

County of Albemarle
Planning Staff Report Summary

Project Name: ZMA 2018-003 Southwood Phase I	Staff: Megan Nedostup, Principal Planner
Joint Planning Commission and Board of Supervisors Work Session: August 7, 2018	
Owners: Habitat for Humanity	Applicant: Habitat for Humanity
TMP: 09000-00-00-001A0; 090A1-00-00-001E0; 07600-00-00-051A0 Location: Southwood Mobile Home Park located along Old Lynchburg Road (State Route 631) off of Hickory Street approximately 350 feet from Ambrose Commons Drive.	Acreage: approx. 32.5 acres
Zoning District: R-2 Residential and NMD	Magisterial District: Scottsville
Proposal: Work session for the PC and BOS to provide direction to the applicant and staff on several key issues.	Comp. Plan Designation: 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
DA (Development Area): Neighborhood 5	Use of Surrounding Properties: 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. Phase 1 is located in the southwest portion adjacent to Biscuit Run Park and a portion is located along Old Lynchburg Road.
Recommendation: Staff recommends the Planning Commission and Board of Supervisors provide comments and answers to questions related to the character of the areas, level of detail provided in the Code of Development and Application Plan, and provision of affordable housing.	

STAFF PERSON: Megan Nedostup

JOINT PLANNING COMMISSION AND BOARD OF SUPERVISORS WORK SESSION: August 7, 2018

Characteristics of the Site & Area

Southwood Mobile Home Park is located approximately ½ of a mile west of the Covenant School, and approximately 2 miles southwest of 5th Street Station. 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 A shows the location of the mobile home park and area proposed for rezoning.

Specifics of the Proposal

The applicant is proposing to rezone three parcels: 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). The proposed district is a unified NMD for all three parcels (up to 34 units/acre). The applicant is also requesting waivers for alternative parking locations and for substitution for recreational facility requirements. While not essential for this work session, the applicant will be providing a traffic study and proffer statement in the future. Attachment B provides the Code of Development (COD) and Attachment C contains the Application Plan.

Background and Purpose of the Work Session

The purpose of this work session is for Habitat and staff to receive answers and direction from the Planning Commission and the Board of Supervisors on key questions about the character of the transect areas, level of detail provided in the Code of Development and Application Plan, and provision of affordable housing. The action of the Planning Commission and the Board is non-binding but is meant to help advise the applicant on next steps. In addition, this is an opportunity to give the Planning Commission and Board members, who have not been fully involved in this effort to date, an overview and background of all the work and collaboration that has occurred between the County and Habitat.

Currently, there are 341 mobile homes and approximately 1,500 residents in Southwood. Southwood contains the largest concentration of substandard housing in the County, which Habitat plans to replace with new units that will meet codes and ordinances using a phased development approach.

Habitat is committed to redeveloping Southwood as a well-designed, sustainable, mixed income community of substantial benefit to the region guided by the following core values: (Page 5 of the Code of Development)

- Non-displacement
- Net increase in affordable housing
- Community engagement
- Asset-based approach
- Self-help model
- Fiscal responsibility

Habitat has had success with other mobile home park redevelopments without displacement, such as Sunrise Park in the City of Charlottesville. The Southwood redevelopment is expected to uphold the same values, although it would occur at a significantly larger scale.

Key Milestones Relevant to the Southwood Rezoning Proposal

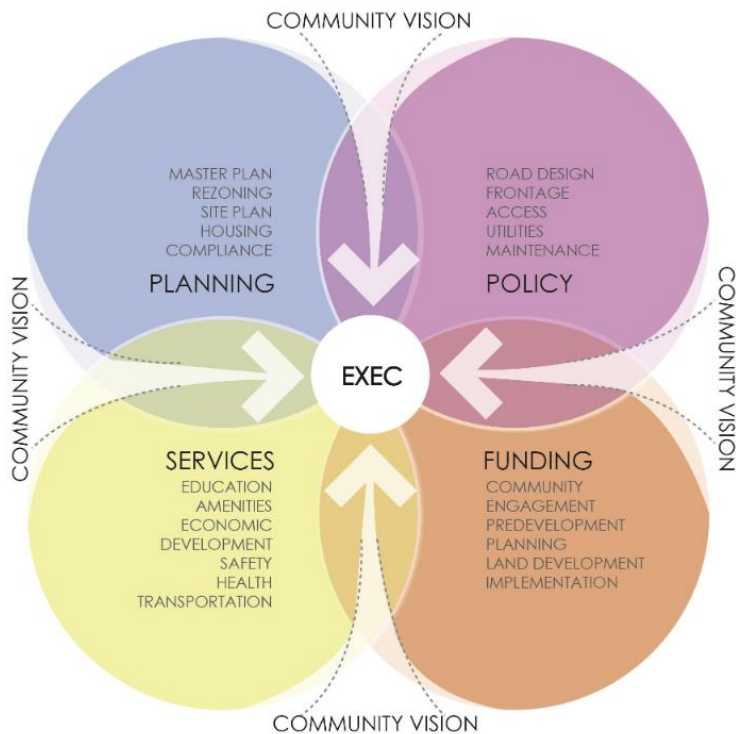
A summary of activities, meetings, and review of the project is provided as Attachment D. This history represents the extensive outreach and collaboration of Habitat to Southwood residents and its partnership with the County in preparation for the redevelopment and this rezoning request. Key milestones include:

- 2007 -- Habitat for Humanity (Habitat) acquired the Southwood Mobile Home Park.
- 2011 -- Habitat established core values for the Southwood redevelopment project. The most important value is non-displacement, while others include increasing the net amount of affordable housing and using a community-driven approach.
- October 5, 2016 -- The Board of Supervisors approved a resolution for a partnership between the County and Habitat. (Attachment E)
- November 2016 -- Southwood redevelopment Action Plan was included as part of the Albemarle County FY17-19 Strategic Plan, under the 'Revitalize Aging Urban Neighborhoods' priority.
- January 2017 through April 2017-- Habitat led a series of bimonthly workshops through which 70 Southwood residents became versed in planning and design topics from neighborhood and land use planning to block patterns and road design.
- March 2017 -- Habitat acquired the 20 acre 'exchange parcel' from the Virginia Department of Conservation and Recreation, giving Habitat the space it needed for redeveloping Southwood. This would allow Habitat to build in a greenfield area without having to move residents out of their homes.
- September 8th, 2017 -- The Board of Supervisors considered questions from Staff on Southwood and provided additional input. The Board emphasized that this project should be flexible and adapt over time, and should be directed by residents as much as possible. The Board recommended that a variety of commercial uses be allowed, determined mainly by residents, and that residents have opportunities to start and continue their own businesses.
- January 10, 2018-- The Board of Supervisors unanimously approved the appropriations, redevelopment team approach, action plan for Phase I and the Performance Agreement for the Southwood redevelopment project. The appropriations included \$400,000 (FY18) for the ZMA application process and \$275,000 (FY19) for the application plan and code of development. ([Link to Documents](#))
- February 20, 2018 -- The ZMA application for Phase I was submitted by Habitat.
- June 2018 -- Two charrettes were held to provide more clarity and detail for the application from discussions within the Executive Team, Southwood residents, Habitat staff (including their consultants BRW Architects, Water Street Studios, Timmons Group Engineers), Board of Supervisors members, Planning Commission members and County Staff attended. Residents used scaled wooden and paper pieces to build their concept of Phase I, including housing, parking, roads and greenspaces. They incorporated different types of housing, both market and affordable, as well as a mixture of uses. Habitat consultants are currently designing renderings that will use residents' models from the charrettes, while accounting for environmental and other limiting factors.
- July 2, 2018 -- The ZMA application for Phase I was resubmitted.
- July 26, 2018 -- Habitat and their consultants held a meeting/charrette where they presented the combined renderings from the results of the June charrettes to the Southwood residents.

Due to the scope and complexity of the proposed redevelopment, a multi-disciplinary/functional team approach was presented to the Board that included teams for the following areas: Planning, Services,

Policy Funding, and Executive team which would be led by the residents vision for Southwood. See diagram below.

Team Diagram:



Details on the Rezoning Application:

Phase I of the Southwood Redevelopment project is to rezone the three parcels along Old Lynchburg Road, including the 'exchange parcel' described in Attachment D. The first part of this development would be the constructing a model village which will set a standard for the larger-scale redevelopment to occur in Phase II. Phase I will also provide residents with a chance to see an accomplished section of the overall project.

This rezoning is the first of its kind to involve a redevelopment where replacement housing on a large scale is proposed for existing residents. Most residential rezonings have been for green field development and have included a masterplan for all parcels involved in the new development. In this case, the applicant believes there are overriding goals and safeguards that justify moving forward with rezoning only a portion of the property. Habitat has a commitment to resident-led design and a goal to prevent displacement of any resident who wishes to reside in the community. As a result, Habitat wants to build housing on the exchange parcel and move current residents there to make room for redevelopment in the area that already contains homes. Habitat hopes to build trust with the residents by showing progress and making sure they have a voice in how Southwood develops. These factors and the County's commitment to be involved in the project lead to staff support of Habitat's approach to only rezoning a portion of the property at this time.

As seen in the Code of Development and Application Plan (Attachments B & C), Block A of Phase I would consist of mainly residential uses with opportunity for small neighborhood scale non-residential uses. Block A would have between 110 and 150 units in a variety of unit types. Any commercial uses would be at a neighborhood scale, such as a coffee shop or community center. Block B would have up to 250 units and more intense commercial uses. The area for commercial uses is intended to provide an opportunity for Southwood residents as well as others to open businesses.

Expected Timeline for Development

The applicant hopes for approval of this Phase 1 rezoning in early 2019. To achieve this, the applicant intends to complete work on the ZMA application in September 2018, with an October Planning Commission public hearing and recommendation to the Board of Supervisors in December. Habitat and County staff expect to provide planning workshops for Southwood residents in fall 2018. Once the ZMA is approved, Phase I will then move to the site planning process and construction in 2020 and residents moving into the village in 2021. The Phase II ZMA would likely be submitted in 2020 and buildout is expected to be completed in 2033.

Questions:

As stated earlier, the purpose of the joint work session is for the Commission and Board to provide guidance on the proposal. Below are the questions for which answers are requested. Staff has provided comments to help guide the Commission and Board's understanding before weighing in.

Q1: Is the character of each area (described on Page 29 of the Code of Development and detailed on pages 30-32) appropriate or are improvements or changes needed?

Habitat and their professional consultants have worked closely together with the Executive Team, Planning Team, and most importantly with the residents of Southwood to revise and resubmit their rezoning application to address concerns from the County regarding the amount of detail provided within the Code of Development. In response to the concerns, Habitat and their consultants completed three design charrettes with the residents of Southwood. The results of these design charrettes have developed character areas showing density, open space, a variety of unit types, a mixture of affordable and market rate housing, with a more detailed code of development as noted above.

Staff Comment

Early in the rezoning process, Habitat and their consultants completed three design charrettes with the residents of Southwood. The results of these design charrettes have developed character areas (transect) showing density, open space, a variety of unit types, a mixture of affordable and market rate housing, with a more detailed code of development as noted above. To evaluate how well the areas conform to the County's design expectations for all development, staff analyzed the proposed Transects in relation to the Neighborhood Model Principles below:

1. Pedestrian Orientation: *All transects contain street sections where the sidewalk is not buffered by a planting strip or street trees, although all sidewalks are at least buffered by a parking lane. Block lengths are not specifically described; however, the environment is designed to be walkable and accessible for pedestrians. Street furniture, crosswalks and outdoor lighting are not specifically mentioned as proposed improvements.*

2. Mixture of Uses: *All Transects allow for a mixture of uses. Uses transition gradually from a higher intensity in T-1 to a lower intensity in T-5. Trees will be used to screen parking.*

3. Neighborhood Centers: All Transects are expected to have their own character and sense of place, which will be determined with residents' input. T-3 is the only transect that specifically calls for a "distinct identity as created by use, connection, form or material."

4. Mixture of Housing Types and Affordable Units: All Transects allow for a variety of housing types by right. There is no minimum lot size for any of the Transects. A commitment has been made for 43% on-site affordable housing within the overall development. Affordable housing is discussed later in this report.

5. Interconnected Streets and Transportation Network: When redeveloped, the mobile home park is expected to retain its interconnected street system. The rezoned area will connect to the existing Southwood development with a future road connection into the exiting network, as well as the proposed trail system will connect to the existing trails within Southwood.

6. Multimodal Transportation Options: Options will be provided for pedestrians, bicyclists, motorists and public transit users. CAT service will continue to operate in the Southwood neighborhood with the Services team advocating for an extension of that system. Bike lanes are listed as optional for the T-1 and T-2 areas and would add 4' to the ROW width. A trail is proposed (where) as a Class B Type 1 primitive trail to protect managed and preserved slopes but allow residents to access natural areas. Design standards call for this type of trail to have breaks to prevent erosion and a 20% maximum grade.

7. Parks, Recreational Amenities, and Open Space: Recreation amenities will be provided in accordance with the Zoning Ordinance with the exception that a request has been made for the proposed pedestrian trail to substitute for one required lot in Block A. No greenspace or amenities are indicated in T-1 or T-2 (Block B), although 90% of units in Block B will be within ¼ mile of the proposed trail and multi-family and any proposed attached residential development will be subject to the recreation requirements stated in the zoning ordinance. All of Block A will be within ¼ mile of the trail or existing soccer field. T-1 and T-2 does provide for civic and open space opportunities.

8. Buildings and Spaces of Human Scale: Standards for building setbacks in T1-T-3 are within NM guidelines and keep buildings close to the street to provide a sense of enclosure and more active street environment. However, Transects 4 and 5 do not provide a maximum setback, which does not meet the NM guidelines. A maximum setback should be provided so that the units are close to the street.

9. Relegated Parking: The Code provides for buildings in all of the Transects to be oriented toward the street, although amenity-oriented lots are allowed. Amenity-oriented lots will have at least 40' between units, with the amenity at least 30' in width. On street or relegated parking is only required in T-1 and T-3. Front-load garages are not permitted in T-1 and T-2, and must be setback at least 18' in the other Transects. Side-load garages are permitted in T-3, T-4 and T-5. Applicant is requesting a waiver to allow parking requirements to be met in alternative locations, and not necessarily on the parcel. This includes off-street, on-street, alleys and parking lots. Parking must be within 200' of the associated parcel.

10. Redevelopment: This NM principle does not apply to the first phase of Southwood, but will apply to the second phase of redevelopment.

11. Respecting Terrain and Careful Grading and Re-grading of Terrain: Managed and preserved slopes will not be disturbed with development on the rezoned parcel. The proposed trail along managed and preserved slopes is a Class B Type 1 primitive trail, which will respect grading and be designed with erosion-prevention in mind.

12. Clear Boundaries between the Development Areas and the Rural Area: Southwood is not adjacent to the Rural Area. There will be a 30' preserved mature tree buffer along Old Lynchburg Road.

On the whole, staff believes that the character/transect areas are appropriate and workable with some additional revisions.

Q2: Do you support Habitat's proposal to a future commitment of 43% on-site affordable units for the overall project during future rezonings knowing that with this rezoning for Phase I the affordable housing commitment is only within Block A, and two outcomes are possible that would equate to less than 43% overall?

Given that Southwood residents are focused on designing model villages in Block A and have created a code of development for Block B to allow for more outward facing uses, Habitat focused its commitments of affordable housing to Block A and to the future sections of the site as it rezones and redevelops. Therefore, no affordable housing is committed to be located in Block B. The details of their affordable housing proposal is located on page 18 of the COD.

There are two scenarios that have been provided by Habitat for Block A regarding affordable housing for this first phase rezoning. The first is that they have committed to 43 units out of 110 to be provided within Block A. This equates to 12% overall in Phase I if Block B builds out to the maximum proposed density/residential units.

In the second scenario, Habitat has committed that if Block A exceeds 110 units, 43% of the total units in Block A will be affordable. This equates to 16% provided overall in this phase if both Block A and Block B build the maximum proposed density/residential units.

Habitat has stated that they will provide a future commitment of 43% over the whole project during subsequent rezonings for the other phases, and will provide 43% within Block A if density increases over 110 units. However, as explained above, there is a scenario in which only 12% affordable housing will be provided in this phase. Since non-displacement is the most important goal for the redevelopment, the 43% corresponds to the number of units expected in the whole project for current Southwood residents.

Staff Comment

The Housing chapter of the Comprehensive plans contains many objectives and strategies in relation to affordable housing. One of those strategies, under Objective 6, is to ensure that at a minimum, 15% of all units developed under rezoning and special use permits are affordable. While in one scenario for Phase I of Southwood would not provide the recommended 15% affordable units, the overall commitment of 43% will well exceed the recommendation. The Policy Team that was formed since the adoption of the Action Plan has recommended that a commitment should be made that would provide a minimum of 15% affordable housing in accordance with the recommendation in the Comprehensive Plan, and staff supports this recommendation.

The redevelopment of Southwood will be meeting many of the other objectives outlined in the Housing chapter of the Comprehensive Plan. These include the following:

- 1. **Objective 1: Support the provision of decent, safe, and sanitary housing in good repair for all residents.** With the redevelopment, all of the substandard mobile homes will be replaced with housing that meets this objective.*
- 2. **Objective 2: Ensure that housing is equally available to all populations.** Southwood will provide housing options for people of all incomes and populations by creating a mixed income community.*
- 3. **Objective 3: Provide for a variety of housing types for all income levels and help provide for increased density in the Development Areas.** The proposed density for Phase I is within the proposed density recommended in the Comprehensive Plan. The Code of Development also*

allows for a large variety of housing types within Block A and Block B, including multi-family, townhouses, single family detached, accessory apartments, carriage units, and other attached single family.

4. **Objective 5: Support provision of housing which meets the needs of various ages and levels of mobility.** *Southwood consists of a number of residents that have mobility needs as well as seniors. Habitat has made the commitment to non-displacement for any current resident that wishes to stay in the community. In addition accessible sidewalks and pedestrian paths are proposed, access to public transportation system will remain (CAT and Jaunt), and assisted living is an allowable by-right use within Block B.*
5. **Objective 7: Promote the inclusion of affordable units throughout neighborhoods and strive for similarity in exterior appearance to market-rate units.** *In other mixed income communities within the area that Habitat has built, the affordable homes are indistinguishable to the market rate units.*

Q3: Given that one of the goals of Southwood redevelopment is to catalyze affordable housing opportunities throughout the region (page 5 of the COD) and that Southwood residents may want flexibility to choose other locations, what are your thoughts concerning Habitat's proposal to provide 51% across jurisdictions and not just within Albemarle County? Do you support this proposal?

On page 18 in the submitted COD, Habitat has stated that they will make a commitment to provide 43% of the housing developed on-site to be affordable over the whole project with future rezonings. Additionally, a commitment that 51% of the total housing units will be affordable allowing for cross jurisdictional (in other areas of the County or adjacent jurisdictions) development. Habitat has stated that the whole redevelopment is projected to allow up to 800 units. The 43% commitment would equate to non-displacement for all the residents of Southwood (341 homes). In order to address the goal of increasing the affordable housing stock in the region, Habitat has committed to providing up to 51% either on-site or in other jurisdictions.

Staff Comment Question:

The Neighborhood Model and the Housing Chapter of the Comprehensive Plan state that affordable housing units should be dispersed throughout the Development Areas rather than built in enclaves. The Housing Chapter of the Comprehensive Plan recommends as a strategy that the County develop a plan for a regional cooperation for affordable housing that is connected to community amenities, parks, trails and services in the City of Charlottesville and Development Areas of the County. In addition, the strategy states that each of the Commissions in the City and the County believe that a more regional collaboration on housing is needed.

The County's policy and practice for rezonings is that the units are provided on the property proposed to be rezoned, which is under the control of the developer and allows for easy tracking of the units. However, Habitat's proposal could be seen as a way to better disperse affordable housing than potentially create an enclave in Southwood. It could also meet the objective to create a more regional approach to provision of affordable housing. In addition, allowing for 51% to be provided in other areas of the region could allow more flexibility for the residents of Southwood, or other community members looking for affordable housing, to choose where they would like to live. Staff believes that provision of affordable housing outside of Southwood is supported by the Comprehensive Plan; however, it might be

more appropriate to limit the area to just Albemarle County or to jurisdictions adjacent to Albemarle County.

Q4: Within the Code of Development and Application Plan that has been submitted, are there aspects that require additional detail?

Staff Comment Question 1:

Habitat and their professional consultants have worked closely with the Executive Team, Planning Team, Policy Team, and most importantly with the residents of Southwood to revise and resubmit their rezoning application to address concerns from the County regarding the amount of detail provided within the Code of Development. In general, staff believes there is sufficient information to understand the expectations for the project and enforce its zoning. There are a few technical issues that need to be resolved but by and large, staff is satisfied with the amount of detail provided in the COD. Due to the fact that staff has been closely involved with the preparation of the project, staff and the applicant want to make sure that it appropriately meets the Commission's and Board's expectations for clarity and detail.

Recommendations

Staff recommends that the Board of Supervisors and Planning Commission provide input to staff and the applicant at this meeting to help Habitat complete preparation of its rezoning request for a public hearing.

Attachments:

Attachment A: [Vicinity Map](#)

Attachment B: [Code of Development dated July 2, 2018](#)

Attachment C: [Application Plan dated July 2, 2018](#)

Attachment D: [History Summary](#)

Attachment E: [Resolution for Partnership](#)