Initial Submittal: May 18, 2020
Revised October 5, 2020

RST Residences

Zoning Map Amendment Application Narrative

ZMA 2020-00007

Description of Proposed Project

The proposed zoning map amendment would rezone tax map parcels 04600-00-00-10800 and 04600-00-00-10900 (the "Property"), located in the Places29 Development Area, from R-1 Residential to Planned Residential Development ("PRD"), to allow for the development of a multi-family townhouse and apartment community known as RST Residences (the "Project"). The Project is proposed by Seminole Trail, LLC (the "Owner") and RST Development, LLC (the "Developer", and collectively, the "Applicant"). RST Residences will provide updated housing and amenities for residents of Albemarle County (the "County").

The Project proposes a maximum of 370 residential units comprised of apartments and townhouses. The Concept Plan shown on Sheet 4 of the application package shows a total of 362 units, comprised of 254 apartments and 108 townhouse units. The Project also proposes amenities for residents, which may include a dog park and an outdoor recreation area. An application plan for the Project is enclosed showing these features.

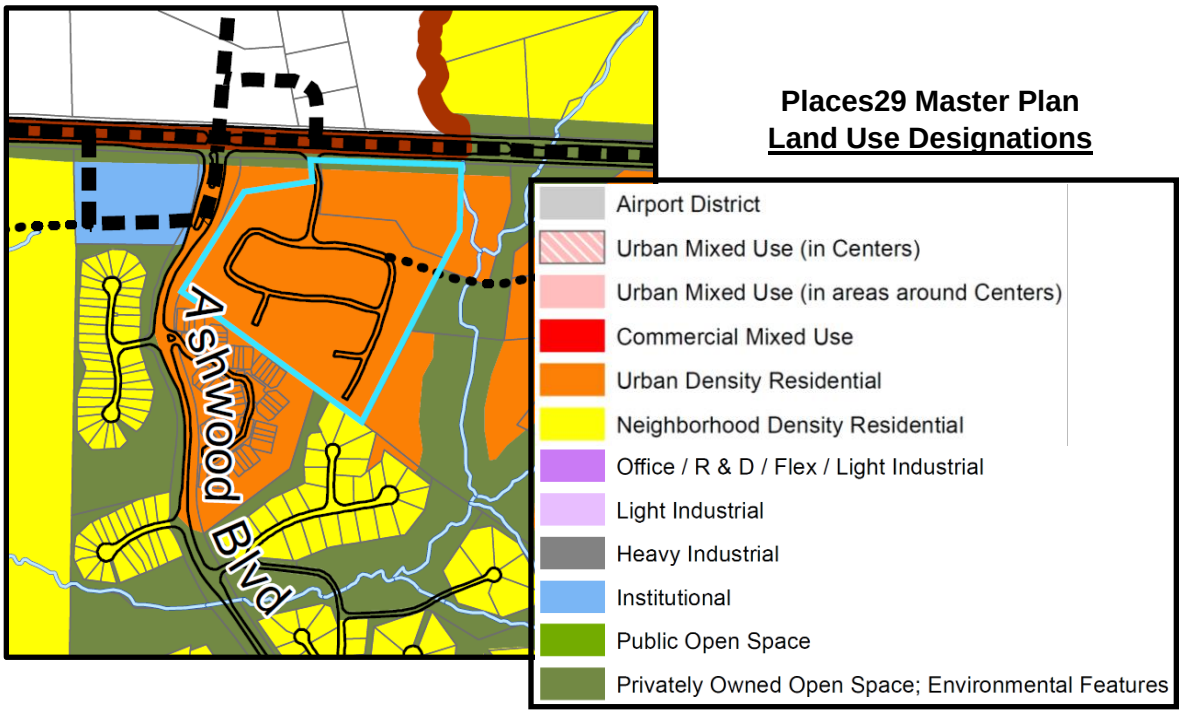
The apartments are proposed to be located in 5 buildings arranged at the Project's center. The townhouses are proposed to be located behind the apartment buildings and are proposed as a "2-over-2" design. The 2-over-2 stacks one two-story townhouse on top of another, with a front door entrance to each unit accessed from a shared stoop on the first level of the building. The design also contains a garage and driveway for each unit that will accommodate one parking space each (providing 2 dedicated parking spots per unit).

The remaining 2-over-2 floor layout is as follows. The first level contains the living room, kitchen, and powder room for the lower unit in the stack. The second level contains the bedrooms for the lower unit. The layout for the bedrooms in the lower units varies; most lower units have a 3-bedroom layout, while some have a 2-bedroom with a home office layout. The third level contains the living room, dining room, and kitchen for the upper unit. The fourth level contains the 3 bedrooms for each upper unit. Some upper units will have access to a dedicated roof terrace (not a common area). The 2-over-2 units are offered for sale as condominiums, with owners purchasing everything from the drywall in. The rest of the building and outdoor space is common area (or limited common area such as windows, doors, or decks).

Consistency with the Comprehensive Plan

The Places29 Master Plan (the "Master Plan") designates the Property for Urban Density Residential uses. The primary uses within the Urban Density Residential designation are "multifamily and single-family residential, including two or more housing types." The Project meets this description.

The Urban Density Residential designation "is used in areas around Centers where multifamily housing with a gross density range between 6.01 and 34 units per acre is desired." Places29 Master Plan, page 4-5. The Hollymead Town Center area is in the immediate vicinity of the Property, and the Project would contribute to its ongoing development. The Property is outlined on the excerpt of the Master Plan's land use designation map shown below.



This map shows that the predominant character of the area near the Property is medium- to high-density residential uses. As shown above, most of the nearby parcels are designated for Urban Density Residential, Neighborhood Density Residential, or for Privately Owned Open Space. The sole parcel designated for Institutional uses is owned by the County. The Urban Density Residential parcel that abuts the property to the south (TMP 46B5-1D) is owned by VDOT was used in connection with the major road improvements to U.S. Route 29, which have been completed in this area. As a result, the Applicant understands that VDOT is currently evaluating whether this parcel may be offered for sale. The Applicant is in communication with VDOT regarding potentially buying the parcel, should it become available. If able to acquire the land, the Applicant would consider incorporating the parcel into the Project.

The Master Plan's gross density range allows the Property's 19.51 acres to be developed with at least 117 and up to 663 residential units. The existing zoning, R-1 Residential, is inconsistent with the Comprehensive Plan because it permits a gross density range between 0.97 and 1.45 dwelling units per acre, well below the desired density for this location. See Zoning Ordinance § 13.3. The Project proposes a density that would achieve the County's desired density in this location. As noted on the cover sheet to the revised plans, the Project proposes a gross density of approximately 19 dwelling units per acre, and a net density of approximately 20 dwelling units per acre.

The Project's density also supports Objective 4 of Chapter 8 (Development Areas) of the Comprehensive Plan, recommending the "[u]se [of] Development Areas land efficiently to prevent premature expansion of the Development Areas." The Project clusters units together on the site, and includes one-, two-, and three-bedroom apartments, and attached townhouses. The Project's residential layout thus makes efficient use of Development Areas land.

Chapter 8 of the Comprehensive Plan states that housing in the Development Areas should be provided at a variety of price points, including affordable housing. In addition, Objective 4 of Chapter 9 (Housing) of the Comprehensive Plan is to "[p]rovide for a variety of housing types for all income levels and help provide for increased density in the Development Areas." The Project includes affordable housing, which will likely include both for-sale and for-rent units. At least 15 percent of all units in the Project will be affordable housing units, meeting the recommendation in the Comprehensive Plan (Strategy 6b, Chapter 9).

Places 29 Design Guidelines

The Property is located on the U.S. Route 29 Entrance Corridor. The Applicant has submitted supplemental materials to the Architectural Review Board for evaluation of the Project's potential impacts on the Entrance Corridor and conformity with the Places29 Master Plan Entrance Corridor Design Guidelines.

Places 29 Frontage Condition

Most of the Property is designated on the Places29 Master Plan Recommended Entrance Corridor Frontage Conditions Map for "Landscaped Development," which recommends a 10- to 20-foot landscaped buffer between the Project and the existing multi-use path that runs along U.S. Route 29. Relatively new tree plantings already exist on the Property in the recommended landscaped buffer area. The Applicant anticipates additional plantings in this area will be installed.

A small portion of the Property is designated for "Forested Buffer," which recommends preserving "relatively dense stands of trees" as a 30-foot buffer to screen multi-family residential uses. The Recommended Entrance Corridor Frontage Conditions Map shows the boundary between the "Landscaped Development" and "Forested Buffer" areas on the Property at roughly the same location where steep slopes adjacent to U.S. Route 29 begin. The Application Plan shows buffers around these areas, indicating that the steep slopes will not be disturbed. By not disturbing these areas, the Project satisfies the applicable "Forested Buffer" frontage condition.

To clarify the project narrative and concept plans initially submitted on May 18, 2020, and in response to comments from Architectural Review Board staff, please note that the revised plans provide for a 100-foot forested buffer along the Entrance Corridor.

Consistency with the Neighborhood Model Principles

The proposed project is consistent with the applicable Neighborhood Model Principles as follows:

Pedestrian Orientation. A multi-use path already exists along the entire frontage of the Property adjacent to the Entrance Corridor. The existing multi-use path along the frontage of the

Property provides a pedestrian connection to the existing pedestrian network surrounding the Property. Sidewalks on both sides of the entrance to the project from Route 29 will connect to the existing multi-use path. In addition, the Project proposes a separate multi-use path along Ashwood Boulevard to provide a pedestrian connection to the existing pedestrian network that currently terminates at the Forest Lake South Townhomes. Connecting to this pedestrian network will provide residents with pedestrian access to the schools and amenities at the Hollymead Town Center, approximately one mile from the Project. Sidewalk connections between buildings and amenities within the Project would also support a pedestrian orientation. It is expected that pedestrian activity will be encouraged by the location of many common amenities located in or adjacent to Building 1, and by the thoughtfully designed streetscapes throughout RST Residences.

Mixture of Uses. The Project does not introduce a mixture of uses in that the Property will be used entirely for residential uses, but the Property is in close proximity to other mixed-use properties such as the Brookhill community directly to the South, as well as the Forest Lakes Shopping Center and the Hollymead Town Center. As shown by the future land use map in the Places29 Master Plan, the Property is designated for urban density residential use to support an overall mixture of uses in and around the Hollymead Town Center. When considered in light of the Project's proximity to Hollymead Town Center, and especially its close proximity to Brookhill Town Center, we contend this principle is met.

Neighborhood Center. While the Project is not required to function as a free-standing Neighborhood Center under these guidelines, the Project includes many on-site amenities and the Property is in close, walkable distance to the Brookhill Town Center and Hollymead Town Center. Residents would be afforded many benefits by this proximity. In particular, the educational, recreational, dining, and shopping amenities that will be located within Brookhill will be a short walk (approximately ½ mile) from the Project. Besides those nearby amenities, the Project would include an outdoor amenity area with a swimming pool with a grill area for social events, in addition to other outdoor amenities such as a dog park and tot lots. All amenities would be accessible through pedestrian walkways throughout the Project, with the central amenity area to be accessible from the plaza area adjacent to Building 1 and from an additional pedestrian walkway at the intersection of "Private Road A" and "Private Road C." In light of the variety of on-site and nearby amenities at existing Neighborhood Centers, this principle is fully satisfied.

Mixture of Housing Types and Affordability. The Property has been used as a mobile home park for many years. Therefore, the Project introduces a mixture of housing types (townhomes and apartments) where such variety does not exist today. In addition, the Project contains an affordable housing component, as discussed elsewhere in this narrative. When considered in the context for the large number of single family residences nearby in Forest Lakes, Brookhill, and other nearby neighborhoods, we contend that this principle is met.

Interconnected Streets and Transportation Networks. The project proposes private streets in the areas shown on the Application Plan, which will support a system of interconnected streets and "non-street connections" to allow vehicles to access nearby locations without having to access Route 29, as expressly recommended in the Comprehensive Plan. The Project as proposed would increase the existing interconnected street network and system of non-street connections. The updated plans also show an area for a future connection on the north side of

the Property. RST Development would record an access easement to allow the public to use the private streets withing the Project. This access would promote interconnected streets and would improve the existing transportation network. The Project also proposed to lengthen the southbound left turn lane from Route 29 to Ashwood Boulevard, further contributing to the improvement of the existing transportation network.

Multi-Model Transportation Opportunities. The application continues existing multi-model transportation opportunities in that residents can continue to access the Property by vehicle, on foot, or by bicycle. While the Property is not yet accessible via public transit, the #12 CAT bus provides service to the Walmart Supercenter on Hilton Heights Road, which is just over a mile and a half away, and which is connected to the Property by the existing multi-use path along U.S. Route 29. The extension of the multi-use path along the project's frontage on Ashwood Boulevard will also enhance multi-model transportation opportunities and connections to Brookhill, including the educational and recreational facilities that are proposed for that project. The Project includes extensive sidewalks that connect to the multi-use path to encourage pedestrian activity and bicycle transportation.

Parks, Recreational Amenities and Open Space. The Project proposes common recreational areas and other amenities for residents, including a dog park, an outdoor swimming pool, a fitness center, and possibly other amenities. In addition, by adding landscaping and other plantings the Project would enhance the appearance of the Property when compared to existing conditions, and expand the Open Space areas. The Project is proposed to be surround by buffers on all sides, and proposes additional areas to be reserved for open space.

Buildings and Spaces of Human Scale. The Project proposes buildings with articulated designs meant to break up "massing" and support the principle of buildings of human scale. Each structure on the concept plan except "Building 1" and the 2-over-2 townhouse structures are proposed to be no more than three stories, further supporting this principle. The Applicant has separately requested a special exception from the stepback requirement that applies to the front of Building 1 and to the townhouses. Given that U.S. Route 29 is located 449 feet from the front of Building 1, and that no other structures are proposed between Building 1 and the public road, the requested special exception is consistent with the principal of buildings and spaces of human scale. Please refer to the updated special exception application for more information on this issue.

Relegated Parking. The Project proposes only minimal parking areas that front public roads, including the U.S. Route 29 Entrance Corridor. While some parking in these areas is proposed, the vast majority of the parking proposed is relegated behind or to the side of buildings, buffers, or recreational areas. Parking areas are expected to have limited visibility from the Entrance Corridor, especially given the distance involved, and the 100-foot forested buffer.

Redevelopment. This application involves a redevelopment of the Property of a type that is expressly recommend by the Places29 Master Plan.

Respecting Terrain and Careful Grading and Re-grading. Some grading will need to occur on the Property during construction. The Application Plan accounts for managed or preserved slopes on the Property. The Applicant will obtain all required permits and approvals that may be needed to conduct grading on the Property. The Application Plan shows that the preserved slopes

located within the Project will not be disturbed during construction, and that improvements have been carefully sited to preserve those areas.

Clear Boundaries with the Rural Area. Not applicable. The Property is not adjacent to the Rural Area.

Impacts on Public Facilities & Public Infrastructure

The Project has no negative impact on public facilities and public infrastructure. The Project would improve the public road network, in the form of a new vehicular connection to Ashwood Boulevard that aligns with proposed Archer Avenue in Brookhill. This proposed connection to Ashwood and extension to Archer would help divert congestion on Route 29 and give residents additional alternatives to reaching nearby destinations without needing to travel on Route 29. Additionally, a proposed driveway from Ashwood would help direct traffic entering or leaving the Property through the signalized intersection of Ashwood and U.S. Route 29. The Project also provides for a potential road connection to the parcel north of the Property, should it be redeveloped. While the Project proposes private roads, RST Development will grant an access easement for the public to use the private roads. Since they will be accessible to the public, the proposed private roads will improve the County's road network over existing conditions on the Property, which is currently only served by access to Route 29, and by creating and extending alternatives to travel on U.S. Route 29.

The Project also proposes a new right turn lane to access the Property from U.S. Route 29. This improvement will provide much safer access to the Property and traffic flow on U.S. Route 29 than provided by the two driveways that exist on the Property today. The proposed turn lane will be placed at a sufficient distance from the other access points to U.S. Route 29, as required by VDOT standards. In addition, the Project would extend the length of the southbound left turn lane from Route 29 to Ashwood Boulevard. In response to comments received from VDOT, the Project proposes 350 feet of storage in this turn lane, which is shown on the plans as revised October 5, 2020. This amount has been increased from the previously proposed length of 250 feet, and is greater than the existing length of 200 feet

With regard to traffic impacts, as explained in more detail in the enclosed traffic study, the number of projected trips associated with the Project will increase over present conditions, but the effect of the increase will be lessened by the proposed access points and turn lane. Although the Project will create more trips to and from the Property, this result is consistent with the higher density residential use prescribed for the Property by the Comprehensive Plan. Also, when compared to the levels of service and wait time that are projected for the area without any development of the RST property, the level of service and wait times are nearly identical with the proposed development and implementation of the recommended improvements. As such, there are no material impacts on traffic or on the surrounding road network.

Impacts on Environmental Features

The proposed Project has no negative impacts on environmental features. Residential use of the Property would continue. Unlike the existing residential use on the Property, which is served by a private water system and septic fields, the Project will be served by the public water and sewer system, which provides much more protection of the environment. No portion of the Property

contains protected stream buffers, and the Project is carefully designed to avoid encroachment or other impacts to the preserved slopes on the Property and nearby. The Project includes extensive buffer areas that will provide space for additional vegetation.

Impacts of the Proposed Development

Parks: The Project contains a variety of recreational and other amenities for the use and benefit of the residents of the Project, several of which are shown on the Concept Plan. While the specific details of the amenities have not yet been decided, the Concept Plan shows that RST Residences will include an outdoor swimming pool, a dog park, two tot lots, and a dedicated outdoor recreational area. In addition, a grill area near the swimming pool and an indoor fitness center are envisioned. Residents will also have easy access to other nearby parks and recreational areas, and to walking trails existing and proposed nearby.

Fire & Rescue: The Project layout has been carefully designed to meet the standards for emergency vehicle access, and other fire and rescue standards.

Schools: Students living in RST Residences would be within the current school districts for Hollymead Elementary School, Sutherland Middle School, and Albemarle High School. Based on the most recent (November 11, 2019) Albemarle County Schools Capacity vs. Enrollment Projections[1], both Hollymead and Sutherland are under capacity, while Albemarle High School is over capacity. The total impact of the Project on the school system will be mitigated by the fact that approximately two thirds (254) of the units will be one- and two-bedroom multi-family (apartment) units, while 108 units are planned as two- and three-bedroom townhome units. Smaller units tend to generate fewer school children.

The County Schools provided the following matrix for estimating student counts:

OFFICIAL CALCULATOR[2]

Type of Dwelling Unit	Elementary	Middle	High	Total
Townhome (108)	0.15 (16)	0.06 (6)	0.08 (9)	0.29 (31)
Multi-Family (254)	0.12 (30)	0.03 (8)	0.05 (13)	0.21 (53)
	=46	**=14**	**=22**	**84 total**

Based on the Capacity vs. Enrollment Projections for the next ten (10) years, Hollymead and Sutherland are projected to remain under capacity, while AHS will remain over capacity. In the 2019-20 school year, Hollymead was under capacity by 52 students and Sutherland by 60 students. Further projections are as follows:

[1] *Albemarle County Public Schools K-12 Enrollment Projections FY 2020/21 to FT 2029/30*, dated November 2019; *Capacity vs. Enrollment Projections*, dated November 19, 2019.
[2] Provided by Rosalyn Schmitt, Chief Operating Officer, Albemarle County Public Schools, on September 25, 2018.

School	K - 1 2 Capacity	2020 -21	2021 -22	2022 -23	2023 -24	2024 -25	2025 -26	2026 -27	2027 -28	2028 -29	2029 -30
Hollymead	418	412	415	418	425	426	430	431	426	426	427
Sutherland	653	606	599	597	594	618	636	633	652	657	658
Albemarle	1,775	1928	1943	1972	2097	2116	2122	2169	2134	2164	2168

Currently, there are sixty-seven (67) trailers on the property, and only three school-aged children – one elementary, two middle school, and no high school students. Prior to acquisition by the Applicant, the Property was home to six or seven school-aged children.

While the Project would have some impact on school capacity, County Staff has noted in a recent Staff Report for another development that the "dedication of land for two new elementary schools are proffered commitments of other large developments in the Places29 Development Area. This includes a 7-acre site within Brookhill and a 12.85-acre site within North Pointe. The Brookhill development also has a proffer requiring dedication of an approximately 60-acre site along Berkmar Drive that could be used for a comprehensive public high school." Staff Report for ZMA 2018-00018 and SP 2018-0023, Rivers Edge, Planning Commission Hearing (March 10, 2020).

The Albemarle County Public Schools *Long Range Planning Advisory Committee Recommendations*, July 11, 2019 (the "Report") states that the new elementary school proffered as part of the Brookhill rezoning at the intersection of 29N and Polo Grounds Road is at an optimal location for growth along the 29 corridor. The Report states that this "growth will be monitored, and if capacity becomes an issue at Hollymead or other schools in the area this project should be evaluated in more detail."

The Report states that the middle schools have combined adequate capacity and that the school division "has embarked upon a 'center' based strategy to address capacity issues at its three comprehensive high schools, in particular Albemarle High School."

Affordable Housing: Affordable housing is a central feature of RST Residences. The Application Plan contains a note providing that 15% of the total dwelling units within the Project will be affordable units and the Applicant intends to offer affordable units for rent and for sale. The Applicant is working on proposals to provide a significantly higher percentage of affordable units in the Project than 15%. Both for-sale and for-rent affordable units are envisioned. The for-sale affordable units will be townhomes and the for-rent affordable units will be apartments.

Anti-Displacement Policy: The Applicant is aware that the County Housing Director and the Board of Supervisors are developing an Anti-Displacement policy for the County. The Applicant now owns the Property and has allowed the residents to continue living at the Property for a minimum of one year, so they all have as much time as possible to arrange for new housing. The Applicant and its management team are committed to working with the remaining residents, non-profit housing assistance organizations, and the County Housing Department in the coming months to assist the residence. In response to Housing Division staff comments, the Applicant will provide a written plan for relocation assistance for current residents.

Open Space: At least 25% of the Project site shall be Open Space, as noted on the Application Plan. This includes a combination of buffer areas, amenities, and the proposed dog park.

Historic Resources: The Property is adjacent to a cemetery of unknown ownership. The Project will not encroach upon the cemetery and will erect a fence around the cemetery and ensure access to the cemetery. Although staff has expressed an interest in the Applicant managing the cemetery, because it lacks the legal right to do so, that is not possible. But it will ensure that the Project does not encroach upon it, and that it respects the rights of the descendants and other family members to access the cemetery.

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