

**COUNTY OF ALBEMARLE
PLANNING STAFF REPORT SUMMARY**

Project Name: CPA201500001 – Boundary Adjustment for the Southern Urban Neighborhood	Staff: Elaine K. Echols, FAICP, Principal Planner
Planning Commission Public Hearing: August 18, 2015	Board of Supervisors Worksession: September 2, 2015, Public Hearing: September 9, 2015
Location: On Route 29 South (Monocan Trail) approximately 1/3 mile south of the interchange with Interstate 64 to the third crossover on Route 29 South.	Proposal: Add parcels to the Development Areas for Industrial Designation for new employment uses
Acreage: 223 acres	Magisterial District: Samuel Miller
Legal Description: Adjustment of the Development Areas' and Rural Area's boundaries by adding to the Development Areas and removing from the Rural Area those lands located near the Interstate 64/Route 29 South interchange, approximately 223 acres in area, composed of Tax Map and Parcel Numbers 07500-00-00-03300, 07500-00-00-03400, 07500-00-00-03800, 07500-00-00-04500, 07500-00-00-045A0, 07500-00-00-045B0, 07500-00-00-045C0, and portions of 07500-00-00-04800 and 07500-00-00-05300 (the remainders of such parcels are currently within the Development Areas) (collectively, the "lands") and designating those lands as Industrial (approximately 85 acres) and Parks and Green Systems (approximately 138 acres). The portions of Tax Map and Parcel Numbers 07500-00-00-04800 and 07500-00-00-05300 currently in the Development Areas are designated Regional Mixed Use and that designation will not be changed by this amendment.	Use of Surrounding Properties: The area to the east on Route 29 is undeveloped except for a beverage distribution center and 2 houses. The future Hedgerow County Park is located to the west of the properties near I-64. A church with cemetery and scattered residences are on the west side of Route 29 South. Across Route 29 South and the railroad tracks are a church, a country store, a few houses, and the Sherwood Farms subdivision. Character of Property: Most of the properties are forested and parts are very steep as part of the Ragged Mountain ridge system. There are a few houses on the properties under consideration for the change in land use designation.
By-right use: TMP 07500-00-00-04800 is zoned R1 Residential with density of 1 unit/acre. The other parcels are zoned RA for Rural Area uses. Up to 52 houses might be possible on the R1 zoned land. The number of development rights on the RA land is not known at present.	Comp. Plan Designation: RA – Rural Area
Factors Favorable: 1. The properties would add inventory to the County's land designated for industrial/employment uses to help provide more job opportunities for Albemarle County residents. This land could be used by target industries which need to locate near an interstate interchange with close proximity to downtown Charlottesville and/or the University of Virginia but are not adaptable to a mixed-use environment. 2. Vacant land at other I-64 interchanges in the Development Area is currently not available for targeted industrial/employment uses because it is either owned by public entities or slated for non-industrial development by the owners. 3. The site is well suited for addressing the needs of targeted industries. It has reasonable access to water and sewer service, is served by a primary road (Route 29 South), and is approximately 1/3 mile from the I-64 interchange.	Factors Unfavorable: 1. Addition of some or all of the subject area to the Development Area creates the potential for rezoning and development on a large forested parcel. Removal of forest cover on up to 85 acres will likely affect habitats and fragment an existing wildlife corridor. However, the property could be clear cut as a Rural Area property and affect habitat on all 223 acres. Preservation of 138 acres adjacent to Hedgerow Park could help buffer the impacts to habitat. 2. The interchange of Route 29 and I-64 has been identified as needing major improvements and additional traffic, particularly increased truck traffic, will further the need for improvements. This is the top priority in the regional Long Range Transportation Plan and improvements can be expected in the future. While the timing for making those improvements is currently unknown, Virginia's prioritizations of those

4. Of the properties under consideration, approximately 85 acres are located outside of critical slopes and other natural resources. With road access, they could provide building sites for new or expanding business and industry in Albemarle County. 5. If the full 223 acres are added to the Development Areas, preservation of the most important environmental areas would be expected in any rezoning. The 138 acres adjacent to the Hedgerow Park could complement the park through resource protection measures, potentially as an addition to the park or under a conservation easement. 6. Designating the property for employment uses could accelerate funding for improvements to the interchange area, as Virginia's prioritization of road project includes this factor.	road improvements includes consideration of how the project supports industry in Virginia. 3. A comprehensive inventory and analysis of all industrial/employment land has not yet been completed, although the County is aware that much of the land is currently in small parcels and not at an urban interchange. As a result, the extent to which land within the current Development Area boundaries can accommodate planned business development activities and assist target industries is not known. 4. There is no plan of development at this time, so it is difficult to assess how the properties would be developed and the particular impacts, especially because the property could host a variety of different users in the County's targeted industry sectors. However, all of these items typically would be reviewed at the rezoning stage. 5. If the County decides to initiate a rezoning on the property rather than wait for a developer to propose a plan of development and provide proffers, it will likely need to create a new zoning district first to ensure that development takes place in accordance with expectations in the Comprehensive Plan presumably with a focus on targeted industries.
Recommendation: Staff believes that the properties under consideration for the boundary adjustment can provide additional area for those target industries needing immediate access to I-64, Route 29, and/or the University of Virginia. The actual amendment, as provided in Attachment B by map and text, identifies expectations for future development that can be carried over into rezoning of the property. As a result, staff recommends approval of the Comprehensive Plan Amendment to help further the economic development activities of the County.	

PETITION

PROJECT: CPA201500001 Boundary Adjustment for the Southern Urban Neighborhood

MAGISTERIAL DISTRICT: Samuel Miller

TAX PARCELS: 07500-00-00-03300, 07500-00-00-03400, 07500-00-00-03800, 07500-00-00-04500, 07500-00-00-045A0, 07500-00-00-045B0, 07500-00-00-045C0, and portions of 07500-00-00-04800 and 07500-00-00-05300 (the remainders of such parcels are currently within the Development Areas).

PROPOSAL: Adjust the Development Areas' and Rural Area's boundaries by adding to the Development Areas and removing from the Rural Area those lands located near the Interstate 64/Route 29 South interchange, approximately 223 acres in area.

EXISTING COMPREHENSIVE PLAN LAND USE/DENSITY: Rural Area- preserve and protect agricultural, forestal, open space, and natural, historic and scenic resources/ density (0.5 unit/acre in development lots).

PROPOSED COMPREHENSIVE PLAN LAND USE/DENSITY: Approximately 85 acres to be designated Industrial (Manufacturing, processing, fabrication, assembly, storage, distribution and commercial and office activities related to the industrial use; research and development; wholesale, auto commercial, and institutional are secondary uses; no residential use) and approximately 138 acres as Parks and Green Systems (parks, play areas, greenways, trails, outdoor sitting areas, natural areas and preserved environmental features; no residential use). The portions of Tax Map and Parcel Numbers 07500-00-00-04800 and 07500-00-00-05300 currently in the Development Areas are designated Regional Mixed Use and that designation will not be changed by this amendment.

EXISTING ZONING: Rural Area (.05 units/acre)

ENTRANCE CORRIDOR: Yes

LOCATION: The properties are located on the west side of Route 29 South (Monacan Trail Road), adjacent to the Development Area boundary, approximately 1/3 mile from the I-64 Interchange. The properties abuts the new Hedgerow Park, which is adjacent to the Ragged Mountain Natural Area south of I-64. (See Attachment A.)

BACKGROUND

At their July 21, 2015, members of the Planning Commission discussed the Comprehensive Plan Amendment initiated by the Board of Supervisors to consider bringing 223 acres into the Development Area to support industrial uses at the interstate interchange of I-64 and Route 29 South. A link to that staff report may be found here:

http://www.albemarle.org/upload/images/forms_center/departments/community_development/forms/P_C_Reports/2015/July_21_Staff_Report_CPA2015-01.pdf.

The Commission discussed the proposal, asked that the following items be included in the proposed amendment, and set a public hearing date for August 18, 2015

- Designate buildable areas,
- Emphasize protection of habitat in Hedgerow (Heyward) Park,
- Encourage creativity in site design to reduce grading,
- Identify the 5 types of operations (research and development with associated light assembly; specialty food production and distribution; adult beverage production and distribution; other small distribution facilities ancillary to a production operation; and business and financial processing operations), that are part of the County's industry targets,

- Emphasize the importance of creating an interconnected and positive relationship to the Mixed Use Center,
- Protect nearby properties from any noise and odors,
- Set an expectation for a wooded buffer frontage and boundary condition,
- Emphasize the need for interchange improvements to keep from making the situation worse; find alternatives for truck traffic,
- Provide pedestrian and bicycle connections to the Mixed Use Center, and
- Note the need for concurrency of infrastructure improvements.

The Commission also requested that staff provide links to background information on economic development and industrial properties that the Commission reviewed as part of its work on the Comprehensive Plan. A list of those meetings by date and topic and links to the staff reports are below:

February 8, 2011: Joint Worksession with the Board of Supervisors on **Industrial Recommendations and the Interstate Interchange Policy**

http://www.albemarle.org/upload/images/Forms_Center/Departments/Board_of_Supervisors/Forms/Agenda/2012Files/0208/4.0c_EconomicVitalityPlanAttachC.pdf

March 20, 2011: **Industrial Land Inventory, Rural Interchanges, and Locations for Industrial uses and Target Industries**

http://www.albemarle.org/upload/images/forms_center/departments/community_development/forms/PC_Reports/CPA-13-1_Comp_Plan_Review_March_20_Worksession.pdf

August 7, 2012: Follow-up on **Target Industries, Land Designations, and the Shadwell Interchange**

http://www.albemarle.org/upload/images/forms_center/departments/community_development/forms/PC_Reports/CPA-13-1_Attachment_C_Staff_Report_PC_Worksession.pdf

During work on the Comprehensive Plan update, staff also provide the Commission information on acreages or square footage available for future residential, commercial, and industrial development in the Capacity Analysis, which may be found in the Reference Documents of the Comprehensive Plan here:

http://www.albemarle.org/upload/images/Forms_Center/Departments/Community_Development/Forms/Comp_Plan_Round_4/Reference_8_Dev_area_6-10-15.pdf

DISCUSSION

The proposed Comprehensive Plan Amendment (CPA) is provided as Attachment B to this staff report. It contains a map and recommended changes to the text in the Southern and Western Urban Neighborhoods Master Plan. The map shows areas in green as Parks and Green Systems and areas in purple for Industrial uses. Descriptions of land use in each of the categories are shown in Attachment C. The text contains information requested by the Commission at its July 21 meeting.

From the map, one can see that much of the land (approximately 138 acres or 62% of the area) is designated as Parks and Green Systems. This designation represents land to be preserved and protected as either important environmental features or forested buffer to the Entrance Corridors (EC) and adjoin Rural Area property to the south. At present, there is no minimum buffer width along the EC or to the property to the south on Route 29. The Commission may wish to recommend a minimum buffer width; however, it may not be necessary because the Architectural Review Board will be reviewing any plans along the ECs and because of the presence of steep slopes at the properties' southern boundary. The Industrially designated land would be available for land disturbance and development (approximately 85 acres or 38% of the area). Staff notes that, where it reflects existing critical slopes, the Parks and Green Systems designation may be slightly different than a future Steep Slopes zoning overlay. The work to establish the zoning overlay has not yet been done and it would need to follow the specific criteria set out in the Zoning Ordinance.

ADDITIONAL INFORMATION REQUESTED BY COMMISSIONERS

Much of the analysis for the CPA was provided in the July 21 staff report. However, Planning Commissioners requested additional information be provided as part of this report for their consideration. Some of that information would be provided at the rezoning stage or site plan stage and can't be known at this time. Examples include detailed site plans showing actual development sites, access into the properties, and analysis of impacts on Moore's Creek. County regulations for environmental protection, such as protection of steep slopes and water quality, will be applied to any site plan. Commitments to adhere to more stringent standards, such as limited grading and tree removal or constructing buildings into the hillside could not be ensured until an ultimate user applies for either a rezoning or site development plan. The Comprehensive Plan sets the expectations, but, until a rezoning request is made, the level of commitment for a certain quality of development cannot be ascertained. Recommendations, however, can be made and the text of the Comprehensive Plan is the place to set expectations.

Additional information requested by Commissioners:

Inventory of Vacant Industrial Sites and/or Land in the Development Areas

As part of the Capacity Analysis for the Comprehensive Plan, staff identified vacant buildable land with different land use designations, including land zoned for industrial/employment uses and land designated on the Comprehensive Plan for industrial/employment uses. Information on vacant industrially zoned and designated properties was recently updated to correspond to the newly adopted Comprehensive Plan. Attachment D provides a summary of the information along with tables identifying land by parcel number, land use, and zoning designations. Methodology is also provided with Attachment D, along with maps.

This information is similar to but not exactly the same as that provided to the Commissioners in 2011-2013. The analysis for the Comprehensive Plan showed that, other than parcels in the UVA Research Park, most of the land zoned and designated for industrial/employment use, is in small parcels of less than 3 acres. It also showed that significantly more land is designated in the Comprehensive Plan for industrial-type uses than is zoned for industrial-type uses. The Commission noted at that time that some of the target industries could use commercially zoned land, of which there is a much larger inventory. Using an assumed acreage requirement of 3 – 25 acres for most of the target industries provided by staff during the Comprehensive Plan worksession, the Commission determined that there were opportunities to work with property owners to combine smaller adjacent parcels into larger parcels. They saw new opportunities to use some commercially zoned land because of recent zoning text amendments. In addition, the Board could proactively rezone land designated for industrial use to increase inventory. For these and other reasons, the Commission believed that the County should work with existing designated parcels before considering any expansions of the Development Area for industrial uses.

As the Commission at the time worked on this topic, they reviewed the potential for new employment opportunities at two of the County's urban interchanges. The Commission asked that language be broadened to allow for industrial uses at the Route 29/I-64 interchange and the Fifth Street/I-64 interchange. They also noted that more work was needed on the Shadwell interchange to determine the potential level and concentration of operations which would be appropriate in the future.

Between July 2013 and the time of adoption of the Comprehensive Plan update, several things changed. First, the Board of Supervisors authorized the creation of an Economic Development Office with staff to work more closely with existing and prospective businesses and industries wanting to either expand or start up in Albemarle County. A link to the background information on creation of the Office can be found here:

http://www.albemarle.org/upload/images/Forms_Center/Departments/Board_of_Supervisors/Forms/Agenda/2014Files/1008/15.b_EconDevelopAttachB.pdf

Secondly, the Board developed more robust recommendations in the Comprehensive Plan to help with expand options for industrial land users and assigned responsibility to work on this and other economic development strategies to the new economic development staff. Third, the Board became aware of the magnitude of business and employment opportunities that have been missed because of lack of site readiness (access and utilities in place), adequate acreage, and appropriate location. Last, but not least, the Board became aware of a new business prospect that expressed a desire to locate in Albemarle County, but needed better access to Charlottesville and I-64 than currently exists within the Development Areas on designated or zoned properties. Together, all of these changes prompted the Board to ask the Planning Commission to look again at the area under review for a potential boundary adjustment.

In 2012, staff began working with the Planning Commission on ordinance amendments to provide more opportunities for industrial uses in Commercial Districts. On October 23, 2014, after recommendations were made by the Commission, the Board adopted changes it believed could enhance opportunities for more uses in commercial districts. The staff report which provides information on industrial uses in zoned commercial districts can be found here:

http://www.albemarle.org/upload/images/forms_center/departments/community_development/forms/PC_Reports/ZTA-12-6_October_23_Staff_Report.pdf

Effect of most of the Biscuit Run land Being Given to the State for a Park

The capacity analysis that was done for the Comprehensive Plan primarily assessed the impact of a change to parkland for Biscuit Run on residential capacity. The Commission determined that changing the designation from a primarily residential area (up to 3100 dwelling units and 150,000 square feet in commercial and service uses) to a park use would not have a negative impact on residential and commercial capacity for the short term. The Commission concluded that there was sufficient residential and commercial capacity to keep up with growth through 2020 and potentially 2030. They recommended that the Capacity Analysis be updated every 2 years. Although most of the Biscuit Run land was provided to the State for a park, it was not taken out of the Development Areas. Because the Biscuit Run property was not previously designated for industrial uses, the change in land use did not materially affect any of the land available for industrial or employment when the Southern Urban Neighborhoods Master Plan was created.

Information on Uses Allowed in Industrial Zoning and Opportunities for Industrial Uses in Commercial Zones

Attachment E is taken from the zoning ordinance, which can also be found at the link below:

Uses allowed in industrial zoning districts can be found in the zoning ordinance at this location:

http://www.albemarle.org/upload/images/Forms_Center/Departments/County_Attorney/Forms/Albemarle_County_Code_Ch18_Zoning26_Industrial_Districts.pdf

Protection of Environmental Resources

Environmental resources were identified in the staff report for July 21. This report cited information in the Comprehensive Plan supporting preservation of these resources in both the Development Areas and Rural Area.

This proposed CPA identifies areas that should be protected from disturbance and areas available for development through land use designations and text in the Plan. Areas designated as Parks and Green Systems include systems of slopes in excess of 25% grade, streams, vegetation creating a stream buffer, and areas for mountain protection. Throughout the Development Areas, land with this designation also includes existing privately owned recreational areas, privately owned open space

and existing and proposed parkland. While the designation includes the term, “park,” it does not necessarily signify an expectation for public ownership. Lands expected in public ownership or desired for public ownership are shown in the Parks and Green Systems Plan for each Master Plan. (The Parks and Green Systems Plan would also need to be modified to reflect the boundary adjustment.) At this location, the Parks and Green Systems land use designation signifies areas desired for natural or cultural resource preservation. This designation helps to direct decisions related to future use of the area. It does not, in and of itself, ensure preservation.

Zoning regulations for critical/steep slopes and provisions of the Water Protection Ordinance represent two of the ways in which preservation is required by the County. In the Rural Area, protection of slopes in excess of 25% grade takes place through Critical Slopes regulations and in the Development Areas, preservation is required with the Steep Slopes zoning overlay zoning district. As mentioned previously, the Parks and Green Systems designation for slopes in excess of 25% and other important environmental areas does not establish the location of the Steep Slopes Overlay area. If the Board approves this boundary line adjustment, to be consistent with the steep slopes regulations for the Development Areas, the Steep Slopes Overlay zoning district map would need to be amended, according to the criteria established in the ordinance, to designate critical slopes on the properties as either managed or preserved. Slopes designated as managed slopes could be disturbed as of right; however, slopes designated as preserved would be protected. Disturbance of preserved slopes is very limited and changes to the overlay require zoning amendments. If only portions of the properties under consideration are brought into the Development Areas, then slopes that remain in the Rural Area would continue to be subject to the critical slopes regulations. Disturbance of Rural Area slopes is allowed by waiver; however, expectations to retain important slopes in systems and along streams are the same in both the Rural Area and the Development Areas.

On the whole, more preservation of important environmental features could be achieved by bringing the full 223 acres into the Development Areas than by leaving the land in the Rural Area. This is because during a rezoning, commitments for preservation of environmental features and other important areas would be expected. If only part of the property were to be brought into the Development Areas, then the remaining environmentally sensitive land would be available for RA uses, including large lot residential development. Allowance for residential uses on the RA property could allow for roads and driveways to be constructed on steep slopes to reach building sites that are not in critical slopes, including Mountain Protection Areas. In addition, leaving the land in the Rural Area could put pressure on the Board to approve critical slopes waivers for residential development.

Transportation Impacts

As indicated in the July 21, 2015 staff report, staff has provided information on this land use change to the Virginia Department of Transportation (VDOT). The County is awaiting VDOT comments on the need for traffic studies or additional information at this time. Traffic impact analyses are often associated with ZMAs and are not typically done by VDOT. All information provided to the County and VDOT on traffic impacts is public. If VDOT information is provided after this staff report is distributed and before the public hearing, staff will send that information to Commissioners.

According to VDOT, between 1/1/2010 and 7/12/2015 there were 69 crashes on Route 29 within a segment approximately 2 miles north of Exit 118 from I-64 and approximately 2 miles south of the exit. Reducing the segment to approximately 1 mile north and approximately 1 mile south over the same time period, there were 31 crashes.

Interchange improvements at this location are the highest priority on the list of projects of the MPO, and the current estimate of project costs is \$170,855,000. The timing for improvements is unknown at present since full funding has not been allocated by the State. The County might be able to obtain

funding necessary for construction sooner rather than later if the County is able to demonstrate to the State that a more immediate need should be addressed. VDOT has been asked to send a representative to the PC Meeting to answer additional questions of the Commission. This representative may also be able to provide some context for the crash data, as well.

Timing and Cost of Utility Extensions

The July 21 staff report provided information on water and sewer capacity and improvements needed to serve the properties. Although the property is near the Ragged Mountain Reservoir, according to Rivanna Water and Sewer Authority (RWSA), the pipeline from Ragged Mountain is not needed to support industrial uses in the area under consideration. Building of the Ragged Mountain pipeline is projected for 2030 but is not yet scheduled. Specific comments from RWSA are below:

South Fork to Ragged Mountain Pipeline: No specific date has been established by when the pipeline will be built. It is needed to maintain reliability of water supply through a severe drought by the time the urban system average daily water demand reaches 13 million gallons per day. Presently demand is about 9.6 million gallons per day. A single new business (unless it were very large) would not trigger the sudden need to build the pipeline, but the rate of growth in overall urban water demand could change the timing of the need. We performed a water demand projection in 2011 using County and City growth data that would suggest we may reach 13 million gallons per day within the 2030 to 2035 period. We reassess water demand projections on a schedule established by the Department of Environmental Quality, with the next full assessment due 2023. The timing of the pipeline could be adjusted based on that assessment, or could be built earlier. Some citizens (including one Supervisor) have called for us to build the pipeline sooner than it would be needed to meet water demand, based upon stream flows to the Moormans River. As a public agency, our Board will take all of these factors into account.

Specific comments from RWSA relative to the sewer interceptor are below:

Interceptor upgrades: No specific date has been approved by the Board of Directors at this time. Ultimate decisions may be based upon adjustments of growth projections based upon County and City data, or could be influenced by the future success of the Albemarle County Service Authority (ACSA) and City in reducing inflow and infiltration of stormwater during wet weather events. Our staff have estimated timelines based on our most recent engineering master plan but none of those dates have been approved by the Board (except what is expressly approved in our 5-Year Capital Improvement Program, which is publicly available on our website).

Although a developer or the County might pay for utility extension costs, the degree to which the County would assist with any of the costs would not be part of the CPA decision. This cost would be better quantified and a funding strategy identified as part of rezoning the property. For the purpose of the CPA, staff is satisfied that the area can be served by water and sewer and any needed improvements can be made in a timely fashion.

ZMA Process

Questions have been asked as to the process by which the property would be rezoned if the properties are brought into the Development Areas. There are two ways in which a rezoning could take place: an application could be made by an owner of a property or the owner's representative or the Board of Supervisors could initiate a rezoning. If the owner of the properties made application, the request would be analyzed in relation to the Comprehensive Plan and the County would expect commitments/proffers to be made by the owner to develop property in accordance with the Comprehensive Plan.

If, instead, the County were to initiate a rezoning for these properties and wanted to ensure development in accord with the Comprehensive Plan, the best way for the County to ensure conformity with the Comprehensive Plan recommendations would be for the County to create a new

zoning district that sets out the uses and development standards that it expects for the area. Such a zoning district would establish allowable uses, an expected form of development, and any particulars to ensure that development is consistent with the Plan. A rezoning to a conventional zoning district (without proffers) for just this property, initiated by the County, would be very unlikely since the County is obligated to treat all properties the same that are similarly situated with the same designation. At this time, the Economic Development Office has not completed its review of industrial properties to make such a recommendation. It is

Other Issues

At the July 21 worksession, one of the Commissioners identified several additional items that would be important to this CPA. Each item is identified below:

1. The Board of Supervisors should provide a statement saying they consider this rezoning/CPA as an isolated, single-case study. *Staff notes the Board cannot bind future Boards nor can it fully anticipate all future circumstances. Staff believes a better response would be for the Planning Commission to instead offer a recommendation regarding potential future boundary adjustments.*
2. The County should consider creating a recreational use advisory committee that reports to the Parks and Recreation Department on the trail proposed to extend from Redfields to Hedgerow Park. *The Parks and Recreation Department staff has indicated that they always create an advisory committee for development of each County park and development of the Hedgerow Park would be no different.*
3. The County should create a preliminary plan for unified light industrial development in this area, with the goal of actively marketing the property within the next nine months. *The County does not own the property, so it cannot create a "planned district" with a detailed plan for development. The County can add such an expectation to the CPA for a property owner to provide. Alternatively, if the County proactively rezones the property with a new zoning district for industrial/employment uses at this location, it could create development standards to guide a form of development (building with the terrain), ensure that interconnections are made, create a mutually beneficial relationship between the Regional Mixed Use area, preservation of key areas, and the like.*
4. The County should make a commitment to meet with the Redfields community regarding sewer upgrades to serve the industrial area. *Such an expectation could be added to the CPA; however, the statement should set an expectation that service providers meet with and provide information to all potentially affected properties on utility upgrades before they occur.*

SUMMARY

Staff has reviewed the request to adjust the Development Area boundary at this location and identified the following factors favorable to the request:

1. The properties would add inventory to the County's land designated for industrial/employment uses to help provide more job opportunities for Albemarle County residents. This land could be used by target industries which need to locate near an interstate interchange with close proximity to downtown Charlottesville and/or the University of Virginia but are not adaptable to a mixed-use environment.
2. Vacant land at other I-64 interchanges in the Development Area is currently not available for targeted industrial/employment uses because it is either owned by public entities or slated for non-industrial development by the owners. In the Rural Area, interchanges are not appropriate for industrial uses.

3. The site is well suited for addressing the needs of these types of operations -- research and development with associated light assembly; specialty food production and distribution; adult beverage production and distribution; other small distribution facilities ancillary to a production operation; and business and financial processing operations -- that are part of the County's industry targets,
4. The area has reasonable access to water and sewer service, is served by a primary road (Route 29 South), and is approximately 1/3 mile from the I-64 interchange.
5. Of the properties under consideration, approximately 85 acres are located outside of critical slopes and other natural resources. With road access, they could provide building sites for new or expanding business and industry in Albemarle County.
6. If the full 223 acres are added to the Development Areas, preservation of the most important environmental areas would be expected in any rezoning. The 138 acres adjacent to the Hedgerow Park could complement the park through resource protection measures, potentially as an addition to the park or under a conservation easement.
7. Designating the property for employment uses could accelerate funding for improvements to the interchange area, as Virginia's prioritization of road project includes this factor.

Staff has identified factors unfavorable to this request:

1. Addition of some or all of the subject area to the Development Area creates the potential for rezoning and development on a large forested parcel. Removal of forest cover on up to 85 acres will likely affect habitats and fragment an existing wildlife corridor. However, the property could be clear cut as a Rural Area property and affect habitat on all 223 acres. Preservation of 138 acres adjacent to Hedgerow Park could help buffer the impacts to habitat.
2. The interchange of Route 29 and I-64 has been identified as needing major improvements and additional traffic, particularly increased truck traffic, will further the need for improvements. This is the top priority in the regional Long Range Transportation Plan and improvements can be expected in the future. While the timing for making those improvements is currently unknown, Virginia's prioritizations of those road improvements includes consideration of how the project supports industry in Virginia.
3. A comprehensive inventory and analysis of all industrial/employment land has not yet been completed, although the County is aware that much of the land is currently in small parcels and not at an urban interchange. As a result, the extent to which land within the current Development Area boundaries can accommodate planned business development activities and assist target industries is not known.
4. There is no plan of development at this time, so it is difficult to assess how the properties would be developed and the particular impacts, especially because the property could host a variety of different users in the County's targeted industry sectors. However, all of these items typically would be reviewed at the rezoning stage.
5. If the County decides to initiate a rezoning on the property rather than wait for a developer to propose a plan of development and provide proffers, it will likely need to create a new zoning district first to ensure that development takes place in accordance with expectations in the Comprehensive Plan presumably with a focus on targeted industries.

RECOMMENDATION

Staff believes that the properties under consideration for the boundary adjustment can provide additional area for those target industries needing immediate access to I-64, Route 29, and/or the University of Virginia. The actual amendment, as provided in Attachment B by map and text, identifies expectations for future development that can be carried over into rezoning of the property. As a result, staff recommends approval of the Comprehensive Plan Amendment to help further the economic development activities of the County.

ATTACHMENTS

Attachment A: [Location Map with Environmental Features](#)

Attachment B: [Proposed Comprehensive Plan Amendment with Map and Text](#)

Attachment C: [Land Use Categories and Guidelines](#)

Attachment D: [Information on Vacant Buildable Industrial Land in the Development Areas](#)

Attachment E: [Information on Uses Allowed in Industrial Districts](#)