SHIMP ENGINEERING, P.C.
Design Focused Engineering

Project Narrative For: **Chestnut Grove Manufactured Home Park**

Zoning Map Amendment & Special Use Permit Request

Parcel Description: **134-4**

Pre-App Meeting Date: **October 9, 2023**

Initial Submission:

	ACREAGE	EXISTING ZONING	PROPOSED ZONING	SPECIAL USE PROPOSED	COMP PLAN DESIGNATION
TMP 134-4	**50.618**	**RA**	**R-4**	**Manufactured Home Park**	**Rural Areas**

Additional Zoning Considerations:

Critical Slopes, Water Protection Ordinance Buffer

Location:

Approximately 5,000' west of the Chestnut Grove Road/James River Road intersection

Surrounding Uses:

The property is adjacent to Rural Areas properties. These rural properties consist of single-family residences, agricultural and logging activity, and undeveloped forested land.

Project Proposal:

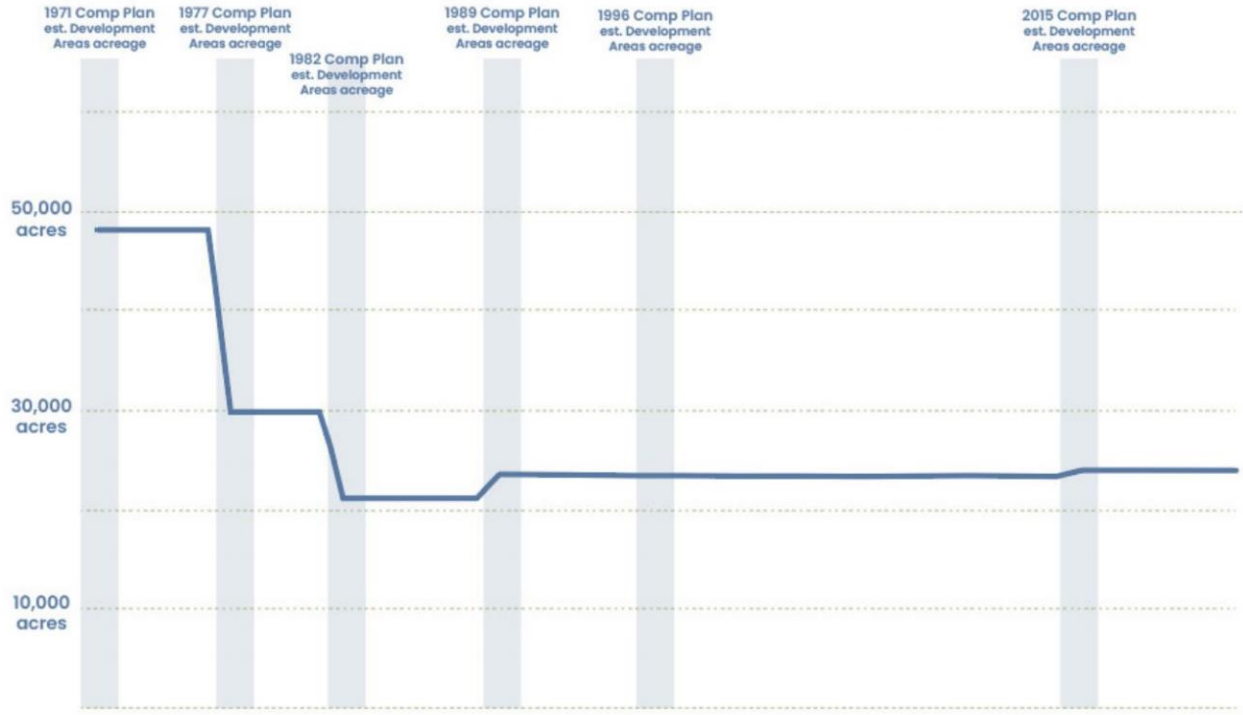
Chestnut Grove Park LLC is the owner (the "owner") of tax map parcel 13400-00-00-00400 in Albemarle County. Justin Shimp is the applicant (the "applicant") and seeks to rezone the 50.618-acre property from Rural Areas to R-4 Residential, with a special use permit to establish a manufactured home park on the site. A rezoning to R-4 Residential is only proposed to enable the special use of the manufactured home park; if approved, conditions of the special use permit would no longer permit certain by-right and special uses of the R-4 Residential zone to ensure that the rural character of this area of Albemarle County is maintained. If this Rural Areas property were to subdivide today, there may be six lots created from the existing development rights.

Public Need or Benefit:

With its cultural and historic resources, high quality public and private education systems, natural beauty, and the presence of the University of Virginia, Albemarle County is a highly desirable place to live, work, and play. Along with this established desirability, Albemarle County has begun to attract more households over time, with the County population anticipated to increase by 26,000 residents by 2040.[1] According to the 2019 Comprehensive Regional Housing Study and Needs Analysis, "over the past two decades, housing prices…have increased rapidly as new construction failed to keep pace with the increase

[1] Albemarle County (2022). *Land Use Buildout Analysis.*

demand at all but the highest rent and price levels… [and] wages have not kept up with rent increases,"[2] causing a growing disparity between the cost of housing and median household income. In addition to this imbalance, developable land within the designated growth areas is a limited commodity. Since the 1971 Comprehensive Plan and establishing growth management in the County, Development Areas in Albemarle has been halved from 48,000 acres to 23,800 acres today. Certain zoning restrictions, decreasing developable land, failure to meet housing demand, and stagnating household income has resulted in high need for affordable housing in Albemarle County.



The chart above shows the approximate Development Areas acreage per each Comprehensive Plan. These estimates are approximate and were calculated using GIS after digitizing the 1971-1996 Comp Plan land use plans.

Part 2: Planning for Growth: Past and Present (AC44)

According to the 2023 3rd quarter market report by Charlottesville Area Association of Realtors, the current median sales price in Albemarle County is $440,000. In Albemarle County, approximately 42% of renters in the County are cost-burdened, meaning more than 30% of household income goes towards housing expenses. [1] For these cost-burdened households, home ownership becomes more unobtainable as both rental rates as well as median home value in the County continue to rise. Although the County is committed to increasing affordable housing units through Housing Albemarle (2021), manufactured housing would provide an alternative affordable housing type in the County through private development. The U.S. Department of Housing and Urban Development's Office of Policy Development and Research finds that "manufactured housing is the largest source of unsubsidized affordable housing in the United States."[3] Because manufactured homes are partially or fully completed off-site, time spent on labor and

[2] Partners for Economic Solutions. (2019). *Comprehensive Regional Housing Study and Needs Analysis.*
[3] U.S. Department of Housing and Urban Development Office of Policy Development and Research (Winter/Spring 2020). Factory-Built Housing for Affordability, Efficiency, and Resilience. https://www.huduser.gov/portal/periodicals/em/WinterSpring20/highlight1.html

construction on-site is decreased. The replicability, modularity, reduced labor, and decreased construction time all contribute to a more affordable product, enabling lower-income households to own or rent a single unit. Of manufactured homeowners, the median household income is approximately $38,000[4] and manufactured housing provides certain benefits, such as privacy, yard space, and sense of community, that may be valuable to a household. Part of Albemarle's affordable housing initiatives seek to encourage creative housing types that would produce denser, well-connected communities with household variety, however, not all households that are in need of affordable housing want to live in a denser, urban environment. It is becoming more common that "[manufactured home] parks are being sold and often redeveloped into market-rate housing that park residents cannot afford"[6]; within the last 15 years, four manufactured home parks in the Charlottesville/Albemarle area have been sold and redeveloped. In addition to the approved 2022 special use permit expansion request for 14 new units in the Park Road Mobile Home Community within the Crozet Development Area, only one other manufactured home park had sought to expand in Albemarle County in the past 20 years. Albemarle County does not permit manufactured housing by-right in any conventional residential zoning district. This exclusionary zoning discourages any new manufactured homes in the County and contributes to the downward trend of this affordable housing type.

This zoning map amendment and special use permit request proposes an opportunity to create a community of 50 manufactured home lots that are inherently more affordable. Affordable housing is typically located within Albemarle's development areas to facilitate access to multimodal transportation, jobs, and services. However, households may value a rural environment where there is opportunity to engage with natural recreation, enjoy outdoor yard space, and hold a sense of privacy that comes with a detached unit. Rental rates in Albemarle County have continuously risen over time, as average rents from 2012 to 2018 have increased from approximately $1,000 to $1,300 [2] and has continued to climb in the past five years, following the COVID-19 pandemic. Rent increases over time without aligning with wage increases creates pressures on cost-burdened households that are forced to allocate more of their constrained budgets towards housing expenses. Permitting a manufactured home park not only establishes certainty in monthly payments, but allows households to build equity over time in opening a path towards eventual homeownership, "the primary way that most families build wealth. Manufactured homes…support financial stability…because homeowners have lower monthly housing expenses, freeing resources for other expenses and savings."[5]

Consistency with Comprehensive Plan:

The 2015 Comprehensive Plan designates the property as Rural Areas. The purpose of the Rural Areas is to promote the agricultural and forestry industry, preserve natural resources, protect historic and cultural resources, and maintain a distinct boundary with the Development Areas. In evaluating new uses in the Rural Areas, the following criteria is evaluated:

- *relate directly to the Rural Area and need a Rural Area location in order to be successful, (e.g., a farm winery has to be located in the Rural Area and would be unlikely to succeed in the Development Areas);*

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[4] Choi, Jung Hyun & Goodman, Laurie. (2020). 22 Milion Renters and Owners of Manufactured Homes Are Mostly Left Out of Pandemic Assistance." *Urban Institute.* https://www.urban.org/urban-wire/22-million-renters-and-owners-manufactured-homes-are-mostly-left-out-pandemic-assistance

[5] Ehrenfeucht, Renia. (2018). "Moving Beyond the Mobile Myth: Preserving Manufactured Housing Communities." *Grounded Solutions Network.* https://groundedsolutions.org/sites/default/files/2018-11/Moving%20Beyond%20the%20Mobile%20Myth.pdf

The subject property is 50.618-acres, with natural features of slopes and an on-site stream. With a maximum 50 units proposed on the property, residents would have ample natural area to enjoy immediately adjacent to their unit. Not only does this location attract households that value the rural environment that are in need of affordable housing, but a property of a similar size within the Development Areas would likely be subdivided at a much larger scale at a higher price point, or would be developed a significantly higher density.

- *be compatible with, and have a negligible impact, on natural, cultural, and historic resources;*

  To establish a manufactured home park use, the zoning map amendment requests a rezoning to R-4 Residential, which permits manufactured home parks by special use permit; the maximum 50 manufactured home lots on a 50.618-acre property is a density of 1 DUA. This low-density use is designed as a cluster development, where more than half of the property would remain undisturbed.

- *not conflict with nearby agricultural and forestal uses;*

  The proposed low-density residential use would not conflict with any nearby agricultural or forestal uses.

- *reflect a size and scale that complements the character of the area in which they will be located;*

  The property is surrounded by single family residences, agricultural and logging activity, and undeveloped forest. Manufactured homes align with the rural character, as "over half of all manufactured housing is in rural areas."[6] Furthermore, a low-density manufactured home park would not impact the surrounding character of the area, considering that the property would comply with the required screening requirements described in Sec. 5.3.8(g) of the Albemarle County Zoning Ordinance.

- *be reversible so that the land can easily return to farming, forestry, conservation, or other preferred rural uses;*

  The proposed use would require minimum grading improvements to establish a gravel accessway, as well as areas for stormwater management. However, these improvements could easily be reutilized for other rural uses.

- *be suitable for existing rural roads and result in little discernible difference in traffic patterns;*

  50 new manufactured homes would generate up to 356 trips per day, with 29 trips occurring in the morning and evening peak hour. While Route 726 Chestnut Grove Road only experiences 150 trips per day, VDOT standards establish that low-volume roads experience less than 2,000 trips per day. Although daily traffic would increase, overall, Chestnut Grove Road would still be considered a low-volume road. Furthermore, most trips would likely travel towards Route 20; this area of Route 20 (from the Buckingham County Line to Plank Road) experiences average daily traffic of 6,000-9,000 trips per day and additional traffic from the manufactured home park would not be detrimental to existing traffic conditions.

[6] Facts About Manufactured Housing. (2019). *Prosperity Now*. https://prosperitynow.org/resources/facts-about-manufactured-housing-2019

- *generate little demand for fire and rescue and police service;*

  With the implementation of federal manufactured housing construction standards, modern manufactured homes are built to a high standard that ensures fire safety. Additionally, a pond for adequate fire-flow is to be provided on-site, if required.

- *be able to operate without the need for public water and sewer;*

  The proposed use would be served by private well and septic.

- *be sustainable with available groundwater; and*

  Rivanna Soil Consulting has reviewed the soils on the property and found that there is ample capacity for sub-soil surface disposal for 50 units. The combination of onsite wells which will draw water from the aquifers to supply water to the homes and onsite sub-surface septic disposal create essentially a closed loop for groundwater withdraw and re-charge. Domestic use of water is considered non-consumptive in this situation as there are no net losses of groundwater on the property as a result of the development.

- *be consistent with other Rural Area policies.*
  The intent of the Rural Areas is to establish support of rural economic activity, such as agricultural/forestry, wineries, and special events, protect natural areas as well as historic and cultural resources, and maintain the rural character of the County. Permitting a manufactured home park use on the property would not detract from these specified goals, while achieving other Comprehensive Plan objectives as found below.

This proposal is consistent with the following goals and objectives of the Adopted 2015 Albemarle County Comprehensive Plan:

Housing Objective 6: Provide affordable housing options for low-to-moderate income residents of Albemarle County and those persons who work within Albemarle County who wish to reside in Albemarle County.

It is estimated that by 2040, 14,580 rental households in the Planning District 10[7] will be cost-burdened, spending more than 30% of their income on housing. The County is prioritizing increasing the affordable housing supply as well as encouraging a mixture of housing types. While manufactured homes are declining in Albemarle County, these homes provide a great public utility as an affordable housing type that may be located in a rural setting. An affordable unit within a denser environment is not suitable or desired by all households in need of affordable housing and a manufactured home park in Southern Albemarle would allow low-to-moderate residents to continue to reside within the County. The proposed proffers would seek to provide 33% of the units at 50% AMI, 33% of the units at 80%, and 33% at 100% AMI, which would exceed the County's affordable housing recommendations.

Impact on Environmental Features:

There is an existing stream located linearly across the property and several areas of critical slopes. The stream and critical slopes are proposed to remain.

Impact on Traffic:

[7] Planning District 10 includes the City of Charlottesville and the Counties of Albemarle, Fluvanna, Green, Louisa, and Nelson.

As described above, Route 723 Chestnut Grove Road experiences 150 vehicle trips per day. Although a manufactured home park of 50 units would increase the number of trips on Route 723, the roadway would still be considered a low-volume street, per VDOT standards. Where a low-volume road experiences less than 2,000 trips per day, Chestnut Grove Road would be well under the threshold of characteristically impacting current road conditions.

Impact on Public Safety:

The property is located within the jurisdiction of the Scottsville Fire Station and the Blue Ridge Police District, Sector 5, Beat 14. The Scottsville Fire Station is located approximately eight miles from the property.

Impact on Public School Facilities:

School-aged residents of the property would attend Scottsville Elementary School, Walton Middle School, or Monticello High School. According to the 2021 Albemarle County Public Schools Subdivision Yield Analysis, 50 additional units could add 12 students to Scottsville Elementary, three students to Walton Middle, and 15 students to Monticello High, for a total of 30 students. It should also be noted that single family figures were utilized to estimate new students that may attend Scottsville Elementary School and Walton Middle School, as 2021 data showed no students residing in mobile homes that attend these two schools.

	Multiplier	# of Units	# of Students
Scottsville ES	0.23*	50 units	12
Walton MS	0.05*	50 units	3
Monticello HS	0.29	50 units	15
			30 students
*For conservative estimate, where manufactured home student data is 0.00, the single family multiplier is utilized.			

It is anticipated that neither Scottsville Elementary School and Walton Middle School will have capacity conflicts, based on the 2021 Albemarle County Public Schools Long Range Planning Advisory Committee Recommendations; there may be moderate capacity conflicts for Monticello High School. The capacity conflicts at the high school level may be resolved with the development of the second high school center and pending renovations at other high schools.

Impact on Public Parks:

The property is located approximately eight miles from Totier Creek Reservoir Park. While residents may enjoy the amenities of Totier Creek Reservoir Park, the proposed development would have natural recreation options offered on-site, immediately adjacent to resident's homes.

Identified Exceptions Necessary to Establish Conforming Use + Expansion:

As a manufactured home park within the Rural Areas, certain design standards are requested to be waived to align with the rural character of the surrounding area.

Concurrent with the special use permit request, the following exceptions are requested:

- *Sec. 5.3.4(B) Each manufactured home shall front on an internal street.*

New streets are not proposed with this development. The manufactured home lots shall front on an internal travelway.

- *Sec. 5.3.7(C) Outdoor living and storage areas. An outdoor living area shall be provided on each manufactured home lot. At least 100 square feet shall be hard surfaced. Storage buildings not to exceed 150 square feet shall be permitted in a designated area on each lot. Additional storage facilities may be provided in common areas.*
  Because modern manufactured homes may include an outdoor deck or patio area, this is requested to be waived.

- *Sec. 5.3.8(A) Off-street parking. Off-street parking for manufactured homes, recreational uses, and service areas shall be provided in accordance with section 4.12 of this ordinance.*
  Because new streets are not proposed with this development, parking is to be accessed from the travelway. The parking schedule is to be provided in accordance with section 4.12.6.
- *Sec. 5.3.8(B) Internal street. A minimum of right-of-way width of 40 feet shall be established on internal private streets for the purpose of measuring setbacks. The right-of-way shall be maintained clear of all obstructions.*
    - *Sec. 5.3.8(B) Minimum typical street sections for internal streets*
      2. *Minimum typical street section for lot frontages of 85 feet or greater*
         While the designated shoulder/ditch section will be provided, a gravel section is proposed as a rural property.

      3. *General Design Notes:*
         b. *Pavement shall be prime and double seal bituminous surface treatment. Base shall be six inches of 21A or 21B aggregate base.*
            As described above, a gravel section is proposed.

- *Sec. 5.3.8(C) Recreation requirements. See section 4.16.*
  With more than half of the site to remain in an undisturbed condition, residents may enjoy over 25 acres of natural recreation. The applicant proposes primitive trails throughout the property to encourage active recreation of the surrounding natural amenities.

- *Sec. 5.3.8(D) Pedestrian access. The requirements of section 32.7.2.3 shall be met.*
  There are no sidewalks in the near vicinity of this site. As a development that seeks to align with the rural character of the area, this requirement is requested to be waived. While the applicant seeks to install primitive trails and areas of passive recreation for residents to enjoy within the 50-acre property, sidewalks/pedestrian walkways between each manufactured home lot is not desired nor necessary. As 20' gravel travelways are proposed to provide access for vehicles, pedestrians could easily utilize the gravel area to access their neighbors or trail areas as vehicles would be traveling a very low speed. Where the comprehensive plan encourages new uses in the Rural Areas to "be reversible so that the land can easily return to farming, forestry, conservation, or other preferred rural uses" (7.5), additional disturbance, grading, and new impervious area would directly contradict the development of this rural community where access may be shared along the low-speed gravel accessways.