



**County of Albemarle  
Planning Staff Report**

<b>Project Name:</b> ZMA 2018-003 Southwood Phase I	<b>Staff:</b> Megan Nedostup, Principal Planner; Tori Kanellopoulos, Planner
<b>Planning Commission Hearing:</b> July 23, 2019	<b>Board of Supervisors Public Hearing:</b> August 21, 2019
<b>Owner:</b> Habitat for Humanity	<b>Applicant:</b> Habitat for Humanity; BRW Architects
<b>Acreage:</b> approx. 33.96 acres	<b>Rezone from:</b> R-2 Residential and Neighborhood Model District to Neighborhood Model District (NMD)
<b>TMP:</b> 09000-00-00-001A0; 090A1-00-00-001E0; 07600-00-00-051A0	<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> Cale (Elementary); Burley (Middle School); Monticello (High School)	<b>By-right use:</b> R2 residential uses at a density of 2 units per acre; NMD (ZMA2005-017) residential uses at a density of 3-34 units per acres, mixed with commercial, service, and industrial uses
<b>Magisterial District:</b> Scottsville	<b>Proffers:</b> Yes
<b>Proposal:</b> Rezone 33.96 acres from R2 Residential zoning district, which allows residential uses at a density of 2 units per acre, and Neighborhood Model District (NMD), which allows residential uses at a density of 3-34 units per acres, mixed with commercial, service, and industrial uses, to Neighborhood Model District (NMD). This request includes amending a portion of ZMA200500017 Biscuit Run included on TMP 90A1-1E which is zoned NMD to remove the proffers from the parcel. A maximum of 450 units are proposed for a gross density of approximately 13 units per acre and a net density of approximately 19 units per acre. A maximum of 50,000 non-residential square footage is also requested.	<b>Requested # of Dwelling Units:</b> 150 units (minimum) – 450 units (maximum)
<b>DA (Development Area):</b> Neighborhood 5 of the Southern and Western Neighborhoods Master Plan	<b>Comp. Plan Designation:</b> 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

	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
<b>Affordable Housing Provided:</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	<b>Affordable Housing AMI (%):</b> Performance Agreement: Mixture (Attachment 6); Code of Development: 80% AMI
<b>Character of Property:</b> The area proposed for rezoning was formerly part of the Biscuit Run State Park land and consists of three parcels located to the east of Old Lynchburg Road and southwest of the existing Southwood community. The parcels are heavily wooded.	<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 residential areas. Phase 1 is located in the southwest portion adjacent to Biscuit Run Park and a portion is located along Old Lynchburg Road.
<b>Factors Favorable:</b> <ol style="list-style-type: none"> <li>1. The rezoning request is consistent with the recommendations within the Southern and Western Neighborhoods Master Plan and Comprehensive Plan.</li> <li>2. The rezoning is within the Priority Area of the Southern and Western Neighborhoods Master Plan.</li> <li>3. The rezoning is consistent with the majority of the applicable Neighborhood Model Principles.</li> <li>4. The rezoning provides affordable housing that meets the housing policy within the Comprehensive Plan.</li> <li>5. The rezoning request allows for future connections to Biscuit Run Park.</li> <li>6. The rezoning supports the County Board of Supervisors Strategic Plan goal for Revitalizing Aging Urban Neighborhoods and is within an Opportunity Zone.</li> </ol>	<b>Factors Unfavorable:</b> <ol style="list-style-type: none"> <li>1. The rezoning request will add additional students to Cale Elementary, which is over capacity with no plans for expansion for additional students.</li> <li>2. The rezoning will add additional traffic to Old Lynchburg Rd/5<sup>th</sup> Street Extended and impact existing intersections along the corridor. Improvements have been identified as high priority, however, funding has not been identified for those projects to date.</li> </ol>
<b>RECOMMENDATION:</b> ZMA2018-003 Southwood Phase 1: Based upon the favorable factors, staff recommends approval of the rezoning. ZMA2005-017 Biscuit Run: Staff recommends approval of the removal of proffers for TMP 90A1-1E.	

**STAFF PERSON: Megan Nedostup and Tori Kanellopoulos**

**PLANNING COMMISSION: July 23, 2019**

**BOARD OF SUPERVISORS: August 21, 2019**

**PETITION:**

PROJECT: ZMA20180003 Southwood Phase 1

MAGISTERIAL DISTRICT: Scottsville

TAX MAP/PARCEL(S): 09000000001A0; 090A1000001E0; 07600000051A0

LOCATION: Southwood Mobile Home Park located along Old Lynchburg Road (State Route 631) off of Hickory Street approximately 350 feet from Ambrose Commons Drive.

PROPOSAL: Rezone property from residential to a mixed use- mixed income development.

PETITION: Rezone 33.96 acres from R2 Residential zoning district, which allows residential uses at a density of 2 units per acre, and Neighborhood Model District (NMD), which allows residential uses at a density of 3-34 units per acres, mixed with commercial, service, and industrial uses, to Neighborhood Model District (NMD). This request includes amending a portion of ZMA200500017 Biscuit Run included on TMP 90A1-1E which is zoned NMD to remove the proffers from the parcel. A maximum of 450 units are proposed for a gross density of approximately 13 units per acre and a net density of approximately 19 units per acre. A maximum of 50,000 non-residential square footage is also requested.

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 adjacent mobile home park consists of 341 mostly substandard mobile homes that house more than 1,500 residents. The area proposed for rezoning was formerly part of the Biscuit Run State Park land and consists of three parcels located to the east of Old Lynchburg Road and southwest of the existing Southwood community. The parcels are heavily wooded. The edges of Parcel 090A1-00-00-001E0 contain preserved and managed slopes, and partially lie within the 100 Year Floodplain and Stream Buffer. Attachment 1 shows the location of the mobile home park and area proposed for rezoning.

**BACKGROUND**

A full list of milestones is provided in Attachment 4.

Habitat for Humanity's process for the development and design of Phase 1 for Southwood consisted of a resident-led, resident-driven design. Habitat held a number of workshops with the Southwood Planning Committee which consists of existing residents of Southwood. The proposed Code of Development and Application Plan are a result of those workshops and input from the community and its residents.

**August 7, 2018 Joint PC/BOS Worksession**

The Planning Commission (PC) and Board of Supervisors (BOS) had the following recommendations: provide more information on Block B and ensure that the Code of Development regulations create spaces of human scale that also relate to the context of adjacent existing neighborhoods; affordable housing should be provided on site or, if not on site, preferably within the County; the percentage of affordable housing will continue to be addressed with this application

and possible supplementary documents; and a high-level concept plan should be provided to show how the rezoning and existing Southwood neighborhood relate to each other.

#### **June 4, 2019 PC Worksession**

The Planning Commission (PC) discussed and provided feedback for the questions below. A summary of the questions, discussion, and feedback is provided in Attachment 5.

1. What should be the maximum building height allowed per the Code of Development?
2. Should Old Lynchburg Road be a Framework Street?
3. Is the proposed recreation substitution request for Block B acceptable? Are sufficient recreational facilities being provided?
4. Within the Code of Development and Application Plan that have been submitted, are there aspects that require additional detail, revisions, or clarification?

#### **June 19, 2019 Board of Supervisors meeting**

The Board of Supervisors approved a performance agreement with Habitat for Humanity for Phase 1 of Southwood to support up to 155 affordable dwelling units (Attachment 6).

#### **SPECIFICS OF THE PROPOSAL**

Since the Planning Commission (PC) work session on June 4<sup>th</sup>(work session), the applicant has revised the application plan and code of development (COD). The COD has been re-formatted and re-organized, and Block A and B have been removed. Character Areas from the previous COD are now Blocks within the new COD. Applicant response to the feedback received at the work session is provided in Attachment 3. Below are the questions with staff comments on the applicant's resubmittal to address the questions in italics.

1. What should be the maximum building height allowed per the Code of Development?  
*See detailed analysis provided in the Comprehensive Plan section of this report.*
2. Should Old Lynchburg Road be a Framework Street?  
*The applicant has revised the COD on Page 13 to include Old Lynchburg Rd. for the Setback and Building Regulations.*
3. Is the proposed recreation substitution request for Block B acceptable? Are sufficient recreational facilities being provided?  
*The applicant has revised the COD on Pages 15-16 to include recreational amenities and space by block. The total of these spaces meets the standards within the Zoning Ordinance for size. Exact recreational amenities to be decided at site plan stage by Southwood residents. Additional analysis and information is provided in the Neighborhood Model section of this report.*
4. Within the Code of Development and Application Plan that have been submitted, are there aspects that require additional detail, revisions, or clarification?  
*See applicant's response letter in Attachment 3.*

The applicant is proposing to rezone three parcels (approximately 33.96 acres) as part of Phase 1: two parcels are currently zoned R-2 Residential (2-3 units/acre) and one parcel is zoned Neighborhood Model District (NMD up to 34 units/acre) (Attachments 2 and 10). The proposed district is a unified NMD for all three parcels (up to 34 units/acre). A maximum of 450 residential units and up to 50,000 square feet of non-residential is proposed. The majority of the non-residential will be located along Old Lynchburg Road and Hickory Street. Habitat has committed to its residents with this proposal to provide a non-displacement strategy, and this first phase will allow current residents of Southwood to move into safe, permanent, affordable housing.

Access to Phase 1 will be from Hickory Street. A new road will be located off of Hickory Street to provide access to Blocks 1-11. A future road connection to the existing Southwood community is provided along Blocks 5 and 7. This full connection will be made with a future rezoning and development of future phases.

Green space and amenities totaling 42,300 square feet has been provided throughout Phase 1. The amenities consist of trails, recreational amenities, pedestrian connections, and a neighborhood soccer facility. Pages 15 and 16 of the Code of Development (Attachment 2) contains detailed information, including definitions, per block regarding the proposed amenities for the development.

Page 7 of the Code of Development (COD) and the Application Plan show the proposed layout and blocks of the development. Page 4 of the Code of Development shows the Concept Plan. The Application Plan identifies the different blocks in the development which are described on page 6 of the COD, descriptions and a Table on Pages 8-12 that state the proposed uses for each block.

The specific blocks, per the Code of Development, are described as follows:

Blocks 1 and 2: These blocks will designate the greenspace along the perimeter of the development. They contain the environmental features such as floodplain, stream buffer, and preserved slopes.

Blocks 3 through 12: These blocks will contain primarily residential uses. Non-residential uses are permitted in all blocks. The intensity of density and use transitions from Block 12 (most intense) to Blocks 3-4 (least intense). Non-residential uses in blocks 3-5 are restricted to a maximum building footprint of 3,000 square feet. Blocks 6-9 non-residential use is restricted to a maximum building footprint of 5,000 square feet. Blocks 10-12 non-residential is restricted to a maximum building footprint of 20,000 square feet. Overall maximum total square feet of non-residential is 50,000 square feet.

Residential Village- Block 5: Block 5 is intended to provide the majority of rehousing for existing Southwood residents. It will provide a mixture of housing types and allow for smaller residential groupings on public or private amenities or streets.

Neighborhood Center Special Area- Block 12: Within Block 12 there is an area designated to provide the most intense and highest density uses. This area is located along Hickory Street, and is 115 feet from both sides of the Hickory Street right of way.

This request includes amending a portion of ZMA200500017 Biscuit Run included on TMP 90A1-1E, which is zoned NMD, to remove the proffers from the parcel. In March 2017, Habitat acquired the 20 acre 'exchange parcel' (TMP 90A1-1E) from the Virginia Department of Conservation and Recreation. The zoning and proffers on this parcel are still in place, and the applicant is requesting this parcel be removed from the proffers associated with ZMA2005-017.

#### **COMMUNITY MEETING**

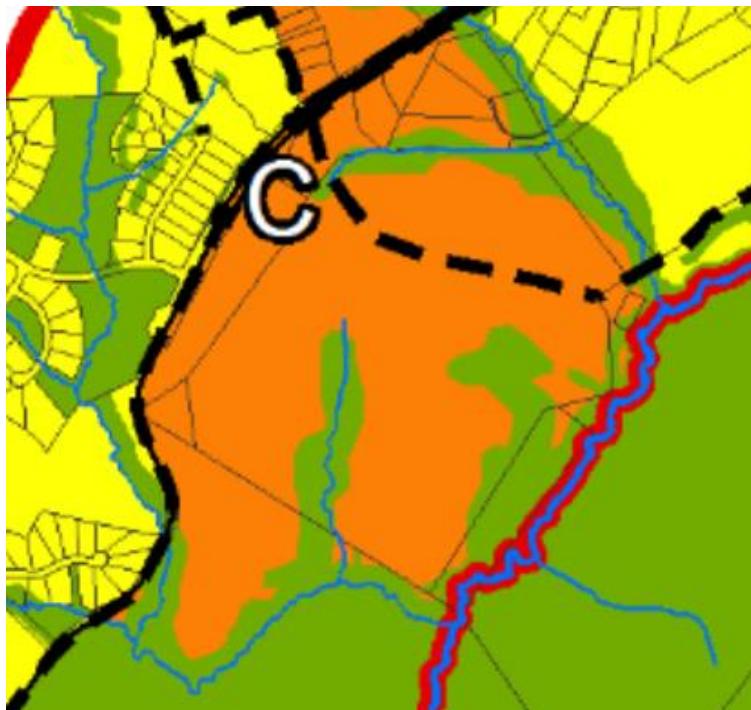
The required community meeting was held on March 15<sup>th</sup>, 2018, at Southwood during the regularly scheduled 5<sup>th</sup>/Avon CAC meeting. The applicant has also met with residents of Montgomery Ridge subdivision. The concerns that were raised at the meeting included: density, types of units, definition of affordable/percentage of affordable housing, recreation facilities, trees along Old Lynchburg Road, traffic, private developers vs Habitat built, rehousing strategy, and connections to Biscuit Run. The analysis that addresses the concerns raised is included in the 'Comprehensive Plan', 'Neighborhood Model' and 'Anticipated impact on nearby and surrounding properties' sections in this Staff Report.

## **COMPREHENSIVE PLAN**

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

The MP lists Southwood as a Priority Area, and the Land Use Plan designates these parcels 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. 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.



**Land Use Map**

Parks and Green System 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.



**Parks and Green Systems Map**

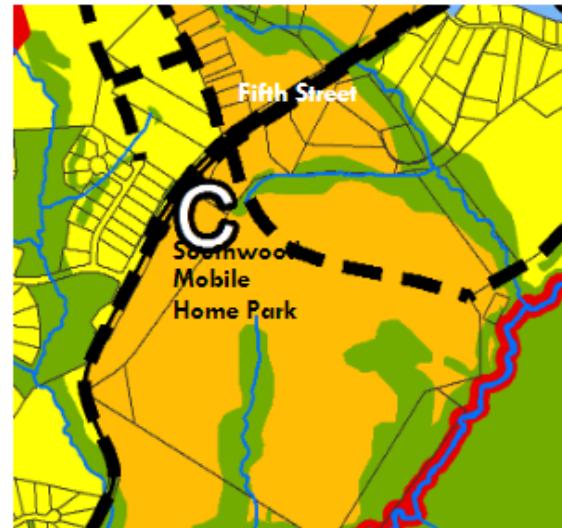
Center Designation

**Figure 19:**  
**Southwood Mobile Home Park**

9. 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. At this time, Habitat for Humanity is planning for the redevelopment of the mobile home park as a mixed-income, mixed-use community. During the planning stage, opportunities may exist for the County to partner with Habitat for Humanity to help request grant money, significantly improve and expand the regional inventory of affordable housing, tie into the transportation network throughout the area, and if Habitat for Humanity is able to exchange land owned by the State for Biscuit Run State Park, obtain land to add to the County inventory of playing fields.



### Staff Analysis:

Staff has reviewed the COD and Application Plan against the recommendations within the MP and Comprehensive Plan and found it be consistent with those recommendations. The only aspect that needs further analysis is regarding building height. As stated previously, the MP designates this area as a Center. The building height proposed for the most intense blocks 10-12, which contain the Neighborhood Center Special Area, are above the 1-3 story recommendation in the MP. However, the MP also states that additional stories could be considered where appropriate.

The area of most concern regarding building height is at the corner of Hickory Street and Old Lynchburg Road, and was an issue raised at the June 4th work session. Since the work session, the applicant has revised the COD to propose the following: a maximum of 4 stories or 45 feet in Blocks 10-12, or 50 feet in the Neighborhood Center Special Area.

At the work session, feedback was given that since Southwood is at the edge of the development area, the intensity of development should be lower in this location. Related, feedback was also given that consideration should be given to retain the vegetation/trees in this area.

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). It 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. 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 with 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.

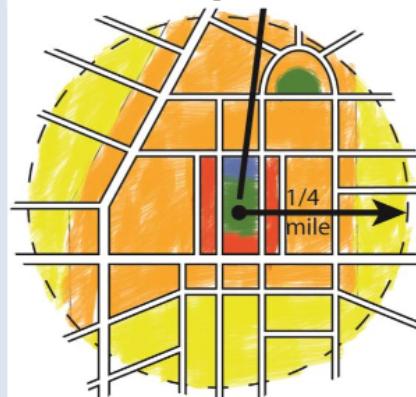
Neighborhood centers are focal points or places in a neighborhood or area where people congregate. A center may be a school or park, location of a major employer or a shopping area. Like the Charlottesville downtown mall, centers are destinations. They are very important in creating the identity of an 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  $\frac{1}{4}$  mile) from homes. This distance can be increased up to  $\frac{1}{2}$  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.

#### Legend for Figure 7:

- [Green square] Park or outdoor amenity
- [Red square] Commercial or mixed use area
- [Orange square] Medium to high density residential area
- [Yellow square] Low to medium density residential area

**Figure 7: Illustration  $\frac{1}{4}$  Mile Distance from Neighborhood Center**



Source: Community Design and Architecture 2011

Figure 8: Illustration of Continuum in Intensity of Use



Source: Adapted by Albemarle County Community Development from Duany Plater-Zyberk and Company image 2012

New centers should be created in accordance with Master Plan recommendations. Existing centers should be recognized and, in some cases, enhanced. Public investment may be needed to create a center, such as a new public park in or near an existing neighborhood. New centers should be created in accordance with Master Plans. As destinations, centers should be visually discernible to help create and facilitate a sense of arrival.

A balloon test was conducted on June 18, 2019 based upon the request from the work session with the Planning Commission. Two balloons were flown at 50 feet to make the tallest possible building height at the location. County staff and officials, as well as the surrounding community were notified of the date and time of the balloon test.

Regarding the existing vegetation in this location, recommendations regarding Cultural and Scenic Resource Protection, including buffers, is given in the MP on pages 53-54. A buffer is not shown on the Parks and Green Systems map in the MP. Page 54 of the MP provides guidance regarding buffers near Southwood, it states: "Provide a vegetative buffer along 5<sup>th</sup> Street/Old Lynchburg Road south from the southern most edge of the Southwood Mobile Home Park property to the southern Development Area boundary on both sides of the street."

Staff has reviewed the revised COD and building height in relation to the surrounding area, and based upon the fact that the blocks that are above the recommended height within the MP are within the Center designation or are providing a transition based upon the guidance from the Comprehensive Plan regarding intensity of uses from Centers, and the guidance within the MP for this area regarding buffers, staff supports the additional height within Blocks 10-12 and the Neighborhood Center Special Area.

### The Neighborhood Model

Staff has reviewed the proposal against the Neighborhood Model Principles and found that it is consistent with the majority of the principles. Concern has been raised by staff, PC, and BOS during work sessions regarding the adequacy of the type and amount of recreational amenities, which relates to the "Parks, Recreation Amenities, and Open Space" principle. Comment on how the concern was addressed by the applicant is below. The detailed Neighborhood Model Analysis for all of the principles can be found in Attachment 7.

On pages 15-16 of the COD, Green Space and Amenities and definitions of the amenities are provided. Blocks 1 and 2 are dedicated to green space. These blocks include protected and preserved environmental features, including preserved slopes, stream buffer, and floodplain. There will be a trail network provided through this Blocks, creating connectivity through the development and with a possible future connection to Biscuit Run Park. This trail will be located within  $\frac{1}{4}$  mile of all residential units in this Phase.

Blocks 5-11 require six (6) pedestrian connections from the Framework Streets to the trail network. A total of 8,200 square feet of recreational amenities distributed within the Blocks, with 4,900 square feet in Blocks 5-8 and 3,300 square feet in Blocks 9-11. The type and location of recreational amenities will be provided during site plan stage and will be determined by Southwood residents.

Block 12 includes a 6,500 square foot active use recreational amenity. This amenity must include a soccer facility. Existing residents identified the existing soccer field in Southwood as an important feature.

Staff has found that the revised proposed amenities meets the requirements for area per the ordinance. Substitution of the types active recreation required by the zoning ordinance will be reviewed during the site plan stage, based upon input from the Southwood residents. This can be reviewed and approved administratively by the Planning Director per the zoning ordinance.

### **Affordable Housing**

The COD provides for a minimum of 15% affordable housing units. As stated in the Housing Mixture Plan (Attachment 8), in combination with market rate dwelling units, affordable units provided in Phase 1 of Southwood redevelopment will be a mixture of owned and rented dwellings 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.

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 units and the methods of calculating affordability are consistent with the County's current [affordable housing policy](#).

In addition, the Board of Supervisors approved a performance agreement for requirements above the 15% for the rezoning. Stacy Pethia, the Housing Principal Planner, as reviewed the housing mixture plan, AMI data, and COD language for the 15% affordable housing and found it to be acceptable. She is also working with Habitat to develop a resident relocation plan, consistent with the Community Development Block Grant requirements, to assist any Southwood residents who may be impacted by infrastructure work in Phase 1 of the project.

### **ZONING ORDINANCE REQUIREMENTS**

#### ***Relationship between the application and the intent and purposes of the requested zoning district:***

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.

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

Streets:

A traffic impact analysis was provided by the applicant (Attachment 9). Kevin McDermott, Principal Planner for Transportation for the County has reviewed the proposal and associated traffic impact statement and has the following comments:

- The TIA identifies existing failing movements at the intersections of Old Lynchburg Rd/5<sup>th</sup> St Extended/County Office Building, 5<sup>th</sup> St Extended/Stagecoach Rd/Apartment Complex, 5<sup>th</sup> St Extended/EB I-64 ramp, and 5<sup>th</sup> St Extended/WB I-64 ramp. Delay at these intersections continues to worsen in the future no-build scenario including worsening conditions at Old Lynchburg Rd/Sunset Ave.
- Future build conditions differ from no-build in the following manner:
  - Old Lynchburg Rd/Sunset Ave fails for some movements in both AM and PM Peak hours
  - Old Lynchburg Rd/5<sup>th</sup> St Extended/County Office Building have additional failing movements and/or movements that become wholly inoperable during the peak hours. However, some of these were essentially inoperable in the no-build scenario.
  - 5<sup>th</sup> St Extended/EB I-64 ramp have additional failing movements and/or movements that become wholly inoperable during the peak hours. However, some of these were essentially inoperable in the no-build scenario
- As stated in the TIA, many of these intersections would fail, some seriously, with or without the proposed Phase 1 development of Southwood. However, Phase 1 is expected to add 3,763 vehicle trips/day and 223 and 336 in the AM and PM peak hours respectively. This is a significant increase in vehicles on these roads that are already displaying serious problems.

The conclusion in the TIA states that the development of Southwood is anticipated to have minimal to no impact on the study intersections when compared to background traffic conditions. While true that many of the intersections are failing in the future no-build, the cue lengths and delays do increase, at times significantly, under the build conditions. It should be noted that many of the movements will have already become inoperable in the future no-build so from this perspective the additional traffic will not have any impact.

Transportation projects that address many of these issues have already been identified as high priorities in the 2019 Albemarle County Transportation Priorities. The worst intersection in both the build and no-build scenarios is the Old Lynchburg Rd/5<sup>th</sup> St Extended/County Office Building intersection. This intersection is already ranked at #7 on the Priority List and is recommended for improvements in the near future. However, funding for this project has not yet been identified.

The Virginia Department of Transportation has begun a corridor study under the STARS program to evaluate the corridor in its entirety in order to develop potential long- and short-term improvements that will address the identified safety and operational issues. The results of this study will be specific projects to seek funding for and applicable funding programs but once again, no funding will be made available through the study.

In conclusion, Phase 1 of Southwood as proposed would increase daily 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. However, these issues will need to be addressed with or without the Southwood development and ongoing planning to address the most serious operational issues in the corridor is occurring. Funding will be necessary in the near term to construct recommended improvements.

Schools:

Students living in the Southwood community attend/will attend Cale Elementary, Burley Middle School, and Monticello High School. Rosalyn Schmidt, along with the recent draft report (June 26<sup>th</sup>) from the Long Range Planning Advisory Committee, from Albemarle County Public Schools have provided the following information for the application:

Based on average yield rates, anticipate 450 residential units to yield between 50 -70 elementary students, however depending on those residents that will possibly relocate from the existing mobile homes, it may be less. The Southwood community currently has about 200 elementary students. Cale Elementary does not have any additional capacity, next year it will likely operate with four trailers on site. The Long Range Planning Advisory Committee report for schools requested in the FYI 21/22 CIP funds for expansion for an additional 8,800 sq ft at Cale that would remove the need for the trailers for the current school population and provide an expansion for the cafeteria and construct a music, art, and classroom addition. However, it also states that due to its already large size, as well as limited space to expand on the lot, it is not recommended that the school be enlarged to meet the long range needs. It recommends further study to develop a long-term solution for anticipated growth in the area. There is adequate capacity at Burley Middle School and Monticello High School and increased enrollment would benefit both schools.

Fire and Rescue:

Currently the Southwood community utilizes a larger percentage of County services than any other single development in Albemarle County. The redevelopment, and eventual removal of the mobile homes, is anticipated to reduce the amount of County calls for service including Fire/Rescue, Police, and Social Services. 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.

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 1 and 2 include protected and preserved environmental features, including preserved slopes, stream buffer, and floodplain. These blocks allow protection of these environmental resources. Stormwater facilities will be designed in accordance with the Virginia Stormwater Management Program (VSMP) regulations administered by the Virginia Department of Environmental Quality (DEQ).

There are no known cultural or historic resources on this site.

***Anticipated impact on nearby and surrounding properties:***

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 and utilizing a larger percentage of County services than any other single development in Albemarle County. The proposal allows for safe, affordable, permanent housing options to be provided 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 will allow their vision to be realized. It will also impact those residents of Southwood who have not been as active in the process for Phase 1, who have been waiting for action to occur, to see house being built and how Habitat plans to keep their promise of non-displacement to those residents. The

redevelopment, and eventual removal of the mobile homes, is also anticipated to reduce the amount of County calls for service including Fire/Rescue, Police, and Social Services.

Other nearby community concerns include the height of the buildings proposed at the intersection of Hickory and Old Lynchburg Road, loss of tree/vegetation, school capacity, and traffic impacts. These concerns have been analyzed and commented on in other portions of this report.

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

The County's Comprehensive Plan supports development in the designated development areas that is consistent with the use, density, and form recommended in the Plan. Based upon the analysis provided in this report, staff believes this proposal is in conformity with use, density, and form recommended in the MP and Comprehensive Plan.

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. This first phase will allow existing residents of Southwood to move out of substandard housing that the majority does not meet building code and have safe, affordable housing options. 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**

Proffer 1 provides for the removal of the proffers associated with ZMA2015-017 Biscuit Run that is part of TMP76-51A. This is the area referred as the exchange parcel.

Proffer 2 provides future connections to Biscuit Run Park from Southwood's trail system, and provides the requirements for the trail system within Southwood.

**SUMMARY**

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

1. The rezoning request is consistent with the recommendations within the Southern and Western Neighborhoods Master Plan and Comprehensive Plan.
2. The rezoning is within the Priority Area of the Southern and Western Neighborhoods Master Plan.
3. The rezoning is consistent with the majority of the applicable Neighborhood Model Principles.
4. The rezoning provides affordable housing that meets the housing policy within the Comprehensive Plan.
5. The rezoning request allows for future connections to Biscuit Run Park.
6. 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 Cale Elementary, which is over capacity with no plans for expansion.
2. The rezoning will add additional traffic to Old Lynchburg Rd/5<sup>th</sup> Street Extended and impact existing intersections along the corridor. Improvements have been identified as high priority, however, funding has not been identified for those projects to date.

**RECOMMENDATION**

Based upon the favorable factors, staff recommends approval of ZMA2018-003 Southwood Phase 1.

Staff also recommends approval of the removal of proffers for ZMA2005-017 Biscuit Run for TMP 90A1-1E.

**PLANNING COMMISSION POTENTIAL MOTIONS FOR ZMA2018-003- Southwood Phase 1:**

A. Should a Planning Commissioner **choose to recommend approval** of this zoning map amendment:

**Move to recommend approval of ZMA201800003, Southwood Phase 1, for the reasons stated in the staff report.**

B. Should a Planning Commissioner **choose to recommend denial** of this zoning map amendment:

**Move to recommend denial of ZMA201800003, Southwood Phase 1** (state reasons for denial).

**PLANNING COMMISSION POTENTIAL MOTIONS FOR ZMA2005-017- Biscuit Run:**

A. Should a Planning Commissioner **choose to recommend approval** of this zoning map amendment:

**Move to recommend approval of the removal of the proffers for TMP 90A1-1E for ZMA20050017, Biscuit Run, for the reasons stated in the staff report.**

B. Should a Planning Commissioner **choose to recommend denial** of this zoning map amendment:

**Move to recommend denial of the removal of proffers for TMP for ZMA200500017 Biscuit Run** (state reasons for denial).

**Attachments:**

Attachment 1: Vicinity Map

Attachment 2: Code of Development and Application Plan dated July 8, 2019

Attachment 3: Applicant response dated June 25, 2019

Attachment 4: Southwood Milestones

Attachment 5: June 4, 2019 PC Worksession Summary

Attachment 6: Performance Agreement

Attachment 7: Neighborhood Model Principles Analysis

Attachment 8: Housing Mixture Plan dated July 1, 2019

Attachment 9: Traffic Impact Analysis dated January 7, 2019

Attachment 10: Proffers dated July 5, 2019