

**County of Albemarle  
Planning Staff Report**

<b>Project Name:</b> ZMA202100013 Southwood Phase 2	<b>Staff:</b> Rebecca Ragsdale, Planning Manager
<b>Planning Commission Hearing:</b> April 26, 2022	<b>Board of Supervisors Public Hearing: To be Scheduled</b>
<b>Owner:</b> Southwood Charlottesville LLC	<b>Applicant:</b> Habitat for Humanity
<b>Acreage:</b> approx. 93.32 acres	<b>Rezone from:</b> R-2 Residential to Neighborhood Model District (NMD)
<b>Tax Map Parcels:</b> 090A1-00-00-001D0, 090A0-00-00-001C0, 090A0-00-00-00400	<b>Location:</b> Southwood Mobile Home Park located along Old Lynchburg Road (State Route 631) off of Hickory Street approximately 350 feet from Ambrose Commons Drive
<b>School Districts:</b> Mountain View (Elementary); Burley (Middle School); Monticello (High School)	<b>By-right use:</b> R2 residential uses at a density of 2 units per acre
<b>Magisterial District:</b> Scottsville	<b>Proffers:</b> Yes
<b>Proposal:</b> Rezone 93.32 acres from the R2 Residential zoning district, which allows residential uses at a density of 2 units per acre to the Neighborhood Model District (NMD), which allows residential uses at a density of 3-34 units per acres, mixed commercial, service, and industrial uses.	<p><b>Requested Dwelling Units:</b> 527 units (minimum) – 1,000 units (maximum)</p> <p><b>Requested Non-residential:</b> 60,000 square feet maximum and no specified minimum</p>
<b>DA (Development Area):</b> Neighborhood 5 of the Southern and Western Urban Neighborhoods Master Plan.	<p><b>Comp. Plan Designation:</b> <u>Urban Density Residential:</u></p> <ul style="list-style-type: none"> <li>• Residential (6.01-34 units/acre)</li> <li>• Supporting uses such as places of worship, schools, public and institutional uses, neighborhood scale commercial, office, and service uses</li> <li>• Center in the Southern Neighborhood within the Southern and Western Urban Area Master Plan</li> </ul> <p><u>Parks and Green Systems</u> – parks, playgrounds, play fields, greenways, trails, paths, recreational facilities and equipment, plazas, outdoor sitting areas, natural areas, preservation of stream buffers, floodplains and steep slopes adjacent to rivers and streams</p>

<p><b>Affordable Housing Provided:</b>  <input checked="" type="checkbox"/> Yes, 271 units rental or for-sale, 47%-23% of total number of min/max units depending on build-out.</p>	<p><b>Affordable Housing AMI (%):</b> 80% AMI or sold to a current resident of Southwood with housing costs capped at 30% of the family's income.</p>
<p><b>Character of Property:</b> The property contains the existing Southwood Mobile Home Park, which includes approximately 341 mobile homes, the Boys and Girls Club, the Habitat for Humanity office, wooded areas, and stream buffers.</p>	<p><b>Use of Surrounding Properties:</b> Southwood Mobile Home Park is adjacent to Old Lynchburg Rd, Biscuit Run Park to the South, Covenant School to the north as well as nearby residential areas.</p>
<p><b>Factors Favorable:</b></p> <ol style="list-style-type: none"> <li>1. The rezoning request is generally consistent with the recommendations contained in the Southern and Western Urban Neighborhoods Master Plan and the Comprehensive Plan.</li> <li>2. The rezoning is within the Priority Area of the Southern and Western Urban Neighborhoods Master Plan.</li> <li>3. The rezoning is consistent with most of the applicable Neighborhood Model Principles.</li> <li>4. The rezoning provides affordable housing that meets the housing policy of the Comprehensive Plan with regard to the minimum number of units provide, however staff has some remaining questions and clarifications for the applicant.</li> <li>5. Redevelopment of the existing mobile home park would provide new housing options and home ownership for existing community residents.</li> <li>6. With redevelopment, two improved transit stops would be provided.</li> <li>7. The rezoning supports the County Board of Supervisors Strategic Plan goal for Revitalizing Aging Urban Neighborhoods and is within an Opportunity Zone.</li> </ol>	<p><b>Factors Unfavorable:</b></p> <ol style="list-style-type: none"> <li>1. The rezoning request will add additional students to Mountain View Elementary, which is currently over capacity. This application has not adequately addressed the impacts generated by this proposed development.</li> <li>2. The need for a new school has been identified but additional studies would be needed to acquire a site, design, and construct a school.</li> <li>3. The rezoning will add additional traffic to Old Lynchburg Rd/5<sup>th</sup> Street Extended and impact existing intersections along the corridor. The rezoning does not adequately address impacts to the section of Hickory Street from Southwood to Oak Hill Drive. No bike lanes are proposed on Hickory St.</li> <li>4. The rezoning will result in a significant increase in residential units. Developments of this size generate impacts to County parks facilities, specifically Biscuit Run.</li> <li>5. The rezoning does not provide a commitment to construct a minimum square footage for non-residential uses and therefore does not provide assurance for a Center as recommended by the Master Plan.</li> </ol>
<p><b>RECOMMENDATION:</b>  It is staff's opinion that at this time, with unaddressed schools, traffic, and parks impacts, the unfavorable factors outweigh the favorable factors associated with this request. Staff does not recommend approval of ZMA202100013 Southwood Phase 2 until all outstanding issues are addressed.</p>	

**STAFF PERSON:** Rebecca Ragsdale  
**PLANNING COMMISSION:** April 26, 2022  
**BOARD OF SUPERVISORS:** To be Scheduled

**PETITION:**

PROJECT: ZMA202100013 Southwood Phase 2

MAGISTERIAL DISTRICT: Scottsville

TAX MAP/PARCEL(S): 090A1-00-00-001D0, 090A0-00-00-001C0, 090A0-00-00-00400

LOCATION: Southwood Mobile Home Park is located along Old Lynchburg Road (State Route 631) off of Hickory Street, approximately 350 feet from Ambrose Commons Drive and approx. 1,900 feet from Oak Hill Drive.

PROPOSAL: To rezone property from residential to a mixed use- mixed housing development.

PETITION: Rezone 93.32 acres from the R2 Residential zoning district, which allows residential uses at a density of 2 units per acre, to the Neighborhood Model District (NMD), which allows residential uses at a density of 3-34 units per acres, mixed with commercial, service, and industrial uses. A maximum of 1,000 units are proposed for a gross density of approximately 10.7 units per acre and a net density of approximately 13.5 units per acre. A maximum of 60,000 non-residential square footage is proposed by-right.

OVERLAY DISTRICT(S): Flood Hazard Overlay District; Steep Slopes- Managed and Preserved

PROFFERS: Yes

COMPREHENSIVE PLAN: Parks and Green Systems – parks, playgrounds, play fields, greenways, trails, paths, recreational facilities and equipment, plazas, outdoor sitting areas, natural areas, preservation of stream buffers, floodplains and steep slopes adjacent to rivers and streams; Urban Density Residential – residential (6.01-34 units/acre); supporting uses such as places of worship, schools, public and institutional uses, neighborhood scale commercial, office, and service uses with a Center in the Southern Neighborhood within the Southern and Western Urban Area Master Plan.

MONTICELLO VIEWSHED: Yes

**CHARACTER OF THE AREA**

Southwood Mobile Home Park is located approximately ½ of a mile west of the Covenant School, and approximately 2 miles southwest of 5<sup>th</sup> Street Station. The existing mobile home park consists of 341 mostly substandard mobile homes that house more than 1,500 residents. A Boys & Girls Club is also located within the existing community. Attachment 1 shows the location of the mobile home park and area proposed for rezoning. (Attachment 1-Location Map)

**BACKGROUND/PLANNING AND ZONING HISTORY**

Southwood currently contains 341 mobile homes, more than 1,500 residents, and is the County’s largest concentration of substandard housing. Habitat for Humanity of Greater Charlottesville, Inc. (“Habitat”) purchased Southwood in 2007 with a stated intention of redeveloping the site into a mixed income, mixed-use development, removing all 341 mobile homes and replacing them with a variety of housing unit types, including site-built homes offering both home ownership and rental opportunities. Habitat has committed to its residents with this proposal to provide a non-displacement strategy, that will allow current residents of Southwood to move into safe, permanent, affordable housing.

The rezoning for Southwood Phase 1 (ZMA2018-003) was approved by the Board of Supervisors in August 2018 and included approximately 33.96 acres of undeveloped land. The approved rezoning to the Neighborhood Model District (NMD) included a maximum of 450 units and 50,000 square feet of non-residential. The area where the existing mobile homes are located, now referred to as Phase 2, was not included as part of Phase 1.

A performance agreement was approved by the Board of Supervisors in June 2019 to support up to 155 affordable dwelling units for Phase 1. The County's contribution within the performance agreement includes up to \$1.5 million for the construction of 75 affordable units, \$300,000 for 80 or more Low-Income Housing Tax Credits (LIHTC), and up to \$1.4 million over 10 years in tax rebates. In addition to the rezoning and performance agreement, on behalf of Habitat of Humanity, the County applied for and was awarded a Community Development Block Grant (CDBG) in the amount of \$1 million to support 20 affordable units within Phase 1. Habitat was also awarded \$1.5 million in HUD HOME funds to support the project.

Following approval of the rezoning for Phase 1, Habitat has worked with Southwood residents to design the rezoned area in several sections, including Villages 1 and 2 along with Blocks 9-11 and Block 11-12, the blocks closest to Old Lynchburg Road. Phase 1 is planned to have 335 mixed housing residential units, 207 of which will be affordable. To date, the Applicant has not submitted plans for the construction of any portion of the 50,000 square feet of non-residential uses approved with the Phase I rezoning.

- SDP202100019-Village 1 (Blocks 3, portion of 5,8)- Approved November 2021, includes 80 residential units total, of which 31 are market rate units and 49 affordable units. The unit type breakdown includes 26 SFD, 26 SFA/TH, 8 Duplex, and 20 Multifamily. Village 1 is now under construction and Hickory Street has been improved to its point with new Horizon Road that will serve Phase 2.
- Village 2 (Blocks 4, portion of 5, 6, 7)-Under review, includes 48 units, of which 27 are market rate units and 21 affordable units. The Village is planned to have 22 single family detached, 23 attached/duplex, and 4 multi-family.
- SDP202100066-Blocks 9-11- Under review, includes 86 units, of which 70 are market rate townhouse and 16 are affordable multi-family units.
- SDP202100071-Blocks 11-12-Under review, includes 121 Low Income Housing Tax Credit multi-family units

ZMA202100013 Southwood Phase 2-The rezoning for Phase 2 was submitted to the County for review in October 2021. Staff provided initial review comments, questions, and concerns to the applicant in December 2021. Resubmittal of the proposed rezoning was made on February 21, 2022 with a request that a public hearing be scheduled with the Planning Commission, preferably in April. To accommodate that request, no review comments have been provided to the applicant prior to this staff report. While there are many positive aspects to this project, further review and discussion with the applicant will be needed to address outstanding issues identified in this report.

### **SPECIFICS OF THE PROPOSAL**

The applicant is proposing to rezone three parcels (approximately 93.32 acres) as part of Phase 2 of Southwood, which will include the entirety of the existing mobile home park. The properties are currently zoned R-2 Residential (2-3 units/acre and the proposal is to be rezoned to NMD Neighborhood Model District (up to 34 units/acre and mixed use). As with Phase 1, Habitat has engaged Southwood residents in planning future Phase 2.

Phase 2 proposes a minimum of 527 and maximum of 1,000 residential units and up to 60,000 square feet of non-residential. The majority of the non-residential will be located along Hickory Street. The Code of Development (COD) and the Application Plan (Attachments 3 and 4) show the proposed layout and blocks of the development as depicted on Figure 4 below from the COD. Pages 15-16 of the COD establish the proposed uses for each block. Pages 18-19 establish built form regulations. General block summaries are provided below.

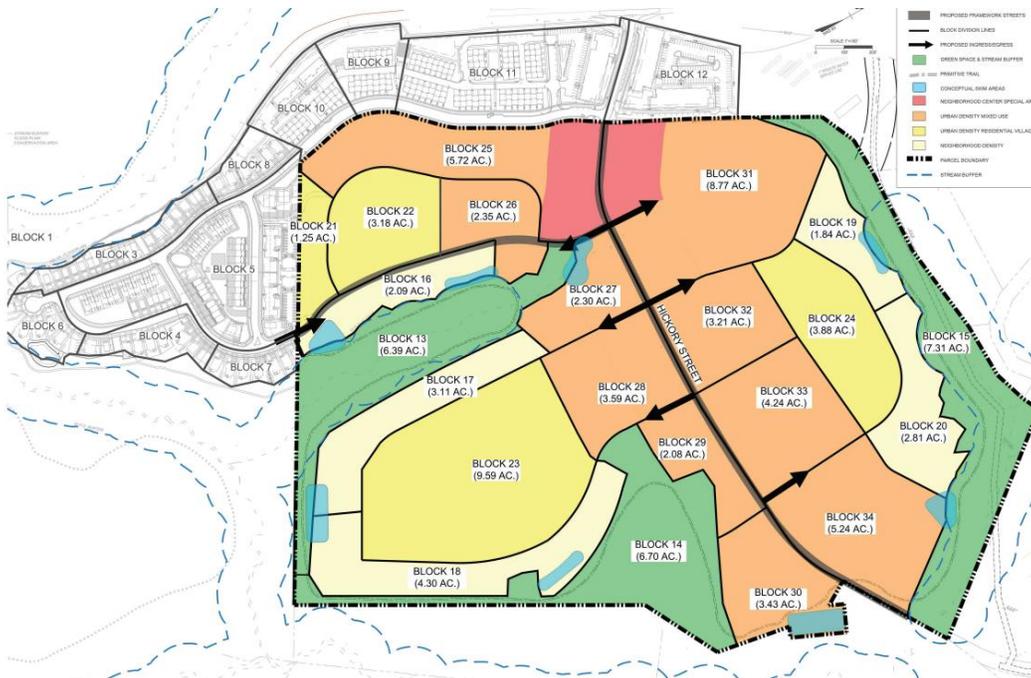


Figure 5: Application Plan

**Blocks 13-15 (20.40 acres) :** These blocks designate the greenspace along the perimeter of the development. They contain environmental features such as floodplain, stream buffer, and preserved slopes. Recreation, public utilities, and stormwater management facilities may be allowed in certain areas.

**Blocks 16-20 (14.15 acres):** These blocks are referred to as Neighborhood Density blocks and are along the

edges of the greenspace blocks. A range of residential units between 57-255 are permitted across these blocks at a net density range of 4-18 dwelling units per acre. Non-residential uses are permitted in all blocks of up to 5,000 square feet. Retail stores/services and eating establishments shall not exceed a ground footprint of 1,600. Building height of up to 3 stories/35 feet is proposed for these blocks.

**Blocks 21-24 (17.90 acres):** These blocks are referred to as Urban Density Residential Village blocks and are transitional blocks between the Neighborhood Density blocks and Mixed Use blocks. A range of 143-394 residential units would be permitted across these blocks at a net density between 8-22 dwelling units per acre. Non-residential uses are permitted in all blocks of up to 5,000. Retail stores/services and eating establishments shall not exceed a ground footprint of 1,600. Building height of up to 3 stories/35 feet is proposed for these blocks. No minimum building height is required.

**Blocks 25-24 (40.93 acres):** These blocks are Urban Density Mixed Use blocks and allow the most intensity of uses and density. Building height of up to 4 stories/55 feet is proposed for these blocks and a minimum of 2 stories are required.

**Neighborhood Center Special Area- Blocks 25-31:** This area is located along Hickory Street closest to Old Lynchburg Road. This area is an extension of the Neighborhood Center Special Area approved in Phase 1 and is intended to provide for the Center recommended in the master plan. This area allows for higher density and intensity of uses that will frame Hickory Street. Building height of up to 5 stories/65 feet maximum is proposed for these blocks and a minimum of 2 stories is required.

**Green Space and Amenities-** A minimum of 27.72 acres will provide green space and amenities; this is 21% of the gross acreage of the site. The amenities consist of trails, active and passive recreational amenities, pedestrian connections, and a central park. These areas will allow for recreation facilities required under Section 4.16 to be provided at site plan, such as playgrounds and basketball courts, or equivalent. Detailed information per block, including definitions, is provided on Pages 20-23 of the Code of Development. (Attachment 2)

Proposed Street Network and Transit Stops -Phase 2 will be accessed from Hickory Street, which connects to Old Lynchburg Road through Phase 1 Blocks 11-12. Public streets, and in limited instances private streets, will be established in blocks from Hickory Street. Streets will have sidewalks and street trees. Hickory Street beyond the development to its intersection with Oak Hill Drive has not been shown on the application plan or code of a development. Pages 24-25 of the Code of Development contain street standards. (Attachment 2)

### **COMMUNITY MEETING**

A virtual community meeting was held for this proposal on Thursday, November 18, 2021, at a regularly scheduled meeting of the 5<sup>th</sup> and Avon Community Advisory Committee (CAC). This meeting was conducted using Zoom. In summary, there were a number of concerns that the proposal of 1,000 units would exceed the available infrastructure to support the development. Some specific comments and concerns from the community included:

- Impressed by the level of engagement with the existing Southwood residents and are very happy with the positive impact the redevelopment will have, creating a better environment that will keep the community feel.
- Concerns regarding school capacity at Mountain View. There were questions about the estimated projected number of students. The question was raised about the timing/phasing of units for Southwood and how that aligns with schools planning for a new elementary school.
- One access point and serious traffic concerns were noted, with concern about Old Lynchburg Rd, potential for back-ups on Hickory and out to Covenant and Oak Hill. There were also concerns about impacts along the 5<sup>th</sup> Street Corridor, back to 5<sup>th</sup> St station. Comments were made comparing the Southwood proposal to Old Trail, where there is one primary road through the entire development and no interconnected larger street network.
- Very concerned about Hickory Street and believe more attention to the off-site section should be paid, including —bike lanes and pocket parks---small size of pocket parks. Opportunities for structured play. Central green.
- Concerns regarding how much flexibility is allowed within the code of development per block.

A recording of the community meeting may be found on the County Calendar for November 18, 2021, or by clicking [HERE](#).

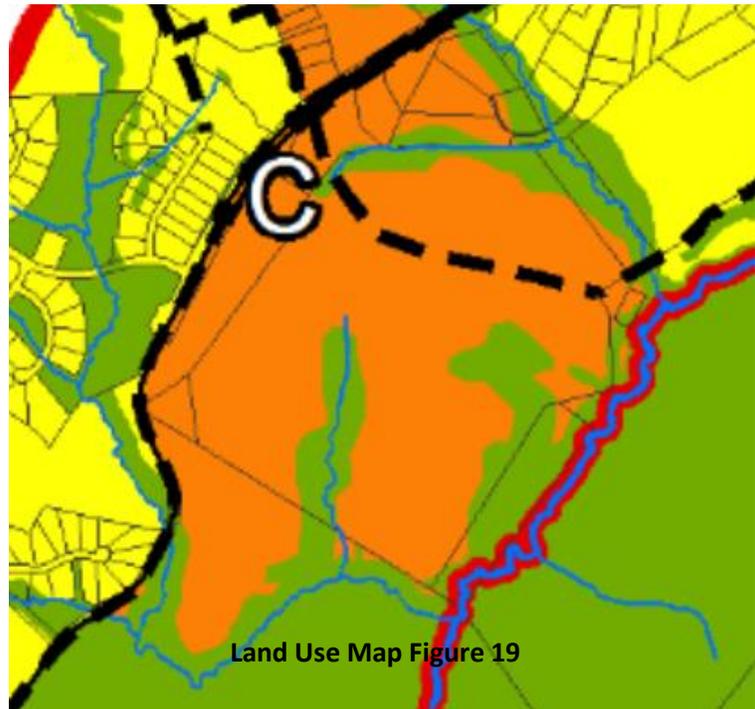
### **COMPREHENSIVE PLAN**

#### **Southern and Western Urban Neighborhoods Master Plan (MP)**

The MP lists Southwood as a Priority Area, and the Land Use Plan designates Southwood as Urban Density Residential with a Center, and Parks and Green Systems. The descriptions of these land use designations and insets of the Land Use Map, Parks and Green Systems, and the Center designation are below.

Urban Density Residential This designation represents residential areas with supporting uses and non-residential uses. Density ranges from at a density of 6.01-34 dwellings per acre. Building height is recommended at 1-3 stories, additional stories where appropriate. Primary uses include residential uses of all housing types, along with places of worship, public and private schools, early childhood education centers (day care centers and pre-schools), public uses, and public institutional uses. Secondary uses include neighborhood serving retail/commercial areas.

The Southwood (Figure 19) Center contains the existing Southwood Mobile Home Park which contains approximately 1500 residents, 342 mobile homes of various ages and states of repair, a Boys and Girls Club facility, and many children. It is recommended for Urban Density Residential development. Redevelopment of the Southwood Mobile Home Park should be as a mixed-income, mixed use community. A mixture of housing types for different income levels is expected. A retail and/or services area should be provided for the neighborhood. The proposed Southern Connector Road project is also a part of the planned future development.



Parks and Green Systems This designation represents areas for parks, recreation, environmental preservation, and areas otherwise not intended for development. Land with this designation cannot be used to calculate available density for a parcel of land. Primary uses include parks, playgrounds, play fields, greenways, equipment, trails, paths, recreation equipment and facilities, plazas, outdoor sitting areas, and natural areas. Also, preservation of stream buffers, floodplains, known wetlands, and slopes of greater than 25% adjacent to rivers and streams. Property may be owned publicly or privately. Secondary uses include public and private outdoor art, monuments, and non-advertising signage.

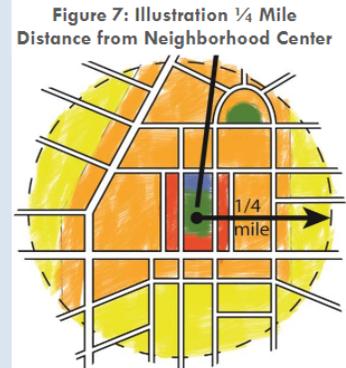
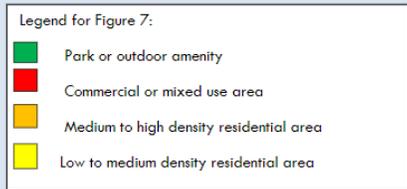
Strategy 2f, within the Development Areas Chapter of the Comprehensive Plan provides guidance for Neighborhood Centers and the intensity of development for the County’s Master Plan areas (see below). The Plan states that when centers are areas of mixed use, such as what is proposed and recommended by the MP for Southwood, that they help provide a form that allows for a continuum of uses, from least intensive to most intensive. This continuum starts at the center (most intensive) and radiates outward from there and is often referred to as a transect. This strategy also states that centers should be visually discernible to help create and facilitate a sense of arrival, and that new centers should be created following the MP recommendations. As stated previously, the MP recommends that Southwood be developed as a mixed income, mixed use community to include a mixture of housing types, and a retail and/or services area should be provided for the neighborhood.

**Neighborhood Centers**

**Strategy 2f:** Continue to promote centers as focal points for neighborhoods and places for civic engagement.

Neighborhood centers are focal points or places in a neighborhood or area where people congregate. A center may be a school or park, location of a major employer or a shopping area. Like the Charlottesville downtown mall, centers are destinations. They are very important in creating the identity of an area and can be the heart of a neighborhood. Identifying existing centers and places for new centers is a major component of developing a Master Plan. As seen in Figure 7, they are intended to be located within a comfortable walkable distance (approximately ¼ mile) from homes. This distance can be increased up to ½ mile if a center contains a transit stop.

When centers are employment hubs or areas of mixed use, they help provide a form that allows for a continuum of uses, from least intensive to most intensive. In Figure 7, the most intensive center would be found in Area 5.



Source: Community Design and Architecture 2011

Staff has reviewed the COD and Application Plan against the recommendations within the MP and Comprehensive Plan:

- Uses are consistent with recommendations of the master plan. Primarily, mixed residential uses are proposed and a mix of non-residential is also proposed.
- Regarding the recommendation for the Center, while up to 60,000 square feet of non-residential is allowed, there is no requirement in the COD to provide non-residential uses, specifically retail and service as recommended by the master plan. No non-residential is planned for Blocks 11 and 12 in Phase 1 in the center area.
- Density is 10.7 units an acre for the entire property and no blocks will exceed the maximum gross density recommended in the master plan of 34 dwelling units per acre.
- Building heights up to 3 stories are recommended in the master plan with additional stories where appropriate. Staff believes allowing building heights of up to 4 stories and up to 5 stories in the center blocks is appropriate and consistent with Strategy 2f.
- Greenspace areas are consistent with the recommendations for Parks and Green Systems.

**The Neighborhood Model**

Staff has reviewed the proposal against the Neighborhood Model Principles and found that it is consistent with most of the principles. The detailed Neighborhood Model Analysis for all of the principles can be found in Attachment 5. While the proposal is consistent with most principles, staff believes that assurances are not provided in the code of development to provide a mixture of uses and center. Also, there are remaining clarifications needed for affordable housing commitments. Staff also has recommended regarding improvements towards multi-modal streets, including bike lane provisions, and improvements to Hickory Street.

**Affordable Housing**

Consistent with Phase 1, Phase 2 Southwood will include a mixture of owned and rented residential units with tiers of affordability, ensuring families across the economic spectrum will have sustainable housing opportunity. Affordable opportunities will be available to families with incomes between 0% and 80% of the area median income established by HUD, adjusted by family size.

The COD addresses affordable housing on Page 26 and requires the owner to provide affordable housing equal to or greater than 227 units. Habitat is constructing 90 affordable units in Phase 1 that will allow for the relocation of some of the existing residents, 227 represents the number of units which are needed to provide for the relocation of the remaining Southwood residents. The proposal has a range of units that may be built, a minimum of 527 and up to a maximum of 1,000 units. If the minimum number of units are built, up to 43% of would be affordable and if the maximum number of units are built, a minimum of 23% of the units would be affordable.

This proposal is consistent with the Comprehensive Plan recommendation that a minimum of 15% of all units developed under rezoning and special use permits be affordable; the methods of calculating affordability are consistent with the County's current affordable housing policy.

### **ZONING ORDINANCE REQUIREMENTS**

The purpose and intent of the Neighborhood Model District (NMD) zoning district is to:

- Provide for compact, mixed-use developments
- Integrate diversified uses within close proximity to each other within the development areas identified in the Comprehensive Plan
- Incorporate principles of traditional neighborhood development, such as pedestrian orientation and a mixture of uses

The NMD is intended to be a flexible zoning district to allow development consistent with the goals of the Future Land Use Plans in the Master Plans and the Neighborhood Model Principles. The form and content of this proposal is consistent with the intent of the NMD. A variety of housing types and non-residential uses provide an appropriately scaled mixture of uses and residential units.

Pages 7-8 of the Code of Development include a narrative regarding impacts to public facilities such as streets, schools, and parks. A traffic impact analysis (TIA) has also been provided.

### ***Anticipated impact on public facilities and services:***

#### **Transportation:**

The Southwood Phase 2 Traffic Impact Analysis (TIA) estimates the trip generation from the proposed Phase 2 development to be 4,433 net daily trips. (Attachment 6) The net trips estimate has subtracted the offset from the existing mobile homes that would be removed and replaced by the new development. Phase 1 added 3,540 trips. These trips would all be added to the Old Lynchburg Rd/5th St Extended corridor. Currently that corridor carries a range of just over 8,000 in the southern segment of the corridor to 15,000 near the I-64 interchange. This is a significant increase in overall number and in percentage of trips being added to already constrained corridor. The increase will likely result in the corridor becoming nearly inoperable during the peak hours.

The primary intersections of concern that Southwood Phase 2 would impact are the Old Lynchburg Rd/Sunset Ave intersection and the Stagecoach Rd/Fifth St intersection. The Sunset Ave intersection would see an increase from a 30-second delay in 2030 to a 130-second delay in the PM peak hour for traffic exiting Sunset onto Old Lynchburg if Southwood Phase 2 is built. The Stagecoach intersection, which it should be noted will be operating at completely unacceptable levels with or without Southwood Phase 2, will go from an approximately 3-and-a-half-minute delay to a 9-minute delay for traffic exiting Stagecoach onto Fifth St in the PM peak hour. The Stagecoach intersection will operate much worse for all movements at all times of day, and

this is just one example. Currently Albemarle County Police Department directs traffic at this intersection in the AM during the school year under contract with the Covenant School.

The I-64 interchange ramps are also significant existing concerns with extremely long delays and queues that could potentially impact I-64 mainline traffic at times. However, the difference between the conditions with and without Southwood Phase 2 are not significant. The reason this is mentioned is simply to point out the level of necessary improvements that are needed along the entire corridor.

Hickory Street is a private road with a maintenance agreement that requires Albemarle County, Southwood, and the Covenant School to share the maintenance costs on it. It is currently in need of significant improvements. The TIA estimates that Southwood phase 2 would increase trips on Hickory St by a net of ~443 trips/day. Overall, the redevelopment of Southwood would add approximately 800 vehicles/day. Southwood has proffered to complete 30% design for the reconstruction of Hickory St to bring the road to VDOT standards and allow it to be made a public road, thereby removing the private and County maintenance responsibility. Staff supports this proffer and recognizes the need for 30% design to identify funding for the reconstruction of the road. However, the expected levels of traffic will require that these improvements are made in the very near term which will likely require significant public funds to complete. The expected traffic levels on Hickory will also impact other intersections on the local streets that were not analyzed by the TIA.

The inclusion of two transit stops with shelters and benches is a significant improvement to the plan for Southwood and should increase accessibility and use of transit for the future residents of Southwood. Staff also appreciates that sidewalks are included on both sides of all streets. A bike facility should be considered for the length of Hickory St as the traffic volumes on that street will likely be at levels that make it uncomfortable for most cyclists to ride with the vehicular traffic. Currently the pedestrian facilities on Hickory do not connect to Old Lynchburg and should be included to allow pedestrians the ability to connect to proposed facilities on Old Lynchburg Rd.

In conclusion, Phase 2 of Southwood would increase daily and peak hour vehicle trips significantly on a corridor that is already experiencing a high level of peak hour congestion. This increase results in worsening operations at intersections with existing poor levels of service. These issues will need to be addressed with or without the development of Southwood Phase 2. Funding will be necessary in the near term to construct recommended improvements.

Other recently approved rezonings along the 5<sup>th</sup> Street corridor have addressed transportation and other CIP impacts with a cash proffer for CIP projects of \$500,000, right of way dedication for a roundabout, and trip generation limits. The Southwood Phase 1 rezoning included trip generation limits in their Code of Development. Phase 2 does not include that provision.

Schools:

Based on average yield rates, the maximum of 1,000 proposed units would yield about 190 K-12 students total. However, this number may be less if there are fewer units built or if current residents of existing mobile homes relocate to the new units. The Southwood community currently has about 160 elementary school students (K-5) and 25 preschool students.

Students in this development would attend Mountain View Elementary School, Burley Middle School and Monticello High School.

Mountain View Elementary does not have additional capacity and is currently operating 12 classrooms in mobile units to accommodate its current population. An expansion is planned to be added to Mountain View

and projected to open in Fall 2023. The expansion will only accommodate existing students and replace some of the mobile units, however, and will not provide additional capacity.

A new elementary school has been recommended to be constructed as a result of a Mountain View Master Plan study. The School Board has requested funding for this new school in addition to a new school in the northern feeder pattern. While elementary school sites have already been identified in the northern feeder pattern, a school site is still needed for a new school in the Mountain View district.

ACPS is currently studying options for land acquisition to construct a new elementary school within or adjacent to the Mountain View district. A comprehensive elementary school site ideally requires approximately 20 acres of land and access to utility services. The property also needs to be available in the next five years. **The identification of a site and construction of a new school is critical prior to adding additional students and significant growth within the current Mountain View boundary.**

There is adequate capacity at Burley Middle School and increased enrollment would benefit the school. At Monticello High School, capacity is not a concern at the current time, but the school is projected to reach capacity within the next five years.

### Parks

According to ACPR staff, the proposed land uses, including 1,000 dwelling units and 60,000 SF of non-residential uses, are reasonably expected to produce a major increase in demand for access to open space and access to developed recreational opportunities. These proposed land uses would very likely equate to major increases in the use of and the impacts to the adjoining Biscuit Run Park property, which is currently undeveloped, generally unmanaged, and not available for public use. As identified by ACPR, the voluntary commitments identified in the proffer statement would not help the County to manage or mitigate the reasonably anticipated surge in demand for access to open space and access to developed recreational opportunities.

(Future) Biscuit Run Park is a 1,190-acre property and will be the largest park in the County system. County staff are currently working to establish public access and use through the development of necessary park infrastructure, in accordance with the adopted park master plan provided as Attachment 7.

The master plan (Attachment 6) identifies the following proposed improvements in the portion of the park adjacent to Southwood:

- Potential pedestrian bike connections to the park (*these are provided on the application plan*)
- Park access and on-street parking on Hickory Street along with pedestrian improvements and a trailhead
- Several bridges across streams to connect trails and provide access to other sections within the park
- Activity area with program elements such as informal play lawns, nature based playground, shade shelters, historic interpretation.

### Fire and Rescue:

Fire and Rescue has not identified any issues with adequate access and water availability at this time, which will also be reviewed at the site planning stage and will have to meet Fire and Rescue requirements. Fire and Rescue has reviewed this rezoning application and has no objection to the proposal. Redevelopment will improve safety conditions as aging mobile homes are replaced with constructions that meet current building and fire codes.

Utilities:

This project is in the Albemarle County Service Authority (ACSA) water and sewer service jurisdictional area. ACSA and RWSA did not identify any capacity issues with this proposal and public water and sewer are available to the property. ACSA has expressed no concerns about this rezoning application.

**Anticipated impact on environmental, cultural and historic resources:**

Blocks 13-15 allow protection of environmental features, including preserved slopes, stream buffer, and floodplain. Stormwater facilities will be designed in accordance with the Virginia Stormwater Management Program (VSMP) regulations administered by the Virginia Department of Environmental Quality (DEQ). Stormwater facilities will be located outside of stream buffers and flood plain. There are also both managed and preserved steep slopes on the property. The applicant is not proposing to disturb the preserved slopes and has included those areas within designated greenspace on the site. Any disturbance of the managed slopes will be reviewed by County Engineering staff during the development phase of the project to ensure their disturbance is in compliance with the requirements of the ordinance.

Habitat indicated that several failing septic fields are located in Phase 2 and it is expected other septic fields throughout are near failure, if not already. These have not been identified on the existing conditions sheet of the application plan. With redevelopment of the mobile home park, this environmental concern will be addressed as all new homes will be on public water and sewer.

Phase 1 received CDBG grant funding, which requires consultation with tribal nations as a result of that process, members of the Monacan Nation visited the property. The Monacan Nation identified an area that had been used as campsite and overlooks Biscuit Run and important hunting grounds. A park of approximately 1,700 square feet will be located in Village 2 of Phase 1 to honor this Monacan Indian Nation's history. However, this site visit was conducted after the rezoning for Phase 1 was approved and after the initial site plan for Village 2 had been approved. If it has not already been done, staff believes that further consultation with the Monacan Indian Nation should be required prior to site plan approvals and construction in Phase 2.

**Public need and justification for the change:**

The existing Southwood community, immediately adjacent to the property, will be the most impacted by this proposal. Currently, the property has 341 mostly substandard mobile homes and more than 1,500 residents representing the County's largest concentration of substandard housing. The proposal allows for safe, affordable, permanent housing options for those residents. This proposal will have a positive impact for those residents. Many of the residents have been involved in the design of this community, and this would allow their vision to be realized.

In addition to Southwood being listed as a priority within the MP, it is also one of the Board of Supervisor's strategic plan goals for the County under Revitalize Aging Urban Neighborhoods. Southwood is also within an Opportunity Zone, which allows for private investment to assist with the redevelopment, and the promotion of Opportunities Zones is a strategy within the County's Economic Development program, Project ENABLE.

**PROFFERS**

Based on concerns regarding impacts to public facilities, Habitat has offered proffers to address those impacts. Proffers are provided as Attachment 7 and are summarized below, followed by staff comments. These proffers have been reviewed by Parks, Schools, Transportation, Housing, and the County's Facilities and Environmental Services Department. Staff has concerns with many of the proffers and they should not affirmatively obligate the County to maintain applicant-built improvement(s).

1. Public Trail Connections- This proffer would establish public easements and maintenance over private trail connections. Staff believes the proffered trail easements which would establish public trail

easements over private trail connections within Southwood open space, would not meaningfully address or resolve the constraints and opportunities relating to park access and interconnectivity (alluded to above) – and would generate additional public responsibilities to perform trail maintenance for private trail connections adjacent to a large public trail system.

2. Multi-purpose Parking Lot- The owner would construct a parking lot of 10 spaces prior to the first building permit in Block 29 or 30. The lot could be used for one or more uses, including a public trail parking, commuter parking, and other uses within Southwood such as outdoor market or commercial vehicles. Staff does not believe the location of the lot would effectively serve as a commuter park and ride lot that would reduce vehicle trips and mitigate traffic impacts. Following construction, the lot would be dedicated to the County and the County would be responsible for maintenance. The proffer also provides a \$50,000 cash contribution to the County for construction of a multi-purpose lot. Staff believes the location does not effectively serve as a trailhead parking lot for the adjacent Biscuit Run Park. The proffered multi-purpose lot potentially containing 10 parking spaces in an unidentified location, would not meaningfully address or resolve the constraints and opportunities relating to park access and interconnectivity.
3. Transit Stops- Two transit stops would be provided along Hickory Street, including pedestrian access, shelters, benches, and trash receptacles. Transit stops may be located within the future public right of way or easements granted for public access. Staff believes this proffer appropriately addresses multi-modal transit within the development. However, maintenance of the transit stops is not addressed.
4. Hickory Street Engineering- The owner would obtain engineering drawings of at least 30% completion for the upgrade of Hickory Street from Southwood to Oak Hill as a public Road. Staff believes the scope of the proposed road design should incorporate the streetscape trailhead amenities that are envisioned in the adopted master plan for adjacent Biscuit Run Park and 30% road plans that do not incorporate this planned infrastructure would have limited usefulness and require redundant re-design in order to establish road designs that are consistent with the County's formally adopted plans for Biscuit Run Park.
5. Schools- The Owner offers an option to the County to purchase an approximately 5.7-acre parcel in Block 34 for use as a school, childcare center or community center. The lot is offered with a 20% reduction to fair market value. Should the County purchase the lot, the proffer would obligate the County to assume responsibility of relocated residents in Block 34, if the Owner has not yet begun redevelopment of that block. Staff believes that this proffer does not provide the minimum standards Schools has identified for a new elementary school site.
6. Low Income Housing Tax Credit (LIHTC) Site- The owner will reserve until July 1, 2022, a portion of Block 25 for the development of at least 60 LIHTC by a third party. This proffer should be clarified to indicate if these 60 units would be in addition to the minimum 271 affordable units in the Code of Development.

## **SUMMARY**

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

1. The rezoning request is generally consistent with the recommendations contained in the Southern and Western Urban Neighborhoods Master Plan and the Comprehensive Plan.
2. The rezoning is within the Priority Area of the Southern and Western Urban Neighborhoods Master Plan.
3. The rezoning is consistent with most of the applicable Neighborhood Model Principles.

4. The rezoning provides affordable housing that meets the housing policy of the Comprehensive Plan.
5. Redevelopment of the existing mobile home park would provide new housing options and home ownership for existing community residents.
6. With redevelopment, two improved transit stops would be provided.
7. The rezoning supports the County Board of Supervisors Strategic Plan goal for Revitalizing Aging Urban Neighborhoods and is within an Opportunity Zone.

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

1. The rezoning request will add additional students to Mountain View Elementary, which is over capacity. Currently there isn't capacity to accommodate the elementary student projections.
2. The need for a new school has been identified but additional studies would be needed to acquire a site, design, and construct a school.
3. The rezoning will add additional traffic to Old Lynchburg Rd/5<sup>th</sup> Street Extended and impact existing intersections along the corridor. The rezoning does not adequately address impacts to the section of Hickory Street from Southwood to Oak Hill.
4. The rezoning will result in a significant increase in residential units. Development of this size generates impacts to County parks facilities, specifically Biscuit Run.
5. The rezoning does not provide a commitment to a minimum square footage for non-residential uses to assure a Center is provided as recommended by the Master Plan.

### **RECOMMENDATION**

It is staff's opinion that at this time, with unaddressed schools, traffic, and parks impacts, the unfavorable factors outweigh the favorable factors associated with this request. Staff does not recommend approval of ZMA202100013 Southwood Phase 2 until all outstanding issues are addressed.

### **PLANNING COMMISSION POTENTIAL MOTIONS FOR ZMA202100013 - Southwood Phase 2:**

- A. Should a Planning Commissioner **choose to recommend denial** of this zoning map amendment:  
  
***Move to recommend denial of ZMA202100013, Southwood Phase 2 for the reasons stated in the staff report.***
  
- B. Should a Planning Commissioner **choose to recommend approval** of this zoning map amendment:  
  
***Move to recommend approval of ZMA202100013, Southwood Phase 2, (outline reasons for approval).***

### **Attachments:**

1. [Location Map](#)
2. [Applicant's Project Narrative](#)
3. [Code of Development dated February 21, 2022](#)
4. [Application Plan dated February 21, 2022](#)
5. [Neighborhood Model Principles Analysis](#)
6. [Traffic Impact Analysis](#)
7. [Biscuit Run Park Master Plan](#)
8. [Proffers dated February 21, 2022](#)