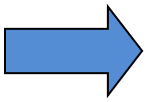
REZONING NARRATIVE

ZMA-2021-00001

January 19, 2021, resubmitted July 19, 2021, resubmitted October 18, 2021, resubmitted March 21, 2022

BACKGROUND

Dickerson Ridge, LLC (the "Applicant"), requests approval of an amendment to ZMA 2006-00019, a zoning map amendment application approved for the Willow Glen project on October 10, 2007 (the "Project"). The Project is zoned Planned Residential Development (PRD). This amendment Application affects only Phase 2 within the Project comprising the following parcels (collectively, the "Property"):



	TMP	Acres
Phase 1	32-49K	4.61
Phase 2	32-49F	3.63
	32-49I	4.57
	32-49J	11.07
		19.27
Total		**23.88**

Note: Numbers are approximate.

This Application does not include Willow Glen Phase 1, which has already been developed pursuant to the original rezoning.

The Property is located along the east side of Dickerson Road (State Route 606) across from the eastern boundary of the Charlottesville-Albemarle Airport. Phase 1 is located just north of Towncenter Drive. To the northeast is the fully developed Deerwood residential neighborhood. To the east is the fully developed Abington Place townhome community (part of the Hollymead Town Center development); and, to the south, is an undeveloped 11 acres zoned R-15 (Tax Map parcels 32-56 and 32-56A). Willow Glen Phase 1 is accessed from Towncenter Drive while Phase 2 will have two points of access from Dickerson Road.

In 2007 the Board of Supervisors approved a Comprehensive Plan Amendment to designate the Property as Urban Density Residential (CPA-2006-00003, the "2006 CPA"). This designation allows between 6.01-34 dwelling units per acre ("DUA"). At the same meeting the Board of Supervisors also approved a rezoning application to rezone the Property from Light Industrial to Planned Residential Development (ZMA 2006-00019, the "2006 ZMA") to permit a maximum of 234 residential dwelling units, which is a gross density of 9.88 DUA. Final site plans were approved in October of 2008, and construction of Phase 1 began shortly thereafter. All thirty-six (36) Phase 1 lots have been developed and sold.

In January 2019, the Board of Supervisors granted a Special Exception to allow several variations to the approved rezoning Application Plan by the Board of Supervisors. This approval addressed modifications to existing setbacks, the removal of double-front lots, adjustments to the private road layout, interparcel connections and phasing. Other changes included slight adjustments to both the lot layout and unit types.

The Applicant was forced to withdraw the site plan application for Phase 2 because the approved proffers make Phase 2, as approved, financially untenable. The Applicant has already provided

six (6) affordable housing units in Phase 1 and has paid approximately $500,000 in cash proffers for Phase 1 with a resulting net loss to the Applicant of approximately $325,000 for the first 36 homes. A well-respected apartment community developer desires to purchase the Phase 2 property and complete the Willow Glen community, and an amendment to the 2006 ZMA plan is necessary to accommodate the contract purchaser's new development plan.

The residents of Phase 1 have been very happy with the development and continue to support the completion of Phase 2. The Applicant worked with the Phase 1 owners to design and build a temporary playground that provides an amenity until the remainder of the community and its associated amenities are completed. The Applicant has also organized a representative group of Phase 1 residents so that they can easily communicate and address any concerns in a timely fashion.

The Applicant now proposes to amend the 2006 ZMA to modify the Application Plan for Phase 2, including modification of the residential unit types and density within Phase 2.

PROJECT PROPOSAL

The Applicant proposes to amend the approved Application Plan from the 2006 ZMA to permit a different development plan for Phase 2. Please see the attached Willow Glen Rezoning Amendment Application, prepared by Edwards designStudio, dated January 19, 2021, last revised March 21, 2022. As shown on the Application Plan (Sheet Z4), the amendment proposes a maximum of 324 multi-family apartments, which would equate to an average gross density of approximately 16.81 DUA in Phase 2. Phase 1 has a density of 7.81 DUA. Phases 1 and 2 together would have an overall average gross density of approximately 15.08 DUA. These densities are summarized in the chart below.

	TMP	Acres	Units	DUA
Phase 1	32-49K	4.61	36	7.81
Phase 2	32-49F	3.63	324	16.81
	32-49I	4.57		
	32-49J	11.07		
		19.27		
Total		**23.88**	**360**	**15.08**

Note: Numbers are approximate and relate to the Application Plan.

The **maximum gross density of 15.08 DUA (360 units)** for the entire Project is in the center of the density range contemplated by the Comprehensive Plan for Urban Density Residential (6.01-34 DUA). Because there are no environmental features, such as preserved slopes, to protect, the NET and GROSS density calculations are the same.

The primary reason for this rezoning request is to respond to market changes and successfully adapt the Willow Glen community to these changes. These changes will help reduce development

pressures on the Rural Areas by providing multi-family residential uses and medium density within the Development Area, which is specifically designated for urban density residential development.

As the Illustrative Plan (Sheet Z5) depicts, the multi-family buildings would replace the mixed-type residential development approved with the 2006 ZMA. As a result, private/public roads become travelways; open space is allocated differently; setbacks will adjust; and interparcel connections will be modified to accommodate for both environmental, accessibility and financial related issues.

The proposed plan would result in far less impact on the streams that run along the northern and southern boundaries of the Property than if the Project were developed in accordance with the approved plan from the 2006 ZMA. The Applicant consulted with the U.S. Army Corp of Engineers (USACE) and Department of Environmental Quality (DEQ) representatives to develop a plan for minimal stream disturbance and has obtained the necessary USACE permit for installation of a maximum of 300 feet of underground piping. Specifically, the stream mitigation plan consists of the installation of a culvert under the parking lot and travelway approaching buildings 9 and 10, which allows the Project to use the space above the streambed, providing reasonable use to the Property, while also respecting other County minimum requirements associated with any development (i.e. parking and circulation). By letter dated October 29, 2020, the USACE confirmed that the work plan set out in the Applicant's permit application satisfies the criteria contained in the Corps Nationwide Permits (18) and related Federal regulations and that, provided the Nationwide Permit General Conditions are met, an individual Department of the Army Permit will not be required. Further, DEQ has provided a Water Quality Certification for said permit.

As part of the Applicant's effort to minimize stream impacts, another proposed change to the 2006 ZMA Application Plan is the elimination of the vehicular connection to Phase 1 and any future connection to TMP 32-49H to the north. This change will consolidate all stream impacts within the parcel to the northern branch of the stream. It eliminates additional impacts to the northern branch of the stream and any impacts to the southern branch of the stream, which would be required for vehicular connections. Further, as described below, a vehicular connection through Phase I is not desirable to the Phase 1 residents, and no vehicular connection was provided for on the property to the north (TMP 32-49H).

Phase 1 residents have expressed concerns and opposition towards a vehicular traffic connection from Phase 2 via Shannon Glen Court. Simply put, their children's safety is paramount to them. When considering the additional daily traffic from the Phase 2 residents, coupled with any "cut-through" traffic from Dickerson Road, the unnecessary safety risk to their children and neighborhood outweighs any perceived benefits of the additional connections.

Phase 1 residents do, however, want their neighborhood to be connected to Phase 2. Therefore, instead of providing a vehicular connection, the Applicant proposes to construct a new pedestrian/bicycle bridge between Phases 1 and 2 at the end of Shannon Glen Court. The existing pedestrian stream crossing at the end of Templehof Court will also remain as an alternative connection route. The new pedestrian/bicycle connection between the two Phases will provide easy and convenient access for Phase 1 residents to use the trails, pool, clubhouses, and other recreational facilities within Phase 2. Together, these connections will unify the Project and provide a sense of community within Willow Glen.

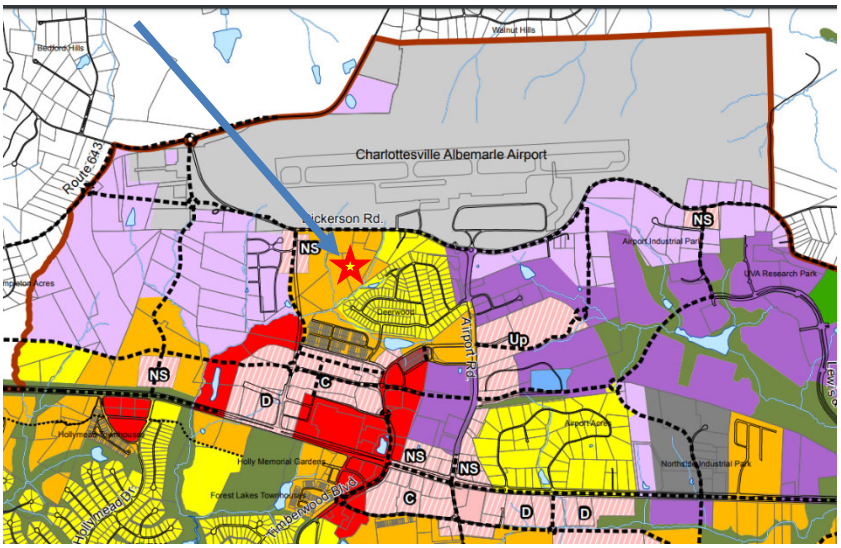
CONSISTENCY WITH THE COMPREHENSIVE PLAN

REZONING NARRATIVE

ZMA-2021-00001

January 19, 2021, resubmitted July 19, 2021, resubmitted October 18, 2021, resubmitted March 21, 2022

The Property is located on the western edge of the Community of Hollymead within the Northern Development Area, abutting Dickerson Road.



The Property is designated as Urban Density Residential (UDR) on the Land Use Map of the Comprehensive Plan. Primary uses within UDR areas are residential of all housing types. 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." (See Master Plan, Ch. 4, "Land Use Designations"). The Project proposes ***maximum gross/net density of 15.08 DUA, which is the center of the desired density range***. Based on anticipated unit count of 324 in Phase 2, Phases 1 and 2 combined would have an overall average density of approximately 15.08 DUA. As further detailed in the "Primary and Secondary Uses" section of Chapter 4, residential buildings should not be taller than four (4) stories or 45 feet unless by exception. All buildings proposed are three-story and some do have basements (in the rear) to respond to grade changes. This height differentiation is illustrated on the Conceptual Grading and Infrastructure Plan (Sheet Z7).

IMPACTS ON PUBLIC FACILITIES & PUBLIC INFRASTRUCTURE

In connection with the development of Phase 1 of the Project, the Applicant, contributed over $508,300 in cash proffers and constructed and sold six (6) affordable units.

In addition, the Applicant has invested $10,000 towards helping the Albemarle County Service Authority analyze and improve certain systems in the surrounding area and is committed to assisting ACSA with further upgrades to offset future cost associated with certain capital improvements. With the proposed apartment design, the Project's demand for service "tap" connections will be fewer and have less impact on the Service Authority's ability to serve the community in this area as compared to the approved plan with 234 mixed-type units.

Stormwater continues to be managed on-site rather than being released downstream and managed by others. Similarly, both the existing water and sewer collection systems continue to be sufficient to handle the proposed changes as compared to the approved plan.

Please see the enclosed report entitled, "Economic & Fiscal Impact Proposed Willow Glen Residential Development in Albemarle County, Virginia," dated April 16, 2021, prepared by Chmura Economics & Analytics. The report analyzes the economic impact of the Project during the development and construction phase (2022-2024) and throughout its operations, beginning in

2025. It concludes that the economic support that the Project will provide to the County will exceed the cost of County services used by the Project and its residents. In Table 3.4, the report lists the estimated costs the County would incur to provide public safety, public works, health and welfare services, education, and other services to the Project. These annual County costs (including education, discussed in more detail below) are estimated to total $908,850 per year. The estimated county revenue from the Project is $992,602, providing a net positive fiscal impact for the County.

Table 3.4: Estimated County Cost for Willow Glen (Annual, 2025 Onward)

Cost Items	Amount
General Administration	$69,427
Public Safety	$149,381
Public Works	$20,035
Health & Welfare	$105,202
Education	$381,471
Parks, Recreation & Culture	$40,565
Community Development	$49,106
Debt Service	$93,663
Total County Cost	**$908,850**

Source: Chmura Economics & Analytics

The report estimates annual per capita County expenditures for the residents of Phase 2 and provides the total cost for 308 residents, as summarized in the table to the left.

The cost of county services for Phase 2 residents is more than offset by the income to the County that the Project will generate from taxes on the Project and Property (BPOL and real estate taxes) and the personal property, consumer utility, and sales tax paid by the Project's residents, as summarized in the table below:

Table 3.2: Recurring Tax Revenues from Willow Glen (2025)

Tax	Amount (2025)
BPOL	$34,674
Real Estate Tax	$679,757
Personal Property Tax	$119,846
Consumer Utility Tax	$14,784
Tax from Willow Glen Resident Spending	$143,524
Total	**$992,584**

Note: Numbers may not sum due to rounding

Source: Chmura

Schools:

Students living in the Project would be within the current school districts for Baker-Butler Elementary School, Lakeside Middle School, and Albemarle High School. Based on the September 2021 Albemarle County Long Range Planning Committee Study Recommendations, Lakeside is under capacity (91%), while Baker-Butler and Albemarle High School are over capacity. Lakeside is projected to remain under capacity in 2025/26 (95%) and in 2030/31 (95%). Both Baker-Butler and Albemarle High School are projected to increase student populations during that timeframe. As discussed below, the Long-Range Planning Committee recommends a new elementary school in the Northern Feeder Pattern and a Center 2 high school to address capacity issues.

Cooperative Strategies prepared a Subdivision Yield Analysis for Albemarle County Public Schools, published August 23, 2021. The report includes a table estimating student yields by school district and housing type.[1] This calculation is consistent with the applicant's analysis of the actual number of school children living in similar multifamily projects it has developed: based on its project's actual multiplier of 0.17 (across grade levels), the Applicant predicts the multi-family units of Phase 2 would produce 52 students. Based on these calculations, this application's requested change in dwelling unit type mix in Phase 2 would produce 18 more school children from the Project overall (existing Phase 1 plus the amended Phase 2) than the Project as currently approved.

SUBDIVISION YIELD ANALYSIS

Student Numbers in the Proposed Housing Mix in Project School Districts:

Type of Dwelling Unit	Elementary	Middle	High	Total
SFD (14)	0.21 (3)	0.13 (2)	0.12 (2)	7 (Phase 1)
Townhome (22)	0.06 (1)	0.10 (2)	0.03 (7)	10 (Phase 1)
Multi-Family (308)	0.09 (28)	0.02 (6)	0.06 (18)	52 (Phase 2)
Totals	32	10	27	**69 Project**

Student Numbers in the Current Approved Housing Mix:

Type of Dwelling Unit		Elementary	Middle	High	Total
SFD/SFA	(34)	0.21 (7)	0.13 (4)	0.12 (4)	15
Townhome	(106)	0.06 (6)	0.10 (11)	0.03 (3)	20
Multi-Family	(94)	0.09 (8)	0.02 (2)	0.06 (6)	16
Totals:	234	21	17	13	**51 Project**

[1] The Analysis states as follows: "(i)n cases where a housing type is currently absent within a boundary, or where the housing type yield within a boundary is an outlier, the district-wide average should be used. An example of this is the Baker-Butler Elementary School boundary; the apartment yield for this boundary is 0.80 elementary-aged students per unit, however, there are only 5 apartment units currently within that boundary. In this case, the district-wide average yield of 0.09 for elementary students living within apartment units should be used."

REZONING NARRATIVE

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The Albemarle County Public Schools *Long Range Planning Advisory Committee Recommendations*, September 9, 2021 (the "Report") recommends a new elementary school to alleviate capacity issues in the 29 North area, specifically for Baker Butler and Hollymead Elementary Schools. It recommends a new elementary school in the Northern Feeder Pattern and has the following conclusion regarding capacity in this area:

Baker-Butler enrollment has increased due to redistricting and growth. The Camelot, Briarwood, and North Pine neighborhoods continue to grow, primarily due to NGIC employee growth. The Hollymead district has had overall moderate growth, with primary growth in the Hollymead Subdivision as younger families move into the neighborhoods. What's more, major developments are planned including North Pointe, which may produce more than 300 units, and Brookhill, which may produce more than 800 units.

Baker-Butler currently is over capacity (by 74 seats during the 2019-20 school year) and the student population is projected to continue growing. The student yield analysis from new development shows the Baker-Butler and Hollymead districts as having the highest impact of 443 potential students. In addition, the expected long-term population growth is only second to Brownsville/Crozet, growing by 75% by 2045.

As new developments are approved, ACPS has acquired two potential elementary school sites through proffers. A site at Brookhill is located centrally in this area, and a new elementary school is recommended to be built to benefit Baker-Butler and adjacent school districts.
Recommendation: *New elementary school in the Northern Feeder Pattern.*

The Report states adequate capacity for Lakeside Middle School and makes the following conclusion regarding all middle schools in Albemarle County:

The five comprehensive middle schools currently have combined adequate capacity, but Division projections show looming capacity issues at Henley and Jouett. The student yield potential from planned developments is 644 across all of the middle schools, and long-term population forecasts show a forecast of approximately 1,300 more students. With the complication of split feeder patterns and under enrollment at some schools, further study to determine feasible alternatives is needed. Potential alternatives may include the addition of a new middle school, addressing current grade level configurations, and redistricting.
Recommendation: *Middle School Capacity Study*

The Report states 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." The two "centers" that have been approved by the County will serve 650 students. Center I, which opened in 2018 and is located approximately six miles from the Project, will serve up to 250 students. Center 2 was paused during the COVID-19 pandemic due to economic and enrollment uncertainties. The Report recommends that Center 2 should be prioritized to be funded as a capacity solution.

IMPACTS ON ENVIRONMENTAL FEATURE

As amended, the Project would have fewer impacts on environmental resources than the 2006 ZMA. The new plan makes a stronger effort to respect the streams by limiting activities associated with the development adjacent to them. In addition, the plan attempts to pull any necessary grading away from the top of banks whenever possible. The revised plan eliminates a stream crossing, which lessens environment impacts and remains consistent with USACE/DEQ impact approvals to ensure that this project is both successful and marketable.

PROFFERS

This proposed Amendment replaces the proffers associated with the 2006 ZMA, which address (1) affordable housing, (2) cash proffers, and (3) a vehicular connection through Phase 1 to Towncenter Drive. The amended PRD Plan includes an equivalent in-kind affordable housing commitment in place of Proffer 1. The cash proffers associated with the existing zoning (Proffer 2) pertain to housing types other than multifamily so would not be applicable under the amended plan. (As noted above, the cash proffers have rendered the approved plan not viable economically, so, practically speaking, none of the anticipated benefits would ensue if the plan were not amended.) Finally, as described below, the rezoning amendment eliminates the street connection (Proffer 3) between Phases 1 and 2 for environmental, safety, and traffic reasons and provides an alternative, pedestrian/bike friendly connection. The previous vehicular connection is strongly opposed by the Phase I homeowners and is unnecessary for their enjoyment of the Phase 2 recreational facilities because of the planned pedestrian connections. The proposed changes and proffers are discussed in more detail below.

1. Affordable Housing. The project as proposed will provide 54 affordable units across both phases. The current Phase 1 has already provided six (6) units, and Phase 2 will provide an additional 49 units. The existing approved plan would provide only 29 affordable units, so approval of this amendment yields 20 more affordable units.

   The existing proffers provide affordable housing equal to 15% of the total dwelling units with a specified maximum selling price for for-sale affordable units and net rent for affordable rental units not to exceed the “then-current and applicable maximum net rent as published by the County Housing Office,” increasing 3% annually, for a ten-year affordability period. Proffer 1.C allows the applicant to carry over credits for affordable units across subdivision plats and site plans. The proffers also include a cash option in lieu of for-sale units. In Phase 1, the Applicant provided 6 of the 36 units as affordable (16.67% of the units).

   With the Project redesigned to 100% multi-family housing in Phase 2, the Project becomes more affordable for County residents as a whole since multi-family rental housing is typically a more affordable option than homeownership. With PRD zoning, the affordable housing commitment is provided as a note on the PRD plan rather than as a proffer. In compliance with the County’s Housing Policy at the time of submission, the Applicant has committed to renting 15% of the units in Phase 2 at rental rates that are affordable to those earning no more than 80% of the then-current Area Median Income (AMI) for the Albemarle County area for a minimum of ten (10) years. Affordable housing costs under

the current policy are housing costs that do not exceed 30% of gross household income. Rental housing costs include both rent and tenant-paid utilities "with maximum allowances for utilities to be those adopted by the Housing Office for the Housing Choice Voucher Program."

2. Cash Proffers. The proffer statement approved with the 2006 ZMA did not require cash proffers for multi-family units. The original 2006 ZMA application proposed a creative solution for the provision of workforce housing through a Housing Loan Fund. The draft proffers had included a unit category called "Moderately-Priced Units," which would be single family attached (SFA) units (townhouses and duplexes) and condominiums (i.e. multi-family). This first 2007 iteration of the proffer statement was constructed with two options for cash proffers – one with a Housing Loan Fund and one without the fund. In the proffer statement with the fund, the cash proffer amount for each unit type would be halved. The categories of units were laid out as follows:

    (a) Single Family Detached (SFD)
    (b) SFA NOT moderately-priced or affordable
    (c) Moderately-Priced Units
    (d) Affordable housing units

    "Moderately-Priced Unit" was a defined term that included condo units; the cash proffer for such units was half of the amount for the SFA units that were not moderately priced. Affordable units had no cash proffers.

    Staff recommended against, and the Board of Supervisors rejected the Housing Fund concept, so the concept of "Moderately-Priced Unit" was removed from the proffers in the October 1, 2007 iteration of the statement. Thus, the existing proffers apply only to single-family (SFD and SFA) units.

    This amendment application is subject to current Virginia proffer law, amended July 1, 2019, which provides that offsite proffers (which includes cash proffers) are considered unreasonable unless they address an impact to one or more of four categories of offsite public facilities (transportation, schools, public safety, and parks), meaning the new residential development creates or contributes to the need for public facility improvements in excess of existing public facility capacity at the time of the rezoning or proffer condition amendment, and the development will receive a direct and material benefit from such proffer. As stated above, the Applicant has conducted an economic analysis addressing the Project's impacts to public facilities to determine whether any offsite proffers are warranted. Please see the enclosed report entitled, "Economic & Fiscal Impact Proposed Willow Glen Residential Development in Albemarle County, Virginia," dated April 16, 2021, prepared by Chmura. Chmura researched and evaluated the economic and fiscal impacts of the proposed multi-family development – both during the development and construction phase and during operations. The report concludes that the economic support that the Project will provide to the County will exceed the cost of County services used by the Project and its residents. Given the minimal impact on schools described above, the economic exigencies of the Project, and other factors, the Applicant is not proposing cash proffers.

In addition, based on the Applicant's Traffic Impact Analysis (TIA), dated March 25, 2021, revised March 21, 2022, prepared by Ramey Kemp Associates, the Project is not expected to increase the delays for drivers turning onto Dickerson Road from Towncenter Drive or to warrant any additional off-site traffic improvements.

3. Connection to Town Center Drive. The Applicant's proposal eliminates the proffer of a vehicular connection between Phase 2 through Phase 1 to Towncenter Drive. The owners of the homes in Phase 1 are strongly opposed to a vehicular connection through Phase 1 because of safety concerns. Further, the connection would provide minimal benefit to surrounding developments since the distance from the proposed entrances on Dickerson Road to Towncenter Drive is very short. Finally, the amended plan's elimination of the vehicular stream crossing between the two phases protects stream buffers, which outweighs any minimal convenience to motorists. A new pedestrian and bicycle connection from the end of Shannon Glen Court will join the two phases of the community to provide the desired unity and strengthen the community and Phase 1 owners access to the recreational facilities in Phase 2.

As described in greater detail in the Chmura report discussed earlier, Phase 2 of the Project will provide not only housing and related recreational facilities but significant economic benefits to the County. The table below summarizes those benefits and shows how they outweigh the cost of County services and resources provided to the apartment community and its residents:

REZONING NARRATIVE

ZMA-2021-00001

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DIRECT POST-CONSTRUCTION ECONOMIC BENEFITS
EXISTING PROFFERS VS. PROPOSED REZONED PROJECT

		Existing Proffers	Proffers Fulfilled in Phase One	Phase 2, as Proposed (Amended)	Phase 2 as Currently Zoned
Affordable Housing	**Percentage of Units**	15% of units	17% = 6 units	15% of 324 units = **49 units**	15% of 198 units = **29 units**
	For-sale units	90-day identification and qualification period	17% = 6 units	NA	All 29 units for-sale
	For-lease units	Rents at the then-current and applicable maximum net rent published by the County Housing office. 10-year affordability	NA	Affordable to residents making no more than 80% AMI. 10-year affordability	NA
	Cash option	If purchaser not identified - $19,200/unit	Actual units provided.	Actual units to be provided.	Up to 29 x $19,100 = $553,900
Direct Cash Payments		$17,500/SFD $11,900/SFA $0/Affordable Unit	(14) SFD units = $245,000 (22) SFA units = $261,800 = $506,800 paid + $10,000 to ACSA	BPOL tax on rental income: $34,692/year beginning 2025 With no rate increases, over 30 years: $1,040,760	7 SFD = $122,500 96 SFA = $1,142,400 Total Phase 2: $1,264,900 NA -- will not be developed with SFD/SFA
Employees		None	NA	Six (6)	NA

The table below sets out the expected annual tax revenue from Willow Glen Phase 2, as amended, versus annual costs for County services to its residents.

TAX BENEFITS TO COUNTY FROM PHASE 2		
BPOL (on rental income)	**$34,674**	
Real Estate	**$679,757**	
Personal Property	**$119,846**	
Consumer Utility	**$14,784**	
Sales	**$143,524**	
TOTAL TAX (ANNUAL)		**$992,584**

COUNTY COSTS ASSOCIATED WITH WILLOW GLEN PHASE 2		
General Administration	**$69,427**	
Public Safety	**$149,381**	
Public Works	**$20,035**	
Health & Welfare	**$105,202**	
Education	**$381,471**	
Parks, Recreation & Culture	**$40,565**	
Community Development	**$49,106**	
Debt Service	**$93,663**	
TOTAL COSTS		**$908,850**
Net Benefit to County per Year		**$87,734**

In addition, Willow Glen Phase 2 residents' spending in the county is estimated at $15,700,000 annually.

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PRINCIPLES OF NEIGHBORHOOD MODEL

Below is a description of how the project satisfies each of the principles found in Section 20A.1 of the Zoning Ordinance.

Pedestrian Orientation - Like Phase 1, where the residential units are oriented towards the streets, Phase 2 orients the apartment buildings toward the travelways. The scale and design of the streetscape, along with the residential buildings' architectural features, such as front porches, balconies and stoops, will establish a pedestrian orientation and human scale. Together, these outdoor spaces encourage neighbors and residents to interact at comfortable distances in a positive way. They also allow for seating opportunities, which promote conversation and getting to know your neighbors as well as watching the activities going on within the community.

Sidewalks will be provided throughout the Project to serve the residents and offer safe convenient connections between the apartments and recreational areas within the community. These sidewalks are both functional and comfortable while strengthening opportunities for residents to interact with one another along the way or from a "safe social" distance.

In addition, the Project includes an attractive pedestrian/bicycle trail connecting the two phases to allow the residents of each phase to form one community. Furthermore, this connection provides Phase 1 owners access to the recreational facilities within Phase 2 while giving Phase 2 residents convenient access to established commercial uses and public transportation stops along Towncenter Drive and in the Hollymead Towncenter.

The conceptual trail network is shown on both the Application Plan (Z4) and the Illustrative Plan (Sheet Z5) within the Phase 2 Common Open Space. The precise location is conceptual and will be determined during the final site plan phase. This amenity feature offers residents within both phases the opportunity to exercise and interact with nature. All primary trails will be Class B-Type 2 (high maintenance pedestrian path) as a minimum; in the new section connecting Phase1 and Phase 2, we are proposing a 10' wide Class A-Type 1 (low maintenance, multi-use) trail network. Trails leading off the primary trail into more wooded and natural areas may be downgraded to either a Class B-Type 1 or 2 trail. Together, these networks of paths are intended to highlight the community's natural amenities as well as educate the residents of the local flora and wildlife all in a pedestrian-friendly manner.

For convenience and safety, the sidewalks along the travelways will be lit through a combination of entry lights on the buildings and the street light poles adjacent to the parking lots. All lights will conform to the County's dark sky policies. To incorporate traffic calming measures, certain pedestrian crossings have been identified with staff as locations for table-top crossings. These are shown on the Illustrative Plan (Sheet Z5). By proposing these elevated crossings, drivers must slowdown in the longer parking lot sections; at the same time, residents become more visible and safer when crossing the travelway.

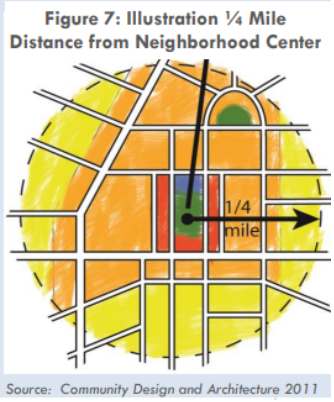
Mixture of Uses and Types - Willow Glen will have a mixture of housing types, including single-family detached, townhomes, and multifamily homes. Though it will not include a mixture of uses (e.g. commercial, retail, etc.), it is located within walking distance (1/2 mile) to Hollymead Town Center, which includes not only additional housing types (condominium) but well-developed retail development serving the northern portion of the County with grocery, department store, drug

stores, specialty retail, and restaurants. Further, Willow Glen will be within a ¼ mile of a future Places29 Neighborhood Center shown on the Land Use Map at the intersection of Towncenter and Dickerson Road.

In addition to close proximity to the destinations above, the table below highlights Willow Glen's proximity to several other key service industries in the surrounding area. Together with the many existing commercial and industrial uses in the immediate area, the residential offerings at Willow Glen help create the desired "mixture of uses" from a regional context.

Destination	Distance	Use
Charlottesville Regional Airport	1/4 mile	Service
UVA Research Park	1/2 miles	R&D, Office
Northside Industrial Park	2.5 miles	Industrial
Chris Greene Lake	4 miles	Recreation
NGIC	5 miles	Government
Berkmar Crossing	7 miles	Office
Fashion Square Mall	8 miles	Retail, Commercial

Neighborhood Centers – The Willow Glen community is located near a Neighborhood Center~~,~~ but does not include a center itself. Not all neighborhoods must have a neighborhood center. A Neighborhood Service Center is designated in the Comprehensive Plan for parcels immediately abutting Towncenter Drive at the Dickerson Road intersection. This area is designated Urban Mixed Use (in Centers) on the Future Land Use North map. As described in Strategy 2f of the Comprehensive Plan, "(n)eighborhood 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….



As seen in Figure 7 (left), they are intended to be located within a comfortable walking distance (approximately ¼ mile) from homes…" In Figure 7, the orange area designates medium to high density residential. The Property is designated Urban Density Residential, which is intended for medium to high density residential, and will be less than 1/8 mile from the designated Neighborhood Service Center Area.

Of course, Hollymead Town Center, a large Destination Center, Community Center, and Commercial Mixed Use area is only one-half mile east of the Project. The Willow Glen community is designed with both pedestrian and vehicular connections to provide residents easy accessibility to the Hollymead Town Center.

The Project will include recreational facilities and surrounding areas, such as the stormwater pond, where residents from both Phase 1 and Phase 2 can socially congregate. At the fitness center and pool, residents may exercise using a gym in a generous space, swim, and socialize and entertain around fire pits and outdoor grilling stations. Around the pond, residents can walk, bike, stroll along the trails, fish from the dock and edge, and sit privately or socialize with others using the seating opportunities envisioned along the trail and pond.

Mixture of Housing Types and Affordability - This application requests changing the existing zoning plan for Phase 2 of the Project from a mix of residential unit types to multi-family, but Phase 1 of the Project already includes fourteen (14) single-family detached and twenty-two (22) townhome dwellings, so the Project, as amended, would contain three (3) different housing types. The Project abuts Deerwood, which comprises seventy-five (75) single-family detached dwellings. Many townhome, condominium, and other residential types are located within Hollymead Town Center. The *Comprehensive Regional Housing Study and Needs Assessment* published by The Central Virginia Regional Housing Partnership of the Thomas Jefferson Planning District Commission reports that only three percent (3%) of the land in Albemarle County is zoned for multifamily housing, while ninety-five percent (95%) is zoned for single-family housing (Table 14. Residential Zoning by Jurisdiction, 2018). The report goes on to explain that "(u)nder the goal of protecting single-family neighborhoods, such zoning restricts the opportunities for multi-family housing and increases multi-family land prices" (Id., p. 61). Areas around Centers are often designated for Urban Density. The Comprehensive Plan guides residential use for the Property, which is designated as Urban Density Residential, to be 6.01-34 DUA, which can be achieved with the proposed multi-family development.

Affordable Housing: The project as proposed will provide 54 affordable units (15%) across both phases. The current Phase 1 has already provided six (6) units, and Phase 2 will provide up to an additional 49 units. The existing approved plan would provide only 29 affordable units, so approval of this amendment yields 20 more affordable units. "Affordable" rental housing under County policy means that rent, less estimated utility costs defined by Virginia Housing, costs no more than 30% of the income of a household making up to 80% of the area median income for a period of ten (10) years.

Interconnected Streets and Transportation Networks – Two points of access from Dickerson Road are proposed on the Application Plan (Sheet Z4). A pedestrian/bicycle interconnection is shown between the two phases and continues on to Towncenter Drive, providing further access to Hollymead Town Center and Berkmar Road Extended.

In the existing plan, a vehicular connection between the phases was envisioned. However, this connection is strongly disfavored by the established residents in Phase 1 due to safety concerns. Not all streets need to be connected for vehicular purposes especially within a community, provided alternative connections are possible. Incorporating the "pedestrian/bike-only" connection eliminates the safety concerns raised by the Phase 1 residents, maintains a connection between the phases, protects sensitive environmental features, provides Phase 2 residents access options to the surrounding neighborhood centers, and encourages walk-ability within the community and regional context.

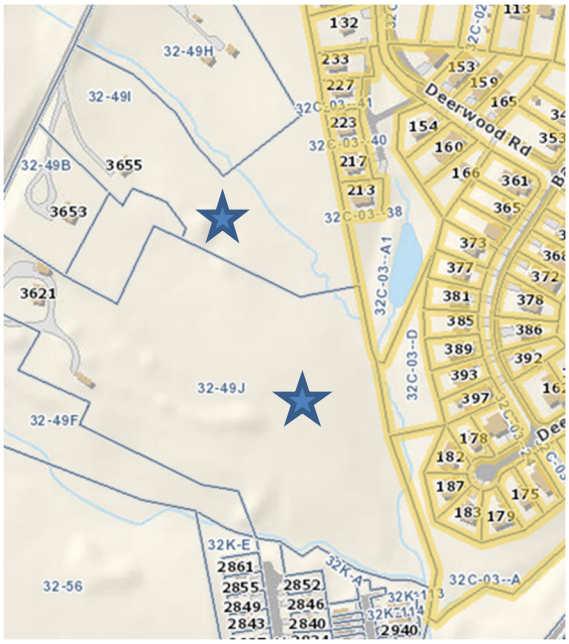
Furthermore, once the proposed Places29 Neighborhood Center develops at Towncenter Drive and Dickerson, the Willow Glen residents will be able to enjoy their proximity to the Center even more without the burden of getting in their cars for a 1/8 mile trip because they have the ability to easily and comfortably walk or bike using the established sidewalks along Towncenter Drive and proposed trails.

REZONING NARRATIVE

ZMA-2021-00001

January 19, 2021, resubmitted July 19, 2021, resubmitted October 18, 2021, resubmitted March 21, 2022

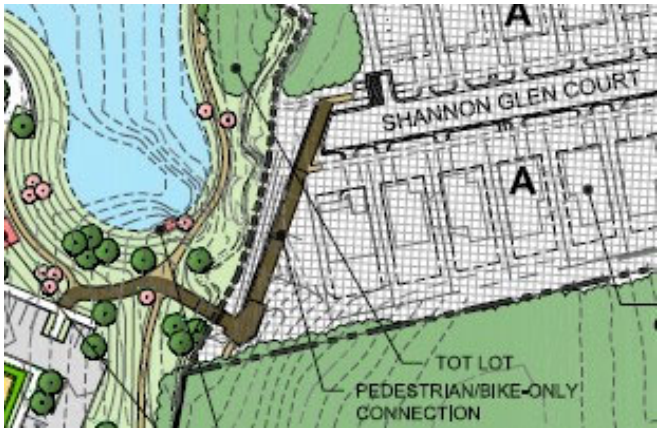
The former proposed connection between Phase 2 and Phase 1 (TMP 32-49H), a single-family residential parcel zoned Rural Areas, has been eliminated to avoid further stream disturbance, which is not permitted under the approved Army Corps of Engineers Nationwide permit.



Interparcel connections with the Deerwood subdivision are infeasible and impractical. As can be seen on the GIS map excerpt to the left (subject parcel identified by stars), the existing development did not provide room for such interconnection. No right-of-way was reserved in Deerwood amid the locations of houses and a storm water basin. On a practical level, Deerwood has connectivity via Airport Road and Livingston Drive and would derive little benefit from a connection through Willow Glen, which would require stream crossings. As parcels to the southwest are developed, Deerwood residents would have readily available access over existing roads.

Multi-Modal Transportation Opportunities - The streets within Willow Glen are primarily designed as "travelways." Slow traffic speeds, low traffic volumes, and landscaped roadways with sidewalks help make the streets and paths neighborhood friendly. This design will allow opportunities for bicyclists to get to and from their destinations without separate bike lanes. Bike racks and storage lockers will also be located throughout the site and are shown conceptually on the Application Plan (Sheet Z4). These facilities will be incorporated into the Final Site Plan. As previously discussed, the Project includes interior sidewalks and trails and a new "pedestrian/bike-only" connection to Phase 1.

Using the new pedestrian-bike connection from the pedestrian trail to Shannon Glen Court in Phase I, residents will have a shortcut to the multi-modal network system that extends the entire way along Towncenter Drive to Hollymead Town Center. It would be approximately one-half mile (1/2 mi.) from the Phase 2 connection access to the front door of Harris Teeter. Using Dickerson and Towncenter roadways, the distance is 0.9 mile and certainly within suitable walking distance.



Dickerson Road currently has no sidewalks, and the terrain is not conducive to installing them because of the managed slopes. The Applicant is willing to construct a portion of sidewalk within the Dickerson Road right-of-way, along the proposed southern right turn taper, in order to access (in the future) Towncenter Drive and the proposed Places29 Neighborhood Service Center. This portion of sidewalk would eventually be extended by a future sidewalk connection along Dickerson Road that the owner of TMP 32-56 (Uptown Village LLC c/o United Land Corp) constructs. Further, the Application Plan proposes 1-2 suitable locations for future trail connections from the Property to TMP 32-56, should that owner agree.



Lastly, the Applicant is willing to combine a bus/transit stop with the potential bus stop located at the mail kiosk/clubhouse area to the residents.

Parks, Recreational Amenities and Open Space – The proposed development will provide an "improved level of amenities" (Zoning Ordinance Sec. 18-19.1) as compared to traditional zoning districts. As depicted and tabulated in our recreational facilities substitution request narrative, Phase 2 will contain 7.29 acres of Common Open Space, comprising approximately 37% of its 19.27 acres. Together with Phase 1, approximately 36% of the Project will be in Common Open Space. The Phase 2 property owner will be responsible for maintaining all the Common Open Space and the amenities being offered in this phase.

Within the Common Open Space, extensive Recreational Facilities (132,400 square feet) will be provided for Project residents and their guests. Every building will be close to a small park, recreational facility, or trail connection. The proposed trails will wrap around the Project from Building 9 at the north end of the Project to Building 1 at the southwest corner and will connect with the interior sidewalk network for easy accessibility.

Under Section 4.16.2 of the Zoning Ordinance, the Project must include eight tot lots and three half-court basketball courts. The Applicant proposes a mix of recreational facilities more suitable and desirable to the residents, based on its experience with many similar projects. For that reason, recreational facility substitutions are proposed. Our recreational facilities substitution request narrative lists and identifies possible locations for proposed activities and facilities available for the residents throughout the development. Within those spaces are opportunities for a variety of different active and passive activities. Some will serve only one purpose while others can be more flexible offering variety. The proposed list of recreational facilities is also provided below for reference, but the uses are subject to change during the site planning process.

Program Location	Potential Activities
Clubhouse	community meetings, business center, operations
Pocket Park #1	tot lot (#1), seating, micro-bus/school bus stop
Pet Spa	resident pet grooming facility
Fitness Center	gym
Pool	swimming
Pocket Park #2	fire pit, seating, grilling stations, event gathering space
Dog Park	recreation for both large and small dogs
Pocket Park #3	seating, fire pit, lawn games
Pocket Park #4	amphitheater, park, seating
Viewing Platform #1	seating, bird/people watching
Viewing Platform #2	seating, bird/people watching
Pocket Park #5	tot lot (#2), grilling station
Gazebo/ Viewing Platform #3	seating, fishing, bird/people watching
Amenity Pond	fishing, bird/people watching, education
Pocket Park #6	seating, fire pit, gardens, lawn games
Pocket Park #7	tot lot (#3), seating, grilling stations
Community Garden / Grove	community gardens
Pocket Park #8	grilling station, seating, gardens
Pocket Park #9	fountains, grilling stations, fire pit, gardens, seating
Pocket Park #10	plaza, gardens, seating
Pocket Park #11	seating, grilling stations, gardens
Trails	exercise (biking, walking, running)

Interwoven throughout all the common areas and recreational areas are outdoor architectural elements such as benches, tables and trash cans, landscaping, signage and lighting which strengthen and tie the development together giving residents a sense of home and comfort. In addition, all recreational areas will be available to the Phase 1 owners; provided that a few will have a fee-based private membership program (e.g. pool and fitness center). Combined, these alternative recreational amenities would replace the County's minimum recreational requirements.

Furthermore, along the fringes of the property vegetation will be preserved. This effort will help buffer the project from neighboring developments, reduce environmental impacts, conserve provide wildlife corridors; and contribute to Common Open Space requirements. Large mature trees will be preserved within these areas. At the rear of the project there will be a pond to satisfy the community's stormwater needs as well as serve as a recreational area for the project. Benches, trails and landscaping will convert this space into a user-friendly, park-like environment. In addition, the stormwater feature also has the potential to be stocked with fish and used for fishing, education and further enjoyment for the residents.

Buildings and Spaces of Human Scale – Zoning guidelines limit building sizes, heights and setbacks. Willow Glen architecture is both pedestrian-friendly and human-scale. Residential units are oriented towards the street. Human scale will be established through the buildings' architectural features, such as front porches, balconies and stoops, as well as the design and scale of the streetscape. Together, these outdoor spaces encourage neighbors to interact at comfortable distances in a positive way. They also allow for seating opportunities which promote conversation and community.

Relegated Parking – In most cases, parking is located back into the project and off Dickerson Road. By working with the topography, very little parking will be visible because the Property slopes down away from Dickerson Road, and the parking will be screened by buildings, topography, and landscaping. Additionally, where parking is adjacent to Dickerson Road, it has been oriented perpendicularly which will make it feel smaller. In fact, of the eight acres comprising parking lots and travelways only 9/10 of an acre is visible from Dickerson Road. In addition, 27 spaces will be garaged within the apartment buildings. The planned parking design and location of the garaged spaces are illustrated in both the Illustrative Plan (Sheet Z5) and the Conceptual Grading and Infrastructure Plan (Sheet Z7). Screening and landscaping of parking areas will be addressed at the site plan stage of development.

Redevelopment - Phase 2 of Willow Glen is undeveloped; its development will complete the Project begun with the development and construction of the thirty-six (36) single-family homes in Phase 1.

Respecting Terrain and Careful Grading and Re-grading of Terrain – Development of Phase 2 of the Willow Glen community will preserve as many existing trees as possible, supplementing them with additional landscaping. This preservation is being accomplished with proper site planning, architectural design that is appropriate for the land and, in some cases, using walls to eliminate grading that would otherwise impact natural buffer areas.

The proposed amendment permits the Applicant to preserve more of the existing site features. This revised design results in stronger wildlife corridors, wider buffers and lower development cost. Most important, fewer environmental impacts to the stream are necessary with the elimination of the vehicular connection between the phases.

Clear Boundaries with the Rural Area - This development is located in the development area; therefore, this principle is not applicable.

We believe the current ZMA's proposed plan would satisfy the goals of the Places29 Master Plan and Neighborhood Model, as well as be compatible with the surrounding community.

BLOCK CHARACTERISTICS

There are no blocks being proposed at this time within Phase 2.