

ALBEMARLE COUNTY PLANNING
STAFF REPORT SUMMARY

Project Name: ZMA202300015 1928 Scottsville Road	Staff: Syd Shoaf, Senior Planner
Planning Commission Hearing: June 11, 2024	Board of Supervisors Public Hearing: To be scheduled
Owner: Paul McArtor	Applicant: and Ammy George, Roudabush, Gales & Associates, Inc.
Acreage: 1.32 acres	Rezone from: R-1 Residential to R-10 Residential
TMP: 09000-00-00-02400	By-right use: R-1 Residential. Allows 1 unit/acre.
School Districts: Mountain View Elementary, Walton Middle, and Monticello High School.	Location: 1928 Scottsville Road
Magisterial District: Scottsville	Proffers: Yes
Proposal: Rezone 1.32-acre lot from R-1 Residential to R-10 Residential to allow a maximum of eight residential units.	Requested # of Dwelling Units: 8 maximum
DA (Development Area): Southern and Western Urban Neighborhoods	Comp. Plan Designation: Neighborhood Density Residential – residential (3-6 units/acre); supporting uses such as places of worship, schools, public and institutional uses, and small-scale neighborhood-serving retail and commercial. In Neighborhood 4 of the Southern and Western Urban Neighborhoods Master Plan.
Affordable Housing Provided: None	Affordable Housing AMI (%): N/A
Character of Property: The site includes an existing single-family dwelling unit and a detached garage.	Use of Surrounding Properties: The properties to the north and south are zoned R-1 Residential. The property to the east, across Scottsville Road, is zoned Rural Areas and owned by the Rectors & Visitors of UVA. The property to the west, across Avon Street Extended, is zoned Planned Residential Development and contains the Avon Park II subdivision.
Factors Favorable: 1. The request is consistent with the land use recommendations of the Southern and Western Urban Neighborhoods Master Plan.	Factors Unfavorable: 1. None

2. The request provides transportation improvements consistent with the recommendations of the Southern and Western Urban Neighborhoods Master Plan, including a new shared use path along Avon Street Extended and a pedestrian path along Scottsville Road.	
RECOMMENDATION: For the reasons stated in the staff report, staff recommends approval of ZMA202300015.	

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Syd Shoaf, Senior Planner
June 11, 2024
To be scheduled

PETITION:

PROJECT: ZMA202300015 1928 Scottsville Road

MAGISTERIAL DISTRICT: Scottsville

TAX MAP/PARCEL(S): 09000000002400

LOCATION: 1928 Scottsville Road, Charlottesville, VA 22902

PROPOSAL: Rezone one parcel to allow a maximum of eight residential units.

PETITION: Request to rezone a total of approximately 1.33 acres from the R-1 Residential Zoning District, which allows residential uses at densities up to one unit/acre, to the R-10 Residential Zoning District, which allows residential uses at densities up to ten units/acre. A maximum of eight dwelling units is proposed, at a gross and net density of approximately six dwelling units/acre. The dwelling units are proposed to be single-family attached units.

ZONING: R-1 Residential – 1 unit/acre

OVERLAY DISTRICT(S): EC – Entrance Corridor Overlay District

PROFFERS: Yes

COMPREHENSIVE PLAN: Neighborhood Density Residential – residential (3-6 units/acre); supporting uses such as places of worship, schools, public and institutional uses, and small-scale neighborhood-serving retail and commercial; in Neighborhood 4 in the Southern and Western Urban Neighborhoods Master Plan area.

CHARACTER OF THE AREA

The subject property is located at 1928 Scottsville Road is 1.32 acres with a single-family residence and a detached garage. The property is zoned R-1 Residential and is within the Entrance Corridor and Scenic Byways Overlay Districts (Attachment 1 – Existing Conditions Map).

The property to the north is zoned R-1 Residential and contains a single-family residence. The property to the south is zoned R-1 Residential and contains a single-family residence with several outbuildings. To the east, across Scottsville Road, the property is zoned Rural Areas (RA) and owned by the Rectors & Visitors of UVA. Lastly, to the west, across Avon Street Extended, is the subdivision for Avon Park II. This subdivision is zoned Planned Residential Development (PRD) and contains 28 townhomes and two single-family detached homes (Attachment 2 – Zoning Map).

PLANNING AND ZONING HISTORY

Based on County records the existing home located at 1928 Scottsville Road was built in 1934. The property was created by a subdivision plat recorded in Deed Book 285, page 380 on September 14, 1949.

SPECIFICS OF THE PROPOSAL

The applicant is requesting to rezone the 1.32-acre property from R-1 Residential to R-10 residential to construct a proffered maximum of 8 single-family townhouse units for a density of 6.06 dwelling units per acre. There are no affordable housing units proposed with this rezoning.

The primary access to the development would be from Scottsville Road from Research Way, an internal street. The proposed 8 single-family townhouse units would front on an internal street, Emmabeth Lane, which would also provide inter-parcel connectivity to the adjacent parcels to the north and south. The proposal also includes an emergency access route from Emmabeth Lane to Avon Street Extended.

The proposal also includes open space and other project related amenities. Additionally, the application proposes pedestrian and bicycle related amenities. The first is a 10' Shared Use Path

and roadway improvements along Avon Street Extended. The second is a pedestrian pathway and associated roadway improvements along Scottsville Road as outlined in the Southern and Western Urban Neighborhood Master Plan. Lastly, a primitive trail which would be parallel to the emergency access route to connect the 10' Shared Use Path along Avon Street Extended to Scottsville Road.

A detailed project narrative (Attachment 3 – Applicant Narrative) and conceptual plan (Attachment 4 – Applicant Conceptual Plan) are attached.

Proffers

The applicant has provided a proffer statement that includes one proffer (below) to develop the property in general accord with the concept plan. (Attachment 5 – Proffers)

The property shall be developed in general accord with the Zoning Map Amendment prepared by Roudabush, Gale & Associates, dated November 2, 2023, revised March 12, 2024 and shall reflect the following major elements as shown and noted on the plans:

1. The internal street network grid and inter-parcel connections between the subject parcel and TMPs 09000-00-00-02500 and 09000-00-00-02300;
2. Pedestrian pathway and associated roadway improvements along Scottsville Road as outlined in the section titled “Plan for Future Transportation Network” in the Southern and Western Urban Neighborhood Master Plan;
3. 10' shared use path and associated roadway improvements along Avon Street Extended as it shown in the Avon Street Extended (RE)Vision Corridor Plan dated March, 2020;
4. Emergency access route from internal street network to Avon Street Extended;
5. A maximum of eight (8) total dwelling units shall be developed on the property.

COMMUNITY MEETING

The required community meeting for this proposal was held at the 5th and Avon Community Advisory Committee (CAC) meeting at the Firth Street County Office Building on Thursday, January 18th, 2024, at 7 pm. The applicant shared details and answered questions regarding the proposal to members of the CAC and members of the public who were present.

COMPREHENSIVE PLAN

The property is located within the [Southern and Western Urban Neighborhoods Master Plan](#) as identified in the County's [Comprehensive Plan](#). The Southern and Western Urban Neighborhoods Master Plan provides the future land use classification for the property and surrounding area (see Figure 1: Southern and Western Urban Neighborhoods Master Plan Map below). For this property, Neighborhood Density Residential is recommended.

The Neighborhood Density Residential designation recommends residential areas with a desired density of 3-6 residential units per acre. Primary uses include residential uses, such as single-family detached, single-family attached, and townhouse units. Secondary uses include places of worship, public and private schools, early childhood education centers, public uses, and public institutional uses. This also includes neighborhood serving retail and commercial areas up to 3,000 square feet and office uses up to 5,000 square feet.

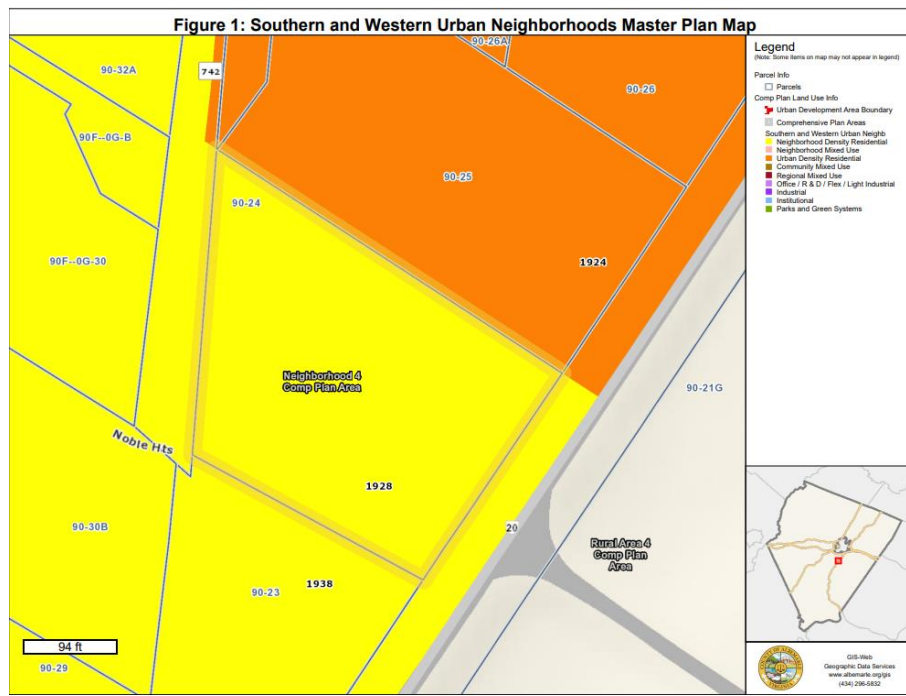


Figure 1: Southern and Western Urban Neighborhoods Master Plan Map

Additionally, the Southern and Western Urban Neighborhoods Master Plan includes maps illustrating greenway and trail locations (Figure 6 on page 23 shown below), Bicycle and Pedestrian Facility recommendations on page 63, and Implementation Projects starting on page 67. These recommendations include bicycle and pedestrian facilities along Avon Street Extended and Scottsville Road (Route 20).

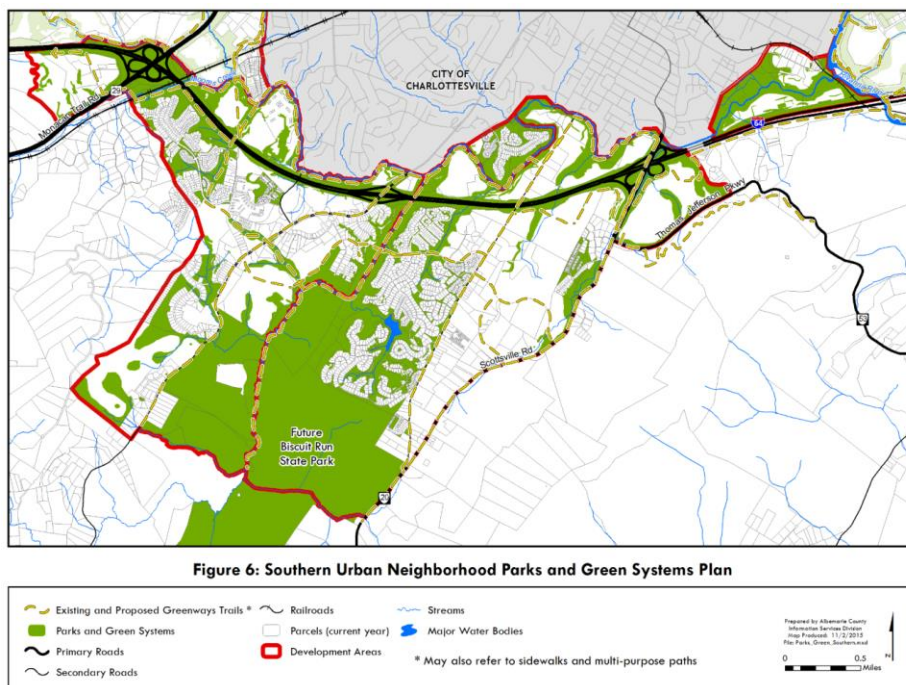


Figure 6: Southern Urban Neighborhood Parks and Green Systems Plan

The application is consistent with the Comprehensive Plan's recommendations for the property. The application proposes 8 single-family attached townhouse units a density of 6.06 units per acre. This is

consistent with the Neighborhood Density Residential designation of 3-6 dwelling units per acre and the applicant has offered to proffer a maximum of 8 dwelling units. Additionally, the applicant has proposed pedestrian and bicycle facilities along its frontage on both Avon Street Extended and Scottsville Road which is consistent with the Parks and Green Systems Plan and the recommendations in the Southern and Western Urban Master Plan. The County's House Policy does not expect developments of 10 or fewer units to address affordable housing.

Neighborhood Model

The Neighborhood Model was adopted by Albemarle County in 2001 as a component of the Comprehensive plan to guide proposed development projects within the Development Areas of the county. The model consists of twelve recommended characteristics and comments are provided below on the relevant aspects. Staff has reviewed the proposal against the Neighborhood Model Principles and found that it is generally consistent with the principles.

Pedestrian Orientation	The application narrative and conceptual plan illustrate a pedestrian pathway along Scottsville Road and a 10' Shared Use Path along Avon Street Extended. Additionally, within the site, there are sidewalks illustrated along the internal streets, as well as a Class A Primitive Path along the emergency access way. The proposed pedestrian and bicycle improvements will connect to future improvements along both Scottsville Road and Avon Street Extended. <u>This principle is met.</u>
Mixture of Uses	This principle is not applicable. The application proposes 8 single-family attached townhouses.
Neighborhood Centers	This applicable is not applicable. The subject property is not within an identified center, however, it is near the Biscuit State Run Park center. The added residential units to this site would support this center and provide residents with future amenities nearby.
Mixture of Housing Types and Affordability	There are no affordable housing units proposed with this application, as developments of 10 or fewer units are not expected to provide affordable housing. However, the proposed townhouses provide a mixture of housing types for the area. There are townhouses to the west in Avon Park II subdivision, but the other surrounding properties include one single-family residence on each property. <u>This principle is met.</u>
Relegated Parking	The property is located between two Entrance Corridor roads: Scottsville Road and Avon Street Extended. Parking and driveways will be provided internal to the site, and not facing either Entrance Corridor. <u>This principle is met.</u>
Interconnected Streets and Transportation Networks	The application provides pedestrian and bicycle facilities along Scottsville Road, Avon Street Extended, and internally on proposed streets and along the emergency access way. These pedestrian and bicycle facilities would contribute to a walkable development with interconnected streets and transportation networks. <u>This principle is met.</u>

Multimodal Transportation Opportunities	The Master Plan recommends bicycle and pedestrian facilities along Scottsville Road and Avon Street Extended. This application has proposed to provide these facilities on both roads as well as provide pedestrian facilities within the site along the proposed internal roads and a pathway along the emergency access way. Currently, there is not a bus line that serves this area. However, the added pedestrian and bicycle facilities provide multimodal transportation options and further towards a complete street. <u>This principle is met.</u>
Parks, Recreational Amenities, and Open Space	This principle is not applicable. There is not any public park land identified in the Master Plan on this property. However, the applicant has proposed a 1,600 square foot passive recreation area on the site which provide an amenity for local residents.
Buildings and Spaces of Human Scale	The proposed unit type, height, and limit to three stories is consistent with the land use recommendations in the Southern and Western Urban Neighborhoods Master Plan. If this application were to be approved, it would be subject to the Architectural Review Board (ARB) to ensure compliance with the Entrance Corridor. <u>This principle is met.</u>
Redevelopment	Currently, this site is zoned as R-1 Residential with a single-family residence. The proposed rezoning to R-10 residential would be consistent with the comprehensive plan, within the development area and within the Albemarle County Service Authority (ACSA) jurisdictional area for sewer and water. This is an appropriate redevelopment of the site. <u>This principle is met.</u>
Respecting Terrain and Careful Grading and Re-grading of Terrain	The site contains hills, however, the design of the buildings and roads respect the natural terrain of the site and is not within the Steep Slopes Overlay District. According to the applicant's narrative, the townhouses will be integrated into the existing slopes and grading will only occur where necessary. <u>This principle is met.</u>
Clear Boundaries Between the Development Areas and the Rural Area	The subject property is located within the development area and to the east of the property, across Scottsville Road, the properties are designated as Rural Areas. This proposal would continue to use land up to the boundary with the Rural Area and not provide a transitional area in between. <u>This principle is met.</u>

ZONING ORDINANCE REQUIREMENTS

Anticipated impact on public facilities and services:

Transportation:

The application proposes one entrance to the development onto Scottsville Road. The additional road is internal and extends to the property line for future inter-parcel connections. The application also proposes a pedestrian pathway along Scottsville Road and a 10' Shared Use Path along Avon Street Extended. Additionally, within the development, Research Way would have a sidewalk along its northern side while Emmabeth Lane would have sidewalks on both sides of the street. Additionally, a Class A Primitive Path is proposed along the emergency access way. In sum, these pedestrian and bicycle facilities would provide network to future connections to the City of Charlottesville, local schools and other amenities in the area for both residents and visitors to the nearby area.

Transportation impacts of this development have been evaluated by Albemarle County Transportation Staff and the Virginia Department of Transportation (VDOT). The application included a turn lane warrant analysis provided to VDOT. At this time, there are no concerns from Albemarle County Transportation staff, while VDOT comments would be addressed at the site development plan review if this application were to be approved.

Schools:

Students living in the development are designated for Mountain View Elementary, Walton Middle School, and Monticello High School. Based on the 2023 Albemarle County Schools Long Range Planning Advisory Committee Recommendations (LRPAC), Mountain View Elementary School and Monticello High School are over capacity, while Walton Middle School is under capacity. Mountain View Elementary School is well over capacity and will be 200 students or more over capacity in the projected future years.

Based on the proposed 8 single-family townhouse units there would be a very minimal impact to schools, generating 0.48 elementary, 0.48 middle, and 0.08 high school students.

Parks:

The application proposes a Class A Primitive Trail on the subject property, a 1,600 square foot passive recreation area, and an open space area. None of the proposed amenities are public and therefore were not reviewed by Albemarle County Parks and Recreation staff. However, the proposed Class A Primitive Trail would connect the proposed 10' Shared Use Path and proposed pedestrian pathway together which would provide connections to additional amenities in the area and support adopted County plans.

Fire Rescue:

Fire Rescue has reviewed this rezoning application and has no objections to the proposal. Emergency access is provided into the site through the main development and through the emergency access way from Avon Street Extended, which will be reserved for emergency vehicles. All other requirements of the Fire Code would be met at the site development plan review.

Utilities:

The entire property is within the Albemarle County Service Authority (ACSA) water and service jurisdictional area. The applicant's narrative indicates that the development will be connected to public water and sewer services. This is consistent with the Comprehensive Plan recommendation that water and sewer utilities must be provided to all parcels within the designated development areas. Both ACSA and Rivanna Water and Sewer Authority (RWSA) have reviewed this proposal and have provided there are no known service conflict issues and no objection to the development. Any further utility requirements will be met at the site development plan review.

Anticipated impact on environmental, cultural and historic resources:

There are no known cultural and historic resources that affect this property.

Regarding environmental resources, there are no water features or stream buffers located on the property. Stormwater management will be controlled by Best Management Practices (BMP) that meet that Virginia Storm Water Management Program (VSMP) requirements. These requirements will be addressed during the site development plan process.

Anticipated impact on nearby and surrounding properties:

Staff does not believe that 8 residential units, as proposed on the concept plan, would impact adjacent properties. The proposed development is consistent with other redevelopment across Avon Street such as Avon Park and Avon Park II.

Public need and justification for the change:

The County's growth management policy states that new residential development should occur in the designated Development Areas where infrastructure and services are provided, rather than in the Rural Area. This proposal will provide additional dwelling units and density that is consistent with the recommendations in the master plan.

SUMMARY

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

1. The request is consistent with the land use recommendations of the Southern and Western Urban Neighborhoods Master Plan.
2. The request provides transportation improvements consistent with the recommendations of the Southern and Western Urban Neighborhoods Master Plan, including a new shared use path along Avon Street Extended and a pedestrian path along Scottsville Road.

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

1. None

RECOMMENDATION:

For the reasons outlined in the staff report, staff recommends approval of ZMA202300015 1928 Scottsville Road.

PLANNING COMMISSION POTENTIAL MOTIONS

- A. Should the Planning Commission **choose to recommend approval** of this zoning map amendment:

I move to recommend approval of ZMA202300015 1928 Scottsville Road for the reasons stated in the staff report.

- B. Should the Planning Commission **choose to recommend denial** of this zoning map amendment:

I move to recommend denial of ZMA202300015 1928 Scottsville Road. *State the reasons for denial.*

ATTACHMENTS:

Attachment 1 – Existing Conditions Map
Attachment 2 – Zoning Map
Attachment 3 – Applicant Narrative
Attachment 4 – Applicant Conceptual Plan
Attachment 5 – Proffers