

Albemarle County Property Committee
May 11, 2016

The Albemarle County Property Committee held a meeting on Wednesday, May 11, 2016, at 2:00 p.m., at the County Office Building, Executive Conference Room, 401 McIntire Road, Charlottesville, Virginia.

Members Present: Brad L. Sheffield, Supervisor, Rio District; Rick Randolph, Supervisor, Scottsville District; and William M. Letteri, Deputy County Executive.

Staff Present: Larry W Davis, County Attorney; Trevor K. Henry, Director, Facilities and Environmental Services (FES); and Pam Shifflett, FES-Project Management Division.

Agenda Item: Review request for County to sell two separate parcels: Portion of Tax Map/Parcel 09100-00-00-002E0 (Founders Place, Mill Creek area) and Tax Map/Parcel 04600-00-02600 (Polo Grounds Road).

Trevor Henry began the meeting by welcoming the members. A meeting of the Property Committee is normally called to review any potential County property purchase or disposition. This particular meeting is to review two requests that the County received to sell County parcels – one on Founders Place and the other on Polo Grounds Road. The members were provided copies of the May 6, 2016 staff report which contained background material on the two parcels and staff's recommendation, and a copy of the parcel summary information from Habitat for Humanity regarding the parcel on Founders Place. Both of these documents were previously sent to the members via email.

Mr. Henry then introduced Dan Rosensweig and Don Franco, representatives of Habitat for Humanity, who were present to answer any questions on the parcel on Founders Place (TMP 09100-00-00-002E0). Habitat is interested in the parcel to develop affordable and mixed-income housing (300 families on waiting list to get homes). Mr. Henry asked about the timing. Mr. Rosensweig and Mr. Franco indicated it would be at least 2 to 2½ years before site work would commence. Development of the parcel for affordable housing would require a comp plan amendment and site plan approval which could take 1 to 1½ years. Brad Sheffield asked if they had gotten any input from the Virginia Department of Transportation (VDOT). Mr. Rosensweig responded they had not contacted VDOT at this time.

At 2:07 p.m., Mr. Sheffield moved that the Committee go into a closed meeting pursuant to Section 2.2-3711(A) of the Code of Virginia under Subsection (3) to discuss the possible disposition of County-owned property located on Polo Grounds Road and on Founders Place because discussion in an open meeting would adversely affect the bargaining position of the County. Roll was called and the motion passed by the following recorded vote: AYES: Mr. Letteri, Mr. Randolph, and Mr. Sheffield. NAYES: None

At 2:30 p.m., Mr. Sheffield moved that the Committee certify by a recorded vote that to the best of each Committee Member's knowledge only public business matters lawfully exempted from the open meeting requirements of the Virginia Freedom of Information Act and identified in the motion authorizing the closed meeting were heard, discussed, or considered in the closed meeting. Roll was called and the motion passed by the following recorded vote: AYES: Mr. Letteri, Mr. Randolph, and Mr. Sheffield. NAYES: None

The Committee then returned to the public session. Mr. Sheffield moved that the Committee accept the recommendation of staff for the County not to dispose of the properties and retain for future public use. Roll was called and the motion passed by the following recorded vote: AYES: Mr. Letteri, Mr. Randolph, and Mr. Sheffield. NAYES: None

Next step is to prepare an Executive Summary for the Board of Supervisors to report out the Committee's recommendation to retain the parcels.

There being no further business, the meeting was adjourned at approximately 2:35 p.m.

Attachments: 1) May 6, 2016 staff report
2) Habitat for Humanity (parcel summary for Property Committee)



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Memorandum

To: Members of Albemarle County Property Committee
From: Trevor Henry, Director of Facilities and Environmental Services (Committee Facilitator)
Date: May 6, 2016
Subject: County-owned Properties Request – 11 May 2016 Property Committee Meeting

Dear Property Committee Members,

Please see the following material and background information on the current request made to the County on willingness to sell two separate parcels. As part of the due diligence process, staff solicited input from several departments and agencies (Community Development, FES-Public Works Division, Schools Building Services, Parks & Recreation, Police, and Fire/Rescue) to review the property potential uses and gather feedback on the retention or sale of this property. **The consensus from staff is both properties should continue to be retained as a land-banked property as they will likely serve the County in a future public use.** Specific comments for each property are identified below in italics along with any other comments related to private use.

Comp Plan, Community Facilities chapter:

Strategy 1h: Prior to the disposal of any existing but obsolete facilities and sites, determine the value of maintaining them for potential reuse by other services and facilities.

Consideration should be given to the reuse of public facilities and sites for other public uses, if these facilities are no longer viable for their original use. It is costly and often difficult to purchase property and site public facilities in new locations. Prior to disposing of public properties, a review of the site and facility and the potential for other public uses or reservation of the property for future use should be considered.

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The first property request is from Habitat for Humanity regarding acquisition of the following parcel in support of creating affordable and mixed-income housing in the growth area and to save on costs associated with displacement of Southwood residents. Included as an attachment is a formal letter to the Property Committee received on 2 May 2016.

General Information on Monticello Fire/Rescue Station Parcel

Tax Map/Parcel: 09100-00-00-002E0

Acres: 13.27

Assessed Value: \$6,806,600 (Land - \$3,981,000; Improvements - \$2,825,600)

Date Acquired by County: 09/18/95; Deed Book/Page 1492/678, 1590/434, 1623/649, 4425/154

Magisterial District: Scottsville

Zoning Information: R15 Residential
Entrance Corridor
Steep Slopes – Managed

Comp Plan Area: Neighborhood 4 – *This is now actually considered to be the Southern Urban Neighborhood (Neighborhood 4)*

Watershed: Moore's Creek

Public Water/Sewer available

The 13.27 acre parcel is located on the south side of Mill Creek Drive, between Avon Street Extended and Scottsville Road (SR20). The Monticello Fire/Rescue Station is located on this site. The parcel has a partially built access road (Founders Place) in the center of the site providing access to the fire/rescue station. The fire/rescue station is located on the east side of Founders Place and the portion of the parcel on the west side of Founders Place is currently undeveloped.

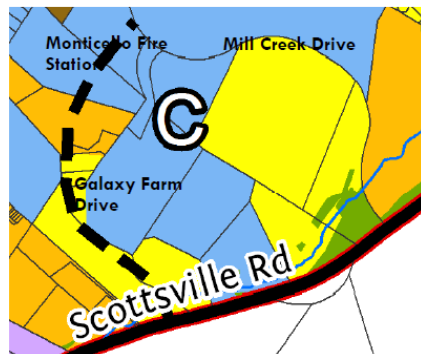
In 2013, the undeveloped portion of the parcel was being considered as a potential location for a convenience center; however, in January 2014, the Board suspended further consideration of any convenience center location until such time as the County evaluates long term strategies for solid waste management services. The undeveloped portion may be ideal for a future public use.

Analysis of non-public uses: The Master Plan for the Southern Urban Neighborhood recognizes the properties as part of a Center and recommends institutional uses at this location. The following excerpt pertaining to the Mill Creek Drive Center is from the Master Plan:

properties. Areas of environmental sensitivity should be avoided, except where necessary to cross Moore's Creek.

13. The **Mill Creek Drive Center** (Figure 23) includes the Monticello Fire Rescue Station Monticello High School, the fire rescue station, and several large undeveloped parcels owned by the County. Civic uses are expected on the County-owned properties in the future; however, a collaborative community process is needed before the County decides on the uses for the properties. The process should result in a small area plan for the Center. Pedestrian and bicycle access will be essential in any future development. Attention will be needed to size, scale, and massing of buildings to create a pedestrian-oriented place for civic activities. Preservation of important environmental features such as streams, stream buffers, and preserved slopes is expected.

Figure 23: Mill Creek Drive Center



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The parcel was originally purchased around the time that the County was looking for land for the Baker Butler Elementary School. The property topography and shape could be challenging for a school site and was land banked with the idea that the adjacent property, TMP 46-26D, would also likely need to be acquired to provide a viable school site. Ultimately Baker Butler was built at another location and this property has been land banked.

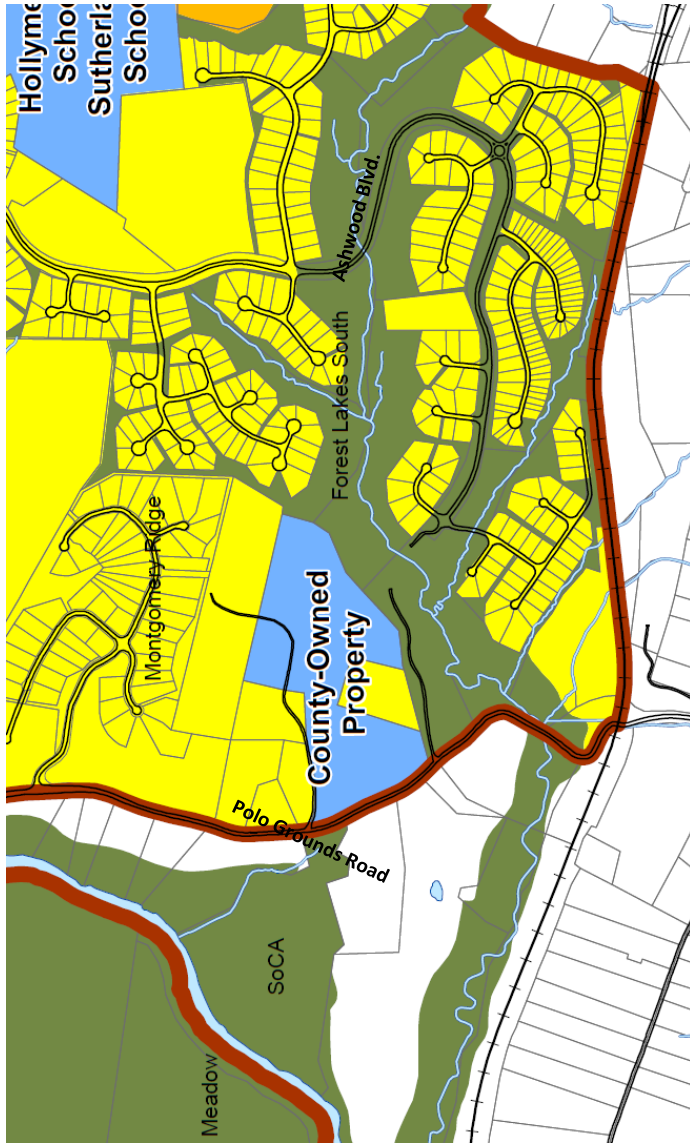
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When the property was obtained, there was also an expectation that a piece of the Meadowcreek Parkway would extend from Ashwood Blvd. through this property to Polo Grounds Road. The Meadowcreek Parkway is no longer on the Long Range Transportation Plan. However, should the



County wish to connect Polo Grounds Road to Forest Lakes South through the parcel, the option may still exist to extend Ashwood from the Forest Lakes property. A public walkway/trail is shown on the PL29 Master Plan from the end of Ashwood Blvd. through this property to Polo Grounds Road and this parcel is highly desirable for future connectivity of a trail way. If the decision is made to sell the property the county should require an easement dedication for future connection.

Several special use permits have been requested for uses along Polo Grounds Road, some of which have been approved. The most recent request for a private school on the opposite side of the road in the Rural Area was not approved. There were concerns with the condition of Polo Grounds Road, impacts to the Level of Service of Rt. 29 where Polo Grounds Road intersects Rt. 29, and horizontal and vertical road alignment of Polo Grounds Road, especially where it goes under the railroad in a one-lane underpass. Additional information can be found in the staff report for SP201300005 The Field School.

As indicated for the property near Monticello High School, civic uses are expected on the property. If the property is to be conveyed to a private developer who is eager to develop land in Albemarle County, an amendment to the Master Plan will be needed which will involve significant input from the public and especially the PL29 Hollymead Community Advisory

Committee. Expectations for land use, design, development, and improvements needed for Polo Grounds Road would likely be established through that Comprehensive Plan Amendment (CPA) process. Staff recommends retention of this property at least until a viable alternative for a northern elementary school is developed and should require an easement for a greenway/trail connection if consideration of selling is made.

In summary and as stated above, after review of the requests it is the consensus from staff that both properties should continue to be retained as land-banked property for potential future public use.

Summary:

Habitat for Humanity of Greater Charlottesville is implementing a national model, community-based redevelopment process at the Southwood Mobile Home Park, the region's largest concentration of affordable (but dramatically substandard) housing and one of this country's best remaining opportunities to create a mixed-income, mixed-use village in place of a pocket of poverty.

Southwood is currently home to 1,500 people and 350 trailer pads. Working with the residents at all levels – from financial literacy, to long term planning, to business incubation – Habitat will transform the community into a roughly 700-800 unit mixed income, mixed-use development with a neighborhood employment center and ready access to additional jobs and shopping at the nearby Fifth Street Station.

At the same time, as Habitat works side-by-side with Southwood community members and the County to plan redevelopment, it is undertaking **Project20**, our promise to the community that we will build and sell at least 20 homes each year in mixed-income neighborhoods to families earning between 25% and 60% of AMI.

Partnering with Albemarle County to subdivide and develop a parcel of land at the County's Monticello site would be a strategic way to advance both goals while significantly allowing Albemarle County to work toward numerous goals in its Comprehensive Plan. A partnership would be a key strategic investment in the County's future. A recent Weldon Cooper study showed that Habitat's development of Southwood without resident displacement will provide cost avoidance of \$21MM for the County and increase tax generation by Southwood by 17x.

Background:

In 2007, Habitat purchased the Southwood Mobile Home Park with the goal of redeveloping it as a mixed-income, sustainable neighborhood without resident displacement. In 2011, the Habitat Board of Directors ratified the following core values to guide redevelopment:

Habitat for Humanity of Greater Charlottesville is committed to redeveloping the Southwood Mobile Home Park as a well-designed, sustainable, mixed income community of substantial benefit to the region guided by the following core values:

1. **Non displacement:** Facilitating healthy rehousing choices for each current resident of the trailer park.
2. **Net increase in affordable housing:** Causing a significant increase in the overall local affordable housing stock, responsive to the evolving regional need.
3. **Community engagement:** Creating a plan of development resulting from extensive interaction with Southwood residents - taking into account their needs, desires and abilities – and other stakeholders in the community (surrounding neighbors, County officials, etc.)
4. **Asset-based approach:** Building on existing community assets by being responsive to what's already good about Southwood, both socially and physically.
5. **Self-help model:** Basing redevelopment strategies on Habitat's central belief that a "hand up" is better than a "hand out." Redevelopment will include substantial opportunities for current residents and other low-income residents of the area to earn the chance to build and purchase Habitat homes and/or otherwise participate in the rebuilding of the community.
6. **Fiscal responsibility:** Managing the redevelopment process in a financially sustainable way that allows Habitat to continue with its core mission of building affordable homes into the future.

To remain true to these core values and to create a revitalized community built on the strengths, desires and abilities of the residents, we have undertaken a multiyear outreach, trust and skill building effort in partnership with the residents in order to position them to be leaders at every level of the planning effort. Not only is this the right thing to do, it is also the pragmatic thing to do.

Early Adopters Strategy:

Our experience as a non-profit homebuilder and community developer has taught us that -- whether it be at the home or the project level -- a revitalized neighborhood is only sustainable if the people who live there have an intense ownership stake throughout and are deeply committed partners in the process.

Many of the tremendous challenges and opportunities at Southwood relate to its scale as well as the paucity of affordable housing inventory in our region. In order to fulfill our non-displacement pledge, in a community without sufficient inventory of units and/or housing vouchers to facilitate temporary housing options, the vast majority of Southwood redevelopment, including temporary and permanent rehousing, must occur on site. However, given that the 1,500 residents of the park are at different stages of readiness and enthusiasm for the transition, we need to take a creative and incremental approach to planning and executing the redevelopment project so as to ensure that each resident who participates is not just ready for the numerous transitions that are part of the process but that each is also enthusiastic about participating.

As such, we have developed an “early adopter” phasing strategy. Currently, we are in the process of identifying the first cohort of families and individuals who would like to participate in the first phase – the generation of a plan for and the execution of a “model village.”

Over the course of the next year, these residents will receive intense training in the realms of planning, architecture, land use entitlement, and financial management. They will also receive one-on-one financial counseling to generate an individualized plan for homeownership or other forms of secure and safe tenancy as part of the first model village.

Once trained, they will work side by side with a professional planning team to design the village, inclusive of homeownership and affordable rentals, market rate lots, open space and other amenities. Once this plan is generated, we will be able to work with our financial and land planning consultants to extrapolate a masterplan and financial pro forma for the entire community that maintains the flexibility for future cohorts to plan their own new neighborhoods as well. This masterplan will form the basis for our rezoning application and help us structure our capital campaign, which with technical and financial assistance, would be ready in roughly 12-16 months.

Habitat-Albemarle County Partnership:

The Monticello parcel would be a key strategic addition to the overall strategy. The parcel is in the same school district as Southwood, therefore it would provide a few key opportunities:

1. Provide a location for Southwood residents who are already prepared for homeownership to make the transition in advance of overall redevelopment. For those that want to purchase a home, they are at least 5 years away at this point if they have to wait for Southwood to be planned, rezoned, redeveloped according to a multi-phase plan and rebuilt.
2. Provide a location for those residents of Southwood who would like to pursue homeownership, but who may not want to stay in the neighborhood.

3. Create opportunities for healthy, mixed-income rehousing off site, allowing Habitat to achieve a greater income mix on site and provide design breathing room insofar as it lowers the overall density required.

For the County, there are numerous advantages to a partnership:

1. Allow for creation of affordable and mixed-income housing in its growth area.
2. Save on costs associated with displacement of Southwood residents if Habitat weren't able to fund and execute the plan.
3. Achieve a greater distribution of economic diversity.
4. Strategically utilize the parcel, opening it up for potential other uses. In any plan of development, Habitat could take raw land and redevelop it as mixed use with infrastructure to open up opportunities for municipal uses or market rate commercial out sales. In other words, a donation of land would be synergistic. Habitat would develop the site to provide affordable and mixed-income housing opportunities and the County would get back value in the form of commercially-usable land, including opening up an opportunity to attract target employers.
5. Potentially enable us to swap some of the land we received from the Department of Conservation and Recreation at Southwood with the County allowing the County to begin planning an active use park even prior to redevelopment of Southwood.

Albemarle County Comprehensive Plan:

Partnering with Habitat to create mixed income opportunities at the Monticello site is supported by the Comprehensive Plan.

Chapter 9: Housing

Goal: Located primarily in the Development Areas, housing in Albemarle will be safe, decent, and sanitary, available to all income and age levels, and available equally to all current and future County residents.

- o Continue to work with non-profit partners to assist them in securing funding
- o Objective 4: Provide a variety of housing types for all income levels and help provide for density in the Development Areas
- o 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
- o Objective 7: Promote the mixing of affordable units mixed throughout neighborhoods
- o Objective 8: Work with the City of Charlottesville to provide a range of housing types that support various incomes, ages, and levels of mobility. These housing types should be connected to community amenities, parks, trails and services in the City and located in the County's Development Areas

Southern and Western Neighborhoods Chapter:

Southwood: The 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 center should be provided for neighborhood supporting commercial uses. 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.

Preliminary Land Use Studies:

Below please find four conceptual, illustrative land use sketches describing how the site could be subdivided and configured to allow for a mixture of uses and housing types. Should the property committee wish to see this proceed, we would work with County planners to move the design forward in a way that allows the County and Habitat to maximize the satisfaction of Comprehensive Plan goals.

