

CROZET FUTURE LAND USE PLAN COMMUNITY ENGAGEMENT SUMMARY

September 2019 – December 2020
Prepared by Albemarle County Neighborhood Planning

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EXECUTIVE SUMMARY | PHASE 3 – DRAFT RECOMMENDATIONS

During Phase 3 (June 2020 – present) of the Crozet Master Plan, staff developed a draft land use map and recommendations based upon ongoing community engagement (September 2019 – present), the 2017 Community Survey and the 2010 Crozet Master Plan.

Below is a summary of ideas, feedback and questions shared with County staff about the draft land use map and recommendations that generated significant discussion (detailed notes are included on subsequent pages):

Middle Density Residential:
This land use category was drafted in response to discussion at the July 8, 2020 CCAC meeting where a new land use category was recommended by some CAC members to establish a land use category related to specific housing types that Crozet community members would like to see in the area. Appropriate housing types for Crozet were discussed at community workshops in January and February 2020.

During virtual (live and static forms) engagement in September 2020, some CCAC members objected to applying the Middle Density Residential land use category to areas in Crozet where it would equate to an increase in potential population due to ongoing concerns about infrastructure needs, traffic congestion and school capacity. Other CCAC members and the Planning Commission (at an August 2020 work session) supported creating this new land use category as a balanced approach for providing affordable housing in keeping with the scale of development in Crozet. This Middle Density land use category also has applicability to other Development Areas in Albemarle County.

CCAC members voted on the Middle Density Land Use category at the November 30, 2020 meeting. Three members supported the change; 8 members voted against it.

Downtown Neighborhoods Overlay:
The Downtown Neighborhoods Overlay was drafted in response to ongoing concerns about loss of historic homes and future development pressure for homes located adjacent to Downtown Crozet as well as the desire to preserve existing affordable housing options and create a broader range of "missing middle" housing types.

Staff has received questions about the implications of the Downtown Neighborhoods Overlay, how it would play a role in the development review process, and whether the Pleasant Green site should be included within this Overlay.

There are mixed opinions on whether affordable housing is a priority issue for Crozet. Some CCAC members feel that Crozet has contributed enough affordable housing over the last 20 years, while others feel that developing more affordable and diverse housing options is a top priority for Crozet.

Staff has heard that infill development, located close to Downtown, provides an opportunity to support small business development in a walkable and bikeable area. Community members have also shared concerns about the implications of additional density on infrastructure and school capacity.

Some CCAC members and neighbors in the Downtown Neighborhoods Overlay area shared a desire for staff to do further work to guide or regulate the architectural style of new and infill development in neighborhoods around Downtown Crozet. This is outside the scope of the Master Plan process and can be included as a recommendation for further staff work in the Master Plan.

CCAC members voted on the Downtown Neighborhoods Overlay at their November 30, 2020 meeting. As written, 3 voted in favor; 7 voted against. Members voted on two proposed changes to the overlay: 1) removing the Pleasant Green property from the boundary, and 2) suggesting that staff modify the infill development provisions to "reduce or eliminate the possibility of developers tearing down existing structures". These suggestions were supported unanimously by all members in attendance.

Specific Land Use Changes:

White Gate Farm

The property owner of White Gate Farm requested staff to revisit the property's future land use designation during the Master Plan process. Conversations with community members began in February 2020 and are ongoing.

Feedback has been inconsistent throughout the process. During July and September CCAC meetings and via static, online engagement, there has been mixed support for staff's recommendation to use a split designation of Neighborhood Density Residential and Urban Density Residential on the property. In response to this feedback, staff's recommendation changed to a split designation of Neighborhood Density Residential and Middle Density Residential. This change was shared at the September CCAC meeting to respond to CCAC members preferences for housing types including bungalow courts, fourplexes and townhouses, rather than large footprint apartment buildings.

Some CCAC members support staff's recommendation and cited the potential for a rezoning to provide road and pedestrian connectivity between Starr Hill/Music Today, future Light Industrial/Research & Development/Flex uses, Western Ridge and Wickham Pond. This recommendation is continuing the type of development seen at Wickham Pond next door.

Other CCAC members thought that a Neighborhood Density Residential future land use designation would be more appropriate (rather than a split designation), identifying the need to address ongoing concerns about infrastructure and connectivity. Some community members and CCAC members do not support any change that could bring additional density and support no change to the future land use map on this property.

CCAC members voted on the proposed split designation of White Gate Farm (Middle Density Residential and Neighborhood Density Residential) at the November 30, 2020 meeting. 4 members supported the change and 7 voted against it.

CCAC members suggested a change to staff proposal to designate White Gate Farm as Neighborhood Density Residential – Low. 10 committee members were in support of changing the property's Future Land Use designation to Neighborhood Density Residential – Low. 1 member voted against this new proposal.

Greenspace Designations

Staff began conversations with community members about updating green space designations to distinguish between environmental features, public recreation areas and private property at land use public workshops in January and February 2020.

Most community members engaged throughout this process support the concept of updating the Crozet Future Land Use Plan's method of designating green space into more refined categories. This also aligns with recently updated long range planning efforts (Pantops Master Plan, Rio29 Small Area Plan). Community members have shared a desire to preserve existing green space along Route 250 and improve pedestrian connectivity to nearby schools.

Community members have shared a desire to maintain the existing development potential (R1) on several properties along Route 250, at the corner of Crozet Avenue. These parcels were designated as Greenspace in 2010. A Neighborhood Density Residential (Low) future land use category would align the Future Land Use map with existing zoning and align with the proposed method of differentiating between environmental features, public recreation areas and private property. There has been mixed to limited support for changing the future land use map in this area. Similarly, there has been mixed support for changing a portion of TMP 55-46B to Neighborhood Density Residential-Low, in alignment with refined greenspace approach.

At the November 30, 2020 CCAC meeting, members voted on updating greenspace designations to distinguish between environmental features, public recreation areas and private property. All members present were in support of this approach.

9 members were not in support of changing several parcels along Route 250 (currently designated as Greenspace and Neighborhood Density Residential) to Neighborhood Density Residential-Low. Members suggested that it would lead to too much development in the area and was incompatible with the desire to limit development along Route 250. 8 members were not in support of changing a portion of TMP 55-46B from Greenspace to Neighborhood Density Residential-Low; 3 were in favor.

Old Trail

Old Trail was discussed with community members at a public workshop in January 2020 to determine the appropriate center classification. Community members (in-person and online) felt that classifying Old Trail as a "Village Center" was appropriate.

The draft future land use map shows Old Trail as "Community Mixed Use" – a new land use category that Albemarle County adopted after the 2010 Crozet Master Plan. Some community members that were involved with previous master planning efforts felt that this area was "previously negotiated" and the future land use designation should not change.

Community members have shared support for sports facility along Rt. 250 given its proximity to Old Trail and schools. However, there is mixed support for a future land use map change to allow institutional uses, such as a sports facility, in this area.

At the November 30, 2020 meeting, CCAC members voted on the proposal for Old Trail Village to be designated as a Village Center with the Community Mixed Use Designation. 7 members voted against this change out of concern that this would expand commercial uses in Old Trail; 3 voted in support and 1 member abstained. At least one CAC member and community members in attendance shared the sentiment that Old Trail residents should weigh in on this topic.

LIST OF COMMUNITY ENGAGEMENT OPPORTUNITIES HELD TO DATE

- Imagine Crozet Community Workshop #1 (09/09/19)
- "Coffee Talk" with County staff at Mudhouse (09/19/19)
- Imagine Crozet Community Workshop #2 (10/01/19)
- "Coffee Talk" with County staff at Grit Coffee (10/17/19)
- Crozet Character & Connectivity Tour (10/26/19)
- "Coffee Talk" with County staff at Green House Coffee (11/21/19)
- Character Community Workshop #1 - Land Use (01/13/20)
- Character Community Workshop #2 - Land Use (02/06/20)
- Housing Focused Conversations (2 sessions - 02/21/20)
- Architecture & Preservation Focus Group (Virtual - April 2020)
- CCAC Work Session - Land Use #1 (06/20/20)
- CCAC Work Session - Land Use #2 (07/08/20)
- CCAC Meeting - Planning Commission Work Session Recap (09/09/20)
- Virtual Land Use Workshop (09/18/20 – ongoing)
- CCAC Special Meeting – Land Use #3 (09/23/20)
- Virtual Office Hours with County Staff (10/02/20)
- CCAC Special Meeting – Land Use #4 (11/12/20)
- CCAC Meeting – Land Use #5 (11/30/20)

PHASE 1: VISIONING | DETAILED SUMMARY

The notes below document feedback related to land use heard throughout the Crozet Master Plan engagement process, beginning in September 2019. This feedback was used to shape the draft land use map and recommendations alongside data from the 2017 Crozet Community Survey and the 2010 Master Plan.

Community Workshop #1 9/9/19

This workshop introduced long-range planning concepts and asked Crozetians to share their top hopes, concerns and priorities for Crozet.

- Crozetians value their "small town feel" with a close relationship to surrounding rural areas, farms and wineries and breweries
- Providing infrastructure concurrent with growth – especially for schools and traffic conditions is an ongoing concern
- Providing a mix of housing types and prices for Crozet to ensure housing affordability and socioeconomic diversity is a top priority
- Creating local jobs and supporting small businesses remains a priority
- Connecting neighborhoods and making sure all parts of Crozet are walkable and bikeable is an ongoing goal
- Creating protections for historic neighborhoods and limiting development of "fringe areas" were top land use changes participants mentioned

Read the Community Workshop #1 Feedback Summary.

Community Workshop #2 10/1/19

This workshop asked Crozetians to further unpack and discuss themes from the first workshop.

- Participants identified qualities associated with a "small town feel" including: community (knowing your neighbors); neighborhoods with a variety of building styles and historic buildings; gathering spaces; commercial centers and rural edges
- Participants identified the types of housing they would like to see more of (in response to the previous workshops top concern related to providing a mix of housing types and prices). These included: bungalow courts, live/work units, accessory dwelling units and fourplexes.
- Participants identified the main commercial centers in Crozet and the need for safe pedestrian, bicycle, and vehicular connections in all the centers.

Read the Community Workshop #2 Feedback Summary.

Community Workshop #3 11/7/19

Participants provided feedback on draft Guiding Principles and topics that should be discussed when developing the land use section of the Master Plan.

- Draft Character/Land Use Guiding Principle: "Support Crozet's 'small town' character through development that is compatible in scale and design, offers housing choice and respects its history."
- The majority of participants felt that the above Guiding Principles either accurately reflects their vision or very accurately reflects their vision (68%, 233 participants).

- Appropriate design and scale, rural edges, housing variety and choice, mixed-use activity centers and placemaking, arts and culture were topics that staff presented, and community members ranked. ‘Appropriate design and scale’ and ‘rural edges’ were the most popular topics (72% and 47%, respectively; 178 responses).

PHASE 2: FOCUS AREAS & GOALS – DETAILED SUMMARY

Character Workshop #1 1/13/20 – Centers & Edges
This workshop focused on Crozet's centers of activity and its edges.

- Participants identified an appropriate scale for each commercial center: Downtown, Starr Hill/Music Today, Old Trail, Clover Lawn, and Route 250 West.
- Priorities for each of these areas were identified during this workshop, for more information view the Engagement Summary found on the Albemarle County website (link above).

Read the Character Workshop #1 Feedback Summary.

Character Workshop #2 2/6/20 – Neighborhood & Housing
This workshop focused on Crozet's neighborhoods and current housing stock, responding to themes regarding 'appropriate design and scale" and 'housing variety and choice'.

- The majority of participants chose 'form' as a higher priority planning concept over density.
- Many participants also acknowledged that density and form are interrelated concepts that impact the character and quality of life in Crozet. Form provides an important link to the appearance of historic development and architecture, while density is an important consideration in planning for critical investments such as schools and infrastructure.
- Specific land use changes were discussed for each neighborhood during this workshop.

Housing-Focused Conversations 2/21/20
Two conversations were held – one with local affordable housing developers and nonprofit organizations and one with community members, focused specifically on needs for developing affordable housing. These conversations helped draft specific land use recommendations and inform the Albemarle County housing policy update.

Read the Neighborhoods & Housing feedback summary. This document summarizes both the February 6, 2020 Character Workshop and the Housing Conversations held on February 21, 2020.

Architecture & Preservation Focused Conversation – Virtual Engagement 05/20-06/20
Participants shared the most important site design concepts for Downtown Crozet, neighborhoods within the Crozet Historic district, and neighborhoods adjoining the Crozet Historic District. Participants shared their recommended policy approach for each of these neighborhoods for future development and redevelopment.

Read the Architecture & Preservation feedback summary.

PHASE 3: DRAFT RECOMMENDATIONS – DETAILED SUMMARY

Middle Density Residential – New Future Land Use Category

- Request to create a new land use category that would establish density ranges with specific housing types (CCAC 7/8/20 – prior to this land use category being drafted by staff)
- Request to show images with associated density of different housing types (CCAC 7/8/20)
- Some objections to applying Middle Density categories in Crozet where it would equate to an increase in potential population due to concerns about infrastructure and school capacities meetings the pace of housing build-out (Virtual Land Use Workshop 9/2020)
- Request to discuss this category and provide feedback on it at a future special meeting of the CCAC (CCAC 9/23/20)

Downtown Neighborhoods Overlay – New Future Land Use Overlay

- Question: How can downtown neighborhoods be "protected" using the Master Plan? (CCAC 5/13/20)
- Question: Is there any criteria that informs the architectural style of homes in this area? Recommendation to include this type of criteria to prevent very modern styles of homes (CCAC 6/10/20)
- Question: How would the Downtown Neighborhoods Overlay be used in the development review process? (CCAC 6/10/20)
- Request for examples to show scenarios where more than 6 dwelling units per acre would be needed to preserve a historic home or add an additional dwelling unit (CCAC 6/10/20)
- Concern about the ability to add additional density and would like to handle these scenarios on a case-by-case basis (CCAC 6/10/20 – Note: This recommendation includes criteria that would be used on a case-by-case basis during the rezoning or special use permit process).
    - Regulations and process create an opportunities for neighbors to resist new development and can be costly to new development (CCAC 6/10/20)
- The Master Plan is at a much higher level and should not address individual homes' architecture (CCAC 6/10/20)
- Conflicting opinions on whether affordable housing is an issue that Crozet needs to address: 1) Crozet has contributed enough affordable units over the last 20 years and this places a demand on infrastructure, in contrast with 2) affordable housing is the number one goal for achieving equity in Crozet and Western Albemarle, especially walkable units near Downtown to help with infrastructure and small business development and 3) "Affordable housing is important, but at what cost?" (CCAC 6/10/20)
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- This overlay provides innovative opportunities for those who own older homes to redevelop them in a different way, to earn additional income and maintain ownership of those homes overtime. This can also provide additional missing middle housing types and affordable housing: an interesting and measured way to address multiple community needs (CCAC 6/10/20).
- Question: How would the Pleasant Green site be handled using the proposed Downtown Neighborhoods Overlay? (CCAC 7/8/20)
- Desire for more clarity on the implications of the Downtown Neighborhoods Overlay in the development review process (CCAC 7/8/20)

- Concern that the creation of the category would create "loopholes" for by-right increases in density (Virtual Land Use Workshop 9/2020)
- Uncertainty / mixed support for including Pleasant Green within the Downtown Neighborhoods Overlay (Virtual Land Use Workshop 9/2020)

Specific Land Use Changes

<u>White Gate Farm</u>

- Support for "Urban Density Residential" designation to allow for improved sidewalks and connectivity between Wickham Pond and Western Ridge, as well as trail access (Character Community Workshop #2 2/06/20)
- Concern about changing current Open Space future land use designation when Albemarle County has limited capacity to provide necessary infrastructure (CCAC 7/8/20)
- The parcel is not owned by Albemarle County as a park, so it is unfair/disingenuous to call it "open space" (CCAC 7/8/20)
- Support for smaller home types and bungalow court-style developments (CCAC 7/8/20)
- Development on this property would provide an opportunity for pedestrian connectivity (walkability, bike-ability) between Western Ridge, Starr Hill, and Flex/R&D/LI parcels (CCAC 7/8/20)
- Development allowed by-right is not consistent with the existing character of Wickham Pond next door (CCAC 7/8/20)
- Concerns/questions if there is a way to dictate the type of housing that is developed on the site, some CAC members would not like to see townhomes or apartments (CCAC 7/8/20)
- Openness for flexible uses on the site given its proximity to employment and healthcare facilities (CCAC 7/8/20)
- Mixed support for staff's recommendation – some CCAC support for NDR & UDR with road connections, while other CCAC members do not want to see any change (CCAC 9/23/20)
    - By-right development allows "mcmansions" and does not provide for a new road connection (CCAC 9/23/20)
    - A new "trail" connection is not worth allowing additional development on White Gate Farm (CCAC 9/23/20)
    - Support for Neighborhood Density Residential designation because additional infrastructure is needed to support additional density and the property is profitable enough without an Urban Density designation (CCAC 9/23/20)
- Some participants do not support any change in zoning that brings additional residential density (Virtual Land Use Workshop 9/2020)
- Suggestion to develop a public greenway trail along the stream buffer to make this proposal "easier to support" (Virtual Land Use Workshop 9/2020)
- Suggestion for traffic calming measures along Park Ridge Drive to support the "safety risks that come along with additional residential (and construction) traffic" (Virtual Land Use Workshop 9/2020)

<u>Greenspace Parcels along Route 250</u>

- Preserve existing green space and limit adding traffic between Old Trail Drive and Sparrow Hill (Character Community Workshop #1 1/13/20)

- Limit development to current zoning and improve pedestrian connectivity to nearby schools (Character Community Workshop #1 1/13/20)
- Low support for changing the Green Space designation to Neighborhood Density Residential (Low) to align with existing conditions and zoning in the area (Character Community Workshop #2 2/06/20)
- Suggestions to limit outdoor lighting and visibility of development from the road with buffers along Route 250 (Character Community Workshop #2 2/06/20)
- Support for maintaining the existing development potential on the property (R1 or Neighborhood Density Residential – Low), while also using revised land use categories to be clear about environmental features (CCAC 7/8/20)
- Desire to keep development off of Route 250; mixed support for a buffer (CCAC 7/8/20)
- Mixed support for staff's recommendation to designate parcels Neighborhood Density (Low) with a buffer along Rt. 250 and environmental features excluded from development (CCAC 9/23/20)
- Important to distinguish between public and private green space to be able to understand areas that may be developed in the future (Virtual Land Use Workshop 9/2020)
- Support for distinction between buffers and public recreation areas, encouraging staff to be more ambitions about desired future public greenway trails along stream buffers (Virtual Land Use Workshop 9/2020)

Old Trail

- No change to the future land use categories that were "already negotiated with the previous master plan" (CCAC 9/23/20)
- Support for sports facility along Rt. 250 given its proximity to Old Trail and schools; consider allowing institutional uses (CCAC 9/23/20)

General Feedback

- Incorporate connectivity into goals and recommendations for land use (CCAC 5/13/20)
- Importance of ensuring that affordable housing is kept affordable long term if it is used to incentivize new development (CCAC 5/13/20)
- Concern about amount of participation due to COVID-19 pandemic and summer travel (CCAC 7/8/20)
- Concern about Albemarle County's ability to deliver infrastructure (roads, sidewalks and schools) concurrent with new development (CCAC 7/8/20; CCAC 9/23/20; Virtual Land Use Workshop 9/2020)
- Concern about affordability and consistency with Albemarle County growth management policy (CCAC 9/23/20)
- Reference to previous "ideal maximum population" numbers provided during previous master plan processes and questions regarding maximum potential build-out and future population of Crozet (CCAC 7/8/20)
- Desire to slow down the process and have another meeting to discuss land use changes with the CCAC (CCAC 9/23/20)
- Request for clarity on affordable housing levels being discussed with different land use categories (CCAC 9/23/20)
- Questions about trail near Chesterfield Landing (CCAC 9/23/20)

- Concern about clear cutting trees and lack of tree preservation in new development (CCAC 9/23/20)
- Request to have draft proposals printed in the Crozet Gazette (CCAC 9/23/20)
- Interest in exploring different funding options for implementation projects (CCAC 5/13/20)
- Some Chesterfield Landing residents oppose creating a trail behind Chesterfield Landing because it "should remain private HOA property so the HOA can regulate how and when it is accessed by the public" (Virtual Land Use Workshop 9/2020)

CCAC November 30, 2020 Meeting – Review of Draft Land Use Changes

At the November 30 meeting, the Crozet CAC discussed and voted on each proposed change to the Future Land Use Plan. Staff's recommendation and the associated CAC's vote is recorded below:

Key	Proposed Future Land Use Change	CCAC Vote
A1	*Downtown Neighborhoods Overlay*	As written: 3-7 No Exclude Pleasant Green property and modify the infill provisions to reduce/eliminate the possibility of tear downs: All in favor
A2	*Middle Density Residential Category* (replaces Urban Density Residential)	3-8 No
A3	*Office/R&D/Flex/Light Industrial Category* (replaces Light Industrial on Three Notch'd Road)	Yes (unanimous)
G1	Publicly accessible park areas (denoted as "Public Parks")	All in favor
G2	*Brownsville Road/Crozet Avenue/Route 250*: Change from Greenspace and Neighborhood Density Residential to Neighborhood Density Residential – Low with conservation areas shown	Yes (unanimous)
G3	*TMP 55-46B*: Change from Greenspace to Neighborhood Density Residential Low with a conservation/buffer area to reflect environmental features	3-8 No
M1	*Downtown Crozet – Town Center* (Downtown and Public Parks Future Land Use): To indicate Downtown as the primary Center with the proposed plaza shown as Public Parks	Yes (unanimous)
M2	*Old Trail Village – Village Center* (Community Mixed Use): To indicate Old Trail as a distinct but secondary center in Crozet; Community Mixed Use to align with other Master Plans and reflect the pedestrian-oriented scale and design of Old Trail Village	3-7-1 No (1 abstention)
M3	*Clover Lawn – Village Center* (Commercial Mixed Use): To indicate Clover Lawn as a distinct but secondary center in Crozet; Commercial Mixed Use to reflect auto-oriented design of Clover Lawn	Yes (unanimous)
M4	*Wickham Pond area – Neighborhood Center* (Middle Density Residential): Neighborhood Center to reflect small-scale approved commercial area and emphasize importance of	2-8-1 No (1 abstention)

	connecting this area to Downtown and other centers in Crozet	
M5	*West side of Carter Street – Neighborhood Mixed Use*: Aligns with other Master Plans and reflects the desired smaller-scale of commercial development, providing a transition from Downtown to residential areas	Yes (unanimous)
P1	*White Gate Farm / TMP 56E-2 – Middle Density Residential and Neighborhood Density Residential* (change from Greenspace): Aims to continue the pattern of development currently in Wickham Pond, provide broader housing choice within Crozet, and connect the Park Ridge Drive corridor to Crozet's easternmost neighborhoods	As written: 4-7 No If changed to Neighborhood Density Residential – Low: 10-1 Yes
P2	*Parcels east of Eastern Avenue, south of Westhall Drive, north of Lickinghole Creek – Neighborhood Density Residential & Parks and Green Systems*: To reflect current development patterns and improve legibility of land use map so that the Parks and Green Systems reflect the location of environmental features	10-1 Yes
P3	*TMP 56-13 – Neighborhood Density Residential & Parks and Green Systems*: Parks and Green Systems boundary changes to reflect the actual location of environmental features	No vote

The members of the CCAC also discussed a *Resolution Regarding the Outpacing of Crozet Population Growth Relative to Concurrent Infrastructure*. The CCAC voted in support of a resolution 11-3 with one member absent. The full text of the resolution is on the following pages.

Additional Land Use Requests – Old Trail

Staff received several requests for changes to Future Land Use designations in Old Trail from Dave Brockman, developer of Old Trail. These requests and justifications are included on subsequent pages.

Crozet Community Advisory Committee

Resolution Regarding the Outpacing of Crozet Population Growth Relative to Concurrent Infrastructure

WHEREAS Crozet has experienced—and continues to experience—tremendous population growth and residential development since the 2010 Crozet Master Plan (Master Plan) was adopted;

WHEREAS the Master Plan estimated that Crozet's population would be approximately 12,000 by 2030, with a maximum, long-term population capacity of approximately 18,000;

WHEREAS, based on recent County estimates, Crozet's current population is approximately 10,000;

WHEREAS, the Master Plan expressly states, as one of its land use priorities, that the County will "Monitor capacity of infrastructure to support new development"[1];

WHEREAS the Master Plan identified a number of infrastructure priorities that were necessary to support new development, including:

- completing Eastern Avenue connector and the bridge over Lickinghole Creek,[2]
- expanding school capacity in Crozet's elementary schools,[3]
- building Western Park,[4]
- adding sidewalks, multi-use paths, and other bicycle and pedestrian-friendly elements in and between many existing neighborhoods[5];

WHEREAS, in the decade since the County adopted the Master Plan, none of these infrastructure priorities has been completed—or, in many cases, even funded;

WHEREAS, in spite of this missing infrastructure, the pace of residential development and population growth in Crozet continues;

WHEREAS County's failure to provide this infrastructure has placed serious strains on Crozet, leading to overcrowding in its schools, on its roads, and in its public recreational spaces;

[1] Crozet Master Plan, p. 57.
[2] Crozet Master Plan, p. 60.
[3] Crozet Master Plan, p. 63.
[4] Crozet Master Plan, p. 47, 60.
[5] Crozet Master Plan, p. 2, 19, 37, 38, 47, 60.

DRAFT

BE IT RESOLVED that the Crozet Community Advisory Committee:

1. Expresses its sense that the County has not lived up to its obligation to "monitor [the] capacity of infrastructure to support new development" in Crozet, leading to inadequate infrastructure investment that has failed to keep pace with residential development.

2. Requests that the County, in reviewing pending and future rezoning requests, consider whether the request is congruous with the *totality* of the Master Plan—including not only the land-use designations but also the status of infrastructure presently available to support the proposed development.

3. Requests that in consideration of new projects and rezoning applications, the lowest possible densities be preferred.

This resolution was adopted by the Crozet Community Advisory Committee at a regular meeting held on November 12, 2020 with ____ members voting YES, ____ members voting NO, and ____ members abstaining.

_____

Allie Pesch, Chair

DRAFT

Old Trail Village
Land Use Designation
Crozet Master Plan Update 2020

Land Use Designation Requests Submitted to Staff December 22, 2020

Introduction:

Old Trail Village was created with a rezoning of its land in 2005. As part of this rezoning the County of Albemarle sought to make this community a model for the Neighborhood Model, with compact, urban development and a true mixed-use community. Among other key principles was a requirement that the community be sufficiently dense to efficiently utilize the development area and implement the goals and recommendations of the newly adopted Crozet Master Plan. Old Trail was seen as a "test case" for the Neighborhood Model. As such, the County required the original rezoning application to include a minimum of 1,600 dwelling units and a minimum of 100,000 square feet of non-residential development.

In 2015 after barely surviving the Great Recession, Old Trail Village determined this minimum development build out was not feasible. Therefore, it requested (through a rezoning amendment) to reduce the minimum number of units that were required at full build out from 1,600 to 1,000. Along with this it simplified the Code of Development to help both the County and the Developer better understand the complex build out requirements. Since Old Trail was one of the first Neighborhood Model Developments in Albemarle County, the original version of the Code of Development that was approved in 2005 had proven to be overly detailed, and thus challenging and inefficient for both the Developer and Community Development staff to work with. The 2015 rezoning amendment was referred to as the Old Trail Housekeeping Amendment (ZMA 2015-0001).

Since the 2015 Housekeeping Amendment, the Old Trail Developer has built approximately two thirds of the development and has maintained a pace that reflects this new minimum density of development at approximately 1200 units and the 100,000 non-residential that the County initially required. In addition, Old Trail Village put a plan forward to show a substantial increase in neighborhood pocket parks by almost three times what was required and preserved open space that is almost 10% higher then required.

Because of all this, it's improbable to conceive that the request to apply the correct Master Plan land use designations is an effort by the Old Trail Developer to increase density. This should provide enough comfort that this developer is looking to preserve and protect its investment over these past 15 years and to just have the opportunity to "finish" what is finally getting to nearly the end of a long road. For that to occur, it is important that the Master Plan designations be consistent with the approved Code of Development, and not undermine it.

With that said we have recommended the following based on staff input and the land use maps being considered.

Zone M2 - Block 1, 2, 3, 4, 5, 6, 7, 26 Community Mixed Use

PROPOSED LAND USE: The proposed "Community Mixed Use" designation is appropriate for these blocks given that the Old Trail Village Code of Development permits a variety of mixed uses in these blocks, and a fairly high number of dwelling units in each block. Refer to Table 5 Density Regulations in the Old Trail Code of Development for specifics on the maximum number of residential units permitted in each block, which is enclosed. For purposes of this document, we have expanded Table 5 to include columns listing the approximate acreage and the corresponding maximum density for each block.

The residential density in the Core Area of blocks 1 & 6 were approved for a higher density of residential housing along with true mixed-use opportunities of ground floor "non-residential" and residential or office above. The "Community Mixed Use" designation provides for this type of true mixed-use development, with a residential density range of 6-34 DUA, and a stated purpose and intent for "mixed use development with a mix of medium to high density residential, commercial, retail, office, and other uses that serve the community, with a high intensity

of uses expected in a walkable development pattern." The "Community Mixed Use" in these locations provides a matching level of density found in the approved NMD zoning for Old Trail Village for both Residential and Non-Residential scale development in a blending of product type that can transition from the more intense village core area to a lower scale that blends contextually with the surrounding blocks.

Add blocks 2, 26 to staff recommendation for Community Mixed Use:

JUSTIFICATION: Adjacent to the core area are existing block developments that have completed development at a scale consistent with the description for Community Mixed Use based on its approved zoning. Blocks 3, 4, 5 & 7 each have residential development over 20 DUA, along with non-residential mixed-use development. In addition, Old Trail has incorporated carefully placed pockets of open space in each of these existing blocks that exceed the required pocket parks. Blocks 2 and 26 would be developed in a similar scale and manner by allowing for a pattern of transition around the edges to match its contextual surroundings such as Commercial/mixed use transitioned to Townhomes; Townhomes/Affordable Units transitioned to lower density attached Villas and detached Cottages.

Zone A2 - Blocks 10, 11, 12, 13, 14, 15 Middle Density Residential

PROPOSED LAND USE: The new "Middle Density Residential" designation with a proposed density of 6-24 DUA suggested for these blocks is a slightly different designation than "Community Mixed-Use" that is arguably appropriate for these blocks given the density limits and range of uses that are permitted under the Old Trail Code of Development, but since these parcels have developed to a scale consistent with this designation, and also because these blocks transition to the lower "edge" conditions shown in the Code of Development, the developer would be agreeable to this new designation that the County is introducing, provided that all the other recommendations are approved. Middle Density Residential actually is a much better fit than the existing Urban Density designation with its density range of 6-12 DUA (a density limit that is lower than permitted for these blocks under the Code of Development, and lower than how they have developed so far), but still allowing a small amount of non-residential integrated into these blocks.

Add Blocks 20, 21 to staff recommendations for Community Mixed Use:

JUSTIFICATION: The new Summit at Old Trail Apartments are located within blocks 5, 20, and 21, which is now a single tax map parcel. The developable acreage of the Summit parcel is a combined 9.89 acres (TMP 055E0-01-A1-000A0). With 190 total units, that equates to 19.21 DUA. In addition, the Code of Development permits a variety of non-residential uses in these blocks, including retail and office uses. In addition, the Code of Development permits 4 story buildings in these blocks (see Table 6, page 17). For these reasons, the Developer recommends that Community Mixed Use is the appropriate designation for these blocks. The density range of 6-34 DUA of Community Mixed Use is consistent with the current density of the Summit Apartments. In Table 5 of Old Trail's Code of Development there could be a total of 240 residential units or more along with allowed non-residential uses in these 3 blocks combined, which would equate to 24.26 DUA and therefore we recommend this parcel be shown as a "Community Mixed Use" land use designation to respect the current zoning even though a lower level of density exists there today. The owner of these blocks could add additional units or non-residential uses to these blocks by right. In addition, Community Mixed Use permits up to 4 stories (or 5 by exception), which is consistent with the actual number of stories in the constructed Summit buildings (4 stories). .

Add Blocks 19, 24 & 25 to staff recommendations: See specific recommendations below

JUSTIFICATION: These blocks are designated for Neighborhood Density Residential on the existing Master Plan, which is far more restrictive than is permitted for these blocks pursuant to the approved Code of Development. In Table 5 of the Old Trail Code of Development blocks 19 and 25 are allowed far more than 6 dwelling units per acre, and block 25 permits a density even higher than the designation for 6-12 DUA under Urban Density

Residential. Our recommendation is to designate the portion of Block 24 that is along Old Trail Drive in orange/Middle Density, and the rest of block 24 in yellow/Neighborhood density. We further recommend that Block 25 be designated for Middle Density Residential to reflect the density range that is permitted by the Code of Development (maximum of 24 units on 1.79 acres equates to 13.4 DUA.

To be contextual with its surrounding and to give a prospective user such as Crozet Sports the appropriate Land Use designation, the Block 19 should be either "Community Mixed Use" or "Middle Density" to be stronger support for Crozet Sports or a similar use without opening the door to more intensive commercial uses.

Add blocks 10, 22, 25 & 32 to staff recommendation- Urban Density Residential

JUSTIFICATION: Even though the NMD Zoning approval for Old Trail Village makes the entire community a "community mixed use" development, this land use designation seems appropriate for the scale and size of these neighborhood blocks to respect the surrounding context. The developer has agreed to this proposed designation, which could be perceived as "less" than the approved zoning, but find it still meets the development intent. The only caveat should be noted that Old Trail's Code of Development does allow for 4 stories of housing and would most likely not meet this lower limit on future development since it's already approved.

Add Golf Clubhouse to staff recommendation Community Mixed Use:

JUSTIFICATION: The clubhouse is currently located mostly on land inside the development area. A portion of the clubhouse is erroneously shown as being in the rural area, but that is not accurate. The golf clubhouse is currently served with public utilities. The approved special use permit allows this facility to be a community gathering and entertainment location with a public restaurant and banquet hall offering gathering events for weddings, birthday parties, community gatherings, local business meetings, anniversaries and life celebrations. This area of public importance should really be designated for Community Mixed Use, since it is a component of the larger mixed-use community and is mostly in the development area that's part of the Neighborhood Model Development, which is typically this land use and the overall development area boundary line should be accurate and thus corrected on the map to include all of the clubhouse.

Table 5 Density Regulations

Acres	Block	Minimum/Maximum Use Regulations					Actual DUA	Max Allowed DUA
		Non-Residential Uses		Residential Uses				
		Minimum Non-Residential (s.f.)	Maximum Non-Residential (s.f.)	Dwelling unit minimum	Dwelling unit maximum			
5.1	1	20,000	40,000	80,000	0	76 91	14.9	17.8
4.9	2	0	12,000	80,000	0	78 93	15.9	19.0
2.4	3	10,000	3,500	80,000	40	49 122	20.4	50.8
2.4	4	0		30,000	19	47 59	19.6	24.6
3.0	5	0		30,000	20	66 100	22.0	33.3
5.0	6	20,000		80,000	0	0 100	0.0	20.0
3.7	7	0		30,000	50	75 156	20.3	42.2
0.0	8					0	0.0	0.0
0.0	9					0	0.0	0.0
1.6	10	0		20,000	20	0 100	0.0	62.5
3.0	11	0		20,000	25	34 54	11.3	18.0
2.5	12	0		20,000	20	25 90	10.0	36.0
4.0	13	0		20,000	32	29 72	7.3	18.0
2.9	14	0		20,000	18	20 52	6.9	17.9
2.7	15	0		20,000	14	27 60	10.0	22.2
3.8	16	0		20,000	20	31 100	8.2	26.3
2.0	17	0		20,000	22	14 110	7.0	55.0
3.0	18	0		20,000	12	20 61	6.7	20.3
9.7	19	0		0	12	0 90	0.0	9.3
3.9	20	0		20,000	10	84 80	21.5	20.5
2.3	21	0		20,000	12	40 60	17.4	26.1
5.5	22	0		20,000	50	55 149	10.0	27.1
3.4	23	0		20,000	14	13 61	3.8	17.9
4.1	24	0		20,000	12	0 40	0.0	9.8
1.8	25	0		20,000	8	0 24	0.0	13.3
5.4	26	0		20,000	20	0 150	0.0	27.8
3.7	27	0		20,000	14	31 80	8.4	21.6
3.6	28	0		20,000	30	14 66	3.9	18.3
3.9	29	0		20,000	16	21 70	5.4	17.9
3.0	30	0		0	16	14 60	4.7	20.0
3.7	31	0		0	24	13 80	3.5	21.6
17.0	32	0		0	24	109 417	6.4	24.5
9.6	33	0		0	12	0 80	0.0	8.3
2.9	34	0		0	10	0 32	0.0	11.0
5.8	35	0		0	10	19 80	3.3	13.8

Minimum and Maximum regulations for overall project	Min. Non-Residential GLA	Max. Non-Residential GLA	Min. Residential Dwelling Units	Max. Residential Dwelling Units
	100,000	250,000	1,000	2,200

Notes:

1. Even though the sum of the maximum units developable for each block exceeds 2200 and the sum of the maximum non-residential and mixed use square footage for each block exceeds 250,000, the developer shall be limited to an overall range of units between 1,000 and 2,200 and an overall range of non-residential and mixed use square footage between 100,000 and 250,000 for the entire development. The commercial use known as the Lodge at Old Trail shall not count towards the maximum of nonresidential development units.

*Bold Text represents actual

**Variations to minimum units were allowed with staff approval