

ALBEMARLE COUNTY
STAFF REPORT

Project Name: CCP202100001 ACSA Avon Street Facility	Staff: Tori Kanellopoulos, Senior Planner
Planning Commission Work Session: June 15, 2021	Board of Supervisors Public Hearing: n/a – PC finding forwarded for information only
Owner: Albemarle County Service Authority	Applicant: Albemarle County Service Authority (ASCA), represented by Alexander Morrison
Acreage: 9.54 acres (TMP 91-1)	Comprehensive Plan Consistency for: Proposal by ASCA to establish a training and maintenance facility at the Avon Street Extended site.
Tax Map Parcel 09100-00-00-00100	Location: 1737 Avon Street Extended, Charlottesville VA 22902. TMP 91-1 fronts on Avon Street Extended (SR 742) and Founders Place.
School Districts: Mountain View E.S., Walton M.S., Monticello H.S.	By-right use: Property is zoned R-1 Residential. Use is considered a ‘public use and building’ per section 18-13.2.1(9) of the Zoning Ordinance.
Magisterial District: Scottsville	Proffers: None
Proposal: Proposal by ASCA to establish a training and maintenance facility at the Avon Street Extended site, including an approx. 15,600 sq. ft. maintenance building, 7,500 sq. ft. training area, associated parking, a fuel station, and a vehicle rinse area.	Requested # of Dwelling Units: None
DA (Development Area): Southern and Western Master Plan; Neighborhood 4	Comp. Plan Designation: Institutional – schools, libraries, utilities, hospitals, universities, colleges, and other developed and undeveloped publicly owned property.
Character of Property: This parcel has an existing water tank and cell tower. It is mostly wooded and undeveloped. There is a gravel access road from Avon Street Extended to the water tank and cell tower.	Use of Surrounding Properties: Mountain View Elementary School is located approx. 350 feet to the south. Monticello Fire Rescue Station is located to the east across Founders Place. The Mill Creek shopping center is located to the north. Directly across Avon Street Extended are the Mill Creek neighborhoods.

Factors Favorable:

1. The proposed public facility is consistent with the applicable Neighborhood Model principles for public facilities, as described in the Comprehensive Plan.
2. The proposed use is consistent with the Growth Management policy in the Comprehensive Plan.
3. The proposed use is consistent with the future land use designation of Institutional as described in the Southern and Western Neighborhoods Master Plan.

Factors Unfavorable:

1. None identified.

RECOMMENDATION:

Consistency with the Comprehensive Plan: Staff recommends that the Commission find the location, character, and extent of the “ACSA Avon Street Facility” public facility and public use thereof, as proposed, to be in substantial accord with the Comprehensive Plan, for the reasons identified as favorable factors in this staff report.

STAFF PERSON:
PLANNING COMMISSION:
BOARD OF SUPERVISORS:

Tori Kanellopoulos
June 15, 2021
N/A

BACKGROUND

The Albemarle County Service Authority (ACSA) is proposing to construct a maintenance and training facility at 1737 Avon Street Extended (the ‘Avon Street site’). The purpose of the facility is to “*provide a training area and a minor repair facility for ACSA vehicles, as well as redundancy for critical infrastructure that is currently housed at the Spotnap Road headquarters*”. The applicant notes that the Avon Street site location is centralized within ACSA’s jurisdictional area and provides quick access to major routes. The site layout and location would also provide an opportunity for joint training with Albemarle County Fire/Rescue.

Additional information can be found in the applicant’s narrative and concept plan (Attachment 2).

PURPOSE OF THE REVIEW

A Compliance with the Comprehensive Plan Review (“CCP Review” or “2232 Review”, in reference to the Code of Virginia statute which necessitates this type of local review process), considers whether the general location, character, and extent of a proposed public facility are in substantial accord with the adopted Comprehensive Plan. It is reviewed by the Planning Commission, and the Commission’s findings are forwarded to the Board of Supervisors for their information; no additional action is required of the Board. The Commission’s action is only related to the appropriateness of the site for the proposed public use and is not an action or recommendation on whether the facility should be constructed.

CHARACTER OF THE AREA

The 9.54 acre property (TMP 91-1) fronts on Avon Street Extended and Founders Place. The existing gravel access road into the property on the Avon Street side is approximately 900 feet to the south of the intersection of Mill Creek Drive and Avon Street Extended. There are an existing water tank and cell tower on the site. The property is mostly wooded. There are no FEMA 100-year floodplain, WPO stream buffers, or designated preserved steep slopes on the property. (Attachment 1 – Vicinity Maps)

There are five parcels adjacent to the property that also front on Avon Street Extended. Four out of five of these properties are also owned by ACSA and are undeveloped. The fifth property has a single-family dwelling unit (TMP 91-1F). No development is proposed on these properties. A future water tank is proposed behind these properties to the east. Directly across Avon Street Extended to the west are the Mill Creek residential neighborhoods, and directly east, across Founders Place, is the Monticello Fire Rescue Station.

The Mill Creek Shopping Center is to the north of the site, including an undeveloped property (TMP 91-2D3) which is adjacent. TMP 91-2E is owned by the County and is also adjacent to the north and undeveloped. An equipment and tools rental business is located adjacent to the south (TMP 91-1D) as is a healthcare facility (TMP 91-12).

There are several existing and proposed schools in this area. Mountain View Elementary School is located 350 feet to the south of the site. Nearby and along Mill Creek are Monticello High School and the Tandem School. The future High School Center II is proposed for TMP 91-11 (see Attachment 6 for conceptual maps and images of nearby future development).

SPECIFICS OF THE PROPOSAL

The proposed ACSA facility consists of the following:

- A two-story approx. 15,600 square foot maintenance building, which includes:
 - Maintenance workshops
 - Garage bays
 - Offices
 - Conference room
 - Break room/restrooms.
- An approx. 7,500 square foot training area.
- Parking area, approx. 70 spaces, also to be used for storage of equipment and materials.
- Fuel station.
- Vehicle rinse station.
- Stormwater management facilities and retaining walls.
- Additional security fencing around the site.
- A site access road connecting to both Avon Street Extended and Founders Place. The existing access road only connects from Avon Street Extended to the existing water tank and cell tower.
- See sheets 5-9 of Attachment 2 for additional details.

The site is served by public water and sewer and will extend existing connections to the new maintenance building. Fire rescue service is located immediately adjacent to the site. There are no critical resources identified for protection on the site – no FEMA 100-year floodplain, WPO stream buffers, preserved slopes, cultural/historic resources, or any other resources or features identified for protection in the Master Plan. The property was previously within the Entrance Corridor Overlay District. However, Avon Street Extended is not designated as an arterial street; therefore, the Entrance Corridor Overlay is no longer applied.

Most of the parcel is located in the Monticello Viewshed. The Thomas Jefferson Foundation has reviewed this application and provided the following: *I have no concerns or comments for this project. The visibility of this site from the historic Mountaintop is very limited due to its siting and screening offered by Carter's Mountain.*

VDOT and Transportation Planning staff have reviewed this proposal and do not have any significant transportation-related concerns. VDOT does not anticipate traffic conflicts with the adjacent school site, due to the low number of trips associated with ACSA's proposed use. ACSA estimates approximately 10 – 15 employees onsite per day, with potentially up to 30 people onsite on days when trainings occur. The primary access for the site will be Founders Place. Avon Street Extended is intended to be used as an exit for large trucks to facilitate their movement out of the site. VDOT and Transportation Planning staff find the use of Founders Place as the primary ingress/egress to be preferable, with a low volume and limited access at Avon Street Extended.

The Avon Corridor Study (also known as 'Avon Street Extended REVision') was endorsed by the Board of Supervisors on January 15, 2020. The Corridor Study recommends a variety of improvements for pedestrians, cyclists, and motorists, including sidewalks, paths, crosswalks, and intersection improvements. Some of these projects are underway, while others will be longer-term. The Corridor Study shows a sidewalk along the frontage of this property. This sidewalk identified for this site is part of a larger sidewalks capital project that the County is pursuing using VDOT Revenue Sharing funds. The sidewalk construction is currently out for bid.

If the CCP is found to be consistent with the Comprehensive Plan, the next step for this project is submittal of a site plan. All relevant Zoning Ordinance requirements will need to be met during site planning.

COMMUNITY MEETING

The required community was held virtually on April 15, 2021 at 7:00 PM during the 5th and Avon CAC meeting. A recording of the meeting is available at the following link: <https://www.youtube.com/watch?v=zvL7EJupwBA>.

Community members asked if there were potential traffic impacts anticipated with this proposal, especially if any vehicles would be turning left from Avon Street Extended into the site. The applicant responded that the overall traffic volume generated by this proposal would be very low. The applicant explained that Founders Place would be the primary ingress/egress, and that Avon Street Extended would mainly be used for larger vehicles to exit the site. The applicant did not expect many vehicles to be turning left off of Avon Street Extended, as any vehicles using Avon would mainly be exiting from the site. The applicant said that they would be working with Albemarle County Schools as site planning moves forward to coordinate with the planned High School Center II site.

Community members also asked about potential noise and visual impacts (including existing trees), especially to adjacent and nearby properties. The applicant responded that they would be retaining as many trees on the site as possible. The applicant explained that they will provide buffering with landscaping and that some of the existing topography on the site provides natural buffering. The applicant stated that there will be security fencing around the site, and the entrances will be gated. The applicant added that most of the fencing would not be visible from Avon Street Extended, and that a more decorative fence style would be used where the fence would be visible. The applicant explained that this use would be like a typical office building and would not have constant power generation or after-hours use

(except to address an emergency); therefore no humming or other industrial noises are expected.

A more detailed summary of the community meeting is included as Attachment 5.

CONSISTENCY WITH THE COMPREHENSIVE PLAN

Staff provides the following information for the Planning Commission to consider, regarding the compliance of this proposal relative to the County's Comprehensive Plan (which includes the Southern and Western Neighborhoods Master Plan):

Comprehensive Plan:

Albemarle County Growth Management Policy: Promote the efficient use of County resources through a combination of:

- A. Protecting the elements that define the Rural Area:...and
- B. Promoting the Development Areas as the place where a variety of land uses, facilities, and services exist and are planned to support the County's future growth, with emphasis placed on density and high quality design in new and infill development.

Staff comment: This proposal is consistent with the County's Growth Management Policy by establishing an ACSA facility in the Development Area.

Growth Management Goal: "Albemarle County's Development Areas will be attractive, vibrant areas for residents and businesses, supported by services, facilities, and infrastructure. Growth will be directed to the Development Areas..."

Staff comment: This proposal would advance the County's Growth Management goals by establishing a new ACSA maintenance and training facility within the Development Area in a centralized location that allows ACSA to fulfill its public utility service needs.

Development Areas Objective 8: "Preserve natural systems which are shown for preservation on Master Plan Land Use Plans."

Staff comment: This proposal is consistent with the above Objective. There are no natural systems on this site that have been designated for preservation in the Master Plan.

Transportation Objective 4: "Strengthen efforts to complete a local transportation system that includes access to pedestrian and bicycle facilities."

Staff comment: This proposal is consistent with the above Objective. The proposed use is not in conflict with the ongoing Avon Corridor projects. There are existing sidewalks along Founders Place.

Community Facilities Goal: "Albemarle County's facilities and services will be of high-quality and delivered in an environmentally responsible and cost-effective manner."

Community Facilities Objective 1: "Continue to provide public facilities and services in a fiscally responsible and equitable manner."

Staff comment: This Community Facilities Objective and its supporting Strategies are intended to apply to all types of Community Facilities, including public utility facilities. Staff has reviewed this this Objective and its relevant Strategies and finds that this proposal is consistent with these Strategies. Staff's more complete assessment of this section can be found as Attachment 4.

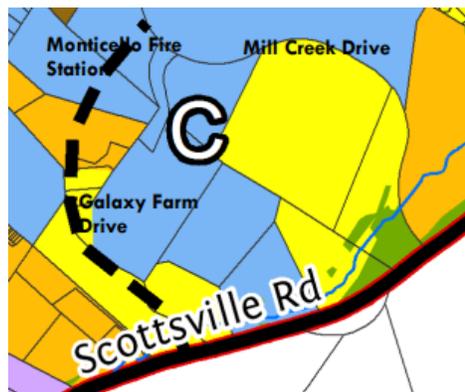
Community Facilities Strategy 1k: “Ensure that public buildings and spaces provided in the Development Areas conform to the principles of the Neighborhood Model.”

Staff comment: The proposal adequately addresses the relevant Neighborhood Model Principles. See Attachment 3 for staff's assessment of the project's consistency with the Neighborhood Model Principles. Additional discussion of the Neighborhood Model Principles is also found in Attachment 4.

Southern and Western Neighborhoods Master Plan

The property has a future land use designation of ‘Institutional’ per the Southern and Western Neighborhoods Master Plan. Institutional uses include the following: schools, libraries, major utilities, hospitals, universities, colleges, and ancillary facilities. The recommended height and acreage vary depending on the needs of the use. The proposed ACSA training and maintenance facility are consistent with the Institutional designation.

The property is located adjacent to the designated Mill Creek Drive Center. This Center includes the Monticello Fire Rescue Station, Monticello High School, and several large undeveloped parcels owned by Albemarle County. Civic uses are expected on County-owned properties in the future. The Master Plan recommends a Small Area Plan for this Center to provide more specific land use recommendations for County-owned properties. There was community engagement for the High School Center II project, which is proposed on TMP 91-11, directly across Founders Place. Additional engagement and feedback on recommended uses for this Center may be completed with a Small Area Plan or during a County Comprehensive Plan update.



The Master Plan calls for a road connection from Route 20 to Mill Creek Drive. While the road connection in the Master Plan is shown through the ACSA property, this location was meant to be approximate and conceptual. The actual alignment of this road will be east of

the ACSA property, through the Galaxie Farm property. This road connection is in progress and will be completed when the Galaxie Farm development connects to Founders Place. Additionally, conceptual 'greenways' are shown in the Master Plan that follow the road connection and the existing Mill Creek Drive. Trails through the ACSA property would also not be feasible due to security needs and are also expected to be provided through adjacent properties to the east and north.

SUMMARY

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

1. The proposed public facility is consistent with the applicable Neighborhood Model principles for public facilities, as described in the Comprehensive Plan.
2. The proposed use is consistent with the Growth Management policy in the Comprehensive Plan.
3. The proposed use is consistent with the future land use designation of Institutional as described in the Southern and Western Neighborhoods Master Plan.

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

1. None identified.

RECOMMENDATION

Staff recommends that the Commission find the location, character, and extent of the "ACSA Avon Street Facility" public facility and public use thereof, as proposed, to be in substantial accord with the Comprehensive Plan, for the reasons identified as favorable factors in this staff report.

PLANNING COMMISSION POSSIBLE MOTIONS for CCP202100001:

- A. I move to find the location, character, and extent of the "ACSA Avon Street Facility" public facility and public use thereof, as proposed, to be in substantial accord with the Comprehensive Plan.
- B. I move to find the location, character, and extent of the "ACSA Avon Street Facility" public facility and public use therefore, as proposed, to not be in substantial accord with the Comprehensive Plan [*state reasons for non-compliance with the Comprehensive Plan*].

ATTACHMENTS:

[Attachment 1: CCP202100001: ACSA Avon Street Facility Vicinity Maps](#)

[Attachment 2: CCP202100001: ACSA Avon Street Facility Application: Project Narrative and Concept Plan](#)

[Attachment 3: CCP202100001: ACSA Avon Street Facility Neighborhood Model Principles Analysis](#)

[Attachment 4: CCP202100001: ACSA Avon Street Facility Comprehensive Plan Community Facilities Analysis](#)

[Attachment 5: CCP202100001: ACSA Avon Street Facility Notes from Community Meeting](#)

[Attachment 6: CCP202100001: ACSA Avon Street Facility Conceptual Maps and Images of Future Development \(High School Center II and Galaxie Farm\)](#)