

# Albemarle County Planning Commission Staff Report

Project: ZMA202300014 Archer North Development	Staff: Kevin McDermott, Deputy Director of Planning
Planning Commission Public Hearing: November 12, 2024	Board of Supervisors Public Hearing: To be Scheduled
Owners: Archer North LLC	Applicant: Ashley Davies with Riverbend Development and Scott Collins with Collins Engineering
Acreage: 19.51 acres	Rezone from: PRD Planned Residential Development to PRD Planned Residential Development.
<b>Tax Map Parcels (TMP)</b> : 04600-00-00-10800 and 04600-00-00-10900	<b>By-right use:</b> Residential uses in accordance with ZMA202000007 RST Residences
School Districts: Hollymead ES, Lakeside MS, and Albemarle HS	<b>Location:</b> 2883 and 2885 Seminole Trail; and 1374 Ridgewood Circle
Magisterial District: Rivanna	Proffers: No
DA (Development Area): Places 29	Requested Dwelling Units: 224 units in Phase II; 302 units overall
Proposal: Amend the Application Plan approved alongside ZMA202000007 RST Residences to reduce the maximum number of units permitted, to allow for a variety of Residential uses in Phase II, and to provide 15% affordable housing units across Phase I and Phase II of the development.	Comp. Plan Designation: Urban Density Residential – residential (6.01 – 34 units/acre); supporting uses such as religious institutions, schools, commercial, office, and service uses; and Privately Owned Open Space – privately owned recreational amenities and open space; floodplains, steep slopes, wetlands, and other environmental features; in the Community of Hollymead in the Places29 Master Plan area.
Character of Property: The subject property consists of two parcels. The site was formerly home to a motel and the Ridgewood manufactured home park community. The motel and mobile homes have since been removed from the subject property for redevelopment.	Use of Surrounding Properties: Forest Lakes and Ashland neighborhoods to the east and southeast, with a mix of single-family attached and detached dwellings; Brookhill development to the south across Ashwood Blvd; forested properties to the west across U.S. Route 29 and to the north. To the north is the site of the proposed Holly Hills development.

# **Positive Aspects:**

- The request is consistent with the uses and density recommendations in Places29 Master Plan.
- The request is consistent with the Comprehensive Plan Neighborhood Model Principles.
- The request provides new public transportation improvements, including Archer Avenue, a new proposed public road connecting to U.S. Route 29, and new multi-use paths and connections along 29 and Ashwood Blvd as well as throughout the development.
- 4. The number of stories and heights of the proposed buildings are more consistent with the character of the surrounding areas.

#### Concerns:

 Approval of this request would reduce the number of required affordable housing units from 191 units approved alongside ZMA202000007 RST Residences to 45 affordable housing units proposed with this development.

**RECOMMENDATION:** Based on the identified positive aspects, staff recommends approval of ZMA202300014 Archer North Development.

STAFF PERSON: Kevin McDermott, Deputy Director of Planning PLANNING COMMISION: November 12, 2024
BOARD OF SUPERVISORS: To be Scheduled

**PETITIONS:** 

PROJECT: ZMA202300014 Archer North Development

MAGISTERIAL DISTRICT: Rivanna

TAX MAP/PARCEL(S): 04600000010800; 04600000010900

LOCATION: 2883 and 2885 Seminole Trail; and 1374 Ridgewood Circle

PROPOSAL: Amend a rezoning on two Planned Residential Development (PRD) parcels.

PETITION: Request to rezone portions of two parcels totaling approximately 19.51 acres from Planned Residential Development (PRD), which allows residential (maximum of 35 units/acre) with limited commercial uses to PRD. The property was previously zoned PRD through ZMA202000007 RST Residences. This proposal seeks to amend the zoning to allow for a variety of residential unit types. Portions of the RST zoning on the eastern side of the property adjacent to Forest Lakes will remain as previously zoned.

ZONING: PRD Planned Residential Development – residential (maximum of 35 units/acre) with limited commercial uses. OVERLAY DISTRICT(S): AIA – Airport Impact Area, EC – Entrance Corridor, Steep Slopes – Managed, and Steep

Slopes – Preserved PROFFERS: No

COMPREHENSIVE PLAN: Urban Density Residential – residential (6.01 – 34 units/acre); supporting uses such as religious institutions, schools, commercial, office, and service uses; and Privately-Owned Open Space – privately owned recreational amenities and open space; floodplains, steep slopes, wetlands, and other environmental features; in the Community of Hollymead in the Places29 Master Plan area.

## **CHARACTER OF THE AREA**

The subject property includes two parcels of land near the northeast corner of the intersection of U.S. Route 29 and Ashwood Boulevard and totals approximately 19.51 acres (see Attachment 1 – Location Map). Previously, there was a motel located on TMP 46-108, visible along Route 29. The Ridgewood mobile home community was on the second parcel TMP 46-109, situated behind the motel parcel. The property has since been cleared of the motel and mobile homes (Attachment 2 – Aerial Imagery). There is an existing and remaining cemetery located on the property, close to Route 29.

Both parcels are currently zoned PRD Planned Residential Development in accordance with ZMA202000007 RST Residences, approved September 15, 2021. The property is located on an Entrance Corridor (Route 29) and within the Airport Impact Area overlay district. There are also areas of both managed and preserved steep slopes on the property.

The neighboring area is largely residential, along with several forested areas. To the east and southeast is the Ashland Townhomes community and larger Forest Lakes neighborhood. This area consists of a mix of single-family attached and detached houses and is zoned PUD, Planned Unit Development. To the south is the mixed-use Brookhill development zoned Neighborhood Model District NMD. To the north of the subject property is the proposed Holly Hills development (ZMA202300012 Holly Hills) and is zoned PRD, Planned Residential Development. This development has an initial site plan application (SDP202400042) currently under review that proposes 390 residential units on approximately 30 acres. Across Route 29 to the west are additional forested parcels. These properties are zoned RA, Rural Areas. (Attachment 3 – Zoning Map)

The subject property is along the proposed Archer Avenue, which links Brookhill to Ashwood Blvd and extends northward to the Holly Hills development. Archer Avenue is designated as a public road and is currently depicted in the relevant development plans.

# **PLANNING AND ZONING HISTORY**

The property is subject to rezoning application ZMA202000007 RST Residences which was approved on September 15, 2021. The full transmittal summary and staff report for this application can be found <u>Here</u>. The proposal included a maximum of 332 dwelling units of which 254 were multi-family and 78 townhomes.

The application plan provided multi-family units spread across five proposed apartment buildings. Three of the apartment buildings were proposed as four stories tall and included a special exception to waive the stepback requirement for the

fourth story. The other two apartment buildings at the center of the development were five stories, with a stepback for the fifth story. The 78 proposed townhomes were four stories tall, with the end unit of each building on the southeastern end being three stories to provide a transition in height to the adjacent residential communities.

The application included a significant amount of affordable housing, with 75% of the 254 multi-family units to be offered as affordable rental housing for 30 years for those earning between 30% and 80% of the Area Median Income (AMI), with an average income of 60% of the AMI. This proposal would have provided 191 affordable units, out of 332 units proposed overall.

## SPECIFICS OF THE PROPOSAL

The Applicant has provided a detailed Application Narrative (Attachment 4) and Application Plan (Attachment 5).

The project proposal is to amend the PRD zoning and Application Plan associated with ZMA202000007 RST Residences to reduce the maximum number of units permitted, to allow for a variety of residential uses, and to provide 15% affordable housing.

The proposal is for a reduction of the maximum number of units from 332 to 302 units on the subject property. Of those 302 units, 78 of them will be townhomes as shown with the original ZMA202000007 Application Plan. The additional 224 units are proposed as a variety of uses including multifamily and single-family residential, including two or more housing types. The application also seeks to amend the affordable housing component and provide a total of 15% affordable housing across the entire development. Eight affordable housing units are provided in Phase I and the remainder will be provided in Phase II for a total of 15% of the entire development.

# **COMMUNITY MEETING**

A community meeting was held on Thursday, December 7th at Lakeside Middle School. Approximately 25 members of the community were in attendance. Overall, the community was very interested in this project, asked many clarifying questions, and expressed several concerns. There was interest in knowing the details about the unit types, the level of affordability, and mechanisms for enforcing and tracking the affordable housing provisions. Other comments included concerns about traffic impacts to the existing surrounding communities, how the proposed roads will tie into existing and future developments, the heights and number of stories of the proposed buildings, and environmental concerns such as impacts on proposed buffers, concerns about stormwater runoff, and the existing conditions of the soils on the site.

# **COMPREHENSIVE PLAN**

The subject property is located within the Hollymead Community of the Places29 Master Plan. This Master Plan calls for the parcels that compose the Archer North property to be developed in accordance with the Urban Density Residential and Privately-Owned Open Space land use classifications (see map on the following page; two subject properties highlighted):



Urban Density Residential (orange): This designation calls for primary uses of multi-family and single family residential, including two or more housing types. Secondary uses include retail, office, and commercial uses that support the neighborhood and are encouraged to be located within centers. The density range recommended for Urban Density Residential is 6.01-34 dwelling units per acre. The maximum building height proposed for this designation is four stories, or 45 feet.

This land use designation encompasses most of the subject property, except for a small strip of land along Route 29. The project proposes a maximum of 280 dwelling units (Phase I + Phase II) on the property, which would produce a gross density of 15.48 units/acre and net density of 16.24 units/acre. This proposed density falls approximately in the middle of the recommended density range for Urban Density Residential of 6.01-34 units/acre. The entire project is proposed for residential, with accompanying open space and recreational amenities, which is consistent with the master plan's recommendation for a primary use of residential in this area. The proposal includes single family attached townhouse units, two-over-two style townhouse units, and multi-family units. This proposal meets the recommendation for there to be at least two housing types within a development.

The proposal meets the Comprehensive Plan's recommendations for a maximum of 4 stories but does not meet the height recommendations of 45' and instead proposes a maximum of 48' with allowances for up to 54' to account for rooftop appurtenances. The Planned Residential District (Section 19 of the Zoning Ordinance), however, does permit building heights up to 65 feet with a stepback requirement for any story that begins above 40 feet in height or for each story above the third story.

Privately-Owned Open Space / Environmental Features (green): This designation is for open space areas that are owned and managed by private or semi-private entities, such as homeowners' associations. These areas include passive and active recreational amenities and environmental features that should be preserved, such as floodplains, stream buffers, and steep slopes.

The portion of the subject property that is designated for this use is a strip of land along Route 29, where a vegetative buffer is recommended to screen the property from the Entrance Corridor and to provide a transition with the property to the west across Route 29, which is zoned RA, Rural Areas. The master plan recommends a mix of forested buffer and landscaped development frontage. However, at the recommendation of ARB staff, the applicant has proposed a 100-ft. forested buffer along the entire length of the Route 29 frontage to provide screening and to maintain consistency, as one

travels along Route 29, with the forested buffer adjacent to the Brookhill development, which lies to the south of this proposed development.

# Affordable Housing

On February 21, 2024, the Board of Supervisors approved the Affordable Rental Housing Incentive Program which provides a monetary incentive to help developers achieve the County's new housing policy goal. Approval of the incentive program fully implemented Housing Albemarle, which recommends 20% of the total units in residential construction projects be provided as affordable housing. The incentive program also fully implemented the County's housing policy which recommends affordable units at either 60% AMI for a total of 30 years (rental housing) or 80% AMI for a total of 40 years (owner-occupied housing).

Prior to this approval, the County's housing policy recommended that new residential rezonings provide 15% of the total proposed units as affordable housing at 80% of the Area Median Income (AMI). Because this rezoning application has been under review since before this policy was adopted, Staff is reviewing it under the previous policy of 15% affordable housing. This has been the guidance provided by Dr. Stacy Pethia, Assistant Director of Housing for Albemarle County. Dr. Pethia has also provided a detailed analysis of the proposed affordable units (Attachment 6). Based on the applicable affordable housing policy and the affordable housing evaluation, the project is consistent with the Comprehensive Plan Chapter 8, Strategy #2g and Chapter 9, Strategy #6b.

This rezoning proposal includes a maximum of 302 dwelling units, which would provide 45 affordable units based on the County's policy of 15% of the total number of units. These units could be provided as for-sale or rental units. The Application Plan also includes language that removes a cash in lieu option to constructing affordable dwelling units. The exact wording of the affordable housing provisions can be found on Sheet 3 of the Application Plan.

In total, this development would provide 45 affordable housing units which is a significant decrease from the 191 affordable units provided with ZMA202000007. More information is in the Planning and Zoning history above.

# Neighborhood Model

Projects located within the Development Areas are typically reviewed for consistency with each of the Neighborhood Model Principles found in the Comprehensive Plan. Staff agrees the proposal is generally consistent with the Neighborhood Model Principles.

Pedestrian Orientation	Pedestrian facilities are provided throughout the site, along most of the proposed public streets, internal streets and travel-ways. The pedestrian network includes proposed multi-use paths within the development connecting to external facilities or where future off-site facilities can be added. The entire development is served by an interior sidewalk network. This principle has been met.
Mixture of Uses	The Places29 Master Plan designates most of this property as Urban Density Residential, which recommends a primary use of residential, with multiple dwelling types, and commercial or institutional uses as secondary. A small portion of this property is designated for privately-owned open space.  The applicant is proposing residential for this project, including multiple housing types. There is also the minimum required 25% open space provided, which is proposed to be privately owned. No commercial, institutional, or other uses are proposed with this project. Non-residential uses are located within 3/4 of a mile from this development along existing multi-modal networks. This principle has been met.
Neighborhood Centers	Strategy 2f in Chapter 8 of the Comprehensive Plan identifies neighborhood centers as having four components: 1) a centralized park or outdoor amenity which is surrounded by 2) a ring of commercial or mixed uses with 3) surrounded by medium to high density residential uses and a final 4) outer ring of low density residential.  This principle has been partially met. The proposal provides ample open spaces, amenities, and a mixture of housing types. The proposal does not provide any commercial uses.

Mixture of Housing Types and Affordability	The Comprehensive Plan Under Objective 8, Strategy 2g says that all development areas provide for a variety of housing types and levels of affordability. The application proposes a mixture housing types including single-family attached townhomes, two-over-two townhomes, and multifamily housing units. At least 15% of the total residential units will be affordable. The proposal is consistent with Strategy 2i: "through rezoning, ensure that affordable housing units are dispersed throughout the development areas rather than built in enclaves." This percentage of affordable units is much less than the previously approved ZMA which called for 75% of the multifamily units to be affordable. This principle is partially met.
Relegated Parking	This principle could be strengthened. It is unclear whether parking will be relegated on
	proposed lots. Note 8 on Sheet 2 states that parking shall be allowed on public roadways and travelways. Some of the proposed townhomes in Phase I front on shared amenity green spaces and have relegated parking. However, some do not.
Interconnected Streets and	This principle is met. The Application shows Archer Avenue as a proposed public right
Transportation Networks	of way that connects from Ashwood Blvd through to an interparcel connection to the
	property to the north, Holly Hills. There are shared use paths, sidewalks, and roadway
	improvements proposed. There is also a proposed public road that will connect through
	the site from 29 to Archer Ave. Additional interconnections to parcel TMP 46B5-1D could be provided. However, these can be requested or provided at the site plan phase.
Multimodal Transportation	Strategy 2k provides that multi-modal transportation means that drivers, walkers,
Opportunities	bicyclists, and transit users all have the ability to travel. Complete streets provide
	sidewalks, bike lanes, and stops for public transit. This principle has been met. The site
	proposes road improvements, shared use paths, sidewalks, and transit stops
	throughout the project.
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Parks, Recreational	The proposal provides the minimum 25% that is required for open space in the PRD,
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# Clear Boundaries Between the Development Areas and the Rural Area

This property lies within the Community of Hollymead Development Area. Designated Rural Areas are located to the west of the subject property, across U.S. Route 29. However, Route 29 acts as an existing barrier delineating a clear boundary between this proposed project and the Rural Areas. In addition, the applicant is proposing a 100-ft. forested buffer along the subject property's Route 29 frontage, providing significant natural screening to help act as a transition between the Rural Areas and this project. This principle has been met.

# **ANALYSIS OF THE REZONING REQUEST**

# Anticipated impact on public facilities and services:

### Transportation:

The primary thoroughfares outlined in this application consist of public roads. Archer Avenue is proposed as a public road featuring a shared-use path on its northern side, alongside a sidewalk and planting strip on the southern side. This north-south connector is essential for linking the southern section of the property along Ashwood Boulevard to Holly Hills to the north. Additionally, the applicant has proposed a public road that will run perpendicular to Archer Avenue, providing direct access to U.S. Route 29. Further enhancements include additional shared-use paths along Route 29 and Ashwood Boulevard, as well as three potential transit stops identified in the Application Plan. All proposed roads, travelways, shared-use paths, sidewalks, and other means of transportation will undergo review to ensure compliance with all County and Virginia Department of Transportation (VDOT) standards before development approval is granted.

A Transportation Impact Analysis (TIA) was not required for this rezoning because the traffic generated by this proposal is less than the traffic generated had the development occurred under the previously approved rezoning. However, the TIA produced for the previous rezoning demonstrated that the most significantly affected intersection, US 29 and Ashwood Blvd, would operate at a Level of Service "C" during the AM and PM peaks under the build scenario. Additionally, the Holly Hills rezoning which utilizes Archer Ave as a primary access point performed a TIA for it's development which considered full build-out of the RST development. This also supported the previous findings and showed no significant impacts to traffic from the combination of the two developments.

Transportation Planning Staff and the Virginia Department of Transportation (VDOT) have assessed the proposed transportation improvements, and their potential impacts associated with this development. Staff have indicated no additional comments or concerns. It is noteworthy that a previous approval for ZMA202000007 RST Residences included a private street in place of the now proposed Archer Avenue. The Comprehensive Plan recommends public roads for all development areas, which aligns with the current proposal.

#### Schools:

Students living in the development would be in the school districts for Hollymead Elementary School, Lakeside Middle School, and Albemarle High School. Based on the 2023 Albemarle County Schools Long Range Planning Advisory Committee Recommendations (LRPAC), Hollymead Elementary School and Lakeside Middle School are under capacity, while Albemarle High School is over capacity.

Based on the anticipated unit-type mix, the total number of estimated students is 71 students: 39 elementary, 12 middle, and 18 high. The additional students generated by this development will contribute to overcapacity issues at Albemarle High School. The applicant has not proposed to address schools impacts with the current proposal. It should be noted that Albemarle County Schools is currently working to develop High School Center II which is anticipated to address some of the school overcrowding issues at Albemarle High School. The applicant's full Schools impacts analysis is provided in the Application Narrative (Attachment 4).

The proposed number of units (302) is lower than the previously approved amount for the property (332). Consequently, the anticipated impacts on schools will be reduced compared to prior approvals. A reduced number of residential units will result in fewer students. Using the official calculator from the LRPAC report, the proposed total number of students is 71, while the approvals for RST Residences would yield 73 students.

## Parks:

The application does not propose any public parks and amenities. The project proposes common recreational areas and other amenities for residents.

## Fire and Rescue:

Fire and Rescue has reviewed this rezoning application and has no objection to the proposal. All requirements of the Fire Code would be met at site development plan review. Similar to impacts on schools and utilities, this proposal is for fewer units than previously approved. If fire-rescue calls are calculated on a per unit basis, fewer units would mean fewer service calls for fire rescue. In addition, the proposed units are smaller in height and fewer stories.

#### Utilities:

The entire property is within the Albemarle County Service Authority (ACSA) water and sewer service jurisdictional area. The Application Plan notes that the development will be connected to public water and sewer services. This is consistent with the Comprehensive Plan recommendation that water and sewer utilities be provided to all parcels within the designated development areas. ACSA and RWSA Staff have reviewed the proposal and have provided that there are no known service conflict issues and no objection to the development. Any further utility requirements will be met at the time of site plan review for the proposed development.

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

There is a known cemetery located on this property, near its frontage on Route 29. The applicant is not proposing to disturb the cemetery itself with the development of this property. The existing cemetery has been identified on the Plan and the Applicant plans on building a fence around the cemetery and constructing a small pedestrian path for any family members or other individuals who wish to visit the site. Any site development plan would be reviewed by the ARB and historic preservation planning staff to ensure the cemetery is not negatively affected by construction on the site.

There are existing managed and preserved steep slopes on the property. The applicant is not proposing to disturb the preserved steep slopes and has included those areas within designated open space on the site. Any disturbance of the managed slopes will be reviewed by County Engineering staff during the development phase of the project to ensure their disturbance is in compliance with the requirements of the ordinance.

There are no flood plains or water protection ordinance (WPO) buffers on these parcels. Any increase in stormwater runoff above what is currently allowed on the property will be reviewed by County Engineering staff during the development phase of the project as well. Any stormwater facilities will be designed in accordance with the Virginia Erosion and Stormwater Management Program (VESMP) regulations administered by the Virginia Department of Environmental Quality (DEQ).

## Anticipated impact on nearby and surrounding properties:

The proposed development is anticipated to create fewer impacts on schools, transportation facilities, utilities, and public services compared to the previously approved plan. Additionally, the reduced height and number of stories of the proposed buildings are expected to better align with the character and harmony of the existing surrounding neighborhoods, promoting an integrated and cohesive community environment.

# Public need and justification for the change:

The County's growth management policy states that new residential development should occur in the designated Development Areas where infrastructure and services are provided, rather than in the Rural Area. This development is within the Places29 – Community of Hollymead development area. This proposal will provide a greater density of residential development in the designated development areas, at a density that is consistent with the recommendations of the master plan.

# **Proffers**

No written proffer statement has been made by the applicant. However, since the requested PRD district is a planned zoning district, the notes and requirements of the Application Plan would be binding should the ZMA be approved by the Board of Supervisors. This means that the provided affordable housing, building types, roads and multi-use paths, etc. would be required to be met at time of subdivision plat and/or site plan review.

## **SUMMARY**

Staff has identified the following positive aspects of this rezoning request:

- 1. The request is consistent with the uses and density recommendations in Places29 Master Plan.
- 2. The request is consistent with the Comprehensive Plan Neighborhood Model Principles.
- 3. The request provides new public transportation improvements, including Archer Avenue, a new proposed public road connecting to U.S. Route 29, and new multi-use paths and connections along 29 and Ashwood Blvd as well as throughout the development.
- 4. The number of stories and heights of the proposed buildings are more consistent with the character of the surrounding areas.

Staff has identified the following concerns:

1. Approval of this request would reduce the number of required affordable housing units from 191 units approved alongside ZMA202000007 RST Residences to 45 affordable housing units proposed with this development.

## RECOMMENDATION

For the reasons outlined in the staff report, staff recommends approval of ZMA202300014 Archer North Development.

## PLANNING COMMISSION POTENTIAL MOTIONS

#### 1. ZMA202300014

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

Move to recommend approval of ZMA202300014 for the reasons as stated in the Staff Report.

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

Move to recommend denial of ZMA202300014. State reasons for denial.

# **Attachments**

- 1. Location Map
- 2. Aerial Imagery
- 3. Zoning Map
- 4. Application Narrative
- 5. Application Plan
- 6. Affordable Housing Evaluation