

MEMORANDUM

To: Town Council

From: Kali Casper, AICP, Town Comprehensive Planner

Date: June 15, 2018 (Planning Commission)

Revised: **August 9, 2018 (Revised for Town Council)**

Subject: RZN18-0005/ORD 1867-Request to rezone 13.42 acres of the existing Terrace View apartment complex at 413 Hunt Club Road (Tax Parcels 196-A 8 & 225-A 30) from RM-48 Medium Density Multi-Unit Residential to PR Planned Residential by Joe Sherman of the Reliant Group Management (applicant) for CAP IX Blacksburg LLC (owner).

**SUMMARY OF REQUEST**

<b>Property Location</b>	413 Hunt Club Road
<b>Tax Parcel Numbers</b>	196-A 8 & 225-A 30
<b>Parcel(s) Size</b>	13.42 acres
<b>Present Zoning District</b>	RM-48 Medium Density Multi-unit Residential
<b>Current Use</b>	Multi-family residential
<b>Adjacent Zoning Districts</b>	<b>North:</b> RM-27 Low Density Multiunit Residential; PR Planned Residential <b>East:</b> RM-48 Medium Density Multiunit Residential <b>South:</b> RM-48 Medium Density Multiunit Residential <b>West:</b> GC General Commercial
<b>Adjacent Uses</b>	<b>North:</b> The Village at Blacksburg; Shealor Apartments; Sundance Ridge <b>East:</b> Terrace View Apartments <b>South:</b> Terrace View Apartments <b>West:</b> Car Wash/Gas Station; 7-11
<b>Adopted Future Land Use</b>	High Density Residential
<b>Proposed Uses</b>	Multi-family residential; Leasing Offices; Collaborative Work Space; Café
<b>Proposed District Standards</b>	
<b>Maximum Height</b>	65' (livable area) and 70' (tower elements) 15' from Toms Creek Road, Patrick Henry Drive, Hunt Club Road and existing Terrace View
<b>Minimum Setbacks</b>	0' from Snyder Lane
<b>Maximum lot coverage</b>	75% impervious
<b>Maximum FAR</b>	1.3
<b>Proposed Maximum Density</b>	1530 bedrooms (114 br/ac); 497 units (37 units/ac)
<b>Proposed Minimum Parking</b>	0.77 spaces per bedroom (1,172 parking spaces); 94% structured parking
<b>Proposed Bike Parking</b>	0.25 spaces per bedroom (380 spaces)
<b>Minimum Open Space</b>	20% of total district area (33% as shown)

## **EVALUATION OF APPLICATION**

This staff report is divided into topical areas of evaluation. Many of the overarching principles in the Comprehensive Plan, the Residential Infill Guidelines, and the Zoning Ordinance overlap into key topical focus areas. To aid in review of the staff report each topic or focus area is covered only once. The analysis is contained in the staff report. The pertinent text sections from the Comprehensive Plan and the Zoning Ordinance have been included as an appendix to this report.

**The Town has also received input from *Development Strategies* regarding student housing redevelopment in the Patrick Henry Corridor and analysis specific to the proposed Terrace View PRD. This guidance will be referenced in the staff report and the full document is included as Appendix C.**

**The staff report also includes a summary of key elements to provide guidance to Town Council for discussion at the work session.**

Full list of Appendices:

- A. Maps
- B. Staff Appendix with supporting regulations: Comprehensive Plan & Zoning Ordinance
- C. Development Strategies: An Advisory Memo for the Town of Blacksburg on the Patrick Henry Corridor and Terrace View Redevelopment Proposal
- D. Staff Comments/Memos
- E. Neighborhood Meeting Notes and Sign-In Sheet
- F. Correspondence received by August 9, 2018

---

## **BACKGROUND AND EXISTING CONDITIONS**

Steve Semones of Balzer and Associates (applicant) and Joe Sherman of Reliant Group Management (developer) have filed a rezoning request on behalf of Cap IX Blacksburg, LLC (property owners) to rezone approximately 13.42 acres bordering Hunt Club Road, Toms Creek Road and Patrick Henry Drive from RM-48 Medium Density Multi-Unit Residential to PR Planned Residential in the existing Terrace View apartment complex. The subject property currently includes 198 units and 533 bedrooms within the 1,720 bedroom Terrace View community. The development proposal includes the demolition of these buildings and the redevelopment of the site with two buildings of multi-family student housing.

The site is bound on the north by Patrick Henry Drive sloping down to the southern boundary of Hunt Club Road. The property is bound on the west by Toms Creek Road and on the east by the existing Terrace View development. The property is surrounded by multi-family residential uses and commercial uses.

## **CRITERIA FOR EVALUATION**

There are a number of analysis points for evaluation of a request to rezone a property within Town. The policies and maps in the Comprehensive Plan lend guidance to the Town's vision of growth in the future, while specific codes and requirements in the Zoning Ordinance, Subdivision Ordinance, and the Town Code ensure that the development meets all applicable regulations. Specifically, the Zoning Ordinance calls out the criteria for evaluation of a rezoning request, as found below:

Section 1151 of the Zoning Ordinance requires the Commission to study all rezoning requests to determine:

- 1) *Whether the proposed amendment conforms to the general guidelines and policies contained in the Comprehensive Plan.*

- 2) *The relationship of the proposed amendment to the purposes of the general planning program of the Town, with appropriate consideration as to whether the change will further the purposes of [the Zoning Ordinance] and the general welfare of the entire community.*
- 3) *The need and justification for the change.*
- 4) *When pertaining to a change in the district classification of the property, the effect of the change, if any, on the property, surrounding property, and on public services and facilities. In addition, the Commission shall consider the appropriateness of the property for the proposed change as related to the purposes set forth at the beginning of each district classification.*

Additionally, section 1162 of the Zoning Ordinance states that proposals for rezoning to a planned zoning district constitute an application for conditional zoning. Section 1160 of the Zoning Ordinance gives guidance to the evaluation of proffers that may be proffered by the applicant.

### **Development Proposal**

The development proposal includes the demolition of 198 existing units with 533 bedrooms within the Terrace View community and the redevelopment of the site with two buildings of purpose built multi-family student housing, Building West and Building East. Building West has a proposed 263 units with 818 bedrooms and Building East has a proposed 233 units with 703 bedrooms. The maximum proposed density is 37 units/acre (497 units) and the maximum proposed bedroom density is 114 bedrooms/acre (1,530 bedrooms). The units will be a mix of 1, 2, and 4-bedroom units as shown in the table below.

<b>Unit Type</b>	<b>Building West</b>	<b>Building East</b>	<b>Total # of Units</b>	<b>Percentage</b>
<b>1 bedroom</b>	34	37	71	14.3%
<b>2 bedroom</b>	66	59	125	25.2%
<b>4 bedroom</b>	163	137	300	60.5%
<b>Total</b>	263	233	496	100%

Both buildings are 2-4 stories along Patrick Henry Drive and 4 stories plus a basement level facing Hunt Club Road. Each building includes a clubhouse with fitness center, café, and study areas. Multiple outdoor amenity areas are also proposed including pool areas, picnic areas, pocket parks, pet park, and pet wash station. The application indicates that the project will be completed in a single phase.

The application specifically designates a commercial use within Building West for a collaborative work space, approximately 2,300 square feet, and café. This use is proposed at the intersection of Toms Creek Road and Hunt Club Road and would provide workspaces for rent to the general public as well as to residents. The application indicates that several other commercial or office uses may be permitted within the PRD area including general office uses, small restaurant and retail sales uses. Any uses other than these listed in the application would require an amendment to this Planned Residential District before they could be developed. *Development Strategies* recommends that additional small-scale commercial development be considered for this area to serve residents’ daily needs. In response to this recommendation and Planning Commission discussion, the applicant has revised the application to include an additional 1,300 square feet of flex commercial space on the corner of Patrick Henry Drive and Toms Creek Road. This space could be converted or upfitted for small scale commercial in the future.

The proposal includes a structured parking deck within the core of each building with residential units wrapped around the exterior, thus screening the parking from view. The vast majority of the parking for the development (94%) will be housed in these two parking garages. Three small surface parking areas are proposed; two near the traffic circle at Hunt Club Road and Snyder Lane to serve the leasing offices for each building and the second interior to Building West.

The application includes significant detail for landscaping along Patrick Henry Drive and Toms Creek Road that exceeds the Town standard of one street tree per 30' of road frontage. The application also includes improvements to transit stops, proposed development signage, and proposed electric car charging stations. Associated with this rezoning request is a companion request to vacate approximately 5,617 square feet of Town-owned Right-of-Way (ROW18-0001) known as Snyder Lane between Patrick Henry Drive and Hunt Club Road. The applicant has requested this vacation in order to realign Snyder Lane and allow for construction of the proposed layout of the rezoning. The applicant will dedicate additional right-of-way for the realignment of Snyder Lane as well as the proposed roundabout layout at Snyder Lane and Hunt Club Road. With the proposed rezoning request and realignment, the final layout will include a net gain in right-of-way area.

## **COMPREHENSIVE PLAN**

### **Comprehensive Plan Map Series Evaluation of Application**

In evaluating whether the proposed use conforms to the general guidelines and policies contained in the Comprehensive Plan, all applicable sections of the Plan should be included in the review of the application. The Comprehensive Plan offers a wide range of guiding principles for the future of development within Town. The following text identifies the designation of the proposed rezoning property on the maps in the Future Land Use map series.

#### **Map A: Future Land Use Designation**

In evaluating whether the proposed planned residential development conforms to the general guidelines and policies contained in the Comprehensive Plan, the Future Land Use designation of the subject property shall be considered. The subject property is designated High Density Residential on the Future Land Use map which is defined as:

*More than ten dwelling units per acre; or more than 20 bedrooms per acre. Typical Implementing Zoning Districts: Low Density Multiunit Residential (RM-27), Medium Density Multiunit Residential (RM-48), and Planned Residential (PR).*

There is no upper limit on density within the High Density Residential future land use category. It is anticipated that any new residential dwelling request exceeding 48 bedrooms per acre would be reviewed on a case-by-case basis through a rezoning to PR. The application proposes a maximum density of 114 bedrooms per acre.

#### **Map B: Urban Development Areas**

This property is not with a Mixed Use area as designated on the Future Land Use map nor is it within a designated Urban Development Area. UDAs and Mixed-Use Areas are intended to serve as focal points for commercial and residential growth in town. However, the designation of UDA does not prevent developments outside a UDA, nor obligate the Town to approve rezoning or conditional use permit applications within a UDA. The designation of a UDA does not affect zoning, nor does it mandate a specific type of development.

#### **Map C: Neighborhood, Employment and Service Areas Map**

All neighborhoods in Blacksburg are classified into different categories based on a number of key commonalities, characteristics, and factors including historical patterns of development, transportation network, neighborhood identity, density and type of development, and potential development opportunities. These general boundaries reflect the predominant land use form within each area. The subject parcel is located within a "Multi-Unit Residential Neighborhood" and key issues for these areas are noted in the appendix. Analysis of these issues is included in the topical areas of the staff report including bicycle and pedestrian improvements, transit, parking, landscaping/buffering, and open space.

## **Zoning Ordinance Evaluation of Application**

### **Intent of Districts**

There is a statement of purpose for each district in the Zoning Ordinance.

#### *Planned Residential §3110*

*The purpose of this district is to provide for the development of planned residential communities that incorporate a variety of housing options as well as certain limited commercial and office uses designed to serve the inhabitants of the district. This district is intended to allow greater flexibility than is generally possible under conventional zoning district regulations by encouraging ingenuity, imagination and high quality design to create a superior living environment for the residents of the planned community. The PR district is particularly appropriate for parcels which contain a number of constraints to conventional development. In addition to an improved quality of design, the PR district creates an opportunity to reflect changes in the technology of land development, provide opportunities for new approaches to home ownership, and provide for an efficient use of land which can result in reduced development costs.*

It is the burden of the applicant to prove that the design submitted meets the intent of the Planned Residential District. In some cases, a development application for a PR district provides the Town with a housing model or type that is not found elsewhere in town, such as the Shadowlake Village Co-Housing Community PR district. In other instances, the PR district allows an applicant to put forward housing for an underserved population and proffer limitations to ensure the need is met as with the Grissom Lane Senior Housing development. In all cases, these applications are reviewed by the Planning Commission and Town Council for their merits on a case-by-case basis.

In this case, the developer is proposing to redevelop an existing site in order to meet the growing housing needs of the community in an existing student-oriented area, similar to the Sturbridge redevelopment project on University City Boulevard. The area has existing infrastructure, is well-served by transit, and is well-located for walking or cycling to campus. The application also presents a new form of development with the greater density allowing for structured parking completely wrapped in livable building spaces.

### **Development Standards**

The characteristics of physical site development are regulated by the Zoning District standards. In a Planned Residential Zoning District the applicant may propose most of the individual standards for the proposed development. The layout and standards of the development, if approved, are binding. Since the applicant proposes the standards in the PRD, the evaluation of the proposed standards is different. The evaluation should be based on how well the proposed standards, when applied, fit into the existing character of the surrounding area. The Planning Commission and Town Council evaluate each Planned Residential development on its own merit. In this instance, the surrounding area contains existing undergraduate student-oriented multi-family residential uses and small commercial uses. There is a great deal of flexibility in proposing the development's standards, but the standards should not be so out of scale or character, or different from the various surrounding districts as to create an incompatibility in use or site layout.

The following table illustrates the proposed Planned Residential District standards for the Terrace View Planned Residential District:

**PROPOSED DISTRICT STANDARDS**

<b>MAXIMUM HEIGHT</b>	65’ (livable area) and 70’ (tower elements)
<b>MINIMUM SETBACKS</b>	15’ from Toms Creek Road, Patrick Henry Drive, Hunt Club Road and existing Terrace View 0’ from Snyder Lane
<b>MAXIMUM LOT COVERAGE</b>	75% impervious
<b>MAXIMUM FAR</b>	1.3
<b>PROPOSED MAXIMUM DENSITY</b>	1530 bedrooms (114 br/ac); 497 units (37 units/ac)
<b>PROPOSED MINIMUM PARKING</b>	0.77 spaces per bedroom (1,172 parking spaces) 94% structured parking
<b>PROPOSED BIKE PARKING</b>	0.25 spaces per bedroom (380 spaces)
<b>PROPOSED MINIMUM OPEN SPACE</b>	20% of total district area (application text) (33% as shown on Sheet Z7)

Building Design: Orientation, Style, Materials, Scale, Massing, and Height

The building orientation, style, materials, scale, massing, and height of a development are elements affecting how a proposed development fits into the surrounding area. Staff encouraged the applicant to provide as much architectural variation and interest as possible and consider design elements that differ from existing student housing developments in Town. The application notes that both buildings will have units facing Patrick Henry Drive or Toms Creek Road and first-floor units along these frontages will have direct access to the public sidewalk system to address the relationship of the buildings to the street.

The application states that the building materials will include fiber cement lap siding, fiber cement vertical board and batten, corrugated metal siding, and synthetic stone veneer. The elevations show a mix of these materials on each façade. The application indicates the building design is intended to recognize the historical context of the region with a focus on the agricultural and industrial heritage of the region. The application includes design inspiration examples including historic coal mines and agricultural barns. These elements are evident in the roof forms, window variations, and material selections shown in the elevations. The proposed design is significantly different than the existing Terrace View development built in the 1960s and represents a more contemporary vision.

The two proposed buildings are large in scale but the design includes variations in setback, materials, and horizontal and vertical articulation to break up the massing. The application indicates that these variations are intended to “create a more pedestrian scale façade along Patrick Henry Drive and Toms Creek Road”. The layout provides amenity areas along Hunt Club Road facing a portion of the remaining original Terrace View development. *Development Strategies* noted that the design of proposed buildings improves the interface with the street and helps to break up the massing of the buildings with heavier elements along the ground floor and use of dormer elements and changes in roof design. *Development Strategies* recommends consideration of further variations in roof design, additional dormer elements, and articulation for window elements if possible.

Along Patrick Henry Drive, the proposed buildings are primarily 2-3 stories and increase in height to 4 stories approaching the intersection with Toms Creek Road. Along Toms Creek Road, the building is 3-4 stories. Along Snyder Lane and Hunt Club Road, the buildings are 4 stories and 4 stories with a basement. The application states that the maximum height of any of the livable areas of the buildings will be 65’ and the maximum height of the tower elements will be 70’. The tower elements are designed to provide architectural focal points. Application Sheets A2.0-A2.4 provide detailed elevations showing the variation in height along the different

streets. Much of the variation in height from Patrick Henry Drive to Hunt Club Road is due to changes in topography with the site falling away from Patrick Henry Drive. The applicant worked to provide areas with 2 story building facades while maintaining the density and height that allows for the wrapping of the interior parking structures, keeping the parking hidden from view.

Neighboring structures across Patrick Henry Drive, Toms Creek Road, and Hunt Club Road vary from 1 to 3 stories and the maximum heights for neighboring zoning districts varies from 35' (45' with additional setback) for RM-27 and RM-48 to 60' (70' with additional setback) for GC zoning. For comparison, the approved Sturbridge development has a maximum height of 65' and the Edge student housing development maximum building height is 65'.

The floor-to-area ratio (FAR) of the proposed development is 1.3. This means that the gross square footage of all the floors of all the buildings can be 1.3 times greater than the gross square footage of the parcel. At just under 14 acres, the gross square footage of the parcel is approximately 584,575 square feet. The proposed ratio would allow for a maximum total gross floor area of 759,947 square feet. For comparison, the FAR for the approved Sturbridge redevelopment is 1.01 and does not include the parking garage.

#### Setbacks

Setbacks or required yards provide areas on a property that are to remain free from structures. This allows for both landscaping and open space around buildings for light and air circulation, but it also generally provides areas where public utilities may be installed. In many cases, public utility easements are established around the interior of lot lines, within the setbacks to allow for both Town public utilities, but also for private utilities such as telecommunications, gas, and power. Consistent setbacks in a neighborhood can help maintain a sense of regular rhythm and uniformity while also allowing for landscaping and open space.

The minimum proposed setbacks from the property line are 15' from Patrick Henry Drive, Toms Creek Road, Hunt Club Road and the existing Terrace View development to the east. The minimum proposed setback for Snyder Lane is 0'. The setback lines and right-of-ways are shown on Sheet Z4; along Toms Creek Road and Patrick Henry Drive, these combined areas contain wide sidewalks with open plaza areas, pocket parks, and robust landscaping (Sheets Z7 and Z9). These setbacks are smaller than the adjoining RM-48 which requires 25'-35' front setbacks, 10' side setbacks, and 25' rear setbacks. For comparison, the approved Sturbridge redevelopment includes 10' setbacks for front, side, and rear.

#### Buffering/Landscaping

There is no specific buffer yard requirement for the Planned Residential district as a whole because the nature of the proposed developments can vary so widely and the buffering proposed should be appropriate for the type, intensity, and context of the development proposed. Each application is evaluated with regards to buffering to determine the appropriateness of the proposal as it relates to the surrounding uses and neighborhood, and whether the effects of proposed buffering mitigate any adverse impacts to the surrounding area.

Staff stressed the importance of the streetscape particularly for Patrick Henry Drive. The application proffers more robust landscaping along Patrick Henry Drive and Toms Creek Road providing 1 understory tree per 30' of road frontage and 10 shrubs per 50' of road frontage in addition to the Town standard of 1 street tree per 30' of road frontage. The application meets the minimum street tree requirement along Hunt Club Road. The application proposes 1 street tree per 50' for Snyder Lane. A portion of the proposed streetscape is illustrated on Application Exhibit Z9.

The applicant will also have to show that the landscaping provided meets the Town ordinances for surface parking lot landscaping and overall site canopy coverage:

- 5% of the entire parking area (excluding access drive) landscaped with trees and ground cover in parking lot islands (§5427(a))
- 1 tree per 10 parking spaces (§5427(b))
- Perimeter parking area of at least 10' wide where parking is adjacent to right-of-way (§5427(f))

No buffering is proposed along the commonly owned property lines on the eastern boundary of the site.

### **Bicycle and Pedestrian Improvements**

Many individual policies and regulations address streetscape, bicycle, and pedestrian improvements as a high priority encouraging walkability and contributing to a high quality of life in Town. Providing enhanced pedestrian and bicycle facilities will encourage alternate-transportation behavior and lead to less dependency on personal vehicle trips. These facilities may include wider sidewalks, separation between the street and the sidewalk with a vegetated buffer strip, on or off-street bicycle facilities, covered bicycle parking, and other elements to provide a pleasant and safe streetscape experience. Often, private development serves an important role in providing missing links in the sidewalk and trail network throughout Town, as there is not enough funding within the Town's budget to complete all the bicycle and pedestrian projects as the Town grows. At this location in particular, the application is within close proximity to the Virginia Tech campus and it is anticipated that many residents will take transit, bike, or walk to class.

#### Sidewalks

Recognizing the importance of bicycle and pedestrian facilities, the applicant has been installing missing sidewalk segments adjacent to the existing Terrace View development unrelated to the rezoning process. For the redevelopment, the applicant is proposing a network of internal sidewalks to connect the building entrances to the public sidewalk, parking areas, bus stops, and amenity areas throughout the site. A minimum 10' sidewalk is proposed along Toms Creek Road and Patrick Henry Drive with wider areas incorporated into the design. *Development Strategies* notes that this will improve pedestrian access to and from the apartment complex. A minimum 10' sidewalk is proposed along Hunt Club Road and a minimum 8' sidewalk is proposed along Snyder Lane. Sidewalk is proposed at the back of curb for areas with on-street parking along Snyder Lane and Hunt Club Road which are internal to Terrace View.

#### Bicycle Facilities

Within the proffers, the applicant proposes extending the existing bike lane on Toms Creek Road to the intersection with Patrick Henry Drive. Currently, the bike lane ends prior to the intersection due to the lack of "No right turn on red" signage creating conflict points. Staff noted that this intersection would benefit from the placement of a Bike Box to allow for cyclists to queue at the head of the traffic lane. In response to these comments, the applicant has revised the application to include the placement of a Bike Box at the intersection. To assist bicyclist movements in this area, the Town should review the remainder of the intersection approaches and consider complementary improvements to any installed on the Terrace View side of the intersection. In coordination with staff, the applicant revised the application to include access from the Toms Creek Road bike lane into the proposed project.

Originally, the application proposed changes to Hunt Club Road and Snyder Lane including parallel and perpendicular parking with no bicycle facilities. *Development Strategies* and Town engineering staff noted safety concerns with proposed pull-in (perpendicular) parking on Snyder Lane with respect to cyclist visibility. As the site is less than 10 minutes from campus by bicycle, the applicant worked with staff to determine how best to accommodate the preferred level of amenities for Hunt Club Road and Snyder Lane. The revised application

includes widened sidewalk along Hunt Club Road of 10' and along Snyder Lane of 8' to accommodate shared areas for bicycle and pedestrian travel and removed the perpendicular parking areas.

### Bicycle Parking

The application proposes meeting the minimum Town standard for bicycle parking with ratio of 0.25 spaces per bedroom (380 spaces) divided between two parking garage locations as well as exterior locations as shown on Application Exhibit Z4. *Development Strategies* recommended the applicant consider providing bicycle parking at a ratio higher than the minimum particularly with the applicant's proposed parking ratio. As *Development Strategies* mentioned, the applicant has expressed interest in partnering with the forthcoming regional bike share for a future expansion. It is likely that bicycle, pedestrian, and transit usage will be high in this location, and the facilities to accommodate these alternative modes of transportation should be given high priority.

### Corridor Committee

The Corridor Committee reviews development applications, makes recommendations based on the Bicycle Master Plan and the Paths to the Future map in the Comprehensive Plan, and comments on opportunities that may arise to enhance bicycle and pedestrian routes and facilities in Town.

The Committee recommended that the applicant coordinate with the Town on providing safe crossing movements for bicycles and pedestrians to reach the commercial services across Toms Creek Road. Additionally, the Committee recommended more detail be provided regarding the locations of bicycle parking to ensure that adequate bicycle parking is available for visitors and bicycle parking is accessible from bicycle travel routes. The Committee also noted that consideration should be given to bicycle facilities on Hunt Club Road, Snyder Lane and internal to the development. Both of these recommendations have been incorporated into the revised application. The Committee also suggested that consideration be given to how best to minimize bicycle and pedestrian conflicts on shared facilities. Examples of best practices include clear signage and varied surface materials.

## **Parking and Circulation**

### Parking Ratio

The Planned Residential District allows applicants to choose a parking ratio that is different from the standards in the zoning ordinance with information to indicate why the proposed ratio is appropriate and will not have any negative effect on surrounding uses. The standard ratio is 1.1 parking spaces per bedroom for multifamily residential uses. This standard was designed primarily to respond to the parking demands associated with multifamily housing geared toward students.

However, in certain situations, a different ratio may be appropriate given the development's proximity to transit, the University, services, or the target market demographic. Providing the right amount of parking for a development is critical for the safety and convenience of the development's residents, but also for the safety and convenience of the surrounding neighborhood. Without adequate parking, residents and guests may overflow into the neighborhoods, where there may already be pressure for parking due to the rental tenancy, or small lot size. The Town is also concerned about developments that may be over parked adding unnecessary impervious surfaces. The goal is "right-sizing" the parking for each development to accommodate residents and guests.

In this case, the applicant has proposed a total of parking spaces ranging from 1,172 to 1,208 spaces for a parking ratio of 0.77-0.79 spaces per bedroom. This total includes structured parking and surface parking interior to the site as well as 11 reserved spaces on Hunt Club Road and Snyder Lane. The ratio does not include the 62 proposed public parking spaces along Hunt Club Road and Snyder Lane. The application indicates that the current parking ratio for the existing Terrace View development is approximately 0.78 spaces per bedroom

and that very few complaints were submitted related to parking in adjacent neighborhoods. Staff notes that the issue of overflow student parking on Stonegate Drive was brought up at the neighborhood meeting but with no specificity as to where the overflow may originate. The application also includes survey information relating to transportation habits of current residents that relates to the proposed parking ratio. The revised application also proposes a permit-parking policy to assist with parking issues on Application Page 13. With the exception of parking on Snyder Lane, all of the proposed parking is interior to the proposed buildings and thus, completely screened from view.

The vast majority of the parking (approximately 94%) is located within the two proposed parking garages. Each garage includes an entrance/exit on Hunt Club Road and an entrance/exit on Snyder Lane. The parking garages are four stories in height and include 1 electric car charging station per level, totaling 8 charging spaces. *Development Strategies* indicates the majority of recommended elements for parking design are met with the proposed redevelopment including reducing the need for parking, screening the parking, and improving site efficiency with the use of building-wrapped structured parking. *Development Strategies* and Town engineering staff, however, did note that the originally proposed perpendicular pull-in parking on Snyder Lane were a significant safety concern. As previously noted, the applicant has revised the layout of parking areas adjacent to Snyder Lane and revised the right-of-way vacation request and has fully addressed these comments.

#### Entrance and Circulation

The proposed development includes four access points: one proposed entrance on Patrick Henry Drive at Snyder Lane with two access points on Snyder Lane and two access points on Hunt Club Road. Three entrances are shown from the larger street network: Toms Creek Road and Hunt Club Road, Patrick Henry Drive and Snyder Lane, and Progress Street and Hunt Club Road (through the existing Terrace View development). The application does propose a new full access connection from Snyder Lane to Patrick Henry Drive. This connection helps to reduce the superblock configuration along Patrick Henry Drive. The application also proposes a new traffic circle at the intersection of Hunt Club Road and Snyder Lane. *Development Strategies* also recommends consideration be given to extending Snyder Lane to connect with Stonegate Drive at Broce Drive. The applicant can consider this extension across Hunt Club Road on Terrace View property but the Town would need to work with Stonegate Apartments to address any future connection outside of this rezoning process.

#### **Density & Occupancy, Lifestyle Conflicts**

Not only does the physical development of the property affect the neighborhood compatibility, but also the lifestyle of the target market for the project. There are a number of Town policies and goals that encourage the provision of housing for a variety of different citizens with different lifestyle needs. Blacksburg has been identified as both a great place to retire, as well as a good place to raise a family. The University is actively growing undergraduate enrollment which is impacting the Town's housing market.

This proposal is for the redevelopment of an existing multi-family residential development. The existing Terrace View development, according to the application, supports a mix of different residents including approximately 75% undergraduate students, 18% graduate students, and 9% non-students. The proposed occupancy is a family plus 2 unrelated persons or no more than 4 unrelated persons.

The development has no immediately-adjacent single-family residential neighbors. The development borders other phases of Terrace View to the south and east, commercial development to the west, and various forms of multi-family residential to the north. No lifestyle conflicts are anticipated with redevelopment in this location. Onsite residential management can often help alleviate neighborhood conflicts. The application states that the development would be managed by the property's onsite property management agent. Using an approach to similar the Sturbridge redevelopment, the applicant's proposal is an opportunity to increase student housing in an area that is already student-oriented.

### Density

The density of the development is also a factor in considering whether the proposed development is appropriate to the surrounding neighborhood. The proposed density is approximately three times the existing density of 533 bedrooms (approximately 38br/ac). The density of the surrounding multi-family residential ranges from approximately 17 bedrooms per acre to 48 bedrooms per acre. The proposed density of the development is approximately 114 bedrooms per acre. For comparison, the Sturbridge redevelopment density is approximately 89 bedrooms per acre; the density at the Alexander Residence is approximately 65 bedrooms per acre; and the density at the Edge apartments is 62 bedrooms per acre. The application indicates that the economics of the proposed density is what allows for the structured parking wrapped with the residential buildings. This avoids large areas of visible surface parking and impervious area. *Development Strategies* noted the inherent sustainability of the proposal in redeveloping at a higher density in a location with existing infrastructure to reduce sprawl. Similar to the Sturbridge redevelopment, the economics of increased density also mitigate demolition costs and the loss of income producing property while construction of redevelopment occurs.

### **Open Space**

The provision of open space is another component of residential communities that is included as a requirement for nearly every type of residential development. The Planned Residential Zoning District Standards and the Use & Design Standards for Multifamily Dwellings §4216(a)(6) require a minimum of 20% open space for developments. It is important that the open space be meaningful in its size and function and geared toward the use of the residents in the development. A minimum of 5,000 square feet of the required open space shall be dedicated for active or passive recreation for residents.

The open space plan (Exhibit Z7) shows a total of approximately 195,879 square feet (33%) open space, however, the application indicates that the development will provide a minimum of 20% open space. The Use & Design Standard for Open Space states that the areas contained within the required setbacks cannot be included in the Open Space calculation and the application calls out this area separately from the calculated amounts. Proposed open space areas contain passive and active recreation areas including but not limited to the pools, clubhouses, grills and tables, and a pet park. The open spaces as shown do include significant areas that are meaningful in size and functionality and are scattered throughout the site.

### **Signage**

The Planned Residential District allows applicants to propose a cohesive signage plan for the entire development as a part of the review of the application. Zoning Ordinance section 5532 states that a maximum of two permanent signs and three directional signs are permitted per lot in any residential zoning district. Additionally, one freestanding identification sign is permitted at each primary entrance to a residential development, up to a maximum of two. However, through the review of a Planned Residential District, signage may be proposed that is greater in size or quantity, or of a different form, than what is ordinarily allowed in Town. The application states that there will be five planned sign locations for the development, including one sculptural element that would not be considered a sign by Town standards as proposed.

The application shows four monument signs, two located at the entrance to the development on Snyder Lane, one sign located at the corner of Patrick Henry Drive and Toms Creek Road, and one sign located at the corner of Hunt Club Road and Toms Creek Road. Exhibits A1.2 and A1.2B provide measurements and elevations for the monument signs. The signs include text areas of 20 square feet each. Currently, the application notes a maximum height of 11 feet for three signs and 14 feet for one sign as shown on Exhibits A1.2. With the additional measurements provided, staff notes that the proposed residential identification signage is significantly greater than the standard for RM-48 zoning which would allow for up to 50 square feet of signage divided between two signs. The application also proposes two aluminum business signs with soft lighting of 24 square feet each for the collaborative work space and the new flex commercial space.

There are 3 directional signs proposed, each measuring 3 square feet. These signs are typically smaller, and help residents and visitors navigate to specific units or sections of a development. The application includes one garage parking entrance sign and two leasing center signs, each totaling just over 9 square feet.

Signage helps people navigate and locate their destination. Unique and innovative signage can help set a development apart from others, and can provide a consistent appearance within the development. The proposed development's architecture and scale is unique in this area and the signage materials reflect the building materials to present a cohesive package. The size, location, and quantity of signage should be evaluated as a part of the Planned Residential District rezoning request to determine if the proposed signage package is appropriate for the neighborhood and compatible with the surrounding area.

### **Solid Waste and Recycling**

The plan shows several locations within the parking garages denoted for trash disposal. Two locations are provided per level of each parking structure for trash, totaling 8 locations. The application notes that maintenance staff will bring the dumpsters to staging areas for pickup by the contracted company. The application also notes that recycling disposal will be provided at each location alongside trash disposal. If approved, Town staff will continue to work with the applicant during the site plan stage to ensure that the size and location of the staging areas, anticipated size of containers, and anticipated frequency of disposal are adequate to meet the service capacity as defined in Town Code.

### **EVALUATION OF IMPACTS**

In evaluating the potential effect on public services and facilities that this rezoning would have, the Town Engineering department has reviewed the Master Plan and application and the following comments are provided.

#### **Sanitary Sewer**

With respect to sanitary sewer, Town engineering staff has several comments for the applicant to address to meet specific engineering requirements for sewer that can be addressed at the site plan stage. The Town's sewer model indicates that there is adequate capacity to accept flows from the proposed development. There are not anticipated to be any issues that would impact the general layout of the design as proposed. The volume of wastewater flows do require approval from the Sanitation Authority and from DEQ. This does not present an issue at this stage but should be considered as the plan is binding in nature.

#### **Water**

With respect to water services, Town engineering staff has several comments for the applicant to address to meet specific engineering requirements for water that can be addressed at the site plan stage. The Town's water model indicates that the proposed development may need to replace the water main in Hunt Club Road in order to provide adequate fire hydrant flows. Additional fire hydrants may also be needed to meet Fire Code and Town Standards. Lastly, smaller dead end water lines within the rezoning area should be replaced with larger water lines and looped in accordance with the Town of Blacksburg Water Standards and Specifications.

#### **Stormwater Management**

The application submitted included a stormwater management concept plan. The plan has been reviewed by the Town's stormwater engineer and is approved at this time. Please see the attached letter for more information.

#### **Traffic & Transportation**

Town engineering staff reviewed the original application and coordinated with the applicant on a range of transportation issues. In particular, Town staff worked with both the applicant and with Blacksburg Transit to

determine an appropriate estimated trip generation, given certain assumptions about transit usage and the associated trip reductions that can be applied. Engineering staff also worked with the applicant on an analysis of turning movements to assess the impacts on public streets and determine if any improvements are needed. As a result of this coordination, the applicant provided a revised traffic study utilizing a 25% trip reduction (20% for transit usage and 5% for combined bicycle and pedestrian travel). In addition, Town staff coordinated with the applicant regarding the original design of Snyder Lane including parking layout and roundabout design. Following application revisions, Town engineering staff provided the attached comment letter regarding transportation. The Town also asked engineering firm WRA to provide comments regarding traffic impact analysis on Toms Creek Road for Terrace View traffic impacts. These comments are also attached.

The application indicates that due to trip generation, a left-turn lane and taper and a right-turn lane and taper are warranted on Toms Creek Road at Hunt Club Road. The applicant has included construction of these improvements in the proffer with further detail regarding design parameters within the application on page 27. The revised application also includes tapers for the right-in/right-out Snyder Lane entrance/exit at Patrick Henry Drive as warranted. Final design meeting the parameters can be addressed at the site plan stage, if approved.

Transportation items related to bicycle and pedestrian improvements and parking were previously discussed in the staff report.

### **Blacksburg Transit**

The site is currently served by Blacksburg Transit with full service stops along Toms Creek Road, Patrick Henry Drive, and Progress Street adjacent to the development and shown in the attached map. The applicant completed a transportation survey for existing Terrace View residents and has provided the results as part of the application package. The survey indicates high transit ridership for the existing development. Considering this information, the applicant is proffering to provide three new 4' x 12' bus shelters on Patrick Henry Drive and to replace one existing 4' x 8' brick shelter on Progress Street and provide each shelter with electricity.

In working with Blacksburg Transit, the applicant proposes relocating the northbound Toms Creek Road bus stop into the turn lane to allow for buses to leave the through travel lane. *Development Strategies* indicates that these proposed changes will improve the transit-riding experience for residents. The feasibility of this relocation will be determined during final design of the right-turn lane and taper at the site plan stage. Blacksburg Transit has indicated in the attached comments that the total turn lane length would need to be at least 200'-250' to accommodate turning traffic and a bus pull off. *Development Strategies* also suggested other ways to increase use of alternative transportation including consideration of car-sharing and resident education around transit services. The applicant has indicated interest in considering car-sharing for the project.

### **NEIGHBORHOOD MEETING**

A neighborhood meeting was held on May 31, 2018. There were several citizen attendees as well as staff and representatives from the applicant team. Meeting notes and the sign-in sheets are attached. There were a number of issues raised at the meeting and they are covered in the meeting notes. All citizen correspondence received to date has been included as an attachment to this report.

### **KEY ELEMENTS:**

- **Density with new form of development including wrapped structured parking**
- **Building mass, articulation, architectural style, & interface with streets**
- **Transportation**
- **Accompanying right-of-way vacation request**

## **SUMMARY**

The Planning Commission considered this request on August 7, 2018 and recommended approval. Town Council is asked to consider and take action to approve or deny the proposed rezoning request. If the request is approved, the property will be rezoned Planned Residential with any proffers offered by the applicant and accepted by Town Council. Any changes to the master plan would be required to be reviewed through the public hearing process to amend this PR district. If denied, the property will continue to be zoned RM-48 and any such subsequent development application will have to adhere to all the minimum standards found therein. The decision to grant or deny the rezoning request is a discretionary decision, and should be made according to the criteria outlined in §1151, and with the analysis provided.

## **PROFFER STATEMENT**

The applicant has submitted a revised proffer statement dated August 3, 2018:

1. The property shall be developed in substantial conformance, as determined by the Zoning Administrator, with the submitted rezoning application entitled Terrace View Phase I Planned Residential Development (the "Application") dated May 1, 2018 and revised August 3, 2018.
2. Applicant will provide a 4'x12' covered bus shelter at the location of each of the three existing bus stops on Patrick Henry Drive along the northern property line of the Terrace View community.
3. Applicant will construct a new right turn lane and taper and a new left turn lane and taper at Toms Creek Road and Hunt Club Road as addressed further in the application.
4. Applicant will extend the existing bike lane on Toms Creek Road to the intersection of Toms Creek Road and Patrick Henry Drive.
5. Applicant will construct a new sidewalk system along the sections of Patrick Henry Drive and Toms Creek Road which border the redevelopment site. The minimum width of the sidewalk will be 10'.
6. Landscaping will be provided along Patrick Henry Drive and Toms Creek Road to meet the following standard: 1 Street Tree per 30' of road frontage, 1 Understory Tree per 30' of road frontage, and 10 shrubs per 50' of road frontage. This proffer is intended only to provide the number of trees and shrubs to be planted and is not to be interpreted as a linear planting design requirement.

## **APPENDICES**

- A. Maps
- B. Staff Appendix with supporting regulations: Comprehensive Plan & Zoning Ordinance
- C. Development Strategies: An Advisory Memo for the Town of Blacksburg on the Patrick Henry Corridor and Terrace View Redevelopment Proposal
- D. Staff Comments/Memos
- E. Neighborhood Meeting Notes and Sign-In Sheet
- F. Correspondence received by August 9, 2018