

Albemarle County Planning Commission
September 27, 2016

The Albemarle County Planning Commission held a regular meeting on Tuesday, September 27, 2016, at 6:00 p.m., at the County Office Building, Auditorium, Second Floor, 401 McIntire Road, Charlottesville, Virginia.

Members attending were Karen Firehock, Vice Chair; Mac Lafferty, Jennie More, Pam Riley, Bruce Dotson, Tim Keller, Chair; Daphne Spain and Bill Palmer, UVA representative.

Other officials present were Mandy Burbage, Senior Planner; Andrew Gast-Bray, Director of Planning; Rachael Falkenstein, Senior Planner; Mike Callahan, Project Manager of Rio/29 Small Area Plan; David Benish, Acting Chief of Planning; Mark Graham, Director of Community Development; Sharon Taylor, Clerk to Planning Commission and John Blair, Deputy County Attorney.

Call to Order and Establish Quorum:

Mr. Keller, Chair, called the meeting to order at 6:00 p.m. and established a quorum.

Regular Item.

CCP-2016-00001 Region Ten Women's Treatment Center

MAGISTERIAL DISTRICT: Scottsville

TAX MAP/PARCEL: 07600-00-00-046F0

LOCATION: 500 Old Lynchburg Road Charlottesville, VA 22903

PROPOSAL: To construct an 8,000-10,000 square women's treatment facility on a 9.05-acre property to serve Region Ten Community Services Board

ZONING: CO Commercial Office - offices, supporting commercial and service; residential by special use permit (15 units/ acre).

OVERLAY DISTRICT: Entrance Corridor; Managed Steep Slopes

PROFFERS: No

COMPREHENSIVE PLAN: Community Mixed Use - residential (up to 34 units/acre), community scale retail, service and office uses, places of worship, schools, public and institutional uses in Neighborhood 5 of the Southern and Western Urban Neighborhoods Development Area.

(Mandy Burbage)

Mandy Burbage presented a PowerPoint presentation to summarize the CCP-2016-00001 Region Ten Women's Treatment Center.

This is a public hearing for CCP-2016-00001 Region Ten Women's Treatment Center for the comprehensive plan compliance review.

There is a concurrent major site plan amendment in the process for this proposal as well. That is currently being reviewed by staff. The applicant is the Region Ten Community Services Board. Due to Region Ten's status as a state agency the Women's Treatment Facility qualifies as a public use subject to a "2232 Comprehensive Plan Compliance Review". The purpose of a "2232 Review" is to consider whether or not the location, character and extent of a proposed public facility are in substantial accord with the Comprehensive Plan. After reviewing the proposal, the Commission's findings will be forwarded to the Board of Supervisors for information; but, no action by the Board is

required.

The proposed use is a residential treatment facility for women with an alcohol or drug use disorder in some cases co-occurring with a mental health disorder. When complete the center will include 12 single room occupancy units, which will provide short term housing for women undergoing treatment and up to two of their children, allowing families to stay together during treatment. The proposal also includes a playground area, private garden and a parking area to serve the center. The average stay is 2-4 months with no more than 30 women and children residing on site at any time. Region Ten estimates that the center will serve approximately 50 women per year. On-site services include medication assisted therapy, individual and family counseling, in addition to workforce training and child care for children residing on-site. The location of the center will also enable residents to take advantage of services offered at Region Ten's existing facility on the same property.

To orient you on the site: The proposed site for the center is on a 9-acre parcel located on Old Lynchburg Road between I-64 and 5th Street Extended. The site is zoned CO, Commercial Office. Existing uses on the site include Region Ten administrative offices and outpatient and inpatient substance abuse support and treatment services. The property is surrounded by a mix of vacant and developed medium to high density residentially zoned property. It is across the street from Sherwood Manor, a neighborhood of townhomes and immediately adjacent to Cavalier Crossing, which is a student apartment complex. There is a vacant R2 parcel to the south and a vacant R15 parcel immediately across Old Lynchburg Road. The proposed building site is just north of the existing Region Ten campus and is accessed by Old Lynchburg Place, which is a private road that serves Cavalier Crossing. The site is wooded and contains managed slopes, which are not proposed to be disturbed by the project.

The site plan shows the relationship of the proposed center, which is the orange, to the existing Region Ten Facility, which is in blue, and there is a wooded area between the proposed and the existing facilities. The site will be developed in two phases – the first phase which will be 7,900 square feet and will provide 8 beds. Then phase 2 will add another 1,500 square feet and an additional 4 more beds.

The daily traffic impacts from residents are anticipated to be minimal. The majority of the trips will be by staff and care providers, many of whom come from the adjoining facility. Although it is not shown on the plan, the applicant has indicated that there will be an internal path that connects the existing Region Ten Facility to serve both residents and staff. Due to the residential nature of the facility and staff being on site 24 hours/day, additional noise and public safety impacts are not anticipated. Fire Rescue has indicated that the types of calls and call volume associated with this type of use is not of a concern to them.

The applicant has requested special exceptions for the reduction of the 50-foot setback with adjoining residential area which allows the building to be situated closer to the intersection of Old Lynchburg Road and Old Lynchburg Place and to also minimize disturbance to the wooded area and managed slopes by pushing the building up towards the intersection. The applicant has also requested a special exception for disturbance of the 20' vegetative buffer, which is required between commercial and residentially zoned parcel in order to install their site entrance off of Old Lynchburg Place as well as a storm water management facility and landscape screening for the parking area and biofilters. These requests will be considered in conjunction with the review of the major site plan amendment, but staff has indicated no concerns with either of these requests.

Because the site is visible from I-64, an entrance corridor, the site plan requires ARB review. The rendering shown in the slide is from the ARB meeting that the applicant provided a rendering showing what the proposed facility would look like as you are crossing eastbound on I-64. As you can imagine speeds of travel on I-64 lends themselves to really a minimal fractions of a second view of the center. For this reason, the ARB considered the proposal and found visual impacts to be minimal given speed of travel and will issue a Certificate of Appropriateness pending approval of the final site plan.

The Comprehensive Plan review involved review under three different sections of the Comprehensive Plan. First, the Southern and Western Neighborhoods master plan, the Community Facilities Plan and the Neighborhood Model section of the Development Areas chapter. She would just touch on staff's findings for each of these chapters. First, the site is designated for community mixed use in the Southern and Western Neighborhoods Master Plan. This type of land use calls for a mix of residential, retail and office and public uses that serve the community with a maximum single building footprint of less than 60,000 square feet. As a public facility that will house residential, medical, office and day care uses, the center is aligned with this designation. In addition, the proposed 10,000 square foot footprint is well within the 60,000 square foot maximum.

Although it is not a County owned or managed facility, the proposal was evaluated against the guidelines for the development and location of County facilities in the Community Facilities chapter. Strategies 1b and 1d address expansion of existing facilities to meet community service needs and colocation of complementary services and facilities. The proposal satisfies both of these, fulfilling an identified community need for a women's treatment center and co-locating the center with supportive services for residents and their families.

Finally, the proposal also satisfies 8 out of 12 of the Neighborhood Model criteria as outlined in the staff report (4 did not apply). Those are Pedestrian Orientation based on the trail connection; the Mixture of Uses (which she mentioned before); the Neighborhood Center – the site is adjacent to a designated Neighborhood Center in the Master Plan for the Southern and Western Neighborhoods; there is a transit stop within walking distance of the site; the proposal includes a private garden and playgrounds satisfying the parks and recreational amenities requirement; the building design as proposed uses façade projections and changes in roof slopes to create a building with a sense of human scale; parking is relegated as shown on the concept plan; it is setback approximately 60 feet from the building façade on Old Lynchburg Road; and the proposal minimizes impacts on steep slopes as she mentioned before by setting the building close to the street.

In summary, staff finds four factors favorable in finding the location, character and extent of the proposal in substantial accord with the comprehensive plan.

Factors Favorable

- The proposal fulfills a community need for a women's residential treatment center in the Development Area.
- The use is consistent with both its zoning designation (Commercial Office zoning district) and the Comprehensive Plan Community Mixed Use designation.
- The proposed facility co-locates services and programs tailored to women residing on site and is in close proximity to other related services.
- The use is expected to have minimal impacts on surrounding properties and infrastructure.

Factors Unfavorable

- Staff found no factors unfavorable in the analysis.

To conclude staff recommends that the Commission find the location, character and extent of the proposed Region Ten Women's Treatment Facility is in substantial accord with the County's Comprehensive Plan for the reasons identified as the favorable factors in the staff report. The applicant and staff are available to answer questions.

Mr. Keller invited questions for staff.

Mr. Lafferty asked if this being serviced by a private road cause any problems.

Ms. Burbage replied the minimal traffic impacts anticipated she did not believe cause any problems; but that would be reviewed as part of the site plan. She pointed out those would be taken into consideration in the site plan amendment process.

Mr. Lafferty asked who is responsible for the private road.

Ms. Burbage replied that it belongs to Cavalier Crossing; but, she believes Region Ten holds an easement.

Mr. Keller opened the public hearing and invited the applicant to address the Commission.

Bob Penio, architect with Design Develop, said actually we are going to keep it short and brief today. He said Christy DePugh, architect with Design Develop, is also with us as well as Kathy Williams, Senior Director of Administrative Services for Region Ten. We are very happy to present to the Commission today and want to thank you for your time. We are very happy to be helping Region Ten find the site. We have designed a center that is going to be a great place to be for services. If you have any questions, Kathy is here from a program perspective and any architectural questions we would be more than happy to answer.

Mr. Keller invited questions for the applicant.

Mr. Dotson said he was curious about the need for interaction between this new facility and the current campus with the slope in between. He knows there is mention in the report of a trail connection and asked Mr. Penio to talk about that.

Ms. Williams said we actually intend to utilize the trail as kind of an exercise alternative for our folks; but, also we will be providing transportation in vehicle. Because of the nature of the children and their age, 0 to 4, it would be hard to take them up the trail. But, we do intend to provide services for them at the current location because that is where our child and family center is located.

Ms. Spain said this is a point of clarification. She asked if there are 12 rooms how can there be 30 people maximum at any one time if there are single room occupancies. She knows you said the turnover is 2 to 4 months for the average stage.

Ms. Williams replied that 2 to 4 months is the average stay and some of the women coming in for treatment will not be having children with them because it just depends and we would try to monitor it. Initially we are only starting with 8 beds in there, and then we are seeing how the program will grow and develop over time. For us it is about the staffing as well to be able to manage that number. She pointed out we have a lot of women that are single

without children; but, also some are pregnant at the time.

Mr. Keller invited other questions.

Mr. Lafferty said he noticed that in the description of the women center there were other sites that were reviewed but were eliminated because of cost. He asked if that was correct.

Mr. Penio replied that it was partly that; but, also trying to find a parcel that had the appropriate use so that became one of the determining factors.

Mr. Lafferty said this looks like a good choice.

Mr. Keller said he had two questions with one being a curiosity question. There was talk of developing a comparable place on West Street in the city next to your other facility. He asked is that still a plan to move forward with that.

Ms. Williams replied no, sir, that particular parcel was too small for this as a development that we were looking to do and so it was not feasible for us.

Mr. Keller said so this really becomes the replacement, and Ms. Williams replied yes.

Mr. Keller said the second question is a staff and council question. Given what we are allowed to speak on can we ask about public safety issues.

Mr. Blair replied yes, and Ms. Burbage agreed.

Mr. Keller said we have some public safety issues in some of our apartment complexes as we all know. So with this concentration in that area and he notes in the staff report this is one of the longer response times and in the staff report that is kind of dismissed. But, because we are concerned about these people who we know often are challenged with family issues do you have any concerns with that response time.

Ms. Williams replied that we have taken safety into great consideration with this facility for the people that we are serving as well as the children that are on site. She said we have tried to design a facility that does not have open access for anyone just walking in. There is a control inside of the building; the staff would be there 24/7 to provide assistance and monitoring plus we would have a security system there as well.

Mr. Keller said that brings me back to this question of the trail and the path between the two facilities. But, I think you answered that, you would use vehicular movement to move from one area to the other.

Ms. Williams noted that was correct.

Mr. Keller said today it is not too difficult to put security on that trail if it were to be developed. He pointed out that he had answered his own question on that.

Ms. Williams thanked Mr. Keller.

Mr. Keller invited other questions for the applicant.

Mr. Bill Palmer said that he did not realize it was a two phase project. He asked with

phase two was there any timeline for that.

Ms. Williams replied not at this time. She said our initial phase was to try to address the immediate need that we are seeing in our community and then expand the program as we see the need.

Ms. Riley said she did not have a question but wanted to thank you for your good work. She acknowledged that they presented the proposal to the 5th and Avon Street CAC which she would report on later. She said this is a great need in our community and a terrific project.

Mr. Keller thanked the applicants and invited public comment. There being no public comment the public hearing was closed and the matter before the Commission for action.

Ms. Riley said she would just follow up to say that at the 5th and Avon Street CAC meeting on July 21st there was a lot of discussion around the kind of issues people talked about tonight regarding security, access and traffic. There was actually a lot of interest and encouragement for them to try to connect to Azalea Park, which is a local amenity, that would be very nice for the people who work there as well as clients. But, there were no major concerns raised and there was a unanimous taken on the following motion. The 5th and Avon Community Advisory Committee supports the concept and proposed location for the Region Ten Women's Treatment Facility on Old Lynchburg Road and recognizes the need for a benefit from having such a facility in our community. So she just wanted to relay that to the Planning Commission.

Mr. Keller invited further discussion. There being none, he asked for a motion.

Ms. Riley recommends that the Commission finds the location, character and extent of the proposed Region Ten Women's Treatment Facility in substantial accord with the county's comprehensive plan for the reasons identified as the favorable factors in the staff report.

Ms. Firehock seconded the motion.

The motion passed unanimously by a vote of 7:0.

Mr. Keller said this passes and thanked staff and the applicant for their presentation and work. This will be forwarded to the Board of Supervisors.

Ms. Burbage pointed out that it would be forwarded for information only.

Mr. Benish explained this actually is a final action, but is forwarded for information to the Board.