

1906 AVON STREET EXTENDED | ZONING MAP AMENDMENT

ZMA2022-00004

PROJECT NARRATIVE

SUBMITTED: 11 MAY 2022

REVISED: 03 OCTOBER 2022

Parcel	Acreage	Existing Zoning	Comprehensive Plan Designation
TMP 90-33	2.096 AC	R-1	Neighborhood Density Residential
TMP 90-33B	0.658 AC	R-1	Neighborhood Density Residential
TMP 90-33C	0.889 AC	R-1	Neighborhood Density Residential
Total	3.643 AC		

Project Proposal

Jeannette D. Smith is the owner (the “owner”) of tax parcels 09000-00-00-03300, 09000-00-00-033B0, and 09000-00-00-033C0 in Albemarle County, Virginia, (collectively, the “property”). The property is located on Avon Street Extended, adjacent to Faith Temple Church, Avon Park, and Spring Hill Village. Jeannette D. Smith requests a zoning map amendment for the 3.643-acre property from R-1 Residential to R-15 Residential to allow for a maximum 38 residential units which are proposed as a mixture of single family attached and multi-family structures. The proposed max density on the site is 11 DUA.

Consistency with the Comprehensive Plan

The 2015 Comprehensive Plan designates the property as Neighborhood Density Residential, which recommends a density of 3-6 DUA. Within this designation, primary uses are recommended to be of lower density units of single-family detached, single-family attached, and townhomes of 1-3 stories. The zoning map amendment request for 1906 Avon Street Ext. proposes a rezoning to R-15, with a maximum residential density of 11 DUA. While the proposed density is nearly twice that of the recommended 3-6 DUA, the proposed density would align with the existing character of Avon Street Extended. The 45-mph major collector corridor is one of the main thoroughfares from Southern Albemarle into the City of Charlottesville, with a variety of housing types, along with commercial and industrial uses. While the density is more than what was imagined when the Comprehensive Plan was last updated in 2015, Albemarle County is slated to grow in population, and density where appropriate, would contribute towards housing supply aligning with the projected growth. Furthermore, the Southern and Western Master Plan identifies areas along Avon Street designated as “Urban Density Residential” and “Community Mixed Use” that are recommended to be developed with up to 34 DUA, however, such density in many of those designations will never be realized as the parcels have already developed at the much lower end of the recommended density range. Table A depicts the density recommended for several

developments along the Avon St. Corridor by the Comprehensive Plan and the density that was ultimately developed as part of an approved site plan or is slated to be developed as part of a site plan under review.

TABLE A: Avon Corridor Development

Avon Street Ext. Development	Comprehensive Plan Designation	Recommended Density	Constructed Units	Acreage	Density
Avinity (Phase I)	Urban Density Residential	6-34 DUA	107 Units	9.24 AC	12 DUA
Avinity (Phase II)	Urban Density Residential & Office/R&D/Flex/Light Industrial	6-34 DUA	102 Units	11.9 AC	9 DUA
Spring Hill Village	Community Mixed Use	Up to 34 DUA	100 Units	13 AC	8 DUA
1805 Avon Street Extended	Urban Density Residential	6-34 DUA	85 Units (per initial site plan submission)	3.627 AC	24 DUA

The density recommendations set forth by the Master Plan allow for flexibility in development. However, a certain overall corridor density and land use patterns were envisioned for Avon Street Extended, and these goals would be supported by the 1906 zoning map amendment. The Comprehensive Plan calls for “promot[ing] density within the Development Areas to help create new compact urban places...[and to] encourage developers to build at the higher end of the density range, on greenfield sites, provided that development will be in keeping with design recommendations in the Neighborhood Model” (Strategy 5b). Because nearby developments did not fully utilize their development potential, the proposed 11 DUA of 1906 Avon St. would contribute to corridor density that was not fulfilled by nearby developments. Although the proposed density was not expressly imagined within the metes and bounds of this property, this density was imagined and is recommended for this corridor in the Development Areas.

The site design seeks to propose smaller multifamily structures along the Avon Street frontage, with single family attached units along the rear; the development would characteristically fall within Neighborhood Density Residential recommended housing types, while providing for corridor density. Permitting increased density supports compact development within a designated growth area and helps to prolong the existing Development Areas boundary of the County.

The following is an analysis of the project’s consistency with Neighborhood Model Principles:

Pedestrian Orientation:

Pedestrian connections will be provided throughout the site to allow access to each of the units as well as the recreational space within the development. With the 2020 Avon Street Extended corridor study, sidewalks are proposed to be constructed along this side of Avon Street Ext. and a rezoning of the property would ensure pedestrian connections to this active corridor. Sidewalks are proposed along the interior public road and would extend to the Avon Park property line, providing an interparcel sidewalk connection along public roads.

Mixture of Uses:

The proposed rezoning is R-15 Residential, so this principle is not applicable.

Neighborhood Center:

While the development is not within a designated center, a neighborhood center, Mill Creek, is located approximately 1-mile north of the development, or within a 20-minute walking shed. With the proposed transportation improvements along the corridor, Mill Creek will become more easily accessible by all modes of transportation.

Mixture of Housing Types and Affordability:

With 11 DUA proposed on the property, there is a mixture of single family attached and neighborhood-scale multifamily proposed. Affordable housing is proposed as a proffer of the zoning map amendment, for 15% of the total number of units, at 80% AMI.

Interconnected Streets and Transportation Networks:

The primary road of the development is proposed to connect to Hathaway Street, a 54' public right-of-way within Avon Park, the adjacent development. Hathaway Street currently ends at the property boundary and extending this public ROW into the new R-15 development would achieve public road interconnectivity. Hathaway Street ends at the northern portion of the property, allowing for future interconnectivity if the church, tax parcel 09000-00-00-033A0, chooses to redevelop in the future.

Multi-Modal Transportation Networks:

One public road is proposed with this development. This public road will extend Hathaway Street from the adjacent Avon Park property. The public street will feature sidewalk on one side of the street, similar to the existing street section within Avon Park, to facilitate pedestrian connections along this primary roadway. Bicyclists would easily be able to share the road with vehicles, as the volume of vehicular traffic and the design speed are anticipated to be relatively low. Pedestrians and cyclists would be able to access Avon Street Extended, through the public streets within Avon Park. Per the Avon Street Extended Corridor Study (2020), a sidewalk and multiuse path is proposed for each side of the Avon Street Extended street section. Public street connectivity through Avon Park allows for multi-modal interconnectivity for residents, which will be bolstered by the future Avon Street corridor improvements.

Parks, Recreational Amenities, and Open Space:

The proposed concept plan forms the residential units around a central greenspace. This central greenspace is anticipated to feature recreational space, as described in Section 4.16 of the Albemarle County Zoning Ordinance. As a 38-unit development, one tot lot will be provided for young residents to enjoy. Additionally, the property is in close proximity to the future Biscuit Run Park, which is proposed to have its primary entrance on Route 20. As the County seeks to install bike-ped infrastructure along Avon Street Extended, residents would have direct access to a 1,190-acre public park in the future.

Buildings and Spaces of Human Scale:

Per Section 18.8 of the Albemarle County Zoning Ordinance, structures in an R-15 district may be a maximum of 65'. As a single family attached and small multifamily community, buildings are proposed to be a maximum of 40'. Due to the variety of building type and proposed grade of the site, pedestrians using public road "A," Hathaway Street, would feel comfortable within the building enclosures on either side. Additionally, the central greenspace is positioned immediately adjacent to the public street, which allows for relief and landscaping through this central connection.

Relegated Parking:

From public road “A”, Hathaway Street, private road “A” and “B” provide vehicular connection to Block 1 (single family attached). Within Block 1, parking is to be relegated within garages and driveways. Per Sec. 4.12.6 of the Albemarle County Code, single family attached units shall provide for one guest space per four units, if resident parking is provided for within individual lots. Guest parking for Block 1 would be relegated the public street right-of-way as Hathaway Street would be constructed per VDOT specifications that allow for on-street parking on one or both sides.

Within Block 2 (multifamily), parking is relegated within garage spaces within the building, as well as surface parking along the travelway. While Block 2 parking is relegated from Hathaway Street, landscaping will be used screen the parking area from Avon Street Extended.

Redevelopment:

Tax parcel 90-33 and 90-33C each have a single family residential home on the property; tax parcel 90-33B is currently utilized for a small storage shed. Rezoning of these three parcels would allow for medium-density redevelopment that would contribute to Albemarle County housing needs.

Respecting Terrain and Careful Grading and Regrading of Terrain:

Managed slopes are present on the property and any grading in managed slopes will comply with Section 18-30.7.5 of the Albemarle County Code.

PUBLIC NEED OR BENEFIT

According to the County’s housing policy plan, Housing Albemarle (2021), Albemarle County is projected to grow nearly 25% by the year 2040 and an additional 2,719 units are needed to accommodate the projected increase. These new housing units should take shape as a variety of built forms and have convenient access to jobs, services and amenities, and public transportation. 1906 Avon Street Extended provides a prime opportunity for redevelopment that supports the objectives of the County’s housing policy. The proposed zoning map amendment requests a maximum of 38 units to be developed on the property along the Avon Street Extended Corridor. The R-15 development would construct single-family attached and small-scale quadplexes, featuring a range of affordability. The property is located near Southern Albemarle employment centers, such as Mill Creek Industrial Park, Mill Creek Shopping Center, Avon Street Industrial Park, five schools (Mountain View Elementary, Peabody School, Tandem Friends School, Monticello High School, and Piedmont Virginia Community College), and Fifth Street Station. Moreover, the property is just south of the City of Charlottesville, where additional areas of employment are located. With the Avon Street Corridor Study (2020), the County proposes to create a complete sidewalk and multiuse path network on either side of Avon Street and has begun to implement sidewalk improvements along the property’s frontage. Realizing the proposed 1906 Avon Street zoning map amendment would create a development that is compatible with the existing fabric of the corridor and future goals of the County. The location of the property, the proposed multimodal connectivity of Avon Street Extended, and the proposed concept plan of the zoning map amendment presents a key opportunity for a residential development that would enhance the overall character of the mixed-use corridor, as well as contribute to needed housing supply.

**IMPACTS ON PUBLIC FACILITIES
& PUBLIC INFRASTRUCTURE**

Water and sewer:

The property is to be served by public water and sanitary infrastructure. Proposed sanitary is to connect across Avon Street Extended through an existing public sanitary easement within the Spring Hill Village development and the proposed waterline is to connect to existing water infrastructure on Hathaway Street.

Traffic:

The following trip generation has been provided per ITE Trip Generation, 10th Edition.

	ITE Code	Independent Variable	AM			PM			Daily Total
			In	Out	Total	In	Out	Total	
Low-Rise Multifamily	220	22 dwelling units	2	9	11	9	6	15	125
Mid-Rise Multifamily	221	16 dwelling units	1	5	6	4	3	7	85
		38 dwelling units	3	14	17	13	9	22	210

IMPACTS ON SCHOOLS

	Townhome	Apartment
Mountain View Elementary	0.08*	0.05
Walton Middle	0.06*	0.01
Monticello High	0.01	0.03
*Townhome data unavailable for Mountain View ES and Walton MS. To provide comparable data, the average of the available student yields for elementary and middle schools within other districts for a townhome unit type was taken.		

According to the 2021 Albemarle County Public Schools Subdivision Yield Analysis Report, 22 townhome units and 16 multifamily units could add 3 students to Mountain View Elementary, 2 students to Walton Middle, and 1 student to Monticello High. In total, there could be six new students added to the Albemarle County Public Schools district.

IMPACTS ON PUBLIC SAFETY SERVICES

According to the American Community Survey (ACS) 5-year estimates for 2020, there are 42,381 occupied housing units in Albemarle County and according to the 2020 Decennial Census, Albemarle County has a population of 112, 395. By dividing the County population by the number of occupied housing units, it can be derived that there’s 2.65 persons per occupied household in Albemarle County. Using this estimate, there could potentially be 101 residents residing in the proposed 38 units however, it should be noted that this calculation does not account for unit size or type. These residents would rely on emergency services provided by Monticello Rescue Squad, Monticello Fire Station, and Blue Ridge District Sector 5 Beat 3 Police.

IMPACTS ON ENVIRONMENTAL FEATURES

Managed steep slopes are present on the property and any grading activity within areas designated as managed slopes shall comply with Sec. 30.7.5 of the Albemarle County Zoning Ordinance. Stormwater is to be captured on-site and is proposed to discharge into the designated open space adjacent to the property. Design and discharge of stormwater management will comply with the relevant DEQ and VSMP regulations.

PROPOSED PROFFERS TO ADDRESS IMPACTS

The owner has voluntarily agreed to proffer conditions as part of the requested zoning map amendment. Such proffers include general adherence to the proposed concept plan, of the internal street network, residential density, the building height, and the setbacks as shown in the concept plan, as well as an affordable housing commitment. The rear setbacks per Sec. 4.19 for R-15 districts are proposed to be reduced in one portion of the site, where units would back up to a permanent open space parcel of the Mill Creek Planned Unit Development.