

TO: Planning Commission

FROM: Kinsey O'Shea, Town Planner, AICP KO

TITLE: RZN19-0005/ORD 1906- Rezoning request to rezone 3.556 acres of property at 900 and 1002 Glade Road and vacant parcels on Glade Road (Tax Map Nos. 225-A-5; 225-A-6; 225-A-7 and 225-A-4 (portion)) from RR-1 Rural Residential 1 to PR Planned Residential for Multi-Family Housing and Townhomes by Craig Stipes of Broad Street Partners, LLC (applicant, contract purchaser) on behalf of the Ruth Epperly Life Estate; Kevin Gilbarte; and Cary Hopper (owners).

DATE: January 17, 2020

At the November 5, 2019 Planning Commission Public Hearing, the Planning Commission heard the request to rezone 2.869 acres from RR-1 Rural Residential to PR Planned Residential. The request was recommended for denial at a vote of 7-0. Staff and the applicant presented the request at the November 19, 2019 Town Council work session. The applicant received feedback from the Town Council, and advised council of their intent to make changes to the plan. The applicant requested that the revised plan be reviewed by the Planning Commission. Subsequently, the applicant has submitted a revised application that incorporated both plan and text changes, as well as additional proffer language. Due to the nature of the changes, a second neighborhood meeting will be held on January 23, 2020. Notes and sign-in information from that meeting will be provided to the Planning Commission prior to the February 4, 2020 public hearing.

This memo covers the changes to the application, plan, and proffer statement. Attached to this memo is the Staff report dated November 15, 2019, which was written for the Town Council ahead of the November 19, 2019 Town Council work session, and takes into account the original staff report dated 09/13/19; and subsequent PC update memos dated 10/10/19, and 11/01/19. This staff report is included as an attachment as much of the analysis contained in it is still relevant to the revised request.

The applicant has provided a revised request dated January 3, 2020, to rezone parcels totaling 3.556 acres at 900 and 1002 Glade Road and vacant parcels on Glade Road (Tax Map Nos. 225-A-5; 225-A-6; 225-A-7 and 225-A-4) from RR-1 Rural Residential 1 to PR Planned Residential. The applicant is proposing to maintain the 12-unit existing apartment building at 900 Glade Road, and construct 16 cottage units (previously 10 cottage units); two 4-unit townhome buildings; and two 12-unit apartment buildings.

This revised application includes one 48-page document. The proffer statement, planned residential district narrative, comprehensive plan analysis, conclusion, and appendices were all revised in the updated application. Changes to the request include an increase in the number of cottage units, an increase in the total number of bedrooms, an increase in the total parcel acreage, and a decrease in overall residential density. There will be 117 bedrooms, for an overall density of 33 bedrooms per acre (previously 104 bedrooms, 37 bedrooms per acre). The Future Land Use Designation in the Comprehensive Plan is Low Density Residential, which allows up to 4 dwelling units per acre. This represents an increase above the Future Land Use designation density. **Please see the revised application for more detail.**

The January 3, 2020 application changes include:

- Increase in the number of cottage units
 - Applicant is now proposing to construct 16 cottage units, rather than the 10 cottage units previously requested. The applicant has added one 3-bedroom cottage unit, and five 2-bedroom units. The previous request showed six 3-bedroom units, and four 2-bedroom units. The revised plan shows a total of seven 3-bedroom units, and nine 2-bedroom units.
- Increase in the total number of bedrooms
 - Applicant is now proposing 117 bedrooms, rather than the 104 bedrooms previously requested. As proffered, there are no 4-bedroom units proposed.
- Increase in the total parcel acreage
 - Applicant is now requesting to rezone 3.556 acres at 900 and 1002 Glade Road and vacant parcels on Glade Road, rather than the 2.869 acres previously requested. This increase in acreage is due to additional land to be added to the parcel from the 3-acre Cary Hopper parcel (a portion of tax parcel 225-A 4) to the rear. The impetus for this additional land added to this request is due to the applicant's discussions with the Mr. Hopper, the adjacent property owner (tax parcel 225-A 3; 41 acres) regarding potential future development on the 41-acre Hopper property. While no development request has been filed, the adjacent owner indicated that a potential development on the 41-acre property may require a turn lane. The applicant for this rezoning request has been able to show on the revised plan, that a turn lane into the adjacent property could be accommodated along the frontage of this rezoning area, in exchange for additional land in the rear of this development. This additional area in the rear provides space for more cottage units; recreation amenities including more community garden plots; increased open space; and a proposed dog park; as well as the ability for the townhomes to be located further away from Glade Road, to accommodate a potential future turn lane for an adjacent development.
- Decrease in overall residential density
 - Applicant is proposing to change overall residential density from the previous request of 37 bedrooms per acre to 33 bedrooms per acre. The lowering of density is a result of the overall increase in parcel size. The Future Land Use designation for this property is low-density residential, which allows for up to 4 units per acre. The request does represent an increase above the designation.
- Multi-use trail
 - Applicant is proposing to construct a 10' wide multi-use trail on neighboring property along the western property line. The trail is proposed to be constructed from the rear of the property, to Glade Road. The previous version of the request did not accommodate a trail or trail easement. The Paths to the Future map in the Comprehensive Plan shows a route parallel to the bypass along the subject property, and the adjacent Hopper property. The revised plan does show construction of a trail segment along the western property line, on the Hopper property. This trail segment will allow future connection opportunity to the 41+ acre Hopper property to the rear. This trail segment meets the intent of providing connectivity to implement the Paths to the Future map and provides a connection point for the adjacent property for future development.
- Open space in setbacks
 - The previous version of the application did include a request to allow the setback areas to be included in the open space calculation. The Use & Design Standards for Open Space §4328(a)(5)

prohibits open space from being located in setbacks. The revised plan shows that the setback areas are not included in the calculation of open space, except for a small area in the rear of the property where the proposed trail is located. The revised open space calculation is 21.7% proposed, where previously 20% open space was provided, including setback areas.

The January 3, 2020 updated Proffer Statements include:

- Applicant **updated** substantial conformance statement to include January 3, 2020 revision.
- Maximum height of structures (**no change from 10/23/19 proffer**).
 - Single-unit multifamily dwelling (cottage): 32'
 - Multifamily dwelling: 42'
 - Townhomes: 32'
 - Community building: 28'
- A parking policy with parking permits will be developed (**no change from 10/23/19 proffer**).
- Occupancy of a family plus two unrelated individuals, or no more than 1 unrelated individual per bedroom (**no change from 10/23/19 proffer**).
- 4-bedroom units shall not be constructed (**no change from 10/23/19 proffer**).
- Units will not be leased by the bedroom (**no change from 10/23/19 proffer**).
- Signage will comply with residential signage regulations §5532 in the Zoning Ordinance (**no change from 10/23/19 proffer**).
- A **new** proffer was added to address the need for affordable housing in town. The applicant proffers that rents in the existing building of \$1000/month and \$750/month will be maintained for a period of five years from the issuance of the certificate of occupancy. This will be established by recording a covenant by the owner prior to a certificate of occupancy being issued for the property (**This was previously discussed, and included as a covenant, but was not a proffer prior to the January 3, 2020 revisions. The covenant did also maintain that following the period of flat rents, for a period of 5 years, rents would be maintained at no more than 5% increase. The proffer only addresses the first 5-year flat rental commitment**).
- A **new** proffer was added stating that residents in a minimum of 50% of the dwelling units shall be required to demonstrate, through a pay stub or other means, that their income is two times their monthly rent obligation at the time of unit rental. Non-tenant guarantors on the leases of these units are not permitted.
- A **new** proffer was added stating that the applicant will ensure that the structures will be constructed to include sustainable building practices including LED lighting, high efficiency heat pumps, minimum EarthCraft standard R-values, composite siding and trim, low flow plumbing fixtures, and Energy Star appliances (**The applicant should clarify this proffer as to whether it applies only to new construction, or to renovation of the existing structure as well**).

Attachments

- Revised Rezoning Area aerial map
- Staff report dated November 15, 2019 (*this staff report was written for the Town Council ahead of the November 19, 2019 Town Council work session, and takes into account the original staff report dated 09/13/19; and subsequent PC update memos dated 10/10/19, and 11/01/19*)

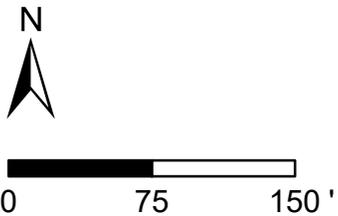
**RZN19-0005
Glade Road
PRD**

**900 & 1002
Glade Road**

**Revised Rezoning
Area**

Legend

-  New Rezoning Area
-  Land to be Added
-  Original Rezoning Area
-  Parcels



MEMORANDUM

To: Town Council

From: Kinsey O’Shea, AICP; Town Planner for Current Development

Date: November 15, 2019

Subject: RZN19-0005/ORD 1906- Rezoning request to rezone 2.869 acres of property at 900 and 1002 Glade Road (Tax Map Nos. 225-A-5; 225-A-6; 225-A-7) from RR-1 Rural Residential 1 to PR Planned Residential for Multi-Family Housing and Townhomes by Craig Stipes of Broad Street Partners, LLC (applicant, contract purchaser) on behalf of the Ruth Epperly Life Estate and Kevin Gilbarte (owners).

SUMMARY OF REQUEST

Property Location	900 & 1002 Glade Road
Tax Parcel Numbers	225-A-5; 225-A-6; 225-A-7
Parcel(s) Size	2.869 acres
Present Zoning District	RR-1 Rural Residential-1
Current Use	Single-family residential; multi-family residential; undeveloped
Adjacent Zoning Districts	North: RR-1 Rural Residential-1 East: US 460 Bypass South: RR-1 Rural Residential-1 West: RR-1 Rural Residential-1
Adjacent Uses	North: Vacant/Undeveloped; Agriculture East: US 460 Bypass South: Single-family residential West: Single-family residential
Adopted Future Land Use	Low Density Residential
Proposed Uses	Multi-family residential
Proposed District Standards	
Maximum Height	42’
Minimum Setbacks	Front: 10’ Side: 10’ Rear: 10’
Maximum lot coverage	58% impervious
Maximum FAR	0.52
Proposed Maximum Density	104 Bedrooms (36 br/ac)
Proposed Minimum Parking	1.0 parking spaces/bedroom; 111 spaces
Proposed Bike Parking	0.5 spaces per bedroom; 50% covered
Minimum Open Space	20% of total district area (includes setback areas)

KEY ELEMENTS ANALYSIS

The key elements listed below are in the order found in the staff report, and do not represent a prioritized list. More in-depth analysis is found in the staff report:

- **The proposed density of this development is significantly greater than surrounding neighborhood, and what is allowed under both the Comprehensive Plan Future Land Use designation and the Zoning District standards.**
- **The proposed multifamily uses are more intense than the surrounding single-family and agricultural uses.**
- **The applicant is requesting an exception to the Use and Design Standard for Open Space to allow the setbacks to be included in the calculation.**
- **The applicant is requesting exceptions to Use and Design Standards for Townhomes and Multifamily dwellings to allow buildings to be closer together than the minimum standard in the zoning ordinance.**
- **The applicant is not proposing a trail or easement along the eastern portion of the property where the Paths to the Future indicate a trail connection.**

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.

EXISTING CONDITIONS

The property subject to this rezoning is currently occupied by a 6-unit multifamily dwelling, and a single-family dwelling. If approved, the single-family dwelling would be demolished. This property has frontage on Glade Road and abuts the US 460 Bypass to the east. The property is situated immediately beyond the Glade Road bridge over the bypass. The topography of the site slopes down from Glade Road. Much of the site is open lawn/field area with some trees along the property lines to the west and north. There is a significant existing tree buffer both on the property, and within the VDOT right-of-way along the bypass.

DEVELOPMENT PROPOSAL

The development proposal entails the demolition of the existing single-family structure, and renovations to the existing multifamily structure. Two new 4-unit townhome buildings are proposed along Glade Road. Behind the townhomes, ten 2- and 3-bedroom cottages are proposed down the slope. At the bottom of the slope, near the northern property line, a large open space area including a fire pit area, clubhouse, and community garden space is proposed. Behind the existing multifamily dwelling building, two 12-unit multifamily garden style apartments are proposed. There is lawn space surrounding the buildings, and surface parking proposed for each of the buildings. The townhome units will also contain park-under 2-car garages accessed from the rear. Sidewalks connect the buildings and amenity areas onsite.

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.

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 with 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 Future Land Use designation of this property is Low Density Residential, which allows for up to 4 units per acre. Typical implementing districts include RR-1, RR-2, R-4, and PRD. The proposal for 17 units per acre is a four-fold increase in the envisioned density in this area and is not in keeping with the Future Land Use designation. The existing multifamily dwelling property is an existing nonconformity with the Future Land Use designation, with an approximate density of 6 units per acre.

While much of the land west of the Bypass is zoned RR-1, and designated as Low-Density or Very Low-Density Residential, there are several developments west of the bypass that have been developed at higher density than the surrounding area. The Retreat PRD, Hethwood PRD, Haymarket Square PRD, Smith's Landing, Oak Manor, and Brightwood Manor are all developed at varying densities above what the surrounding RR-1 zoning district would allow. However, all of these districts fall under Comprehensive Plan Future Land Use designations that do allow for higher density development. In some of these cases, the FLU was applied based upon pre-existing conditions and development patterns, and in others, such as The Retreat, the request for FLU designation change was made prior to the rezoning development request. The applicant for this development has not filed a request to change the FLU to a designation in keeping with the proposed density, but such a request is not required prior to filing for a rezoning.

Map B: Urban Development Areas

The proposed development does not lie within any Urban Development Area or Mixed Use Area. These designations do not prohibit mixed-use developments outside these areas, nor do they require mixed use developments within the designated areas.

Map C: Neighborhood, Employment, and Service Areas Map

The subject area is located in a “Suburban Residential Neighborhood” as indicated on the map. These areas are commonly made up of single-family detached homes on quarter-acre or larger lots. These neighborhoods are characterized by owner-occupancy, though some homes in any given neighborhood may be rented. Transit typically does not serve these areas, and thus most of the commuting patterns of the residents rely on the use of personal vehicles.

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. The applicant has provided justification for their request for PRD in the application.

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 mostly single-family residences with existing undergraduate student-oriented multi-family residential uses and small commercial uses across the Bypass. 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 proposed development:

PROPOSED DISTRICT STANDARDS	
MAXIMUM HEIGHT	42'
MINIMUM SETBACKS	Front: 10' Side: 10' Rear: 10'
MAXIMUM LOT COVERAGE	58% impervious
MAXIMUM FAR	0.52
PROPOSED MAXIMUM DENSITY	104 bedrooms (36 br/ac)
PROPOSED MINIMUM PARKING	1.0 spaces/bedroom (111 parking spaces shown)
PROPOSED BIKE PARKING	0.50 spaces per bedroom; 50% covered
PROPOSED MINIMUM OPEN SPACE	20% of total district area (includes setback areas)

The building orientation, style, materials, scale, massing, and height of a development are elements affecting how a proposed development fits into the surrounding area. The proposed development mixes the existing two-story brick apartment building with three additional building styles: townhomes, garden-style apartment buildings, and single-unit cottages.

Building Architecture

The existing building has a street appearance of a townhome building, with individual unit entries at grade along the front of the building. The new townhomes on Glade Road are a mixture of cementitious siding & brick, with front porches along the street. The townhomes are proposed to be 2-stories on the front with gabled roof. The rear elevation of the townhomes will be 3 stories, with a two-car garage comprising the bottom floor. The application indicates that the townhouses will be no more than 32' tall as measured from the front.

Behind the existing apartment building, 2 three-story garden apartment buildings are proposed. The grade difference between these buildings and the street is such that the top of the roof will be approximately even with the roof of the existing apartments. The proposed apartments will also have a mix of cementitious siding and brick, with architectural shingles and metal roof accents. The front elevation facing the existing apartment building will have an open breezeway and stair. The proposed apartment building is 42' in height as measured from the front, which is a 3-story elevation. The rear elevation is 4 stories.

The rear western portion of the property contains 10 proposed single-unit cottages. These cottages will be similar in nature to the existing cottages at Preston Row, on Progress Street, which was also developed by the applicant. The cottages will be a mix of 2- and 3-bedroom units. The cottages will feature a narrow front and a broader side elevation. The facades will contain a mix of cementitious siding, porches, and gabled roof elements. The cottages will all be 2-story units with no basement. The maximum height proposed for these units is 32'.

The community building at the rear of the site will be a single story building featuring a covered porch, fitness room, restrooms, and mail facility. The community building will have similar architectural features and materials to the other buildings onsite and has an overall appearance of an agricultural accessory building, which is in keeping with the agricultural nature of the surrounding area. The proposed community building height is 28'.

The proposed townhomes and apartment buildings are similar in size to the existing apartment building and other apartment buildings east of the Bypass and the larger multifamily buildings will be largely shielded from view by the topography and the buildings in front. The cottages are each a fairly small footprint, similar in size

and scale to the surrounding single-family homes. The existing surrounding neighborhood is a wide mix of architectural styles, including small older homes, though most of the surrounding homes were constructed later than the late 1970s. These homes are a mix of low-slung brick ranch homes, and some two-story farmhouse-style homes. The proposed architecture appears to be a mix of farmhouse vernacular, with craftsman features, and is compatible with the surrounding neighborhood. The applicant has not proffered any certification of green building such as LEED or EarthCraft. However, the proposed materials are durable and high-quality.

Use & Design Standards

The Use & Design Standards applicable to this development pertain to Multifamily Residential, and Townhome Dwellings. There are a number of standards that apply, and several require exceptions. The standards below require additional consideration or exceptions. Standards not listed have been adequately satisfied.

§4216 (a)(1): Except in the DC district, the minimum separation between each multifamily dwelling shall be twenty-five (25) feet.

The application indicates that the building separation is a minimum of 8'. *The application will have to show that multifamily building separation meets this standard, or an exception is required. Due to the nature of multiple cottages on a single lot, and the application use type of "single-unit multifamily dwelling", the cottages are considered multifamily units and therefore would have to adhere to this standard or an exception would have to be requested for these units as well.*

§4216(a)(6): Except in the DC district and the MXD district, for any development of twenty (20) or more bedrooms, a minimum of 20% of the gross land area shall be reserved as open space. A specific recreational activity area or areas shall be developed and maintained for the residents of the development as part of this open space

Further discussion regarding open space is found later in this staff report.

§4231(b)(3): Except in the DC district, the minimum separation between any contiguous series of townhouse units shall be twenty (20) feet from any other contiguous series of townhouse units. The minimum separation between any contiguous series of townhouse units shall be forty (40) feet from any other adjacent principle structure.

The application indicates that the building separation is a minimum of 8'. *The application will have to show that townhome building separation meets this standard, or an exception is required.*

§4231(b)(11): Except in the DC district and the MXD district, for any development of five (5) or more townhouses, a minimum of 20% of the gross land area shall be reserved as open space. A specific recreational activity area or areas shall be developed and maintained for the residents of the development as part of this open space...

Further discussion regarding open space is found later in this staff report.

§4231(b)(14): Front yard setbacks for adjacent units shall vary a minimum of three (3) and a maximum of eight (8) feet.

The master plan indicates that the units will be flush with one another. No floor plan of the entire townhome building has been provided to show that the units are flush, or vary in front yard setbacks. *The applicant will have to provide additional information to show that this standard is met, or request an exception to this standard. Furthermore, the applicant may wish to provide a plan view and elevation view for the townhouse units to better depict the proposed Glade Road frontage.*

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.

Of particular importance are two guidelines from the *Residential Infill Guidelines* Site Design & Parking section:

- In residential neighborhoods, multi-family housing should adopt the predominant setback, but should also vary the building façade to relieve the appearance of mass.
- Setbacks should be proportional to the height and mass of a building

The applicant has proposed 10' setbacks around all sides of the property. The applicant has also proposed a building separation minimum of 8'. These setbacks are less restrictive than the surrounding RR-1 setbacks, which are 60' from the centerline of the road (for collector roads less than 50' ROW width—Glade Road ROW is approximately 45') front yard; 10' side yard, and 20' rear yard. The proposed 10' front setback allows a building to be located approximately 33' away from the centerline of the road. If the property developed following the District Standards for RR-1, the front yard setback would be approximately 30-35' from the property line at the ROW. The proposed setback of 10' is significantly closer than the current zoning would allow and is typical of a more urban environment. The existing apartment building is approximately 30' from the property line at the ROW, or 70' from the centerline of the road. One of the existing single-family homes across Glade Road from the proposed development fronts on Oriole Drive, and has a setback of approximately 24' from the property line at the Glade Road ROW. Other homes along Glade Road have much deeper setbacks from the street.

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 and 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.

The application shows street trees, parking lot trees, and overall tree canopy coverage on the Landscape Plan. The applicant will have to provide more detail to ensure that parking lot landscaping at a rate of 1 tree per every 10 spaces and 5% total area canopy coverage standards are met. The applicant is showing street trees along Glade Road at a rate of 1 tree per every 30' of frontage, and an overall canopy coverage of 10% minimum. The shallow setbacks along the Glade Road frontage may make street trees difficult to maintain and keep away from the structures. ***For this reason, and to be more in keeping with the surrounding area, the applicant should consider increasing the front setback along Glade. The applicant should also show street trees (existing or proposed) along the 460 Bypass frontage.***

*No specific buffer yards are proposed in the application text. Along the rear of the proposed development, an area of Norway Spruce is proposed to line the borders of the amenity area. **Since the proposal is significantly denser than the surrounding area, the applicant may wish to consider a buffer yard along the western property line.***

Bicycle and Pedestrian Improvements

Many individual policies and regulations address streetscape, bicycle, and pedestrian improvements as being a high priority to 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.

Sidewalks

The existing sidewalk along Glade Road is approximately 5' wide and located immediately at the back of the curb. The minimum standard for sidewalks in Town is 5' wide with a 4' vegetated buffer strip. New development is an opportunity to improve existing conditions to meet or exceed Town Standards. The applicant is not proposing to alter the existing sidewalk in any way. *Given the high volume of bicyclists and pedestrians in this area, a wider sidewalk and/or buffer strip would greatly improve the pedestrian experience.*

The application does show sidewalks within the development connecting the buildings to each other, to the public sidewalk, and to the amenities. *Additional sidewalk connections should be considered including along the driveway entrance and the western property line where residents are likely to walk.*

Bicycle Facilities & Parking

There is existing 5' wide paved bike lane (plus gutter pan) along both sides of Glade Road. This area does see a high volume of recreation and commuter bicyclists. The applicant is proposing 2 bike huts that would house 8 bicycles each. Two additional uncovered bike racks containing 5 bikes each are placed near the street, and near the community building. The applicant is proposing the minimum bicycle parking required of 0.25 spaces per bedroom. *In order to further discourage and decrease personal vehicle trips, bicycle parking for the development should be increased, the majority of which should be covered and secure.*

Corridor Committee

The Corridor Committee reviewed this request and had several comments as below:

- Two bike huts are shown on the Concept Layout. The applicant should provide more clarity in the text on what a bike hut is. An elevation/rendering of the cover and any lighting would be helpful.
- Complete the pedestrian connection/sidewalk from the crosswalk in the parking lot to the public sidewalk on Glade Road.
- The application does not fully address the Paths to the Future. The Paths to the Future Map shows a path along the eastern property line, parallel to US 460. The applicant should better integrate/address Paths to the Future on the site.
 - Consider adding sidewalk or sidewalk easement along the eastern property line. If sidewalk is added in this location, it should have the appearance of being usable to the public and not only to serve those living in this development.
 - Depending on grades, the two apartment buildings could be shifted west to accommodate a trail along the eastern property line.
- There is interest in having connectivity from the internal sidewalks on the western end of the property to the public sidewalk along Glade Road as well.

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.

The application provides for a minimum parking ratio of 1 space per bedroom with the master plan layout showing 118 parking spaces (1.05 spaces per bedroom). Each of the townhouses will have a two car garage, which is included in the parking calculation. In addition, each townhouse unit has two surface parking spaces, which are included in the parking calculation, located behind the rear garage. The applicant indicates that these spaces would be limited to townhouse guest parking. In operation, this provides 1.33 spaces per bedroom for the townhome units and approximately 0.98 spaces per bedroom for the other units. *This proposal essentially creates a parking configuration that would require drivers to move vehicles to access the garage spaces. This may be more problematic when units are occupied by unrelated individuals. The transportation memo (attached) also indicates that a limited number of parking spaces may conflict with the development entrance.*

Entrance and Circulation

There is one entrance proposed to the site opposite Oriole Drive. None of the parking lots are interconnected, each terminating in a dead end. This is not an ideal arrangement as it requires vehicles to turn around if there is no parking left in the lot or back down the drive aisle until a suitable turnaround point is found. This configuration is also troublesome for emergency vehicles and delivery vehicles which are considerably larger than typical passenger cars. At a minimum, the parking lots should be designed such that there is adequate turning and maneuvering space at the ends of the parking lots.

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. There have been a number of developments and redevelopments in the last several years that have sought to meet the demand for highly-amenitized off-campus student housing. There are almost 3,000 beds of off-campus student housing that have been approved in recent years that have yet to be constructed. Several of the large recently-approved projects include the Terrace View and Sturbridge redevelopments, Cedar Run Overlook, 1222 Patrick Henry Drive, 30-R at the CRC, and the Frith property development on Toms Creek Road. A chart containing the last 5-years of rezoning applications is included in the staff appendix.

In response to the recent surge of requests for rezoning for off-campus student housing, the Town Council recently passed a resolution adopting a policy of considering limited opportunities for more undergraduate student housing, specifically those where lifestyle conflicts are less likely to occur, and have significant

commercial and office uses, and are particularly sensitive to site context, and are constructed with quality building materials.

Density

The density of the development is a factor in considering whether the proposed development is appropriate to the surrounding neighborhood. The Planned Residential Zoning District allows an applicant to choose a maximum residential density. This proposed standard should be considered and evaluated for its appropriateness and compatibility with the surrounding neighborhood, given the target market for the proposed development, the demographics of the surrounding neighborhood, and the proposal's mitigation of adverse impacts.

The proposed density of 39 bedrooms per acre or 17 units per acre is significantly higher than the existing residential density in the surrounding neighborhood. The surrounding neighborhood is zoned RR-1, which allows for up to 1 dwelling unit per acre, and requires subdivision developments to dedicate 50% of the parent parcel as permanent open space. The existing neighborhood is developed in a pattern more similar to R-4, which allows 4 units per acre, with a minimum lot size of 10,000 square feet which is consistent with the Low Density Residential Future Land Use. The existing apartment building is an existing legal nonconformity as to residential density. *Overall, the proposed density represents approximately 4 times the allowed density based on the Future Land Use and 17 times the density allowed by-right.*

Occupancy

The Planned Residential District restricts residential occupancy to a family plus 2 unrelated individuals, or no more than 4 unrelated individuals in townhome and multifamily developments. However, the ability to create a different occupancy standard is allowed under the district's flexibility.

The applicant proposes the following occupancy standard:

For unrelated persons, occupancy of the units within this development shall be restricted to one person per bedroom. This shall not apply to the occupancy of any unit by a family, as defined in the Zoning Ordinance.

This standard would limit occupancy of the development to 112 unrelated individuals. *However, it is unclear how this standard would be applied to families. The applicant should clarify this proposed standard.*

The application does not specifically describe the development as student housing but rather as multi-family housing that will appeal to all types of residents. The units will be a mix of 1-, 2-, 3-, and 4-bedroom units; though, not all units feature bed-bath parity. However, the occupancy standard, coupled with the provided amenities, is more typical of purpose built student housing. Furthermore, no proffers have been provided that indicate this development is to be non-student-oriented.

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. The Planned Residential District standards require that a minimum of 5,000 square feet of the required open space shall be dedicated for active or passive recreation for residents.

The applicant is proposing two open space areas on the property. The smaller of the two is located adjacent to the existing apartment building and the Bypass, and is otherwise unusable land. However, it is not insignificant in size. It is approximately 5,000 square feet and contains picnic tables and grills. The larger open space is located toward the rear of the property and contains a dog park, yoga lawn, pool, and community building. This area is approximately 20,000 square feet, or nearly half an acre. The boundaries of this area are straightforward and logical, and the size and layout of the space is meaningful.

The applicant has provided a request for an exception to the Use & Design Standards for open space §4328(a)(5), to allow the areas in the setbacks to count toward open space. It is not known what the open space would be if the setback areas were excluded from the calculation. *The applicant may wish to provide this calculation for consideration.* The application states that this exception is only applicable where open space abuts the property lines. The master plan shows the open space in two areas with relatively logical boundaries. The applicant has not chosen to include all the remaining greenspace on the property (within setbacks or otherwise) as part of the required open space, as has been the case with some recent requests for high density multifamily housing. The intent of this standard is to not allow “double-dipping” for land that cannot be improved with buildings or structures. The setback areas are required to remain free of structures or improvements; and the intent of open space is to provide ample land within residential developments for conservation areas, recreation areas, and restriction of certain uses within the open space that may otherwise be allowed in a particular zoning district. *By allowing an applicant to include setback areas as part of the open space, the overall provision of open space is reduced.*

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 applicant has stated that there will be one monument sign near the entrance to the site, compliant with §5532 of the zoning ordinance, which provides regulations for identification signage and monument signage. While these regulations apply to RR-1, RR-2, R-4, R-5, OTR, RM-27, and RM-48, the applicant is committing to adhere to these standards for this PR district as well. These regulations state that one monument identification sign is allowed, up to 35 square feet and not to exceed 8’ tall, since there is only one entrance. The regulations also state that a maximum of 2 permanent signs and 3 directional signs are allowed. *The applicant should provide more specific information regarding the proposed signage, including any signage on the buildings, and monument signage.*

Solid Waste and Recycling

Two dumpster areas are proposed for the development, and the application states that these areas will contain both refuse and recycling containers. The specific dimensions of these areas are not known at this point, but the applicant will have to ensure that the enclosure areas will sufficiently accommodate the required facilities.

EVALUATION OF IMPACTS

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

Sanitary Sewer

The Town engineering staff has reviewed the proposed development with regards to sanitary sewer service. Further information is needed in order to determine the impact of the proposed development on the Town's sanitary infrastructure. Specifically, the projected sewer flow rates for the different types of units need to be corrected based on differing unit types. Additionally, the applicant has not shown that the development meets the Town's requirement in specifications that all units must be served by gravity to the lowest floor elevation. Lastly, the applicant has not completed a downstream capacity study.

Water

The Town engineering staff has reviewed the application with regards to water service, and states that the existing water system has adequate capacity and pressure to serve the site. Additional information is needed from the applicant to determine compliance with all the Town's standards and specifications, but can be addressed at the site plan stage.

Stormwater Management

The stormwater management concept plan has been reviewed by the Town engineering staff and has been approved at this time.

Traffic & Transportation

The Town engineering staff has reviewed the traffic information provided by the applicant. Based upon the information provided, an in-depth traffic analysis of impacts is not warranted using the trip generation of approximately 277 trips per day generated by this development. Turn lane information was also provided, and shows that neither a left-turn lane nor right-turn taper are warranted on Glade Road for the development. Engineering staff provided several comments with regard to the layout and design of the proposed entrance which are included in the staff memo attached to this report.

Blacksburg Transit

Blacksburg Transit does not serve the immediate area. The nearest stop is approximately ¼ mile away and requires crossing Glade Road. This stop is located on Old Glade Road. There are additional stops on University City Boulevard, and at University Mall.

NEIGHBORHOOD MEETING

A neighborhood meeting was held on August 28, 2019. There were a number of attendees. Please see the sign-in sheets and notes from this meeting attached to this report.

SUMMARY

The Planning Commission is asked to consider and make a recommendation of approval or denial of 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 RR-1 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

A proffer statement has been provided with the application. It is undated, and unsigned. The proffers, generally are as follows:

1. The property shall be developed in general conformance with the submitted rezoning package entitled “Planned Residential District Rezoning for the Glade Road Multi-Family Development” rezoning package dated July 31, 2019, prepared by Gay and Neel, Inc. This includes the site development plan and architectural schematics.
2. The maximum building height for structures within the project shall be as follows:
 - Single Unit Multi-Family Dwellings: 32 feet
 - Multi-Family Dwellings: 42 feet
 - Townhomes: 32 feet
 - Community Building: 28 feetBuilding height shall be defined as the distance from the threshold of the front door of the structure to the highest point of the structure.
3. The applicant shall develop a parking policy and shall (i) issue parking permits/stickers to residents and (ii) implement parking enforcement measures such as signage and towing as necessary. The number of permits/stickers shall be limited to the number of parking spaces as shown on the plan.

APPENDICES

- **Staff Appendix**
- **Staff GIS Maps**
- **Staff Transportation Memo dated September 12, 2019**
- **Neighborhood Meeting Notes & Sign-in sheets**

RZN19-0005 Glade Road Multifamily Planned Residential Development

Staff Appendix

This appendix is provided to give additional supporting information from the Comprehensive Plan, the Residential Infill Guidelines, and the Zoning Ordinance in order to allow the staff report to focus on the analysis of the application.

Physical Site Development

Building Orientation, Scale, Massing, Height

- **Comprehensive Plan Land Use Policy LU.6** Consider the compatibility of development with surrounding uses. Utilize strategies such as landscaping or other buffering techniques along with modification of site design to minimize impacts and facilitate compatibility
- **Residential Infill Guidelines Best Practice #1:** Respect neighborhood context and enhance community character
- **Residential Infill Guidelines Best Practice #2:** Provide...transitions...of building scale, building design, form and color...Complementary architectural design, materials, scale, massing and the use of landscape, screening, and open space are strategies to achieve compatibility within the neighborhood and the Town.
- **Residential Infill Guidelines Site Design & Parking:**
 - Buildings oriented toward streets are a key characteristic of Blacksburg's residential neighborhoods.
 - Locate the primary entrance towards the street
 - Clearly define the primary entrance of the structure by using a front porch or stoop, and other architectural details.
 - Retain space in front of the structure to relate to the street or sidewalk without intervening elements such as parking.
 - Entry porches and porticoes in two-story homes should be one story to minimize the appearance of bulk.
 - The scale and style of porch and portico elements should be consistent with the scale and style of the home, and should strive to respect the scale and style of porch and portico elements in the other homes on the block.
 - Buildings should be designed to fit within the context of the surrounding structures and provide visual interest to pedestrians.
- **Residential Infill Guidelines Building Design**
 - The mass and scale of new infill residential buildings should appear to be similar to the building seen traditionally in the neighborhood.
 - The width of a building face of an infill project should not exceed the width of a typical residential structure on adjacent lots.
 - Building roof forms that are similar to those seen traditionally in the neighborhood, such as gabled and hip roofs, should be used.
 - Buildings should be designed to fit within the context of the surrounding structures and provide visual interest to pedestrians.
- **Multifamily Dwelling Use & Design Standard for building orientation §4216 (a)(3):**
 - The street elevation of the residential buildings shall have at least one (1) street-oriented entrance and contain the principal windows of the front unit.

- **Townhouse Use & Design Standard for building orientation §4231:**
 - Townhouse design, scale, and building materials shall be single-family residential in appearance.
 - The principal orientation of all townhouses shall be the street or parking area on which the lot has frontage. There shall be at least one entrance facing the street and the principal windows of the townhouse shall also face this street.
 - Front yard setbacks for adjacent units shall vary a minimum of 3' and a maximum of 8'.

Setbacks, Lot Coverage, Buffer Yards, & Landscaping

- **Comprehensive Plan CCP.16:** Responsible site design and development practices will minimize environmental impacts within the town
- **Comprehensive Plan Environment Objective E.17** As a part of the development review process, the Town will evaluate a proposed development's impact and proposed mitigation measures for the following:
 - Open Space
 - Urban forest canopy
 - Watershed
- **Residential Infill Guidelines Best Practice #2:** Provide transitions
- **Residential Infill Guidelines Site Design and Parking:**
 - Streets [that] feature consistent front building setbacks...help define neighborhood character.
 - Provide a front yard consistent with those found on the block facing the street.
 - Front porches are encouraged and may extend into the required front yard setback.
 - In residential neighborhoods, multi-family housing should adopt the predominant setback, but should also vary the building façade to relieve the appearance of mass.
 - Setbacks should be proportional to the height and mass of a building
 - The "green edge [landscaped setbacks between the...buildings and sidewalks]" provides residential streets with a clearly identifiable character; [landscaping] and fences are often used for transition between public and private space; provision of open space is critical for multifamily developments...
 - Natural features and existing trees should be retained
 - Parking lots should be generously landscaped to provide shade, reduce glare, and provide visual interest
 - All site areas not covered by structures, walkways, driveways, or parking spaces should be landscaped
 - Street trees and planting strips also help buffer pedestrians from vehicle traffic.
- **Comprehensive Plan Sustainability Objectives & Policy S.6:** Promote, protect, and enhance the Town's urban forests through Town initiatives and in the development review process. Minimize site disturbance to protect existing tree canopy, native vegetation, and pervious surfaces to encourage open space.
- **Zoning Ordinance Landscaping Development Standards §5425:** Tree Replacement Requirements: Any trees on the site which are a caliper of five inches or more at a height of one foot above the ground, or ornamental trees over twelve feet in height which are to be removed during site development shall be replaced up to the maximum canopy coverage required in §5426.
- **ZO §5426:** Canopy Coverage Requirements: Trees shall be provided within the limits of

construction to the extent that at twenty years from the date of planting, tree canopies or covers will provide at least the following minimums: Planned Districts—Per [similar] Uses: RM-27 & RM-48 = 10%

- **ZO §5427: Parking Lot Landscaping:**
 - The following provisions are intended to require that 5% of the entire parking lot, excluding the access drive, is landscaped with trees and vegetative ground cover. The area of the parking lot is the square foot of the parking spaces and aisles and interior parking lot islands, excluding access drives that do not contain either parallel or perpendicular parking spaces.
 - Within the parking lot there shall be planted one tree per ten spaces, rounded down to the closest whole number.
 - Planter islands or peninsulas containing trees shall be located within the parking lot, such that each island or planter is surrounded on at least three sides by parking lot or an access road to the parking lot. Their size shall be eighteen feet square in area, or equal total area in irregular shapes such that adequate space is provided for adequate tree canopy maturation.
- **ZO §5428 Street Trees:** In addition to the requirements set out above [in this ordinance division], in every development requiring a site development plan, there shall be planted on or adjacent to the site an average of at least one tree for every thirty feet of public street frontage.

Streetscape, Bicycle and Pedestrian Improvements

- **Comprehensive Plan Community Character Principles CCP.1:** Well-designed pedestrian and bicycle friendly routes and facilities are essential to the Town's identity as a walkable and bikeable community.
- **CCP.14:** Transit connections and bus stop facilities are important components to support transit as a viable transportation option in town. These elements should be part of the design of new developments and be coordinated with Blacksburg Transit regarding service availability.
- Comprehensive Plan Transportation Objective & Policy T.10 Complete the construction of a connected sidewalk system.
- **Comprehensive Plan Environment Objective EN.34:** Support citizens in establishing and reaching vehicle travel reduction goals to reduce air pollution.
- **Comprehensive Plan Transportation Objective & Policy T.10:** Complete the construction of a connected sidewalk system
- **T.11:** Minimize pedestrian and vehicular conflicts.
- **T.12:** Maintain and improve the aesthetic quality of the pedestrian environment by planting street trees and other landscaping, and installing street furniture where appropriate.
- **T.16:** Develop and implement a comprehensive bicycle parking program throughout the Town and in coordination with Blacksburg Transit to install covered bicycle racks at public sites and commercial and residential locations, as well as to coordinate with Montgomery County and the New River Valley Planning District Commission for bicycle and pedestrian connections throughout the region.
- **T.17:** Investigate implementing a bike share program
- **T.20:** Monitor the public transportation provided to ensure effectiveness and efficiency while maintaining the priorities of safety, courtesy and scheduling.
- **T.22:** Enhance transit accessibility and convenience; lower parking demand, energy use, and air pollution by reducing traffic on local roads; and educate the community on the positive

environmental impact from using public transit in order to encourage its overall use throughout the Town.

- **T.27:** Increase the number of covered bus shelters and covered bike parking provided at transit stops where appropriate.
- **T.28:** During the development review process, ensure that transit service and access to/from the transit stop and the development are provided.
- **Residential Infill Guidelines Best Practice #3:** Create a pedestrian friendly streetscape
- **Residential Infill Guidelines Site Design & Parking:**
 - The design of the space between the edge of the curb and the front of a building is essential for encouraging pedestrian activity and promoting safety and security.
 - [Sidewalks] contribute to the character of the neighborhoods by providing safe places for people to travel and interact with one another.
 - Walkways should connect public sidewalks and parking areas to all main entrances on the site. For townhouses...fronting on the street, the sidewalk may be used to meet this standard
- **Residential Infill Guidelines Streetscape:**
 - Neighborhood streets should include an interconnected system of sidewalks.
 - Neighborhood streets should include a sidewalk design that reflects the existing pattern in the neighborhood
 - Primary streets should have planting strips and streetscape to separate sidewalks from the street's edge
 - While Blacksburg has an extensive sidewalk system on many neighborhood streets, gaps remain in some locations. Infill projects can help to fill these gaps.
- **Zoning Ordinance Multifamily Use & Design Standard for sidewalks §4216 (a)(2):**
 - Sidewalks shall connect each unit to the parking area serving that unit, to other units on-site, and to other buildings or uses on adjacent lots.
- **Townhouse Use & Design Standard for sidewalks §4231 (b)(4):**
 - Sidewalks shall connect each townhouse to the parking area serving that townhouse, to other buildings within the site, and to other buildings or uses on adjacent lots.
- **Site Development Plans Minimum Standards and Improvements Required §5120(d)(1):**
 - Sidewalks meeting the design standards of the Subdivision Ordinance shall be provide on public or private land along all parts of a site abutting a developed public street where such sidewalks do not exist as of the date of the application for site plan approval. The provision of these sidewalks will advance the goal of the Blacksburg comprehensive plan of development of "a network of walkways in the Town to increase the safety and convenience of pedestrian travel." The Town Council finds that the need for such sidewalks in this Town is substantially generated by the development

Parking and Circulation

- **Comprehensive Plan Community Character Principle CCP.13:** Increasing the safety and efficiency of traffic flow on arterial and collector roads is important in maximizing the functionality of the transportation network.
- **CCP.14:** Transit connections and bus stop facilities are important components to support transit as a viable transportation option in Town. These elements should be part of the design of new development sand be coordinate with Blacksburg Transit regarding service availability.

- **Comprehensive Plan Transportation Objective & Policy T.50:** The development review process ensures:
 - Surface parking facilities are landscaped and appropriately lighted
 - Structured parking facilities are designed to minimize the visual impact of the bulk of the structure and the horizontal appearance of a parking deck
 - New parking lots minimize impacts on stormwater
- **Zoning Ordinance Multifamily Dwelling Use & Design Standards §4216(a)(4):**
 - All parking spaces shall be located behind the front building line
- **Zoning Ordinance Multifamily Dwelling Use & Design Standards §4216(a)(5):**
 - Entrances to the site should be minimized and placed in such a way as to maximize safety, maximize efficient traffic circulation, and minimize the impact on the surrounding residential neighborhood.
- **Residential Infill Guidelines Best Practice #4:** Minimize visual impacts of parking
- **Residential Infill Guidelines Site Design & Parking:**
 - Parking should not obstruct the building frontage; rather, it should be located behind, to the rear or side of the principle structure
 - Deep front setbacks can compromise the ability to provide backyard space and/or rear parking, particularly at higher densities.
 - Parking spaces should not dominate the street scene. Instead, parking should be located to the rear of the lot or building or screened from the public way with landscaping, low fencing, or garage orientation.
 - Parking should not disrupt the quality of common spaces or pedestrian environments of multi-family development
 - Reduced or no onsite parking can greatly simplify the design of infill development with no need to find space to fit vehicle areas onto small infill sites, and entirely avoids the problem of how to minimize the visual and environmental impacts of parking.
 - Alley access parking is preferred in areas where it is available

Density & Occupancy, Lifestyle Conflicts, and Affordability

- **Comprehensive Plan Community Character Principles CCP.2:** Lifestyle conflicts are inherent in a college town, where neighborhoods may have a mix of students and non-students.
- **Comprehensive Plan Land Use Objective & Policy LU.7:** Encourage developers to work with surrounding property owners and tenants to resolve community concerns prior to formalizing development plans.
- **Comprehensive Plan Jobs & Housing Objective & Policy J&H.48:** Plan for the housing demands of a changing and diversifying population
- **J&H.49:** Continue to provide affordable workforce housing in Blacksburg in accordance with the adopted Consolidated Plan.
- **J&H.50:** Work with regional partners to promote affordable and sustainable housing in the New River Valley
- **J&H.51:** Promote varying types of housing types needed, including:
 - Rental or starter homes for purchase by graduate students and young families
 - Young professional housing and services in the Downtown area
 - Workforce housing for those making 80% - 120% of AMI
 - Affordable workforce housing options for LMI families making less than 80% of AMI
 - Housing with universal design features to allow aging-in-place

- **J&H.52:** As the active adult, retiree, and senior citizen population increases, promote varying types of housing needed. For example, provide smaller homes that retirees can downsize to such as townhomes or condos, as well as retirement communities and nursing home facilities.
- **Comprehensive Plan Sustainability Objectives & Policy S.8:** Support the New River Valley Livability Initiative coordinated by the NRV Planning District Commission and other regional efforts.

PR Development requests in the Town past 5 years

Year	Development Name	Status	Density	Parking Ratio
2014	Progress St Townhomes PRD	withdrawn	41 br/ac	
2014	Whipple South Townhomes PRD	approved, withdrawn	29 br/ac	
2014	Eheart & Main PRD	approved, site plan review	64 br/ac	
2014	Warren Street PRD	withdrawn	154 br/ac	
2014	Fieldstone PRD	approved, completed	25 br/ac	
2014	The Retreat PRD	approved, completed	20 br/ac	1.01 spaces/bedroom
2016	The Lofts on North Main	withdrawn	89 br/ac	0.95 spaces/bedroom
2016	Sturbridge Square	approved, site plan review	89 br/ac	0.85 spaces/bedroom
2017	Preston Row	approved, completed	55 br/ac	0.88 spaces/bedroom
2017	Whipple Duplexes (Uptown Village)	approved, completed	27 br/ac	0.95 spaces/bedroom
2017	Warren Street Stadium View	withdrawn	75 br/ac	0.82 spaces/bedroom
2017	Stonegate II	approved, site plan review	20 br/ac	1.09 spaces/bedroom
2017	Hearthstone Redevelopment PRD	approved, under construction	48 br/ac	0.78 spaces/bedroom
2018	Cedar Run Overlook	approved, under construction	35 br/ac	0.93 spaces/bedroom
2018	Uptown Commercial Phase III PRD	approved	48 br/ac	1.2 spaces/bedroom
2018	30-R at the CRC	approved, site plan review	58 br/ac	0.85 spaces/bedroom
2018	Frith/The View	approved	68 br/ac	0.88 spaces/bedroom
2018	Terrace View PRD 2018	approved, demolition	114 br/ac	0.77 spaces/bedroom
2018	1222 Patrick Henry	approved, under construction	66 br/ac	0.75 spaces/bedroom
2019	The Standard at Blacksburg	pending, under review	147 br/ac	0.8 sp/br + commercial
2019	1310 North Main Street PRD	pending, under review	62 br/ac	0.86 sp/br + commercial
2019	OBHS PRD	pending, under review	30 br/ac	4 spaces/unit
2019	Flats at Uptown	pending, under review	68 br/ac	0.9 spaces/bedroom
2019	Glade Road PRD	pending, under review	39 br/ac	1.0 spaces/bedroom

Open Space

- **Comprehensive Plan Community Character Principle CCP.6:** Creation of public and private parks and recreation amenities is an important part of land use development decisions
- **CCP.17:** The preservation of open spaces is an important part of community identity.
- Residential Infill Guidelines Site Design and Parking:
 - New developments should use open space and community facilities to provide social and design focal points.

- Multi-family development must provide...common open space for each unit
- Common spaces and amenities should enhance the sense of community in multi-family projects
- Play spaces for children are strongly encouraged and should be both secure and observable.
- Provision of open space is critical for multi-family developments.
- **Zoning Ordinance Multifamily Use & Design Standard for open space, recreation, and trails §4216(a)(6)**
 - Except in the Downtown Commercial (DC) district and the Mixed Use (MXD) district, for any development of twenty (20) or more bedrooms, a minimum of twenty (20) percent of the gross land area shall be preserved as open space. A specific recreational activity area or areas shall be developed and maintained for the residents of the development as a part of this open space.
- **Townhome Use & Design Standard for open space, recreation, and trails §4231(b)(11)**
 - Except in the MXD and DC Districts, for any development of 5 or more townhouses a minimum of 20% of the gross land area shall be reserved as open space for community recreation use. A specific recreational activity area or areas shall be developed and maintained for the residents of the development as part of this open space, as follows:
 - The size, location, shape, slope, and condition of the land shall be suitable for a specific recreational activity
 - The amount of land devoted to recreation shall be a function of the population to be served. Consideration shall be given to the size of the development, number, and characteristics of expected residents, proximity to other available recreational facilities, topography, and natural features on the site.
 - Safety buffers shall be provided for users of recreational facilities and equipment using recognized engineering and recreation standards.
 - Indoor recreational areas may be used as a specific recreational activity area. The indoor recreational area shall count as a part of lot coverage, as regulated by the district standards.
- **Zoning Ordinance Use & Design Standards §4328 Open Space General Standards:**
 - Composition of open space. Open space shall include the most sensitive resource areas of the site. All primary conservation areas located within the development shall be designated open space. In addition, the open space area should include locally significant features of the property. To the greatest extent practicable, all secondary conservation areas, up to at least the minimum required percentage of the remainder of the site, shall be designated open space. In addition, open space shall include areas of the site adjacent to designated open space on adjoining lots.
 - Configuration of open space. To the greatest extent practicable, open space land should be designated as a single block with logical straightforward boundaries. Fragmentation of open space land shall be minimized so that it is not divided into numerous small parcels located in various parts of the district. Long, thin strips of open space shall be avoided, unless necessary to connect other significant areas, or when they are designed to protect linear resources such as streams or trails.
 - Recreational use of open space. Open space intended for use as community or public recreation shall be integrated into the residential community in such a way as to

maximize its accessibility to residents. It should have appropriate physical characteristics for recreational use.

- Open space shall not include required yards, except for single-family detached.

Comprehensive Plan Map C Excerpts:

- ***A.4 Suburban Residential Neighborhoods***

Suburban residential neighborhoods are commonly made up of detached single-family homes on quarter acre or larger sized lots. Homes are typically owner-occupied and known for their good exterior maintenance and appearance. They are on tree-lined streets with houses nestled under a full and mature tree canopy. Homes are often rented to families who complement the already existing family-oriented neighborhood. Many of these neighborhoods are located near parks and recreational amenities. The low density neighborhoods are located on the edges of town, and many abut agricultural and open land. There is no transit service to single-family neighborhoods in these areas. These areas do not contain some of the urban/walkable amenities such as sidewalks and streetlights on all streets. The neighborhood street grid is not as well connected as older neighborhoods closer to Downtown. While commuting by biking and walking is possible, residents in these neighborhoods predominantly use their personal automobile to get to places. Suburban neighborhoods are primarily located at the edges of town, where urban development transitions to rural areas. The North Main Street gateway entrance to Blacksburg is in this area. These neighborhoods developed as demand increased for individuals and families looking for less urban lifestyles and more land while remaining close to employment and commercial areas.

Suburban Residential Neighborhood Issues for the Future

- Parks are an integral part of these neighborhoods. Maintaining the high quality of parks requires the cooperation and support of the neighborhood residents and the Town. New developments in these areas should be encouraged to provide pocket parks within their developments.
- Neighborhoods in these areas should increase connectivity to other neighborhoods, Town parks and other recreational facilities.
- Other means of transportation should be supported in these predominantly vehicular-oriented traffic neighborhoods.
 - Construct new sidewalks, bicycle lanes, and off-road trails where appropriate.
 - Provide creative transit options.
- The Town has classified streets as arterial and collector roads to carry support traffic with local traffic connecting to local streets. Planned road connections and improvements will complete the Town's interconnected grid system to efficiently move traffic. Any road improvements should honor the Town's arterial and collector road system while reflecting the character of the surrounding area.
- While cul-de-sacs are typical suburban development features, they are not always desired in Blacksburg. New developments should connect to the existing street system and existing neighborhoods where possible and as allowed by topography. This should include the provision of stub-outs as part of the development review process.
- Additional small-scale commercial services will be needed in some of these areas as residential communities grow. These uses will be considered in large planned residential developments and should be pedestrian-oriented and should not generate additional traffic from outside the area.

**RZN19-0005
Glade Road
PRD**

**900 & 1002
Glade Road**



**RZN19-0005
Glade Road
PRD**

**900 & 1002
Glade Road**

Bus Stops



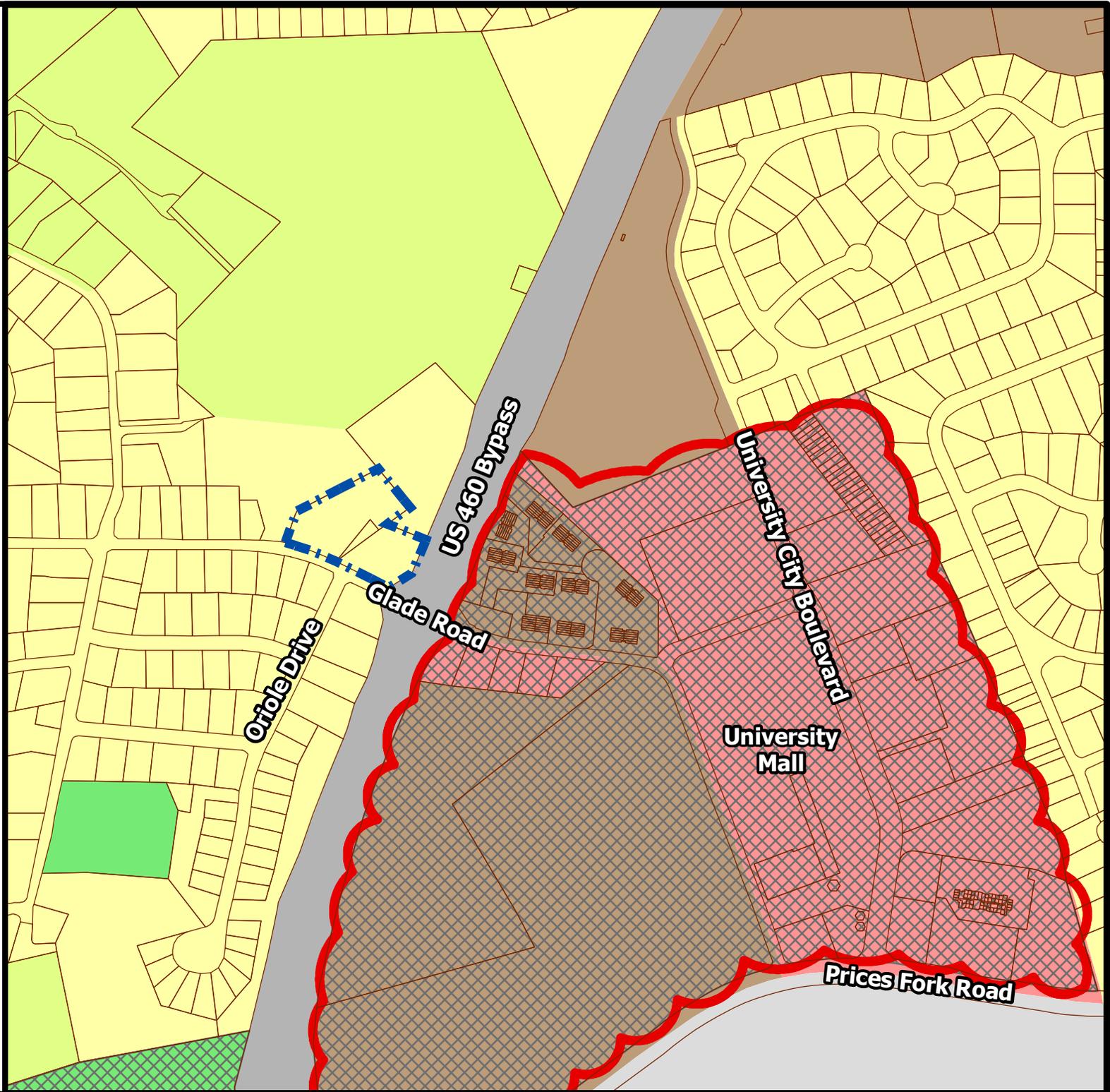
**RZN19-0005
Glade Road PRD**

**900 & 1002
Glade Road**

Future Land Use

Legend

-  Rezoning Area
-  Parcels
-  Mixed Use Area
-  UDA
-  Very Low Density Residential
-  Low Density Residential
-  High Density Residential
-  Park Land / Open Space / Resource Protection
-  High Impact Commercial
-  University
-  US 460 Corridor



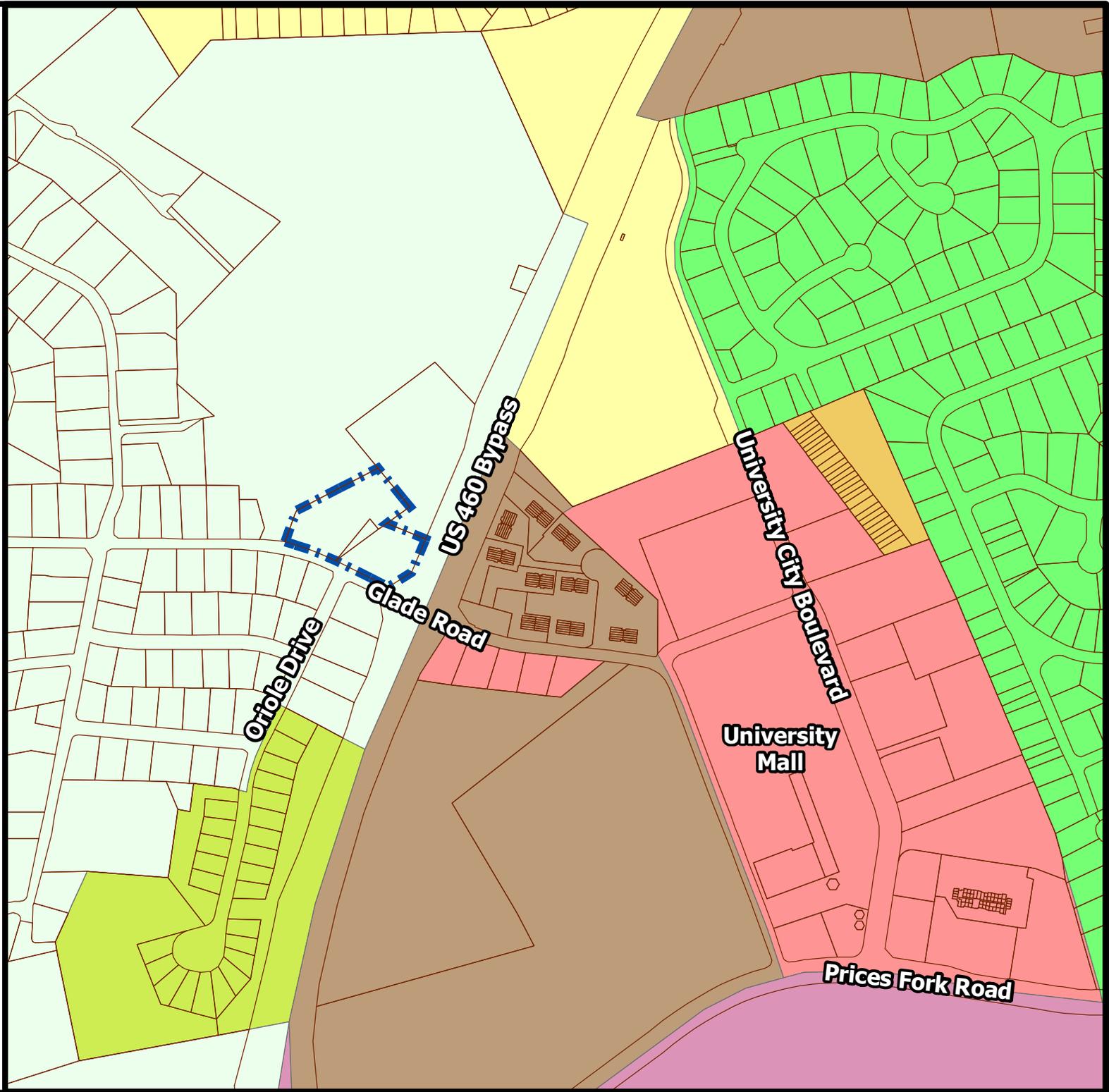
**RZN19-0005
Glade Road PRD**

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Glade Road**

Zoning

Legend

-  Parcels
-  Rezoning
-  RR-1 Rural Residential 1
-  RR-2 Rural Residential 2
-  R-4 Low Density Residential
-  RM-27 Low Density Multiunit Residential
-  RM-48 Medium Density Multiunit Residential
-  GC General Commercial
-  PR Planned Residential
-  UNIV University



MEMORANDUM

TO: Kinsey O'Shea, Development Administrator

FROM: Randy Formica, Director, Engineering and GIS
Joshua Middleton, Town Engineer

DATE: September 12, 2019

SUBJECT: Glade Road Multi-Family Development – Transportation Comments

Traffic Impact Analysis

The anticipated trip generation data, proposed by the development, was not provided as part of the rezoning documents. However, a turn lane warrant analysis was included in Appendix O. Based on the information provided in Appendix O and the proposed master plan layout, Town Staff has independently reviewed the anticipated trip generation.

A total of forty-eight (48) dwelling units are proposed for the development, which suggests a multi-family style and occupancy. As such the appropriate land use code 220 was utilized. The resultant trip generation would indicate that the development would generate 322 trips per day, with an AM peak hour volume of 24 trips, and a PM peak hour volume of 31 trips. However, as six (6) of the proposed dwelling units are existing, the net increase of trip generation is somewhat less. Net anticipated trips, added to the adjacent road network, would be 277 trips per day, with an AM peak hour volume of 21 trips, and a PM peak hour volume of 27 trips.

Based on the results of this review the proposed development would not be expected to have a substantial impact on the operational or safety aspects of the adjoining road network. Further, an in-depth analysis of the traffic impacts would not seem warranted.

Turn Lane Warrant Analysis

As the development did not warrant an in-depth traffic impact analysis, vehicle counts were not performed and could not be utilized for the turn lane warrant analysis. Instead the warrant analysis was based upon the VDOT annual average daily traffic (AADT) data. This data indicates that the adjacent AADT volume is between 1500 and 4500. Using this data, and the trip generation numbers provided above, Town Staff confirms the findings presented in Appendix O. Neither a left turn lane or right turn taper would be warranted for the proposed development.

Entrance Design & Layout

The entrance to the development, along Glade Road, is proposed in the general vicinity of the existing entrance and generally aligns with Oriole Drive. The development proposes to replace the existing entrance which will need to meet the requirements of Access Management. This will require the following adjustments;

- The entrance should be shifted slightly to the west (6-8 ft) so the proposed centerline aligns with the existing centerline of Oriole Drive.
- The entrance radii should be increased to a minimum of 25-ft.

- The proposed parking to the west of the existing structure should be revised such that no back-out parking is proposed within the 50-ft throat of the entrance. This would likely require 2 spaces to be relocated or removed.

A more in-depth review of the entrance requirements will be conducted as part of any subsequent site plan. However, these listed adjustments are critical to ensure the appropriate space, alignment, and parking totals can be achieved as part of the master plan.

Recommendations

- 1) Revise the entrance design and master plan layout to provide for the requirements of Access Management Guidelines.

**RZN19-0005 Glade Road Multi-Family PRD Rezoning
Neighborhood Meeting
Wednesday, August 28, 2019
6:00 PM**

Town staff in attendance was Kinsey O'Shea and Kasey Thomsen

Attendees for the applicant were Kevin Gilbarte (owner), Craig Stipes of Broad Street Partners and John Neel of Gay and Neel, Inc.

The meeting began at 6:04 pm.

Kinsey O'Shea opened the meeting by discussing the schedule of meetings yet to come, planning department review and responsibilities in relation to this project, purpose of the Neighborhood Meeting and overview of the parcel in question. She also directed all those in attendance to the Town of Blacksburg website where the current application, meeting schedule and any future documents and additions to the application could be found.

John Neel and Craig Stipes gave a presentation to those assembled highlighting the proposed development and the desire for the rezoning request to Planned Residential.

There were several people in attendance but many of the comments centered on a few main areas of comment/concern:

- **Traffic & Transportation:**
Of primary concern from those that were in attendance was the increased volume of traffic that would be generated from this new project and how it would overcome the surrounding roads. Many citizens expressed concern with the already tricky intersection of Oriole Drive and Glade Road and the "blind curve" that Glade Road makes in that area. Others also expressed that the majority of roadways in that area are 2-lane roads which, from their perspective, cannot handle the existing traffic safely. Citizens noted that the signals on University City Boulevard cannot handle the existing traffic efficiently. They are very concerned that it will become even more dangerous with the new influx of cars on the road that this project will generate from residents. Lastly they are concerned about the future of the roads in this area if proposed other projects are developed. One citizen questioned the accuracy and assumptions in the traffic analysis provided in the application, stating that the trip generation seemed incorrect.
- **Pedestrian & Bicyclist Safety:**
Citizens and neighbors stated that this is lively area for biking and walking. There are a number of homes with small children and elderly residents who walk and bike in the area. The attendees were concerned that the safety of those that live in this area would be threatened with so much new traffic and the "neighborhood life" would end because everyone is afraid to step out their doors. Citizens expressed concern regarding the safety of school buses and children getting on and off with the proposed development's increased traffic. Citizens expressed a desire for a crosswalk across Oriole Drive along Glade Road.
- **Loss of family neighborhood feel & Student occupancy:**
Many attendees agreed that there is a need for student housing in Blacksburg but they do not think it should be at this location. Many citizens noted that there are a number of rental

homes in the area that are not being well-kept. Attendees stated that there would likely be more than one person living in each bedroom, thereby circumventing the proposed density. Some citizens expressed that rental properties and developments are always occupied by students only. Attendees also expressed concern about the light pollution and loud atmosphere that tends to come with this type of housing. They state that there is also a need for young professional and small family housing and the attendees felt this demographic would fit in better in the existing neighborhood. If available land in the area is all converted to rental property for student occupants, potential home buyers will look elsewhere. Many attendees asked the developer why the property could not be developed as single family homes. Conversely, some citizens noted that no single-family home buyer would want to purchase a home right next to the bypass, and that students should live there because they would not be as affected by the impacts of the bypass.

- **Precedent set by rezoning this property & implications for property to the rear:**
It was noted by many at the neighborhood meeting that there is a very large parcel (~40 acres) behind this proposed development that is as yet, unoccupied. Many were concerned that if this Glade Road Multi-family development as approved, it would make it that much easier to approve another high-density multifamily development on the 40-acre property to the rear.
- **Other items of concern:**
 - Water and sanitary sewer capacity
 - Need and justification for the request for PRD
 - Storm water drainage and capture—one citizen states that he currently experiences flooding at his property downstream during rain events
 - The use of green building materials and green building aspects
 - on-site or local management of the property and the
 - density and land use proposed for this project versus the Future Land Use designation in the Comprehensive Plan
 - Front yard setback along Glade Road
 - Large volume of surface parking

RZN19-0005 Glade Road Multi-Family PRD Rezoning
At 1002 Glade Road.

Date Wed. August 28, 2019 at 6:00 PM.

Name	Address
DENNE SWEENEY	1206 Westmore Davis Blacksburg
Eriqah Stedley-Sweeney	1206 Westmore Dr Blacksburg VA
Melodee Wade	601 615 Glade Rd
CRAIG STIFES	19 WEST TALLUM DR GREENVILLE SC
Lisa Burns	1519 Oriole Dr. B. burg
Vikki Fix	1301 Village Way S, Blacksburg
Gloria Schoenholz	1201 Glen Cove Lane, Blacksburg
Stephen Schoenholz	" " "
Diane Stearns	1505 Oriole Dr
CLAYTON HODGES	1223 VILLAGE WAY SOUTH
YVONNE HEMPSON	1301 GLADE ROAD, BEVER
KACUE HODGES	1223 VILLAGE WAY SOUTH
NAJEE ABINER	2000 Shadow Lake Rd.
David Abiner	2000 Shadow Lake Rd.
Diane Browder	1103 Glade Rd
Jared Robinson	jrobinson@yeh.oa.com
ROSABE BUSHNEY	1222 Village way S, Blacksburg
Edward O'Le	1204 Westmore P.

