the RST development.

The internal roads will largely be designated as travel-ways, which are privately owned and maintained, through the apartment community. There is one private street proposed, Private Road C, which will extend from the Ashwood entrance, opposite the future Archer Avenue, to the northern property line. The applicant proposes to place a public access easement over all these travel-ways and streets to allow for the public to use them as an alternative way out of Forest Lakes. A 50-ft. access easement is also proposed to be granted at the north end of the property, allowing for future inter-parcel connection between Road C and the parcels to the north. This easement would promote conformance with the master plan's transportation map, which recommends a connection of some sort – either bike, pedestrian, or vehicular – extending from the subject property to the north.

Public streets are preferred in the development areas; however, private streets are permitted for developments that consist of all multi-family or attached units, as is proposed with this project.

The applicant is proposing internal sidewalks, along with a sidewalk or multi-use path parallel to Ashwood Boulevard. No transit stop is provided, as transit service does not currently exist in this area. However, the Thomas Jefferson Planning District Commission is in the early stages of studying potential expansion of CAT bus service farther north up Route 29 to the Hollymead area.

Concern has been expressed about the parcel of land owned by the Commonwealth of Virginia that lies between the subject property and Ashwood Blvd., and over which a small segment of the project's entrance and Road C would cross. VDOT has provided a letter to the County (see Attachment 8) that explains the history of this parcel and how the Commonwealth treats this parcel.

Because this parcel is neither owned by the applicant nor designated as part of the Ashwood right-of-way at this time, the applicant will need to work with VDOT, as indicated in the attached letter, to ensure that access across that property is permitted for this proposed development, as an access point onto Ashwood Boulevard has not been assured at this time. The access must be assured in the form of a legal instrument, such as a plat, deed, or dedication of right-of-way, where the Commonwealth grants the developer legal access across the property, conveys ownership of the property, or dedicates it for inclusion as right-of-way according to their processes. An entrance permit granted at the site planning stage by VDOT will not be sufficient for approval of an entrance to this site.

This situation must be addressed prior to final approval to ensure that the applicant has adequate access off of Ashwood Blvd. as proposed on the application plan.

Schools:

Students living in this area would attend Hollymead Elementary School, Sutherland Middle School, and Albemarle High School. The school division is cognizant that the Hollymead/29-North area continues to be a growing area, with several new developments under construction and others recently approved, such as North Pointe and Brookhill. Albemarle County Public Schools has provided its standard student generation calculator that estimates how many students will be generated at each school level by housing type. The table below specifies the yield of students generated at each school level should the subject parcels be built out as proposed in the application plan. It is important to note that the yield rates are a county-wide average and do not take into account age of building, number of bedrooms, or value of the property.

The proposed maximum of 370 dwelling units is a significant number of units that could produce many additional students for Albemarle County Public Schools. Albemarle High is currently over-capacity, and this proposed development will add more students to that school. In addition, with the expected 47 elementary-age students to be generated by this development, the capacity level for Hollymead Elementary will nearly be reached, with a remaining capacity of approximately 10 students, based on the school system’s estimated enrollment for the 2020-2021 school year. It is expected that Sutherland would still remain under capacity for at least the next several years.

Official Calculator

Dwelling Type	Elementary	Middle	High	Total
Townhomes (108 units)	0.15 (16.2)	0.06 (6.48)	0.08 (8.64)	0.29 (31.32)
Multifamily (254 units)	0.12 (30.48)	0.03 (7.62)	0.05 (12.7)	0.21 (53.34)
Total at Each Level	46.68	14.10	21.34	84.66

Source of Calculator: Albemarle County Public Schools

The numbers in parentheses are the number of students expected to be generated by each dwelling type at each school level, with the number of dwelling units of each type proposed. These numbers are based on the applicant’s proposed amount of 362 dwelling units to be constructed. If the maximum of 370 units was built instead, the number of students generated would be slightly more.

It is also important to note that these totals include student numbers generated from any dwelling units that could be developed by-right or dwelling units that already exist on the property. They are not an increase over the student numbers that would be generated with any by-right development that could occur.

The school system has provided annual estimates of student enrollment at all three schools over the next ten academic years. Although both Hollymead and Sutherland currently have existing capacity for additional students, based on the school system’s project enrollments over the next ten years (through the 2029-2030 school year), both of these schools would be over-capacity at the end of this period with the addition of the units from this development. (Sutherland, however, would reach a small capacity deficit by 2030 even without the units proposed from this development.) It is important to note that these capacity calculations apply only to the dwelling units proposed with this development and do not take into account the potential combined impact of other developments in these school districts and the surrounding areas.

Fire & Rescue:

ACFR has reviewed this rezoning application and has no objections at this time. Code requirements for items such as street and travel-way width, turning radius, and the necessity of secondary emergency fire access routes will be addressed at the site planning or subdivision stage, as well as other items such as adequate access and water availability. These elements will have to meet Fire-

Rescue requirements before those plans can be approved by the County. Based on the number of dwelling units proposed in the application plan, two points of access will be required. A determination that there are two available access points will occur at the site plan or subdivision stage and must be to the satisfaction of ACFR before those plans can be approved by the County.

Utilities:

This project is in the Albemarle County Service Authority (ACSA) water and sewer service jurisdictional area. ACSA and RWSA have no objections to this project at this time. A utilities construction plan will be required, subject to ACSA approval, prior to the approval of subdivision plats and/or site plans by the County at the development stage of these properties.

Anticipated impact on environmental, cultural and historic resources:

There is a known cemetery located on this property, near its frontage on Route 29 in the southwest corner. The applicant is not proposing to disturb the cemetery itself with the development of this property. The applicant plans to install a fence around the perimeter of the cemetery, as well as construct a small pedestrian path from the proposed parking lot to the cemetery for any family members or other individuals who wish to visit the site. In addition, the applicant is proposing to construct retaining walls along the north side of the cemetery. Any site development plan would be reviewed by the ARB and historic preservation planning staff to ensure the cemetery is not negatively affected by construction on the site.

There are also both managed and preserved steep slopes on the property. The applicant is not proposing to disturb the preserved slopes and has included those areas within designated open space on the site. Any disturbance of the managed slopes will be reviewed by County Engineering staff during the development phase of the project to ensure their disturbance is in compliance with the requirements of the ordinance.

In addition, there are no flood plains or water protection ordinance (WPO) buffers on these parcels. Any increase in stormwater runoff above what is currently allowed on the property will be reviewed by County Engineering staff during the development phase of the project as well. Any stormwater facilities will be designed in accordance with the Virginia Stormwater Management Program (VSMP) regulations administered by the Virginia Department of Environmental Quality (DEQ).

Anticipated impact on nearby and surrounding properties:

At the community meeting for this project and in subsequent correspondence, members of the community have expressed concerns about potential traffic issues, the impacts on schools, the height of buildings, and visibility of the development. These issues are summarized below, with staff comments in italics.

- Traffic generated by this development will cause congestion along the Route 29 corridor and problems at the intersection of Route 29 and Ashwood Boulevard and create additional delays at that intersection.

VDOT and the County's Transportation Planner have reviewed this application, along with a traffic impact analysis (TIA) that was provided. The development would increase trips and through traffic in the area, including left turns from Ashwood onto Route 29. However, the increase in traffic was not large enough to merit major improvements to the nearby road network, and neither VDOT nor the County's Transportation Planner had objections to the proposal.

- Impacts on schools.

The proposed residential units will add additional students to the area schools, including Albemarle High, which is currently over capacity. Nothing is being proposed by the applicant to mitigate the expected impacts from these additional students.

- Height of some buildings proposed for the development is not harmonious with the adjacent neighborhoods, including the four-story townhouse structures along the eastern property line, adjacent to the Ashland Townhome community, and the two central buildings, which are proposed to be five stories and situated on a hill.

The two central buildings exceed the maximum height for residential buildings as recommended in the Places29 master plan.

- Visibility of the development from the Route 29 corridor.

The applicant is proposing a 100-ft. forested buffer along Route 29 to screen the development from the highway. In addition, this site lies within the Entrance Corridor Overlay District and is subject to review by the Architectural Review Board at the site planning stage.

Public need and justification for the change:

The County's growth management policy says that new residential development should occur in the designated Development Areas, where infrastructure and services are provided, rather than in the Rural Areas. This development is within the Places29 – Community of Hollymead development area. This proposal will provide a greater density of residential development in the designated development areas, at a density that is consistent with the recommendations of the master plan. It will also help to increase the walkability along Ashwood Boulevard by providing a sidewalk or multi-use path parallel to Ashwood from the eastern end of the property to the existing multi-use path along Route 29.

SUMMARY

Staff has identified the following factors which are favorable to this request:

1. The request is consistent with the uses and density recommended by the Places29 Master Plan.
2. The proposal provides at least 50% affordable housing, more than the minimum recommended by the comprehensive plan, which is 15%.
3. The request proposes to provide additional pedestrian connections in the area, including parallel to Ashwood Boulevard, connecting to the existing multi-use path along Route 29.
4. The request at least partially addresses the twelve neighborhood model principles.

Staff has identified the following factors which are unfavorable to this request:

1. The proposed development would result in additional student enrollment at area schools, including Albemarle High, which is already over-capacity.
2. The proposed height of some of the buildings is inconsistent with the recommendations of the Places29 master plan.
3. Although the minimum amount of open space area has been provided, the PRD recommends an improved level of amenities, which cannot be analyzed at this time with the information available.
4. Most of the neighborhood model principles are only partially met and could be strengthened.

RECOMMENDATION

At this time, staff is unable to recommend approval of ZMA202000007 RST Residences.

In addition, at this time, staff is unable to recommend approval of the one (1) special exception request SE202000003 (Sec. 18-4.19.5) for the requirement of a setback of at least 15 feet for each story that exceeds 40 feet, or three stories, whichever is less, as identified in the Special Exception staff report, Attachment 7.

ATTACHMENTS

- 1 – [Location Map](#)
- 2 – [Zoning Map](#)
- 3 – [Project Narrative, dated May 18, 2020; last revised October 5, 2020.](#)
- 4 – [Application Plan, dated May 18, 2020; last revised January 15, 2021.](#)
- 5 – [Staff Analysis of Application's Consistency with Neighborhood Model Principles](#)
- 6 – [Special Exception Request and Narrative, dated May 18, 2020; last revised October 5, 2020.](#)
- 7 – [Staff Report and Analysis for Special Exception Request SE202000003](#)
- 8 – [Letter from VDOT concerning Ashwood Blvd. Entrance](#)
- 9 – [Traffic Impact Analysis](#)
- 10 – [Correspondence from Community Members](#)