

# Southwood Phase 1 Neighborhood Model

## Context & History

<p><i>Zoning Map Amendment 2018-003</i></p> <p><i>Tax Map 90 + 76, Parcels 09000-00-00-001A0, 090A1-00-00-001E0, 07600-00-00-051A0</i></p> <p><i>Submission Date: February 20, 2018</i></p> <p><i>Revision #1: July 2, 2018</i></p> <p><i>Revision #2: January 7, 2019</i></p>
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Section I  
Introduction

# ATTACHMENT L: CONTEXT & HISTORY

## EXECUTIVE SUMMARY

Habitat for Humanity of Greater Charlottesville is implementing a national model, community-based redevelopment process at Southwood Mobile Home Park. Southwood is currently home to 1,500 people in 341 trailers on 120 acres, and like many trailer parks across the nation, aging infrastructure, tenure insecurity, severe development pressure and a housing stock that was largely built prior to HUD safety standards, mean that this vibrant community of hard-working families was on the brink of permanent erasure prior to Habitat’s purchase of the property in 2007. Through the process of physical redevelopment, Southwood will be transformed into a sustainable, mixed-income, mixed-use village without resident displacement, transferring physical and emotional ownership of the neighborhood to the families and neighbors that call it home.

Southwood redevelopment begins with the strengths, dreams and aspirations of the existing community, building on their vision for the future and focusing on amplifying the culture and community that exist today, while creating an environment that welcomes new neighbors to the table. Central to the process at Southwood is authentic and intensive engagement with residents to provide them with the necessary information to make intelligent decisions about the future of their community. This focus on listening first requires putting aside assumptions and predetermined solutions for the neighborhood, approaching master planning as a process rather than a product. Habitat is committed to continuing this resident-driven design process on a village-by-village level, engaging with each new cohort of resident leaders to support them in the design of their own neighborhood. Maintaining long-term flexibility to allow this multi-year project to develop in response to changing resident aspirations is a critical component of its success.

Habitat has been working side-by-side with the residents on financial literacy, long-term planning, small business support, and more, to facilitate the holistic transformation of the neighborhood to meet the vision of the community, and improve the quality of life for all its residents. At full build out, Southwood will include amenities to support the community vision like parks, community centers and affordable childcare, as well as ready access to additional jobs and support services. A range of housing types available to individuals across the economic spectrum will ensure a diverse, sustainable neighborhood where community members can move up without moving out. This application also takes into consideration the systems and amenities outside the boundaries of Southwood, and is responsive to long range transportation goals, Albemarle County Comprehensive Plan, future development of Biscuit Run Park, and current plans to strengthen existing multi-modal trails and connections between Albemarle County and the City of Charlottesville.

This rezoning application focuses on the first phase of physical redevelopment only, an undeveloped greenfield adjacent to Southwood that will allow residents to see the promise of non-displacement in action. Rehousing opportunities on this site will allow the first cohort of residents to move from their current trailer in the developed portion of Southwood into their new, sustainable housing solution with as little disruption as possible to their lives, ensuring the continuity and success of the neighborhood. A future rezoning application for the remaining portion of Southwood will be designed alongside community members and submitted to Albemarle County for approval in the coming years.

Approximately 20 million people live in trailers nationally, most of whom own their homes but not the land underneath them. Southwood will provide a blueprint at an unprecedented scale for empowering residents to improve their long-term housing, financial, and social conditions while achieving secure tenure. The unique non-profit/public partnership entered into by Habitat and Albemarle County will be a model for how to achieve redevelopment equitably, sustainably and attractively, both here in Central Virginia and nationwide.

## GUIDING PRINCIPLES

This Zoning Map Amendment requests the rezoning of three contiguous properties (Parcels 76-51A, 90-1A, and 90A1-1E) on 33.96 acres from R-2 and NMD to Neighborhood Model District (NMD). With a maximum of 450 residential units and a focus on providing a model for reinvesting in aging suburban neighborhoods, the community-generated design principles presented in this zoning map amendment will create a mixed-income, mixed-use community catalyzing the non-displacement and realization of secure tenure of the community that exists today.

Through intensive engagement with Southwood residents, the staff and leadership of both Albemarle County and Habitat, elected and appointed local officials, and other community members, the following Guiding Principles for Southwood Redevelopment were formed. These values have shaped the regulatory elements proposed in the Code of Development associated with this request for a Zoning Map Amendment, and in addition to the guidelines provided by the NMD zoning designation and the Comprehensive plan, these six Principles should be used as an evaluative tool to measure the success of rezoning application. Southwood redevelopment should provide:

### *Non-Displacement*

- Phased redevelopment approach
- Small business support
- Increased Density

### *Resident Ownership*

- Resident leadership
- Village-by-Village design approach
- Flexibility

### *Healthy Housing*

- Preserving housing choice
- Ladders of opportunity
- Mix of housing typologies

### *Sense of Place*

- Distinct Character Areas
- Integrated trail system
- Natural Area amenity

### *Safe Neighborhoods*

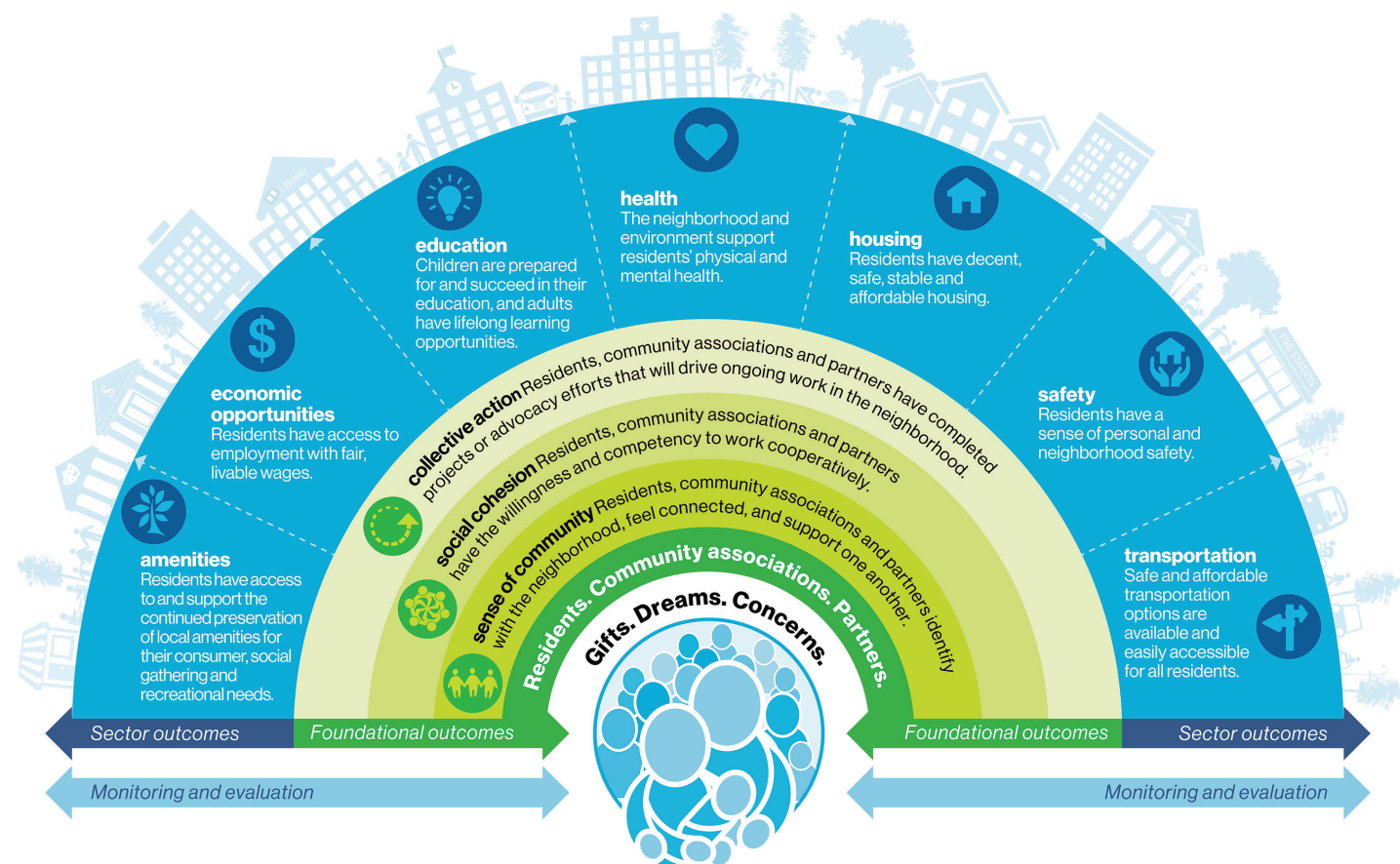
- Pedestrian oriented
- Traffic-calming road design
- Connection to area amenities

### *Cohesive Design*

- Conceptual diagram
- Environmental Features study
- Neighborhood plan

*Guiding Principle 1*  
**NON DISPLACEMENT**

- The phased redevelopment approach allows construction to begin on undeveloped land, demonstrating the intentions of non-displacement and ensuring as little disruption as possible to residents' lives (p. 4, Code of Development, *Application Plan*).
- Small business support through individualized counseling and the opportunity to create business incubation spaces will ensure the continued economic vitality of Southwood, provide new opportunities for economic development, and support the creation of neighborhood centers that look and feel as diverse and vibrant as the people of Southwood.
- Increased density allows for necessary outparcel sales of market rate and non-residential land to help subsidize land development costs, allowing the housing stock at Southwood to reach deeper into the housing affordability spectrum and serve more low to moderate-income community members and further diversifying community opportunities.



Habitat is committed to a non-coercive approach to redevelopment, ensuring that, through open and transparent information sharing, residents are equipped with the best information and tools to ensure a successful future for the community. This investment and ownership of the process will ensure an engaged, active community in Southwood and beyond.

- Resident leadership has already resulted in 1,882 volunteer hours over the course of the last two years. Each family has been interviewed and 51 families have already indicated their excitement to participate in the first phase of redevelopment. Through peer-to-peer outreach and an approach that honors the knowledge and expertise of the community, continued resident leadership has intensified. Over the next two years, more families will step forward to design and move into Phase I. (p. 25, *Early Adopter Cohort Development*).
- A Village by Village design approach means that residents will be working in groups alongside architects and designers to implement the flexible toolkit provided by this code of development (p. 26, *Future Engagement Activities*).
- Flexibility in the development of a regulatory framework both protects the integrity of the Southwood neighborhood and is able to generate solutions that can respond to natural change over the lifetime of a community (p. 12-13, p. 5-7, Code of Development, *Character Areas*).





# ATTACHMENT L: CONTEXT & HISTORY

## Guiding Principle 3 HEALTHY HOUSING

A sustainable Southwood depends on a diversification of the housing stock. Today, trailers are the only housing typology available, but the future of Southwood imagines a mix of use, type and affordability that will provide for a healthy and diverse housing ecosystem. This will be accomplished through:

- Preserving housing choice by providing rental and ownership opportunities and the one-on-one housing counseling support necessary to help each resident achieve their housing goals.
- Ladders of Opportunity will be provided through availability of market rate, work force and supported affordable housing options that ensure community members can move up without having to move out.
- A mix of housing typologies from single family detached homes to innovative small footprint structures available to both current Southwood residents and new neighbors will allow the community to grow and diversify without losing its core character (p. 18-19, *Potential Product Solutions*).



## Guiding Principle 4 A SENSE OF PLACE

Phase I will serve as the gateway to a wholly new community, and as such, special attention has been paid to design elements that both preserve the natural setting that community members value while ensuring an attractive and harmonious presence along Old Lynchburg Road.

- A multi-block approach ensures an appropriate massing and scale of the various sections of the first phase of redevelopment. This provides the highest intensity at the Hickory Street entrance and scaling down from there to meet the more residential scale of the existing Southwood neighborhood, and the park-like setting that borders the community to the south (p. 10, Code of Development, *Layout*)
- An Integrated trail system providing access to over 3,000 linear feet of walking and biking paths that will wind along the edge of Phase I, allowing neighbors to choose between a variety of walking and biking experiences as they navigate their community while also buffering Old Lynchburg Road and Biscuit Run Park from development impacts (p. 11, Code of Development)
- A natural area amenity that bounds the South edge of Southwood Phase 1 and provides eight acres of naturally wooded walking trails that follow one of Southwood's many water features and could provide future pedestrian connections into Biscuit Run Park, preserving the natural feel of the Southwood neighborhood (p. 10, Code of Development, *Green Space*)



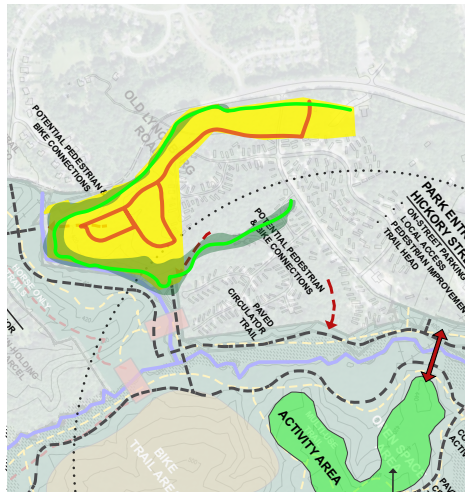


# ATTACHMENT L: CONTEXT & HISTORY

## Guiding Principle 5 SAFE NEIGHBORHOODS

Southwood is a young community of families that value togetherness and connection. Providing adequate amenities to support the lives of the residents and prioritizing safety are critical components of the regulatory framework.

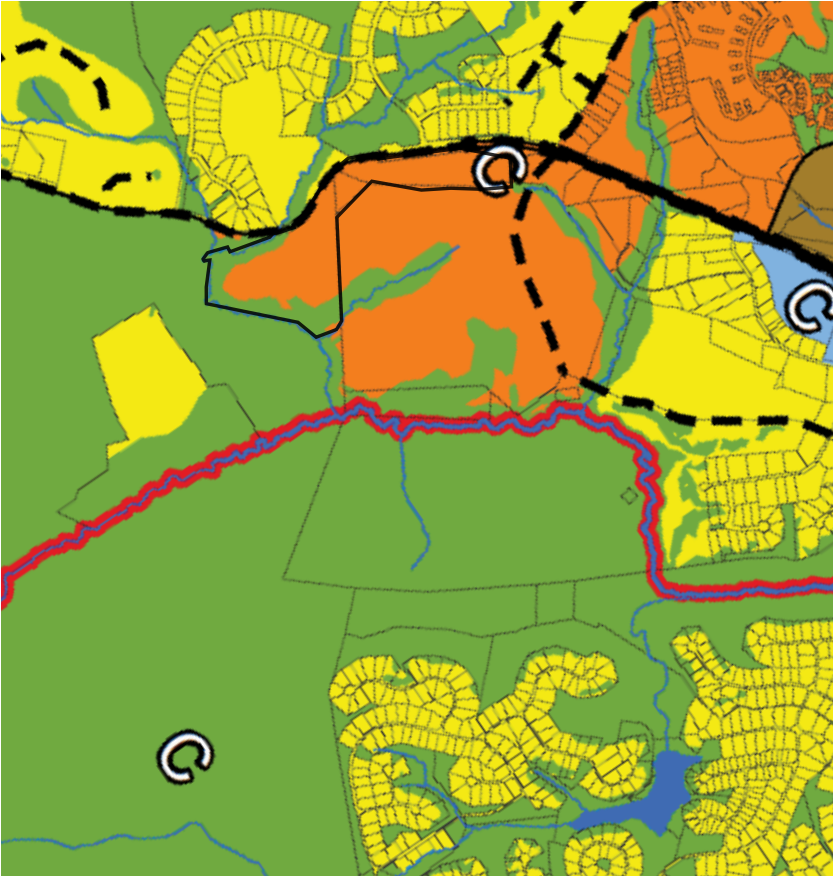
- Pedestrian oriented design elements, such as required connective paths between the street edge and the trail areas ensure a pleasant and varied pedestrian experience that will allow easy access from more residential areas of phase I to non-residential and amenity areas (p. 11, Code of Development, *Green Space and Amenity Definitions*)
- Traffic-calming road design through the potential waiver street sections for lanes and yield streets as well as more traditional right of way widths will allow framework streets to function appropriately to the scale of the neighborhood, slowing traffic and prioritizing the safe movement of children and families over ease of vehicular access (p. 17, Code of Development)
- Connection to area amenities and the ability of the neighborhood to connect through trails to these and wider resources will enable families to take advantage of future amenities like Biscuit Run Park and the ever-expanding bike and walking systems developed by Albemarle County and the City of Charlottesville



## Guiding Principle 6 COHESIVE DESIGN

Though this first request for rezoning focuses on a phase of Southwood redevelopment, community members have been working alongside designers to ensure that, at full build out, the neighborhood will function as a cohesive whole.

- A Conceptual diagram that employs principals from the resident-driven design work in phase I to the remainder of the Southwood neighborhood is included in this document. This diagram finds commonalities in spaces throughout the neighborhood and indicates the potential long-term development patterns in Southwood, ensuring that one village will be compatible with the next (p. 27, *Conceptual Southwood Master Plan Strategy*)
- Working with an environmental engineer, an environmental features study has identified three naturally occurring streams and several wetlands areas throughout the Southwood property. These areas of environmental sensitivity have been mapped and provide a guide for a network of interconnected trails and green spaces that will encircle and connect the fully developed Southwood neighborhood (p. 10, Existing Conditions Map)
- A Neighborhood Plan that takes a holistic approach to improved quality of life will be developed concurrently with resident-driven site planning, producing a governing document not just for the physical elements of redevelopment, but the aspects of the neighborhood necessary to ensure improved outcomes in health, education, safety, transportation, etc. (see Diagram, p. 6). This same plan will be reviewed and updated every three to five years, to allow it to evolve and change with the community and provide further support for redevelopment efforts





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## PRELIMINARY STUDIES + ILLUSTRATIVE PLANS

The Southwood Neighborhood Model Code of Development includes a variety of regulatory and dimensional requirements that will guide the village by village redevelopment of Phase 1. The following pages contain preliminary volumetric studies for each character area, as well as two illustrative plans, to better illustrate the varied quality of the Code’s potential results. As various iterations of these studies were developed during the planning and refinement of the Code of Development, they provided the resident planners and consultant team with examples that informed modifications and adjustments to the Code. In addition to the building regulations, it is the intention that an internal ARB will provide further guidance on form and development within the neighborhood. Through the regulations and requirements of the Code of Development and the intended internal Southwood ARB guidelines, we believe the efforts and intentions of the resident-led process and many community meetings and discussions have been and will be captured within building regulations. The following images should be considered as illustrations, with the understanding the specific design and arrangement for the property will be provided in detail during the Site Plan process within the limits and characteristics of the community defined by the resident planner’s Code of Development.



ATTACHMENT L: CONTEXT & HISTORY

Illustrative Concept Plans

Concept A.1



Townhomes	94
Single-Family Attached	4
Single-Family Detached	37
Multi-Family	260
<b>Total Units</b>	<b>395</b>
Affordable Units (15%)	60
Accessory Units and Flexible Use Structures	53
Civic Space	0.60 Acres
Amenity Areas	2.37 Acres
Green Space	8.3 Acres
<b>Total Green Space</b>	<b>11.27 Acres</b>

Note: totals shown here are for illustrative purposes only and are not to be interpreted as minimums or maximums. See Code of Development for all applicable minimums and maximums.



ATTACHMENT L: CONTEXT & HISTORY

Concept A.2



Townhomes	45
Single-Family Attached	34
Single-Family Detached	38
Multi-Family	316
<b>Total Units</b>	<b>433</b>
Affordable Units (15%)	65
Accessory Units and Flexible Use Structures	40
Civic Space	0.6135 Acres
Amenity Areas	2.39 Acres
Green Space	8.3 Acres
<b>Total Green Space</b>	<b>11.306 Acres</b>

Conceptual Landscape Plan at Hickory and Old Lynchburg Road Neighborhood Center Special Area

Note: totals shown here are for illustrative purposes only and are not to be interpreted as minimums or maximums. See Code of Development for all applicable minimums and maximums.



*Section II*

*History of the Partnership and Process with the Residents*

# ATTACHMENT L: CONTEXT & HISTORY

## INTRODUCTION

### Background + History

The Southwood Mobile Home Park was built in the 1950s with just a few trailers around a single road. Over the last 60 years it has expanded to include 341 homes, 26 roads, and two community centers.

In 2007, in the face of significant redevelopment pressure, failing infrastructure and the likelihood of catastrophic resident displacement, Habitat purchased Southwood with the goal of redeveloping it as a mixed-income, sustainable neighborhood without resident displacement.

During the past ten years, Habitat has focused on building trust, preserving the park for existing residents, addressing significant deferred maintenance issues, creating capacity among residents to be community leaders and facilitating the provision of social, educational and health services. To date, Habitat has invested more than 19 million dollars in operations and deferred maintenance in the community and partnered with more than 30 social services providers.

### Redevelopment Core Values

After completing Sunrise, the first trailer park in the nation to be transformed into a mixed-income community without resident displacement, and stabilizing the physical conditions at Southwood, Habitat began the physical redevelopment process in earnest in 2011 when its Board of Directors approved the following core value statement 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:*

**Non displacement:** Facilitating healthy rehousing choices for each current resident of the trailer park.

**Net increase in affordable housing:** Causing a significant increase in the overall local affordable housing stock, responsive to the evolving regional need.

**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.).

**Asset-based approach:** Building on existing community assets by being responsive to what’s already good about Southwood, both socially and physically.

**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.

**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.

Southwood is a diverse community of 1,500 hard-working people. Family and education are deeply valued, as well as the affordability of living at Southwood and the proximity to Charlottesville and its many resources. We appreciate the peace and physical beauty of the park and there is a richness of culture, youth and entrepreneurial spirit. We aspire to provide a better life for our children and a legacy for generations to come.

The Southwood neighborhood is a special place characterized by faith, resilience and hope. We are committed to working hard, with neighbor helping neighbor, to build a stable, diverse and bright future for all members of our community.

## YOUR SOUTHWOOD STORY

Understanding the strengths and assets that we possess is an important first step in celebrating what’s great about our community and in planning for the eventual redevelopment of Southwood. Our story of Southwood will serve as the foundation for a plan of redevelopment that honors what we currently value about Southwood.

### New Story of Southwood

Following an intensive survey and interview process with all 341 homes in Southwood in 2013, Habitat’s Community Engagement staff sat down for 158 one-on-one interviews with Southwood residents to document the New Story of their community – their values, dreams and vision for their families and their future.

After hundreds of hours of in-depth conversation, the stories were gathered for common ideas, creating a list of nine repeating themes. These themes were brought to a working group of residents who were asked to first verify that the information reflected their own picture of the community and second, to prioritize and narrow down the list.

The working group agreed on the following guiding values and definitions:

- Family:** The priority and the thing that keeps us going; where you learn the purpose of life; the nucleus of society and the foundation of everything
- Affordable:** A good price and you get more value for your money; within our means; more space for less money and closer to things in the city
- Education:** Important for learning different skills for a better future and a better quality of life; founded in the family and transmitted in schools and universities; an opportunity to develop new skills to get a better job
- Community:** Neighbors learning from one another, supporting each other, having fun together, and working together towards a common goal; events when we all come together; when we collaborate with each other
- Quiet:** A country setting; quaint, with lots of trees and flowers; a peaceful place to live
- Hard-Working:** Our responsibility to support and care for family; working together and helping others; having goals in your life and working hard to achieve them



# ATTACHMENT L: CONTEXT & HISTORY



## Public|Private Partnership

In October of 2016, the Albemarle County Board of Supervisors unanimously adopted a resolution supporting a collaborative redevelopment process for the Southwood Community, setting in motion a unique private-public partnership that “could serve as a blueprint for future revitalization and redevelopment of the County’s aging suburban infrastructure.” This partnership clearly acknowledges that the success of sustainable, holistic redevelopment of Southwood depends on multi-sectoral coordination, support and maximum flexibility.

Southwood redevelopment presents an opportunity for the Commonwealth, Albemarle County and other investors to receive significant social and financial return on investment. A 2013 study by the University of Virginia Weldon Cooper Center For Public Service estimated that a redeveloped Southwood will generate 17x the tax revenue for Albemarle County than it does currently. At build out, Southwood will include private investments – direct contribution of dollars into the local economy - of more than \$200MM. Once a multiplier is applied, the total economic impact will be significantly higher, likely approaching \$1.5B.

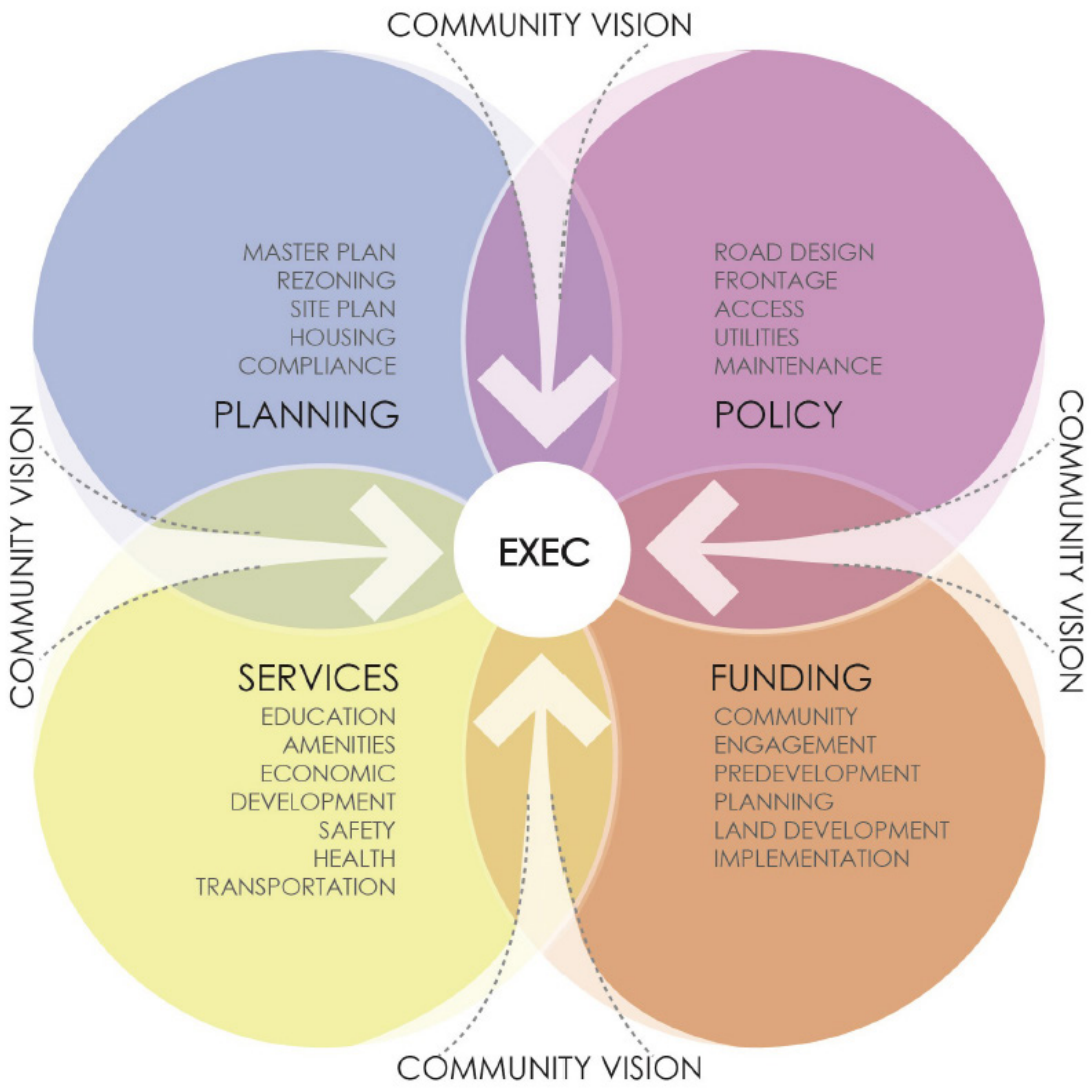
Additionally, the study showed that Habitat’s development of Southwood without resident displacement will provide significant cost avoidance. According to the study, if Habitat were not able to redevelop the property and the resultant market forces displaced the area’s most vulnerable residents, the cost in rehousing assistance alone over a 4.5 year period using a formula based on the Federal Relocation Act standard would be \$21MM.

On top of the quantifiable financial benefits and savings attributable to housing improvement and expansion, successful redevelopment at Southwood will address significant needs in such realms as education, social services, safety, land use, transportation, economic development, recreation and access.

## Action Plan

Since the passage of the resolution, County and Habitat officials, staff members and professional planners have been working side-by-side with residents to understand the vision of the community, to develop a process for moving forward and to work cooperatively toward improving the immediate and long term quality of life for all Southwood’s residents. The complexity, scale and vision of this project will require the investment of policy, planning, direct services, and financial resources to ensure success. Subject matter experts and staff from both Habitat and the County have been tasked with putting resident voices at the center of their work, seeking to find pathways to create the safe and inclusive neighborhood that Southwood desires.

In January of 2018, Habitat and the County jointly agreed to an Action Plan for accomplishing these goals and milestones over the next few years. This plan outlined the formation of five distinct but interrelated teams *[see diagram below]* as well as near, mid and long-term deliverables for each group.







# ATTACHMENT L: CONTEXT & HISTORY

## AFFORDABLE HOUSING

The first commitment the Board of Directors of Habitat made to the Southwood Community was to redevelop the neighborhood as a well-designed, sustainable, mixed income community without resident displacement, placing a premium on creating tenure security for existing residents. Through the years working side-by-side with Southwood families, that understanding of non-displacement has expanded beyond a simple one-for-one replacement of housing units to a broader and more complex concept of cultural, economic, and individual non-displacement. Southwood redevelopment has the opportunity to renovate the infrastructure of the mobile home park without disrupting what makes this community great - the people that call it home. Habitat’s vision is a Greater Charlottesville community where everyone can find a decent place to live, and Southwood is a model for how to counter severe displacement pressure in a manner responsive to the specific community under threat.

Data from Southwood families indicate that 98% of community members earn at or below 80% of the HUD-identified 2018 area median income for Charlottesville-Albemarle, qualifying them as extremely low to moderately low income households [see table below]. It is important, then, that Habitat staff work one-on-one with families in housing and financial coaching to facilitate healthy rehousing choices for each current resident of the park, and that the development provide a range of housing products and ownership structures to meet family goals. The organization is committed to supporting housing choice on site in the redeveloped Southwood as well as within the region, and will continue to build affordable homeownership opportunities in our service area throughout the development of Southwood, providing greater housing options for Southwood residents and the community as a whole.

Albemarle County’s chapter on Housing in the adopted Comprehensive Plan identifies affordable housing as a main housing objective, and provides guidance that, “at a minimum, 15% of all lunits developed under rezoning and special use permits are affordable.” This rezoning application therefore establishes a minimum threshold of 15% affordable housing units for all of Phase I of Southwood redevelopment.

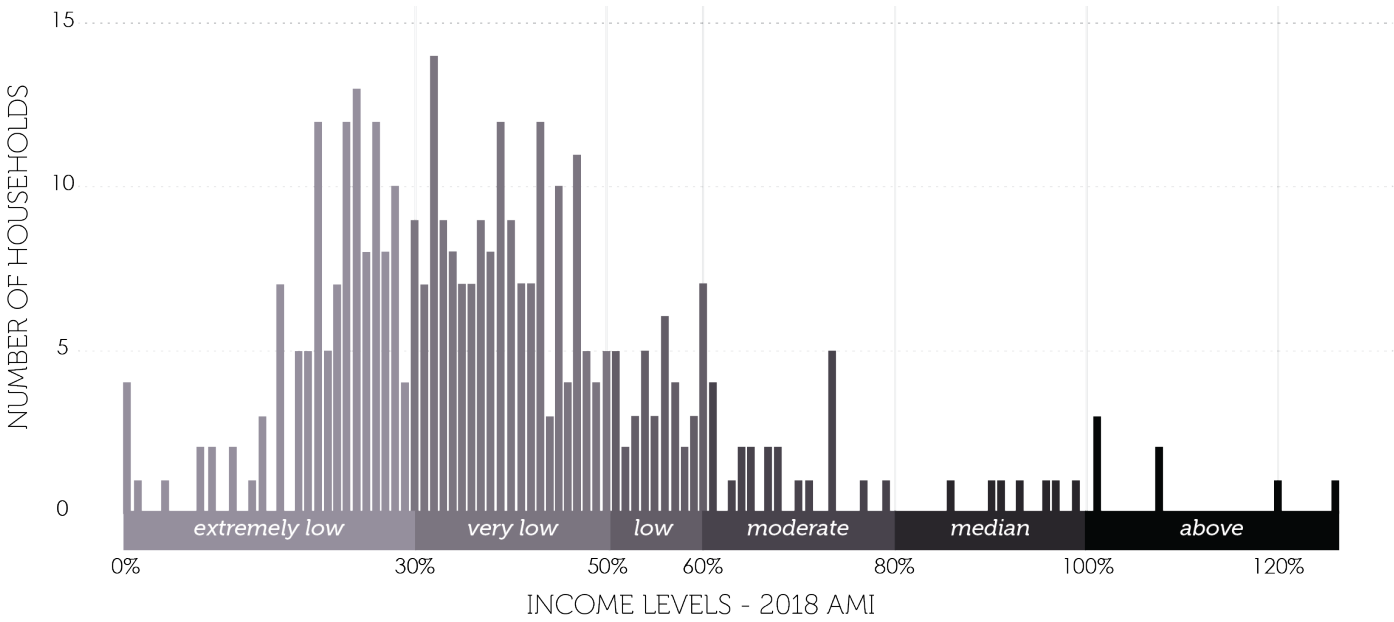
At full build out, it is the goal of Habitat that housing at Southwood will be responsive to the community it serves, and because of this commitment to supporting the housing choice of current residents, it is likely that approximately 40-60% of the total housing stock will be affordable to residents making 80% or less of area median income.

### Potential Product Solutions

Southwood today is completely comprised of aging mobile homes with little opportunity within the community for family growth and individual upward mobility. According to community surveys, the majority of residents enjoy living in Southwood, largely because of the quality school district and proximity to economic opportunities. The choice to own their home - even though trailers are considered personal property, are a negative asset and do not provide tenure security - is also almost always a factor in a resident’s decision to live in Southwood, highlighting the challenge of living in a region where homeownership is primarily available to individuals at 120% or above of area median income. On the facing page are examples of housing types and subsidy mechanisms that may exist in Southwood to make the shift from a homogeneous and physically degraded housing stock that has largely exceeded its useful life to a healthy and diverse housing ecosystem.

In light of this, Habitat is pioneering its own model for affordable homeownership, exploring a tiered program that will allow families greater agency and choice in housing product and cost and ensure a wider spectrum of affordable homeownership options within a single community than ever before.

Southwood AMI Data



SOUTHWOOD AMI DATA		
homes <30% AMI	122	36%
homes 30-50% AMI	149	44%
homes 50-60% AMI	33	10%
homes 60-80% AMI	26	8%
homes 80-100% AMI	6	1%
homes +100% AMI	6	1%
Total Homes	341	100%



ATTACHMENT L: CONTEXT & HISTORY



SUPPORTIVE HOUSING



ACCESSORY UNIT



SENIOR HOUSING



HABITAT CONDO



HABITAT TOWNHOMES



HABITAT ATTACHED



LIHTC APARTMENT



WORKFORCE



LIVE|WORK



MARKET RATE CONDO



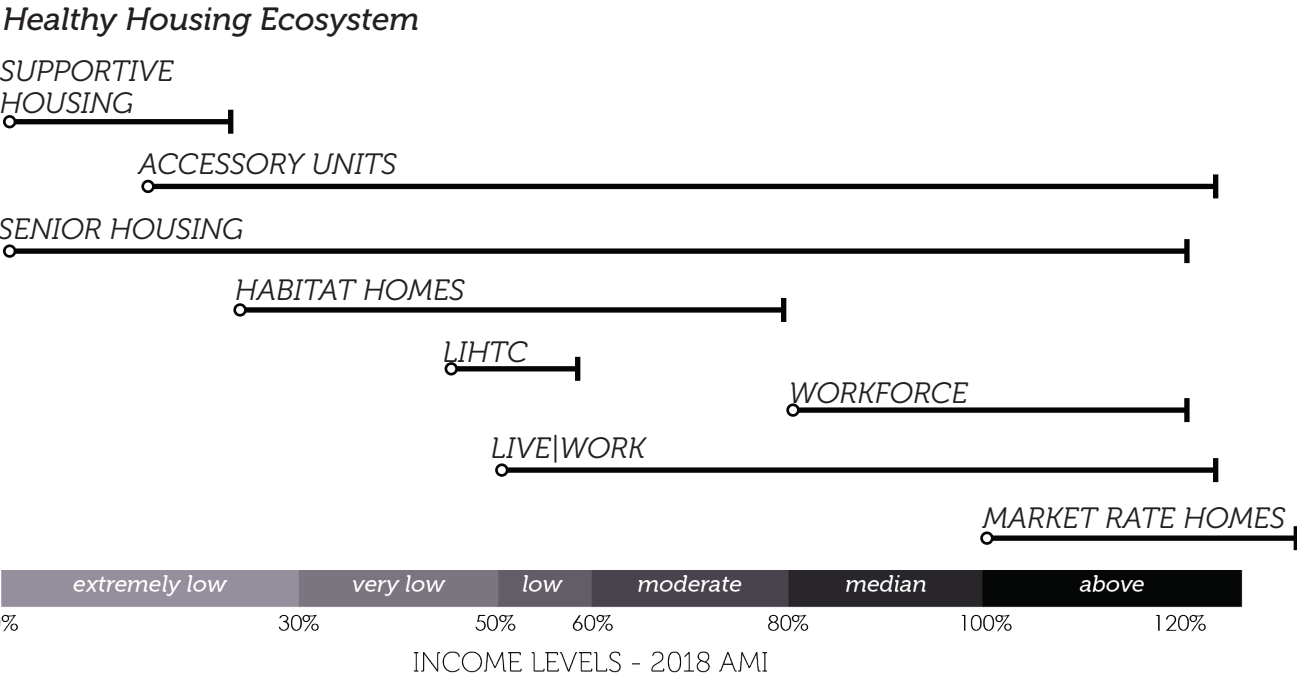
MARKET RATE TOWNHOMES



MARKET RATE ATTACHED

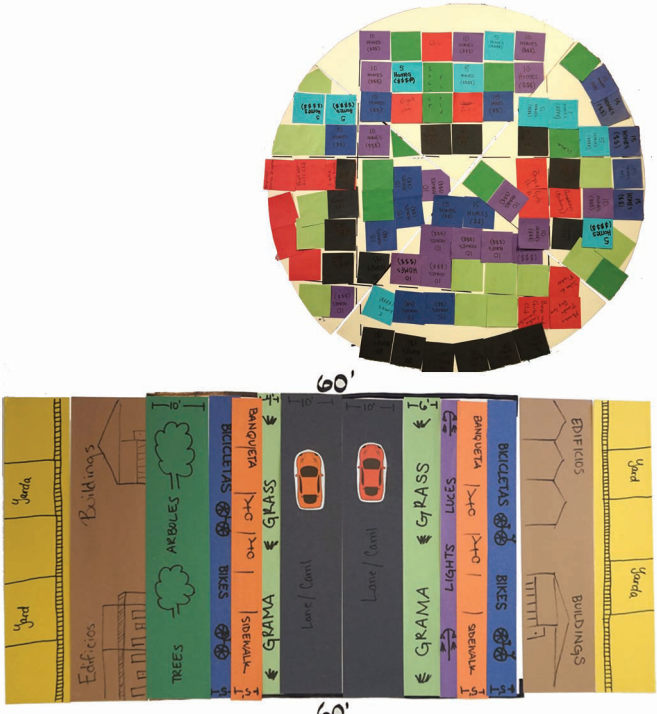


MARKET RATE DETACHED





ATTACHMENT L: CONTEXT & HISTORY



THEMES

- 01. Land Use
- 02. Housing Typologies
- 03. Affordability
- 04. Yards + Parking
- 05. Roads + Infrastructure
- 06. Non-Residential Uses
- 07. Neighborhood Planning

RESIDENT-DRIVEN DESIGN

Land Planning Workshops

As the foundation for authentic, meaningful conversations about the community’s aspirations for the future, this workshop series served as a two-way transfer between resident leaders and professional planners of skills, information and values.

Community members learned about some of the constraints on land development like flood plain and steep slopes, availability and accessibility of necessary infrastructure and the impact of density on the financial feasibility of redevelopment. Models and interactive workshops gave community members the tools to begin translating their lived experience into two-dimensional representations of their preferences, allowing them to communicate in the language architects, engineers and planners use to discuss character and place.

Discussion about desired commercial and non-residential uses provided context as residents grappled with how to balance community aspirations - such as a neighborhood with amenities that support the health and wellbeing of the whole family - with personal aspirations of individuality and private space. Developing a common definition for affordable - no more than 30% of a family’s income being devoted to housing expenses - and understanding how incorporating a significant number of market rate homes into the neighborhood created the opportunity for a wide range of housing products, while also subsidizing the development of affordable lots, resulted in resident leaders advocating for well-designed higher density that allowed Southwood to be financially viable, keeping intact the existing community while making space for new neighbors.

These community values of affordability and inclusivity inspired the resident cohort to begin thinking in terms of “we over me” identifying that attached housing and smaller but meaningful open space resulted in greater access and opportunity for the entire community.

2017

2018

Rezoning Approvals  
2019

Land Planning

Committee Development

Rezoning

Design Development

Site Planning

Rezoning Future Phases



ATTACHMENT L: CONTEXT & HISTORY



Resident Committees

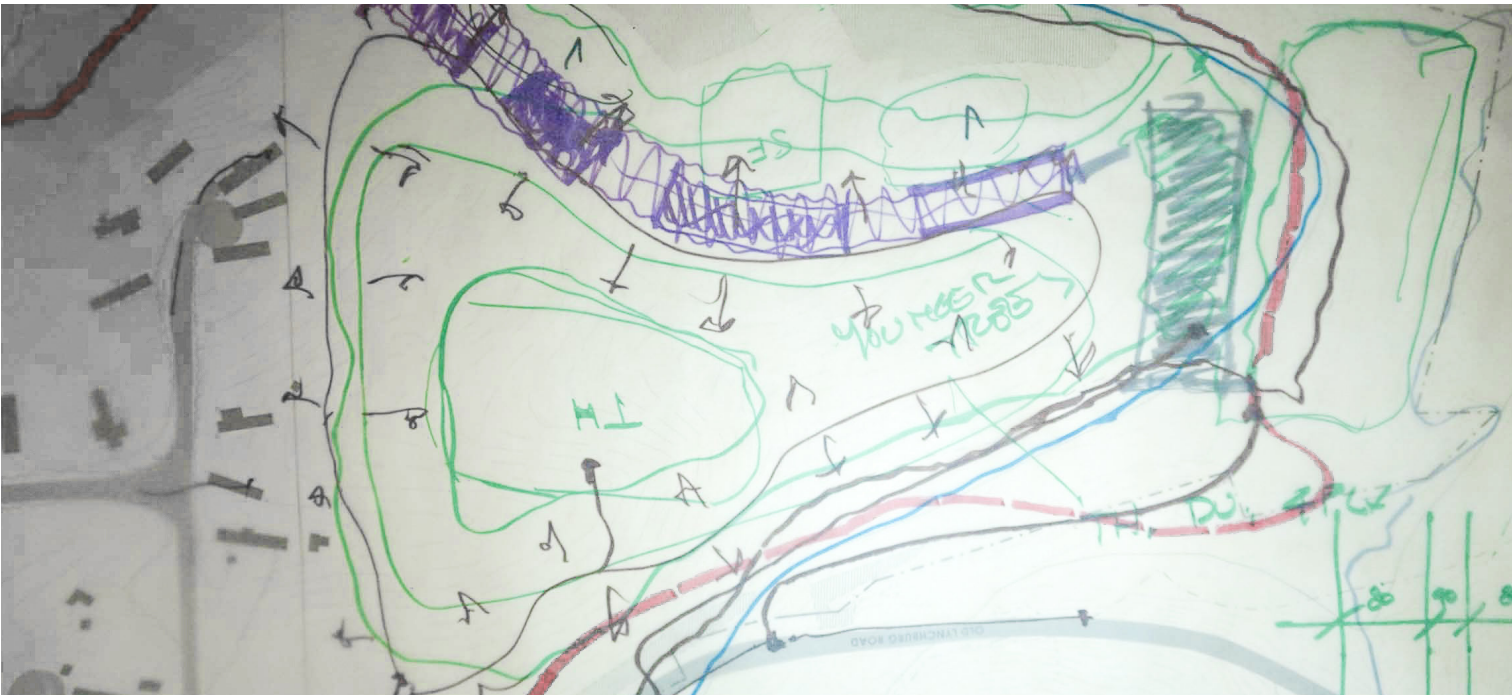
After the initial Land Planning workshops, resident leaders continued their work by forming three redevelopment committees. Committee groups met once a month to train for events and activities that occurred over the summer of 2017, reporting out about their work to the wider community at monthly redevelopment meetings. Each committee was charged with different tasks and each spoke to different skill sets the leaders possessed, allowing residents to deepen their knowledge and strengthen the collective identity of the cohort, all while advancing the goals of redevelopment.

Community Guides

Community Guides honed their presentation skills, focusing on opportunities to bring updates and information about redevelopment to outside audiences. They worked together to identify the key themes and lessons learned from the Land Planning workshops, how to engage donors, interested community members and outside decision makers. Community Guides presented at various events in the following months, including a State Leaders meeting hosted by Virginia House Delegates David Toscano and Criegh Deeds and attended by 40 leaders from more than 15 state and local agencies with various ties to Southwood redevelopment. This group pulled on the strengths of residents who felt called and able to share the story of Southwood in front of large audiences, recognizing that when advocating for change in their community, no voices spoke more eloquently than those of the community.

Master Planning

Master Planners continued to meet with architects, engineers and planners throughout the summer to hone the concepts identified through the initial planning workshops and prepare for the development of the rezoning application. They worked through various planning sketches to establish density goals for residential blocks (formerly known as Block A), favoring higher density over less efficient land plans, and developed overarching design principles for non-residential blocks (formerly known



as Block B) that would guide conversations with potential developers.

Resident planners felt motivated to learn more about the planning and design process, diving deeper into the intricate and complicated world of land development. These community members saw the unprecedented opportunity to make sure the future neighborhood of Southwood represented their aspirations, dreams and vision, and rose to the challenge.

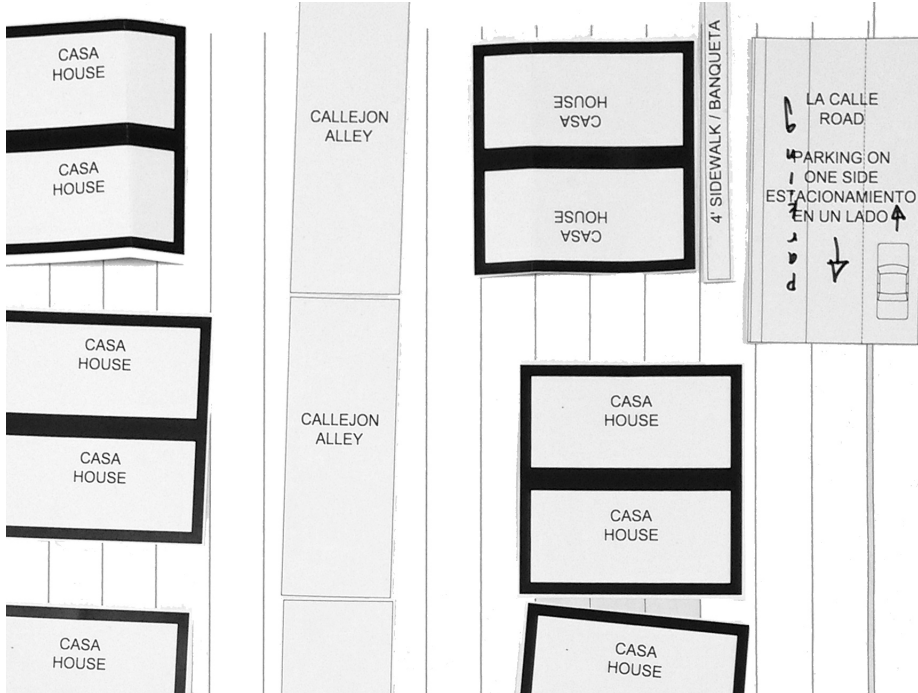
Community Outreach

The Community Outreach committee focused on neighborhood-wide communications and inspiring others to feel as passionately about redevelopment as they did. The Outreach Committee worked hard to increase knowledge about redevelopment among Southwood community members. This peer-to-peer leadership style is integral to Habitat’s approach to redevelopment, understanding that a recommendation from a trusted friend and neighbor is more valuable than the endorsement of an outsider. Outreach committee members received training on the specific skill of door knocking, learning the techniques necessary for successful one-on-one interactions with friends and neighbors about sometimes difficult and complicated subjects. After training, resident leaders divided into groups of two and advertised for various monthly community meetings in their neighborhood. After these door knocking initiatives, redevelopment meeting attendance increased by 30% .

Being natural conveners, residents drawn to the Community Outreach committee were able to share their skills in motivation and active listening with the larger community, reaching deeper into Southwood and expanding the capacity of Habitat to engage directly with as many residents of the park as possible.



ATTACHMENT L: CONTEXT & HISTORY



THEMES

- 01. Rezoning Process
- 02. Block Design
- 03. Uses
- 04. Road Network
- 05. Road Design

Rezoning Workshops

Building on the vision, vocabulary and leadership skills established through the Land Planning workshop series and subsequent committee development, these sessions first introduced the rezoning process to resident leaders, and then examined the various elements of the application to ensure continuity between what was submitted and the goals of the community.

Rezoning was introduced as a process to establish new regulations that would provide a guide and framework for future development of Phase I, and that these regulations would form the overall character and feel of their neighborhood. Important decision points and opportunities for interacting with the community, like the public hearings with the Planning Commission and Board of Supervisors were discussed, and the proactive public-private partnership between Southwood and the County was highlighted.

Here, residents formalized their two-block approach, identifying the two distinct areas within Phase I. Block A (now known as Blocks 1 and 3 - 8) more internal to the site, was desired to be more residential and neighborhood-focused in nature, while

Block B (now known as Blocks 2, 9 - 12), the neighborhood's primary entrance and frontage along Old Lynchburg Road, was more appropriate for more intensive uses. This rationale guided group activities in which the community discussed various potential uses and their appropriateness for each block. The community's work established the Use Matrix, with a wide range of residential uses in all blocks, but the majority of higher intensity non-residential uses restricted to Blocks 10 - 12.

Residents also expressed preference for an interconnected road network with a modified grid that respected the natural terrain as much as possible while achieving density goals, as well as road section designs that prioritized traffic calming measures and minimal right of way widths.

Moving from resident-derived concepts to technical drawings and regulatory tables without losing the sense of ownership or ability for residents to see themselves reflected in this work has resulted in an informed and engaged community with a sophisticated grasp of these development principles.



ATTACHMENT L: CONTEXT & HISTORY



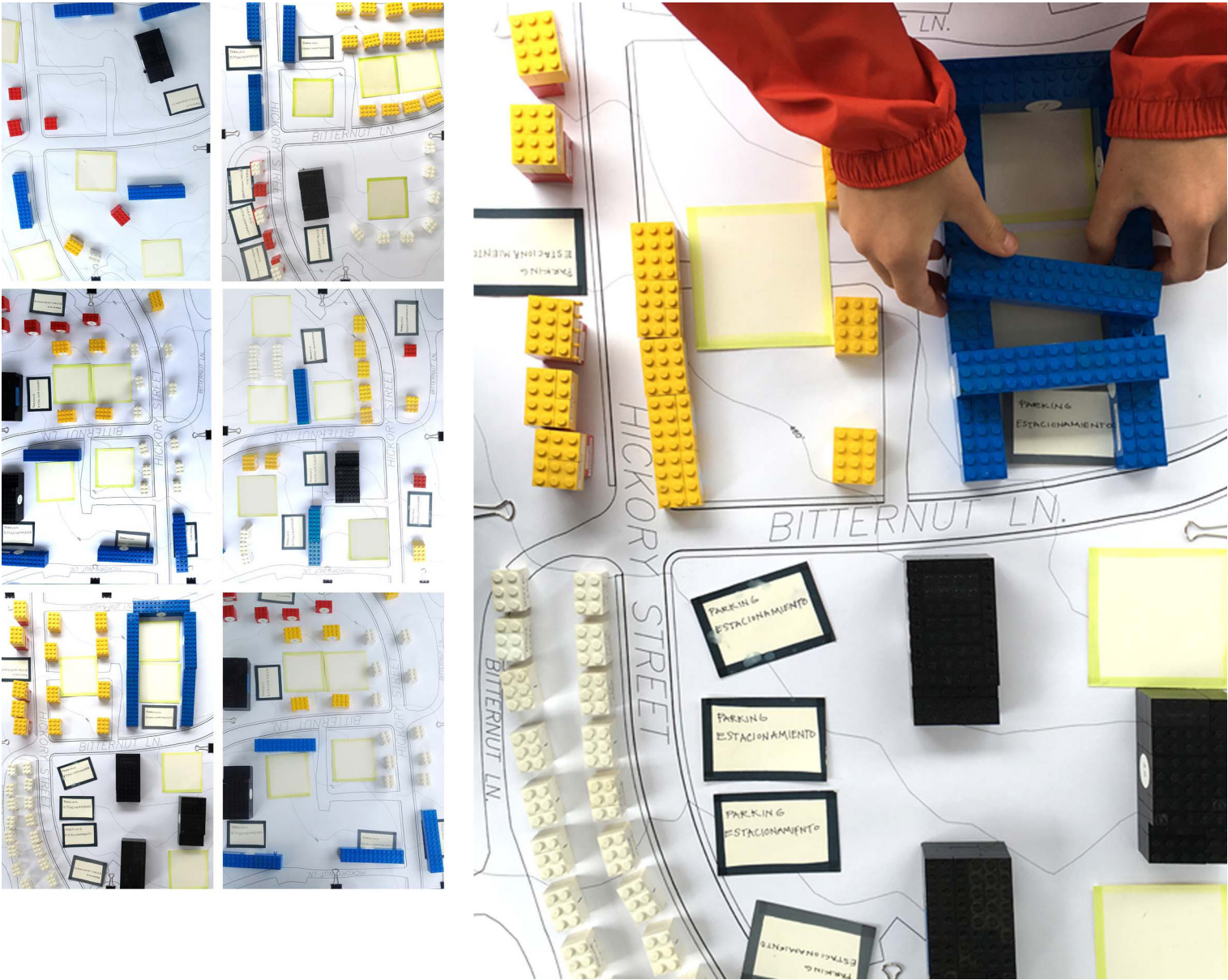
Where will Redevelopment Begin?

Two key points became clear in talking with residents about the first phase of redevelopment. One, that the physical and psychological benefits of starting construction on land not currently occupied by trailers would outweigh the added costs of building the necessary infrastructure to access this greenfield; and two, that for many community members, inspiration and belief in the possibility of the future would only come once there was a first village they could see and touch. Embracing these concepts and honoring the community’s insight has meant developing this Zoning Map Amendment request to focus first on more than 30 undeveloped acres adjacent to the developed portion of Southwood, both to demonstrate Habitat’s commitment to non-displacement and to expedite a first phase of redevelopment.

Walking tours of this forested area equipped residents with an understanding of the land that influenced their approach to neighborhood design, and brought abstract land development concepts into real, tangible terms. Knowing where redevelopment will begin has further inspired the belief that this transformation is possible.

Market Day - Expanding Design Input

At the end of the first series of redevelopment workshops, a focus group of resident leaders continued meeting to develop an activity that would demonstrate to the larger community the experience of planning their future neighborhood. Building on the final workshop of the series, residents and architects developed an interactive activity for neighbors to design their own neighborhood block. During Market Day, a spring health and wellness fair for the entire community, residents lead their neighbors in this design exercise, resulting in 80 community members working in multiple teams to develop conceptual design solutions for their future neighborhood. A sample of layouts from that design exercise are pictured on the right







***Design Development Workshops***

This series focused on further refinement and identification of critical design principles the community wanted to codify in the request for rezoning. Here the neighborhood moved from an open framework to conceptual designs that will serve as guides for the future development of individual neighborhoods.

This stage of design began with field trips, with community members visiting local neighborhoods, experiencing the architectural and engineering concepts they had been discussing in previous workshops in person, evaluating how various design decisions impacted the overall feel and character of a neighborhood. With these site visits in mind, residents came together for design intensives, working in small groups to design and redesign areas of the first phase using color coded blocks and scaled model props. Residents were asked to refine their designs while thinking about the overarching principles they were striving for, like connectivity, amenities and a mix of housing types.

THEMES

- 01. Precedent Studies
- 02. Connection
- 03. Amenities and Open Space
- 04. Mix of Housing Types

Family-oriented designs and amenities, like parks or multi-modal paths, and special attention to accommodations for vulnerable populations, like seniors and those with limited mobility, were interwoven with a wide range of housing typologies from apartments to affordable duplexes and townhomes to market rate single family detached options. Multiple groups highlighted the importance of mixing housing typologies in the same phase, but not necessarily directly adjacent to each other, to promote the meshing of a newly formed community that would be welcoming to people from all walks of life.

These concept models were then turned into the illustrative drawings and plans featured in this booklet. These are meant to serve as a high-level guide for future development and future resident cohorts’ designs for their neighborhoods, while maintaining the overall flexibility that will result in an organic, vibrant neighborhood that is responsive to the values of each future resident cohort.



ATTACHMENT L: CONTEXT & HISTORY



Early Adopter Cohort Development

After the initial submission of the rezoning application in February of 2018, resident leaders developed an agenda for a series of redevelopment meetings that would provide an update and an opportunity for self-identification into the rapidly forming Early Adopter cohort to the larger Southwood community. Residents identified that it was important to highlight key past milestones that inspired confidence and faith in commitments to non-displacement and affordability. Residents celebrated the completion of a Land Swap with the Commonwealth of Virginia which provided Habitat access to an additional 20 acres of undeveloped land adjacent to Southwood. And they identified the importance of underwriting changes Habitat initiated that would allow more community members to be able to take advantage of affordable homeownership opportunities. It was also critical to community leaders to inspire a sense of the gathering momentum around redevelopment, pointing to the three to five year time horizon by which the first Southwood community members could be moving into their new homes in the first phase of redevelopment. Overwhelmingly, Southwood resident planners feel that building a First Model Village will be the catalytic event that inspires future cohorts of Southwood residents to take proactive steps toward homeownership and toward joining their neighbors in intensive block by block community planning.

Meetings were held on a variety of days at multiple times to provide opportunity to folks regardless of their work schedules and commitments to learn more about redevelopment. During the two weeks these meetings were held, 80 families were represented with almost half - 37 out of those that attended - self-identifying as interested in participating in the first phase of Southwood redevelopment. By the time of this Submittal, some nine months later, an additional 14 families have come forward, bringing the total number of families voicing interest in being part of the first phase of redevelopment to 51.

One-on-one outreach by Southwood’s trained financial coaches and housing counselors began with those residents to better understand families’ housing aspirations and financial situations and to create individualized paths forward toward their family goals. As future cohorts are established, the process will repeat itself with every family until Southwood redevelopment is complete.



**341** families interviewed

**21** resident leaders

**51** early adopters

**67** workshops

**158** hours of childcare

**203** total resident participants

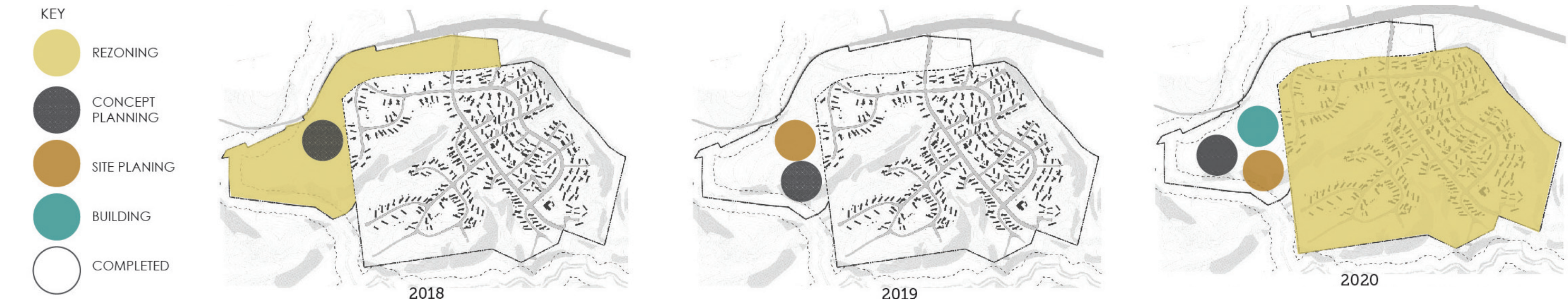
**100%** doors knocked

**1000** meals provided

**1,882** volunteer hours of resident leadership



ATTACHMENT L: CONTEXT & HISTORY



THEMES

- 01. Location of First Village
- 02. Refinement of Housing Types
- 03. Unit and Road Layouts
- 04. New Resident Cohort
- 05. Resident Leadership

FUTURE ENGAGEMENT ACTIVITIES

Village by Village Approach

Beginning in the summer of 2019, the Early Adopter cohort will come together to look at a higher level of detail at Block A (now known as Blocks 1 and 3 - 8), identifying the exact location of the First Model Village, refining the appropriate housing types to suit the housing aspirations of their specific design cohort, further developing road layouts and right of way design and developing the civic and amenity components that will identify their neighborhood. This work will culminate in a submission of the first site plan and subdivision plan for Phase I of Southwood redevelopment in 2019.

This process of resident-led site planning will happen for a minimum of two distinct villages in Block A (now known as Blocks 1 and 3 - 8) of the first phase of Southwood redevelopment, tying into overarching design principles and the framework established by the rezoning application while allowing each neighborhood to develop organically with a specific resident group in mind. Moving forward, each new village will set the context for future village development.

Rezoning Future Phases

Current conceptual timelines indicate that the rezoning of the next phase of Southwood redevelopment will occur as early as 2020, building on the lessons learned from site planning and implementation of the first phase of redevelopment. Inspired by the work of the Early Adopters, new resident cohorts will form and will engage in the same curriculum, first acquiring the foundational understanding of the principles of land development, then building on these principles as they define the rules, regulations and design characteristics of their own rezoning application and then turning these guiding principles into the exact sites and subdivisions of their future neighborhoods. It will be critical to tap the wisdom and knowledge of the first cohort of Early Adopters to help refine and market these new planning initiatives, as well as lead and train their peers in the work of land design.





Conceptual Southwood  
Master Plan Strategy

Based on the resident led development strategies used for creating new neighborhoods in Phase 1, future phases of redevelopment throughout Southwood will follow similar processes. Redevelopment in each future phase will provide the opportunity for residents to lead the design process for their own neighborhoods. Similar physical conditions to those of the blocks and land use designations developed for this Code of Development exist throughout the whole of Southwood; therefore future phases will likely follow similar patterns of development. The illustration of the overall community of Southwood uses color to show how similar neighborhoods will be redeveloped in future phases. Residential neighborhoods are envisioned to have similar characteristics throughout the entire community. Similarly, neighborhood places are envisioned to have similar characteristics. Hickory Road will always have a specific characteristic as the central spine of the community and thus may develop with a unique set of characteristics the residents determine. The presence and clarity of the Neighborhood Center at the intersection of Hickory and Old Lynchburg Road will continue to deepen as future development may complete the center by extending it to the intersection of Bittermut. This area will continue to be envisioned as a village destination, allowing more non-residential uses and civic attractions. This location also corresponds to the Albemarle County’s Comprehensive Plan for a neighborhood center.

Density will also vary throughout different sections of the community. The illustration communicates the variety of density through three gradations of color. The areas are intended to illustrate how density, intensity of use, and building regulations will step down from the Neighborhood Center, to the areas of higher density urban residential, to the neighborhood edges of lower density residential. As in the Code of Development, the Neighborhood Places will have similar characteristics as places of connection to the trail amenity and places to for community gathering. The illustration also indicates conceptual locations for future roads and green space and trail amenities .



CONCEPTUAL MASTER PLAN

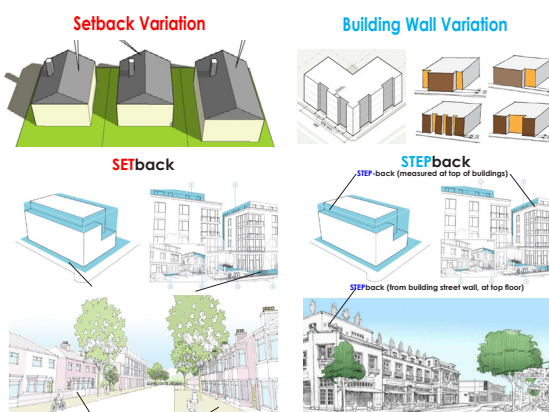
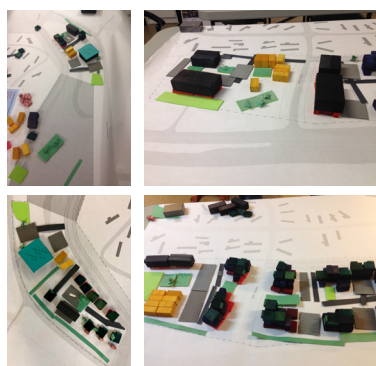
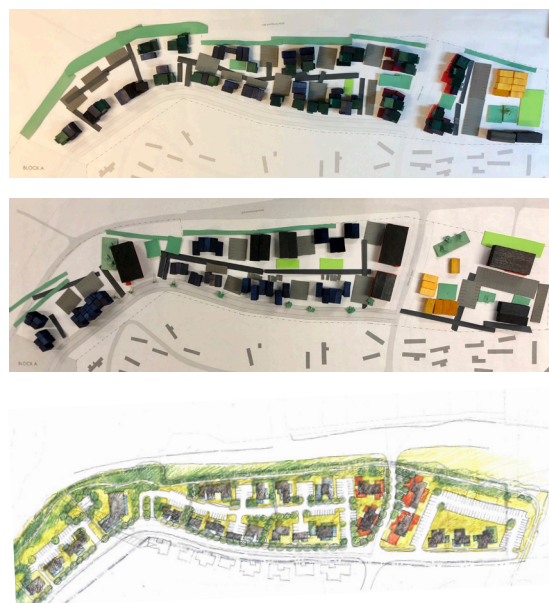
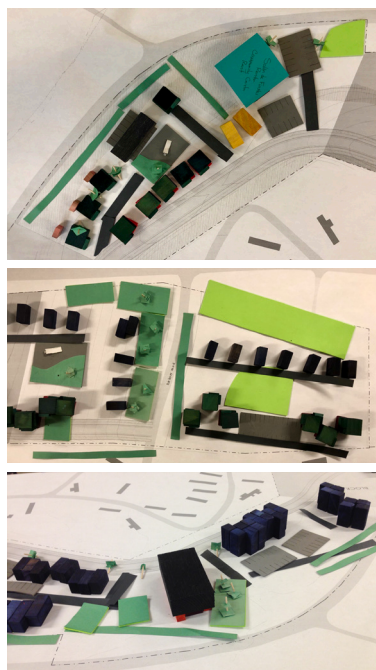








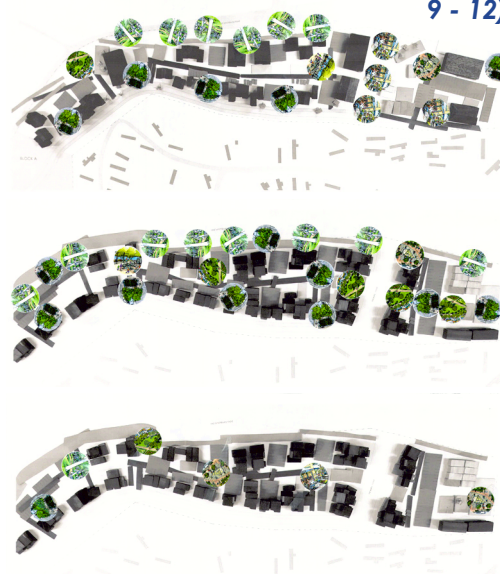
**BLOCK A**  
(now know as blocks 1, 3 - 8)



07 AUGUST 2018

23 AUGUST 2018

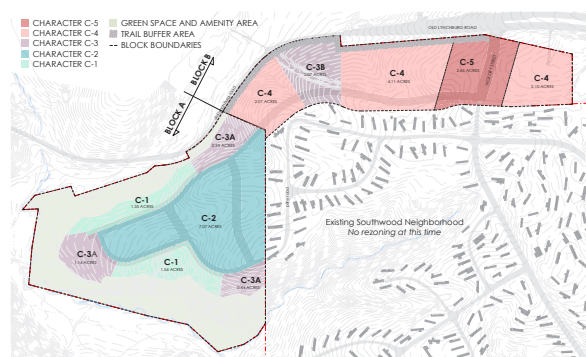
**BLOCK B**  
(now know as blocks 2, 9 - 12)



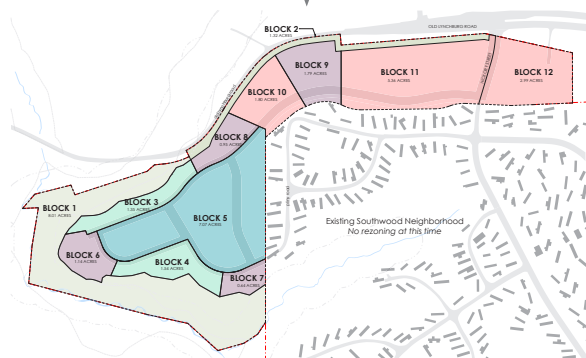
### THREE TYPES OF OPEN SPACE



27 SEPTEMBER 2018



JANUARY 2019



JUNE 2019

TABLE C: SETBACKS + BUILDING REGULATIONS BY BLOCK					
ALL SETBACKS AND BUILDING REGULATIONS TO BE MAINTAINED FROM FRAMEWORK STREETS AND OLD LYNNING ROAD					
	BLOCKS 3-4	BLOCKS 5	BLOCKS 6-9	BLOCKS 10-12	NEIGHBORHOOD CENTER (PACIFIC AREA)
EXISTING REGULATIONS: 1. 10' SIDE SETBACK 2. 10' FRONT SETBACK 3. 10' REAR SETBACK 4. 10' SIDE SETBACK 5. 10' FRONT SETBACK 6. 10' REAR SETBACK 7. 10' SIDE SETBACK 8. 10' FRONT SETBACK 9. 10' REAR SETBACK 10. 10' SIDE SETBACK 11. 10' FRONT SETBACK 12. 10' REAR SETBACK 13. 10' SIDE SETBACK 14. 10' FRONT SETBACK 15. 10' REAR SETBACK 16. 10' SIDE SETBACK 17. 10' FRONT SETBACK 18. 10' REAR SETBACK 19. 10' SIDE SETBACK 20. 10' FRONT SETBACK 21. 10' REAR SETBACK 22. 10' SIDE SETBACK 23. 10' FRONT SETBACK 24. 10' REAR SETBACK 25. 10' SIDE SETBACK 26. 10' FRONT SETBACK 27. 10' REAR SETBACK 28. 10' SIDE SETBACK 29. 10' FRONT SETBACK 30. 10' REAR SETBACK 31. 10' SIDE SETBACK 32. 10' FRONT SETBACK 33. 10' REAR SETBACK 34. 10' SIDE SETBACK 35. 10' FRONT SETBACK 36. 10' REAR SETBACK 37. 10' SIDE SETBACK 38. 10' FRONT SETBACK 39. 10' REAR SETBACK 40. 10' SIDE SETBACK 41. 10' FRONT SETBACK 42. 10' REAR SETBACK 43. 10' SIDE SETBACK 44. 10' FRONT SETBACK 45. 10' REAR SETBACK 46. 10' SIDE SETBACK 47. 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