TOWN OF
Blacksburg
VIRGINIA

DEPARTMENT OF
PLANNING AND BUILDING

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MEMORANDUM

To: Planning Commission

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

Emma Martin, Planner I

Date: January 17, 2020

Subject: RZN19-0009-Request to rezone 1.39 acres in the RM-48 Medium-Density Residential to PR Planned Residential Zoning District on the 400 block of Broce Drive (Tax Map Nos 226-(1)-AA, 226-(1)-A) for the development of a Multi-Family Development by BSD Broce Partners LLC (c/o Matthew D. Brady) (applicant)

SUMMARY OF REQUEST

Property Location	400 block of Broce Drive	
Tax Parcel Numbers	226-(1)-AA, 226-(1)-A	
Parcel(s) Size	1.39 acres	
Present Zoning District	RM-48 Medium Density Multiunit Residential	
Current Use	Undeveloped, vacant	
Adjacent Zoning Districts	**North:**	RM-48 Medium-Density Multiunit Residential
	East:	RM-48 Medium-Density Multiunit Residential
	South:	R-4 Low-Density Residential
	West:	RM-48 Medium-Density Multiunit Residential
Adjacent Uses	**North:**	Multifamily residential (Terrace View)
	East:	Multifamily residential (Georgetown Square Townhomes)
	South:	Single-family residential (across Broce Drive)
	West:	Multifamily residential (Stonegate Apartments)
Adopted Future Land Use	High-Density Residential	
Proposed Uses	Multifamily Residential (apartments and townhomes)	
Proposed District Standards		
Maximum Height	55' for Apartment building, 32' for Townhomes	
Minimum Setbacks	Front: 20'	
	Side: 5'	
	Rear: 20'	
Maximum lot coverage	65%	
Maximum FAR	0.55	
Proposed Maximum Density	57 br/acre (78 bedrooms)	
Proposed Minimum Parking	0.80 parking spaces/bedroom (63 spaces)	
Proposed Bike Parking	0.35 spaces per bedroom, with 50% covered (24 spaces)	
Minimum Open Space	14% of total district area	

BACKGROUND

This is a request by owners, BDS Broce Partners LLC (c/o Matthew D. Brady), to rezone 1.39 acres of vacant land on Broce Drive from RM-48 (Medium-Density Multiunit Residential) to PRD (Planned Residential). The applicant is proposing to construct a mix of multifamily dwellings and townhomes at a maximum density of approximately 57 bedrooms per acre.

The applicant for this rezoning request submitted a site plan for by-right development in June 2018. The town staff provided comments to the applicant on the site plan. Staff met with the applicant on several occasions to discuss ways to address parking issues related to the site plan. The applicant has chosen to submit a rezoning request which is the subject of this staff report to propose alternate parking standards.

The "Stonegate North" parcel is under the same ownership as the "Existing Stonegate Apartments" in the 500-block of Broce Drive; the "Stonegate South PRD" parcel also in the 500-block of Broce Drive which was subject to a rezoning request in 2017, and subsequently amended in 2019; and the "Carlton Scott Apartments" across Toms Creek Road on Appalachian Drive. Please see the attached aerial image showing the various developments under this ownership. Staff has given these developments the above designations to help clarify which development is referenced in the staff report, and these designations are consistent in the staff report, and in the accompanying aerial. The application may also refer to the existing Stonegate apartments as "Original Stonegate" or "adjacent Stonegate apartments". The application does not contain any references to the Stonegate South or Carlton Scott developments.

DEVELOPMENT PROPOSAL

The application shows the construction of two new buildings on the 1.39 acre parcel. One building will be a 4-unit townhome building, and the other building will be a 16-unit garden-style walkup apartment building with exterior elevator. The proposed development will accommodate a maximum of 78 bedrooms for an overall density of 57 (56.1) bedrooms per acre in 24 units. Two of the townhome units will be 3-bedroom units; the remainder of the units in both the townhome building and the apartment building will be 4-bedroom units. All units feature bed-bath parity. The applicant proposes 63 parking spaces, for an overall parking ratio of 0.81 parking spaces per bedroom. While proposed as Stonegate North, there is no relationship or connection to the existing Stonegate apartments. The proposal should be reviewed as a freestanding development on 1.39 acres.

KEY ELEMENTS

The following key elements are intended to call attention to particular aspects of the application, plan, and proffers that may require further discussion.

- Parking
    - The applicant is proposing a parking ratio of 0.81 spaces per bedroom. There was significant neighborhood discussion regarding parking on Broce Drive and Stonegate Drive. Lack of room for parking was an issue in the site plan submittal. Further detailed discussion regarding parking is found later in the staff report.
- Lifestyle conflicts
    - The applicant is proposing 3- and 4-bedroom units, all with bed/bath parity. The proposed development is directly across the street from a single-family neighborhood where many of the homes are owner-occupied. While not expressly stated in the application text, the layout and design of the units appears to cater to student occupants. Furthermore, the trip generation information in the traffic analysis information uses the "Off-campus student apartments" as the land use code.

- Site design
    - The proposed design has a poor relationship to the street with respect to the proposed apartment building. It is significantly more intense in all development standards compared to the RM-48 zoning district. The proposed design also lacks a connection to the existing Stonegate apartments.
- Open space
    - The application shows that 14% open space is proposed in two blocks on the east side of the development. The application includes an accompanying request to reduce the amount of open space, as allowed in the Zoning Ordinance section §3113 for parcels less than 2 acres in size.
- Trail connection
    - The applicant has provided a 10' wide trail in a variable-width easement in the former Stonegate Drive right-of-way on the western side of the property. This was recommended at the Corridor Committee meeting, as well as a comment from staff when the development was under review as a by-right development before the rezoning request was filed. The Paths to the Future map does not show a connection in this area, but it is still a desirable location for a trail connection to Terrace View.
- Architecture
    - The application includes elevations of both buildings. There is very little façade variation or articulation in either building which does little to provide visual interest, or to break up the mass of the proposed 4-story apartment building. The apartment building also contains open air breezeways, and elevated breezeways to a detached exterior elevator column that is not incorporated in the body of the building envelope, which is an unusual construction and aesthetic choice. No specificity on building materials has been provided or committed to in the proffers.
- Stormwater concept plan
    - The stormwater concept plan is not approved at this time.
- Zoning Ordinance Intent; need and justification for change
    - The applicant has provided text stating need and justification for change on page 9 of the application. The application states that the development will provide "an innovative alternative to traditional homogeneous multifamily housing... [And] will feature a mixture of housing types…" No information has been provided on how the project is different from other student housing developments.

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

Currently, the site consists of two parcels, approximately 1.39 acres in size. The site is currently zoned RM-48 Medium Density Multiunit Residential. The site is currently undeveloped and vacant. The delineation of the rezoning area is shown on the Aerial attached to the staff report. There is fairly significant grade change across the site. The land slopes down from left to right along Broce Drive approximately 33' to a low spot near the eastern property line.

NEIGHBORHOOD MEETING
The neighborhood meeting was held on January 8, 2020 at 6:00 PM. Notes and the sign-in sheet from this meeting are attached.

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. ***Other relevant Comprehensive Plan text sections applicable to this request are included in the Staff Appendix.***

Comprehensive Plan/Map A: Future Land Use Designation
In evaluating the appropriateness of the rezoning request and its consistency with the Comprehensive Plan, consideration should include the Future Land Use designation of the subject property. The property is classified as High Density Residential on the Town's Future Land Use Map. The High Density Residential future land use designation calls for "*More than ten dwelling units per acre; or more than 20 bedrooms per acre.*" There is no upper limit on density within the High Density Residential future land use category. The proposal for 57 bedrooms per acre is consistent with the Future Land Use designation.

Comprehensive Plan/Map B: Urban Development Areas
The subject property is not located within an 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.

Comprehensive Plan/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 property is designated as a Multi-Unit Residential Neighborhood. The key issues and definition for this area type are found in the ***staff appendix***.

Comprehensive Plan/Map D-Paths to the Future
The Paths to the Future map shows an existing Public route adjacent to this site along Broce Drive. The Paths to the Future Map does not show a trail connection on this property. Further discussion of trails and sidewalks is incorporated later in the staff report.

ZONING ORIDNANCE EVALUATION OF APPLICATION
Intent of Districts
The Planned Residential District allows the applicant to establish many of the typical district standards through the master plan and the application for the planned district. These standards, as proposed, should be evaluated against the surrounding neighborhood's character and the intent of the district, as well as the intent of the standard and its appropriateness. The development of the Planned Residential District should be in keeping with the surrounding neighborhood character. In exchange for design flexibility for the applicant to establish these standards based on the layout of the development, the applicant must then provide a binding plan and application for the development of the property. Any significant deviation from this plan requires the applicant to amend the district and go back through the public hearing process. In all cases, these applications are reviewed by the Planning Commission and Town Council for their merits on a case-by-case basis. The intent of the Planned Residential District is found in the ***staff appendix***.

It is the burden of the applicant to prove that the design submitted meets the intent of the Planned Residential District. The intent of the district can be met in a variety of ways:

- New or innovative housing model not found elsewhere in town (Shadowlake Village Co-Housing)
- Housing to serve an unmet need (Grissom Lane Senior Housing & Fieldstone affordable development)
- Appropriate and effective implementation of the Residential Infill Guidelines
- Redevelopment of aging or underutilized developments

Several of the applicant's justifications for meeting the intent of the zoning district are found below, while further discussion of these components of the application are provided in the topical sections of the staff report.

According to the applicant, the development would "provide new rental opportunities for a diverse demographic and the mix of housing types provided in the development will give residents a choice in an ideal location for students and young professionals as well as graduate students." The application appears to be an extension of the existing Stonegate apartments but provides no connection. There are no proffers included that restrict or limit student occupants, and the layout of the units, featuring bed-bath parity, and the use of the "off campus student apartment" land use code for traffic trip generation would indicate that the majority of residents in this development would be undergraduate students. This is an area where other undergraduate

student housing is found. If undergraduate students are not the target market and the diverse demographic referenced in the application is desired, then proffers should be included to achieve that outcome.

The application also states that the development will be "an innovative alternative to traditional homogeneous multifamily housing... [And] will feature a mixture of housing types…" The application shows one multifamily apartment building and one 4-unit townhome building.

The application further states that the architectural design incorporates "high quality design and attention to detail." The architectural elevations show the townhome buildings as constructed with various types of siding (vertical, horizontal, and shake); and the apartment building will be constructed entirely of a single type of siding. There is no specificity as to exterior materials, so it is unknown whether the exterior building materials will be vinyl or cementitious siding; no masonry is proposed.

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. The evaluation should be based on how well the proposed standards, when applied, fit into the existing character of the surrounding area. 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 compared to the existing and neighboring RM-48 district standards:

	PROPOSED	**RM-48**
Maximum Height	55'	35' or 45'
Minimum Setbacks	Front: 20'	35' or 25'
	Side: 5'	10'
	Rear: 20'	25'
Maximum lot coverage	65%	60%
Maximum FAR	0.55	0.4
Proposed Maximum Density	57 br/ac	48 br/ac
Proposed Minimum Parking	0.81 sp/br	1.1 sp/br
Proposed Bike Parking	0.30 sp/br	0.25 sp/br
Proposed Minimum Open Space	14%	20%

<u>Building Design: Orientation, Style, Materials, Scale, Massing, and Height</u>
The building orientation, style, materials, scale, massing, and height of a development are elements affecting the compatibility of the proposed development with the surrounding neighborhood. Two buildings are proposed. A two-story townhome building will face Broce Drive. Beyond, toward the rear of the property, the side of the 4-story apartment building will be visible.

The applicant is not proposing any sustainable or green building features or practices in this development.

Townhomes:
The townhome building consists of 4 units, with a varying front façade. Each unit will feature a porch or stoop and front door facing the street. Two units feature turned gable ends facing the street. There is no specificity regarding materials. The elevations seem to indicate that several types of siding are used, but the material is not known. The proposed height of the townhome building will be no more than 32'. The leftmost townhomes will sit below the road grade and behind a retaining wall. In order to provide a more engaging streetscape presence, the townhome elevations could be staggered down the hill, rather than cutting so deeply into the existing grade and necessitating a retaining wall between the units and the street. Preliminary grading has not been provided, so it is unknown how far below the street grade the townhomes will be. The applicant should provide additional information showing the street view including the height of any proposed retaining walls. Without this information, it is difficult to comment on how far below grade the townhomes will be.

Apartment Building:
The apartment building consists of 8 units, oriented on either side of an exterior breezeway and stairwell. Each unit will have a balcony on the side of the unit. The building is oriented such that the side of the units faces the street. The building also includes an exterior elevator column, connected to the building by an open, covered breezeway. The elevator column is not enclosed within the building envelope. Thus, there will be exposed exterior corridors from the units to the elevator. Residents will need to walk outside of the units to get to this elevator. This is not typical in developments where an elevator is provided; elevators are typically interior. This elevator column will be roughly as tall as the highest peak of the building roof, according to the elevations, though no dimensions have been shown. The breezeway from the elevator column and the column itself will be visible from Broce Drive. The column does not appear to have windows on the sides, and is wrapped in siding. The building elevations show that the entire exterior of the building is clad in siding, with very little ornamentation or other architectural features that may break up the façade of the building. There is very little articulation in the building façade. The building is proposed to be a maximum of 55' in height.

The architectural appearance of the proposed buildings is not particularly different or unique from many of the existing student housing developments in town. No specificity has been given regarding building materials, and no proffer has been submitted committing to any kind of material specificity or prohibition. Without this information, the quality of the materials themselves is unknown. No renderings have been provided to help portray the general nature and feel of the development as it relates to the surrounding properties. No sections or grade elevations have been provided to show how the buildings relate to the existing topography, and so the view of the development from the street is not known. Renderings, although not required, would show the relationship of site design elements and the interface with the street.

<u>Setbacks</u>
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 applicant is proposing setbacks that are less restrictive than the current and surrounding RM-48 zoning district. The townhome building will be located significantly closer to the street than the existing buildings on neighboring properties, approximately 20' from the right-of-way. The existing Stonegate apartment buildings are located approximately 35' from the right-of-way, and all the parking is behind the buildings. The

neighboring Georgetown Square townhomes are approximately 65' from the right-of-way, and all of the parking is located in front of the building. According to the master plan, the 4-story apartment building will be located 5' from the side property line at its closest position, and approximately 50' away from the side property line at its farthest point. According to the master plan, the proposed townhome building will be located approximately 40' from the western property line adjacent to the existing Stonegate apartment property. The rear setback proposed is 20', and the proposed apartment building will be located approximately 25' from the rear property line, according to the plan.

	PROPOSED	**RM-48**
Minimum Setbacks	Front: 20'	35' or 25'
	Side: 5'	10'
	Rear: 20'	25'

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 buffering is needed and if it can mitigate any adverse impacts to the surrounding area.

Street trees are required along Broce Drive. Several of the street trees are proposed in close proximity to the retaining wall in front of the townhomes, and thus may impact or undermine the wall. The applicant will need to determine if the location of these trees in proximity to the wall is feasible. Several parking lot islands containing trees are proposed to meet the requirement for parking lot landscaping. The applicant will have to ensure that the proposed trees will meet the required 10% minimum overall canopy coverage at the time of site plan. The property is adjacent to other multifamily developments on both sides, and the rear. The sides of single-family residences are directly across the street from the proposed development.

The applicant has not shown any buffering on the side yards adjacent to nearby apartment buildings. The neighboring building at Terrace View is located approximately 25' from the adjacent side property line and appears to be a maintenance building. The Georgetown Square Townhomes also to the east of the proposed development are located approximately 110' from the property line, adjacent to the proposed development open space. Buffering along the side property line would help to mitigate visual impacts on the nearby Georgetown Square townhomes, as well as shielding the view of the maintenance building from the proposed apartment building.

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. Policies and objectives supporting bicycle and pedestrian improvements are found in the ***staff appendix***.

Sidewalks

No changes are proposed to the existing sidewalk and buffer strip along Broce Drive. Sidewalk is shown to connect the public sidewalk to both buildings, and from the buildings to one another. The applicant will have to ensure that this route between buildings, and all amenities including trash and recycling, as well as open space areas, is ADA-accessible. The plan shows a pedestrian crosswalk across the vehicle entrance interior to the site, which is part of the accessible route from the buildings to the amenities and trash areas. There is also a crosswalk proposed in line with the sidewalk on Broce Drive at the entrance to the development.

Trail

When the development was submitted as a by-right development, the Town of Blacksburg staff requested consideration for the future development of a trail between Broce Drive and Hunt Club Drive to further bicycle and pedestrian connectivity between developments. As a part of the site plan review for the by-right development submitted in June 2019, staff recommended to the applicant to dedicate a pedestrian/bicycle easement on the west side of the property. The site plan was effectively withdrawn when the application for rezoning was submitted.

At the time that the Corridor Committee reviewed the plan, the applicant was not proposing to construct the trail. The plan showed the location for a 20' wide trail easement, but no trail was proposed. The Corridor Committee reviewed this rezoning request and recommended building a 10' multi-use trail where the 20' pedestrian access easement is shown, rather than only providing an easement. In addition, the Corridor Committee suggested negotiating with Terrace View for a good connection to the sidewalk that extends south from the pool on the Terrace View property. The committee also noted that the area along the northern property line is fairly flat, so a trail/sidewalk should be considered in this location.

The applicant has since revised the application and has provided a 10' wide trail in a variable-width easement in the former Stonegate Drive right-of-way on the western side of the property. The easement provided is variable in width due to physical improvements proposed in this project that do not allow for a full 20' wide trail easement where the trail is between the adjacent to potential future parking and the proposed development's dumpster area. A portion of the trail is on the adjacent Stonegate apartment property, but is proposed to be constructed with the development of this proposed development, if approved. While the Paths to the Future map does not show a connection in this area, the Terrace View rezoning contemplated a through-connection from Snyder Lane to Broce Drive for non-vehicular modes of transportation.

Bicycle Parking

The application proposes 24 bike spaces, with 50% of the total spaces covered. However, no details regarding the nature of the covered bike parking have been provided. The applicant will have to provide details showing the location and layout of the covered bike parking spaces. The proposed bike parking ratio is 0.30 spaces per bedroom, which is higher than the required 0.25 spaces per bedroom. The Corridor Committee recommends relocating one of the bike racks closer to the entrance of the site.

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 based on 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.

There was significant discussion and concern about parking from the neighbors who feel that the existing parking for the Stonegate apartments and other nearby apartments is inadequate. Please see the attached neighborhood meeting notes.

The proposed parking ratio is 0.80 spaces per bedroom. No justification for the lesser ratio has been provided other than to accommodate the number of bedrooms desired by the applicant. One of the biggest issues with this proposal is the parking ratio and relationship to parking for the other developments under the same ownership. The applicant initially proposed a series of off-site parking options where parking needs from one Stonegate development were shuffled to another parcel under the same ownership. To understand the existing parking ratios in relation to the proposed development, this report explains the current parking for the other Stonegate developments.

In 2019, the owners of the existing Stonegate apartments filed several requests to address parking arising from creating additional bedrooms (by converting space in existing units) under the allowed zoning. At the time, there was additional capacity for density under the existing zoning that the applicants wished to develop. The existing parking lot was unstriped, and therefore underutilized/inefficient. A request was filed to create a mass or alternate transportation plan for the existing Stonegate apartments to restripe the parking lot to gain some efficiencies, and to provide for additional parking if needed. A mass or alternate transportation plan (MATP) allows an applicant to design and reserve space to construct additional parking, if the need arises. There are several criteria in evaluating mass or alternate transportation plans which are found in the ***staff appendix***. The MATP request was approved, and although the post-MATP parking ratio is not the required 1.1 spaces per bedroom, the overall parking ratio increased, and did not exacerbate the existing legal nonconformity. The MATP showed several areas on the site that could be constructed for a total of 24 additional parking spaces, above the 104 existing parking spaces. The chart below shows the pre- and post-MATP parking ratios associated with the additional bedrooms:

	Bedrooms	Parking Spaces	Ratio	MATP spaces	Total parking	Ratio
Pre MATP	116	80-85	0.69-0.73	n/a		
Post MATP	134	104	0.78	24	128	0.95

When the applicant submitted the site plan for by-right development in 2019 for this parcel, they submitted an accompanying request to utilize off-site parking to supplement the parking that could be developed onsite. The proposed by-right site plan could not accommodate the required 1.1 parking spaces per bedroom. The request detailed that the neighboring Carlton Scott apartments had recently also restriped the parking lot and gained an additional 13 parking spaces over what would be required for the existing 80 bedrooms. The applicant requested to dedicate 12 of the 13 parking spaces to the existing Stonegate apartments, and then dedicate 12 of

the parking spaces on the existing Stonegate apartment property, or the previously approved Stonegate South PRD to the proposed Stonegate by-right development. The request to utilize offsite parking spaces from either the existing Stonegate apartments, or the approved Stonegate PRD was denied because in any case, the total number of parking spaces that could be accommodated would not meet the current requirement for 1.1 parking spaces per bedroom.

The following table illustrates the parking ratios at the existing Stonegate apartments without the additional MATP spaces constructed, the approved (but not constructed) Stonegate South PRD, and the proposed development:

	Total Spaces	Parking Ratio
Existing Stonegate (without MATP spaces added)	104	0.78
Stonegate South PRD	46	1.05
Proposed Development	63	0.8

The applicant should consider adding at least one ADA parking space at the townhomes. In addition, the motorcycle parking should be moved closer to the buildings. No consideration for electric vehicle chargers has been included in the application or plan.

Entrance and Circulation

There is one entrance proposed to the site. Considering internal circulation, in what appears to be an effort to maximize the density and developable area of the site, the layout of the parking lot is inefficient and could result in vehicle conflicts and poor circulation in the large triangular area of asphalt in the rear of the parking area. Additionally, the ends of the parking lot drive aisles are not interconnected, which also results in poor internal circulation. The parking areas also lack connectivity to the existing Stonegate apartments parking lot.

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. Over the past several years, more than 3,000 beds of student housing have been approved but not yet constructed. A chart is provided in the ***staff appendix*** with the past 5 years' worth of multifamily development requests.

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 57 bedrooms per acre, with a total of 78 bedrooms. The existing Stonegate apartment property is developed at a density of approximately 48 bedrooms per acre; while the approved Stonegate South PRD is developed at 20 bedrooms per acre. The neighboring single-family neighborhood to the south of the proposed development is zoned R-4 and is developed at approximately 4 units per acre. In evaluation of the request for additional density above the underlying zoning district of RM-48, the future land use designation should be considered. The FLU designation is High-Density Residential, which is more than 20 bedrooms per acre. The proposal is consistent with the FLU, but the adjacencies of the surrounding neighborhood should be considered when reviewing this application for its compatibility with the neighboring area.

Area neighborhood

The development is located to the north of Broce Drive. The site bordered on all sides by multifamily development, except for the single-family neighborhood across Broce Drive. The site is approximately 0.9 miles from the Drillfield on Virginia Tech's campus. The low density residential homes south of the site do not face Broce Drive; they are oriented interior to Stonegate Drive, and the side yard of these homes are oriented toward Broce Drive. There is currently no development that directly faces the site at 400 Broce Drive.

Open Space

The provision of open space is another component of residential communities that it 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 when 20% open space is provided.

The application includes an accompanying request to reduce the amount of open space provided, as allowed in §3113 of the Zoning Ordinance for parcels less than 2 acres in size. The project area is 1.39 acres. Section 3113 (b)(1)(b) states:

> "For projects less than two (2) acres in size, the applicant may apply for a reduction or elimination of the open space requirement. The determination of the need for open space for such projects shall be evaluated based on a combination of the following project criteria:"
>
> i. Maximizing developable area: *The plan shows two buildings and a large parking lot in the central portion of the site. It appears that the development maximizes both the number of bedrooms and the available parking, though the use of the land is not particularly efficient.*
>
> ii. Proximity to downtown: *Utilizing sidewalks along Broce Drive, Progress Street, and Main Street, the development is located approximately 0.6 miles from the roundabout at Main Street and Prices Fork Road, which is the northern edge of the Downtown area. It is approximately 1 mile from the central Downtown area.*
>
> iii. Walking distance to services and transit: *There are a number of transit stops within walking distance in the vicinity on both Progress Street and Toms Creek Road. There is also a stop on Broce Drive that is used on certain routes during limited times. There are a few neighborhood convenience stores within walking distance, but the nearest full-service grocery store is the Food Lion on North Main Street, which is approximately 1 mile away.*
>
> iv. Density and intensity of use in relation to the neighborhood context: *The proposed development is denser than any of the surrounding neighborhood, at a maximum density of 57 bedrooms per acre. However, the scale of the development is relatively small, with only 78 bedrooms.*
>
> v. Demonstrated access to nearby public open space: *The site is located approximately 0.7 miles from the Municipal Park on Patrick Henry, but there is no pedestrian crosswalk across Main Street along the shortest route. In order to use the crosswalk at the Patrick Henry Drive/North Main Street intersection, an additional 0.4 miles is added, for a total of more than a mile between the site and the Municipal Park. There are few other public recreation opportunities in the surrounding area.*
>
> vi. Alternative recreational space (e.g. workout room): *The plan does show approximately 14% open space provided in two large blocks on the eastern side of the development. No specificity for any recreational amenities has been provided. The applicant is also proposing the construction of a trail connecting Broce Drive to the Terrace View property to the north that could, in future, provide an off-road through-way for bicyclists and pedestrians from Broce Drive to Patrick Henry Drive through the Terrace View development.*

vii. Proposed improvements to the adjoining streetscape, which may include construction of sidewalks or trails adjoining the street, buffer strips between the sidewalk and the street, or other streetscape amenities or improvements to public space as a part of the project: *Broce Drive is already improved with 5' sidewalk and 4' buffer strip for much of the length of the development's frontage. There is a portion of sidewalk immediately adjacent to the street where the existing wooded area in the low spot of the property is located. The applicant should consider rebuilding this portion of sidewalk to add the buffer strip. Additional landscaping in beyond the required street trees could help to enhance the pedestrian experience on the sidewalk, as well as provide more visual interest and buffering of the site from the street.*

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 proffer simply states that any proposed signage will comply with the residential signage regulations in the Zoning Ordinance §5532. The applicant should provide additional detail including size, location, and materials for any signage, including monument and wall signage proposed.

Solid Waste and Recycling
One dumpster area is proposed in the parking lot, and is located along an accessible route from both buildings. The applicant will have to ensure that the enclosure is large enough to accommodate both trash and recycling service.

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
The Town's Sanitary Sewer Engineer has reviewed the plan and concluded that no sewer related comments are associated with this rezoning. The capacity study has already been done and there is capacity in the downstream sewer for this project.

Water
The Town's Water Resources Manager has reviewed the plan and concluded that there are no water-related comments associated with this rezoning. The parcel has adequate water availability, including flow and pressure.

Stormwater Management
The stormwater concept plan is **not approved** at this time. Please see the attached memo from Town Stormwater Engineer, Kafi Howard.

Traffic & Transportation
The Town's Transportation Engineer has reviewed the traffic information submitted with the application and has

several comments which are included in the attached memo. In summary, revisions need to be made to the trip generation data, the turn lane warrant analysis, and the TIA application. It is anticipated that when these documents are revised, no additional traffic improvements will be warranted by the development. Thus, a right-turn taper or a left-turn lane are likely not needed. The memo also states that the entrance radii should be revised to be 25' minimum.

Blacksburg Transit
The site is served by Blacksburg Transit bus stops including the Progress/Broce Southbound and Northbound stops, the Toms Creek/Hunt Club Northbound and Southbound stops, and the Toms Creek/Broce stop located across the Original Stonegate Apartment Development. The site is located within walking distance of Blacksburg Transit Toms Creek, Progress Street, and Progress Street B bus routes, and bus stops are located to the east, southwest, and west of the site on Progress Street, Broce Drive, and Toms Creek Road, respectively. There are currently no shelters at the bus stops on Progress Street and no shelters at the bus stops on Toms Creek Road.

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 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.

ATTACHMENTS
- **Staff GIS maps**
- **Staff Appendix**
- **Stormwater memo dated 01-10-2020**
- **Traffic and Transportation memo dated 01-15-2020**
- **Neighborhood Meeting Notes and Sign-in sheet**
- **Correspondence Received from Clint & Debbie Dancey dated 01-08-2020**

400 Broce Dr.
RZN19-0009
Stonegate North

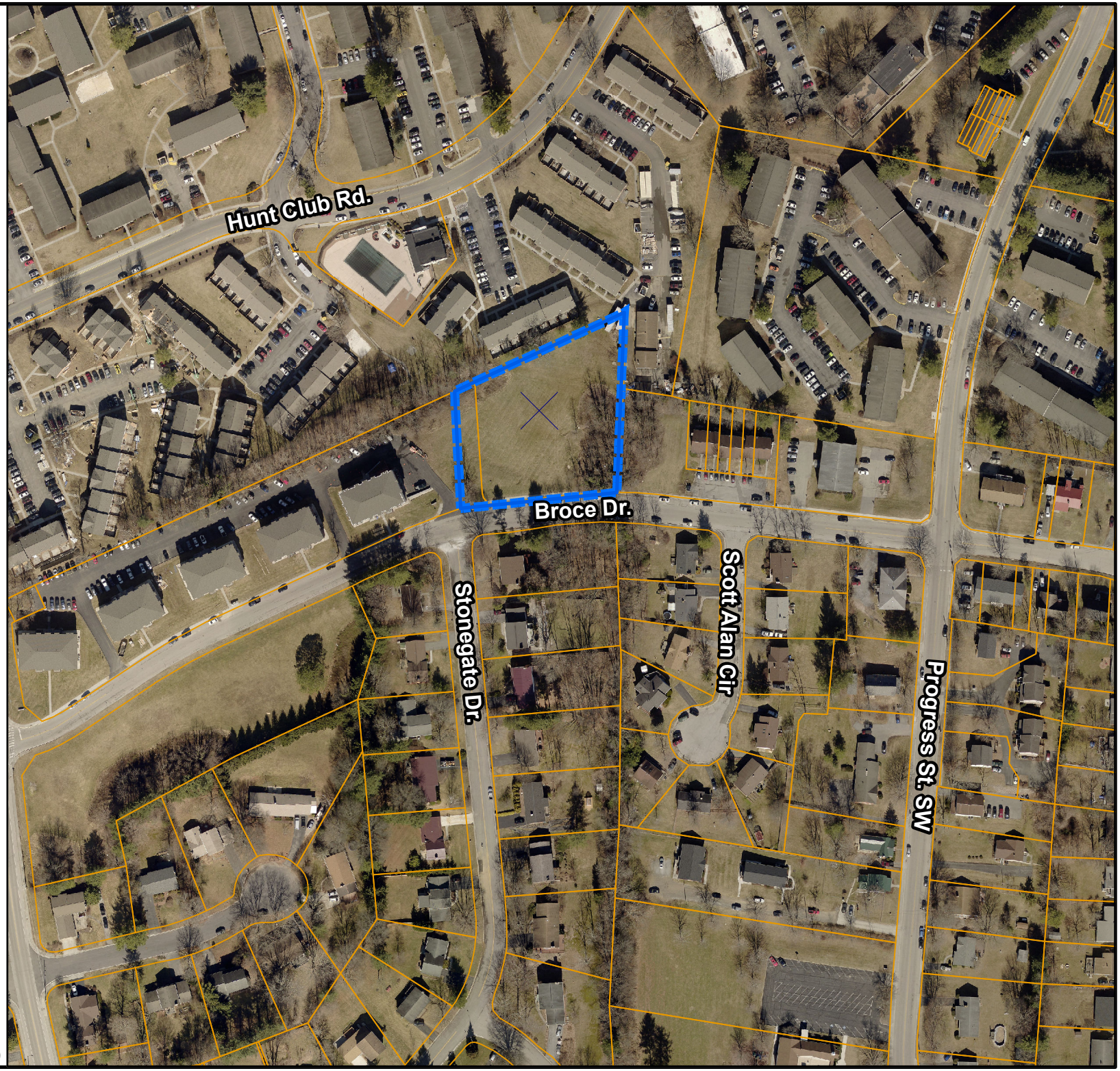
Subject Area

Parcels

N

0 175 350 '

Blacksburg TOWN OF VIRGINIA



2019 Aerials provided by Pictometry
Town of Blacksburg, P &B Dept.,12/30/19

400 Broce Dr.
RZN19-0009
Stonegate North

Development Name

- Stonegate South
- Stonegate North
- Existing Stonegate
- Carlton Scott Apts.
- Parcels

N

0 180 360 '

Blacksburg TOWN OF VIRGINIA

2019 Aerials provided by Pictometry
Town of Blacksburg, P &B Dept.,1/14/20

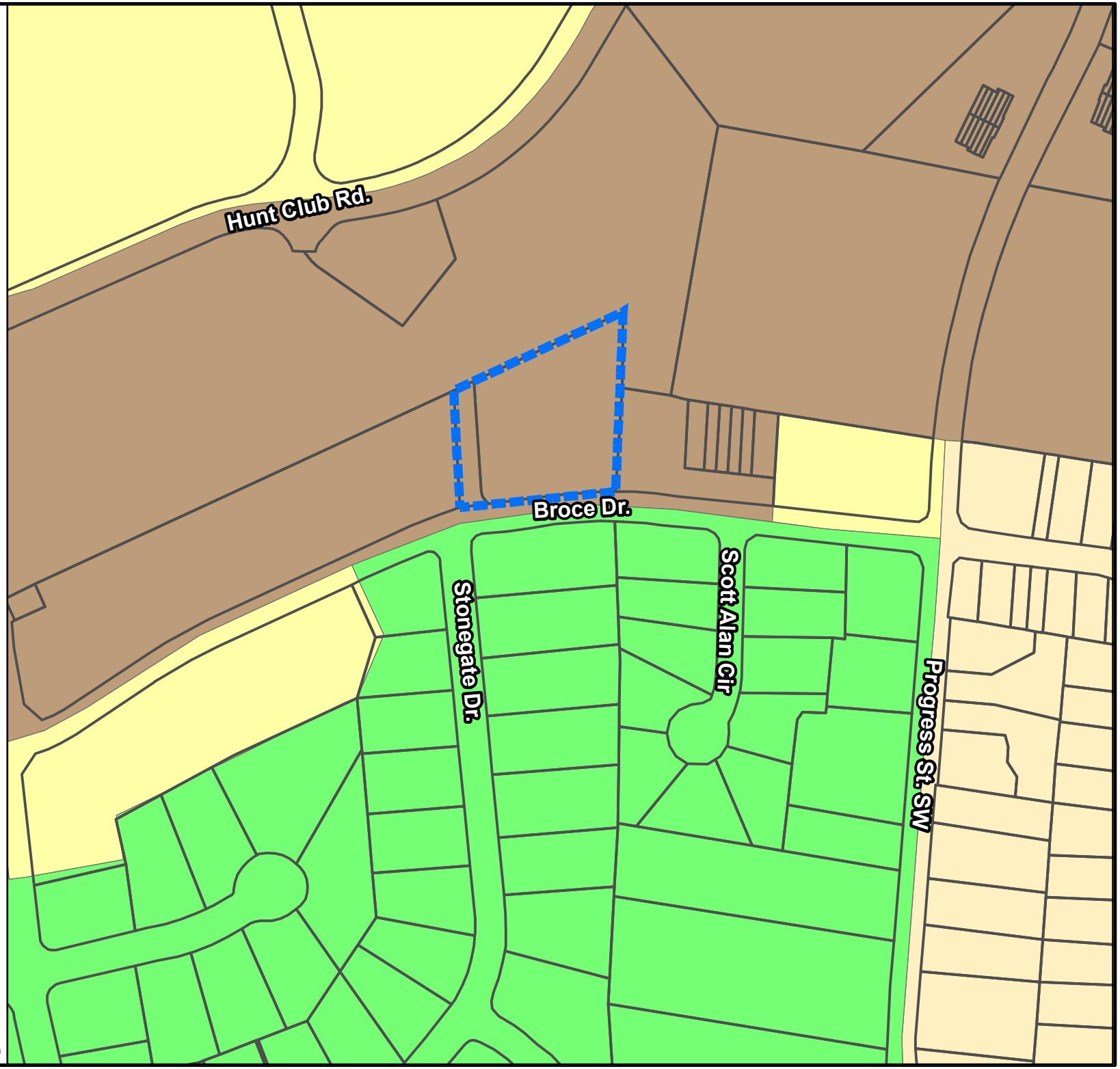
400 Broce Dr.
RZN19-0009
Stonegate North
Current Zoning

- Subject Area
- Parcels
- PR Planned Residential
- R-4 Low Density Residential
- R-5 Transitional Residential
- RM-48 Medium Density Multiunit Residential

N

0 100 200 '

TOWN OF Blacksburg VIRGINIA



Town of Blacksburg, P&B Dept., 12/30/19

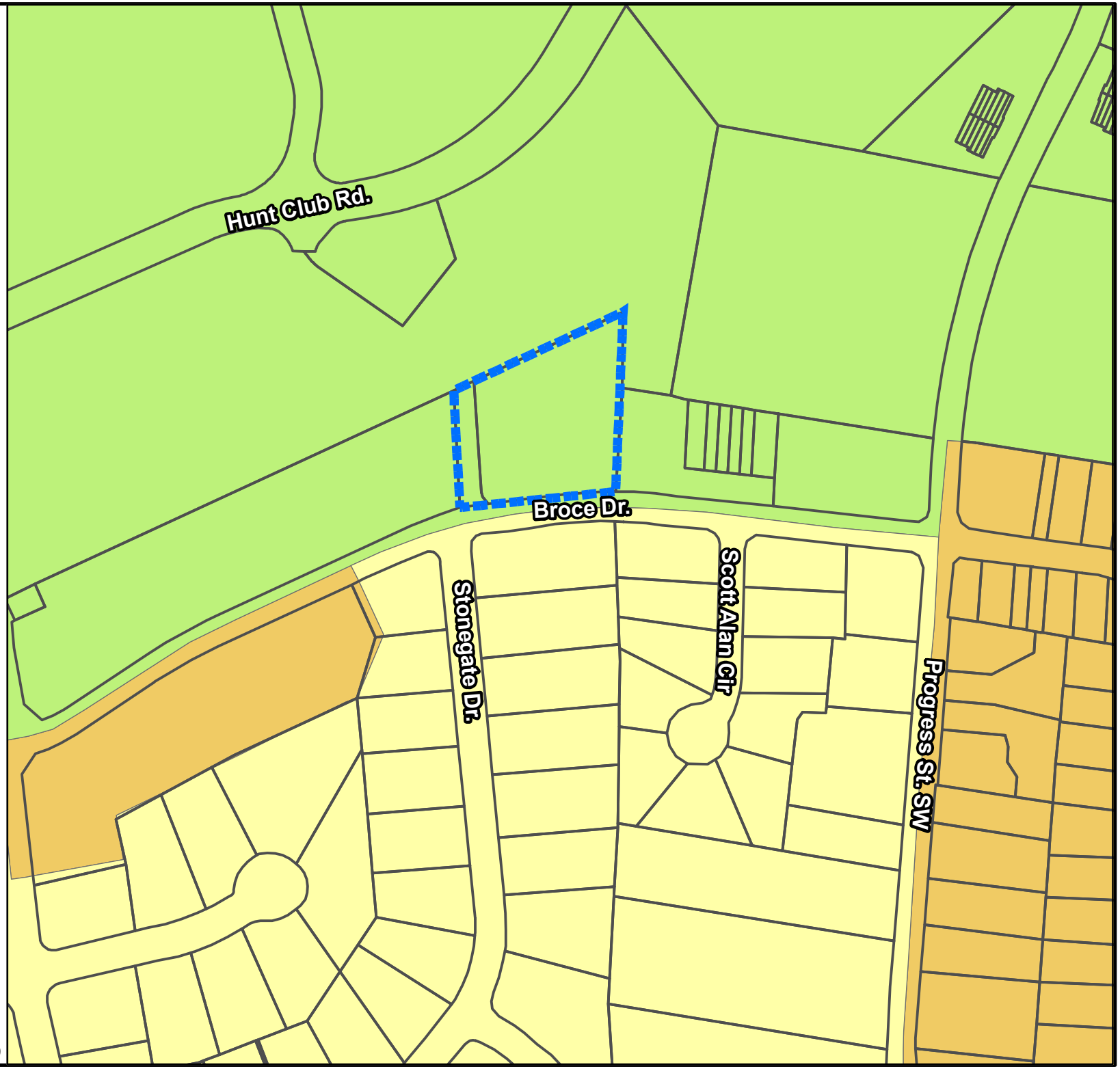
400 Broce Dr.
RZN19-0009
Stonegate North
Future Land Use

- Subject Area
- Parcels
- High Density Residential
- Low Density Residential
- Medium Density Residential

N

0 100 200 '

Town of Blacksburg VIRGINIA



Town of Blacksburg, P&B Dept., 12/30/19

RZN19-0009 Stonegate North Planned Residential District

Staff Appendix

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

Comprehensive Plan Map C Excerpts:
A 3 Multi-Unit Residential Neighborhood*:*
These neighborhoods are primarily apartment developments rented to students due to the proximity of the Virginia Tech campus. In these dense urban areas with a high concentration of students, there are fewer lifestyle conflicts than in other residential areas because the properties are larger rental developments where residents have a shared set of lifestyle expectations. The compact forms of development in these areas allow residents to rely less on automobiles as they have access to public transit, on- and off- road trail systems, sidewalks, and bicycle lanes.

With the exception of the Hethwood and Foxridge neighborhoods, these areas are generally located just beyond the urban/walkable neighborhoods, and all are located near the Town's major employment and commercial areas. These neighborhoods also have easy access to the US 460 Bypass, the main transportation route to I-81 and surrounding localities.

Key Issues for Multi-Unit Residential Neighborhoods include:

- Transit service in these areas should continue to meet residents' needs.
- Enhancing sidewalk, trail, and bicycle opportunities that link these areas of high concentrations of people with Downtown and the University core campus will be beneficial.
- New developments should
    - Consider providing open areas and recreational opportunities within their developments
    - Provide landscaped multi-use trail systems for commuting opportunities to the Commercial and Employment areas while providing landscape buffers
    - Provide strong property management and maintenance
- Through education of residents, owners and property managers, as well as the Town's zoning enforcement property maintenance programs, seek to minimize lifestyle conflicts that may occur at the interface of these higher density developments with adjacent residential neighbors.
- New multi-family developments in these areas should de-emphasize parking areas, maximize the use of alternate transportation options, be walkable, connect to other developments, have a street presence, and use other principles as detailed in the Residential Infill Guidelines.
- If additional student housing is not provided on-campus, the University should consider providing additional student residences only on property that is currently designated on the Future Land Use map for this high density residential use.

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.

Physical Site Development

Building Design: Orientation, Style, Materials, Scale, Massing, and 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.
- **Comprehensive Plan Community Character Principle CCP.21:** The Town is concerned about the height, mass, and placement of buildings, cell towers, or other features of considerable height on viewsheds.
- **CCP 12:** To serve the needs of the community, support opportunities for commercial development and redevelopment in appropriate locations.
- **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.
- **Townhome Dwelling Use & Design Standard for building orientation §4231(b)(5):**
    - 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 (1) entrance facing the street, and the principal windows of the townhouse shall also face this street.

<u>Setbacks, Lot Coverage, Buffer Yards & Landscaping</u>

- **Comprehensive Plan Community Character Principle CCP.15:** Blacksburg is a responsible headwaters community for Southwest Virginia
- **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
- **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.
- **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.
- **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-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 Principle 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.
- **CCP.18:** Minimize light pollution, balancing dark skies with a safe pedestrian and vehicular experience at night
- **Comprehensive Plan Transportation Objective & Policy T.1:** Implement the Paths to the Future Map to create a cost-efficient infrastructure of multipurpose trails that connects to residential areas, parks, schools, businesses, and other community amenities.
- **Transportation Objectives and Policies 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.
- **T.49:** The development review process ensures surface parking facilities are landscaped and appropriately lit and new parking lots minimize impacts on stormwater.
- **Comprehensive Plan Environment Objective EN.34:** Support citizens in establishing and reaching vehicle travel reduction goals to reduce air pollution.
- **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
- **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.
- **Zoning Ordinance 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.
- **Subdivision Ordinance §5-401**
    - Except as otherwise provided by the Zoning Ordinance, sidewalks shall be constructed of concrete and shall be a minimum of five feet in width. A minimum four foot planting strip is required between the curb and sidewalk for pedestrian/vehicle separation and to provide for mailbox and utility service placement.

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.
- **Zoning Ordinance Parking Development Standards Mass or Alternate Transportation Plans §5211**:
    - The minimum number of parking spaces may be reduced upon the approval of a mass or alternate transportation plan, which details arrangements for the mass or alternate transit of potential visitors to the site, including residents, employees, and customers. Such plans shall be subject to the review and approval of the Administrator and Transit Director, prior to the reduction of the number of required parking spaces.
    - Each lot for which the minimum number of parking spaces has been reduced shall show a reserve area sufficient in size to accommodate the number of parking spaces which were not required to be constructed. In addition, the developer shall post a letter of credit or other security for a period of two (2) years in an amount sufficient to cover the costs of construction of the parking spaces not required.
    - Every approved mass or alternate transportation plan shall be reviewed by the Administrator and Transit Director every two (2) years. The purpose of the review is to ascertain whether the plan has the effect of significantly reducing the automobile traffic to and from the site, and whether the reduced number of parking spaces is sufficient to accommodate the automobile traffic to the site. The Administrator and the Transit Director shall make a determination to this effect. This determination may be appealed to the Board of Zoning Appeals.
    - In the event that the Administrator and Transit Director determine that an approved mass or alternate transportation plan has not had the effect of significantly reducing automobile traffic to a site, and that the reduced number of parking spaces is not sufficient to accommodate the automobile traffic to a site, the owner shall construct the number of parking spaces necessary to meet the minimum required under this ordinance.

Density & Occupancy, Housing Variety, and Lifestyle Conflicts

- **Comprehensive Plan Community Character Principle 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. 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

PR development requests in 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 (amended 2019)	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 Drive	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	Old Blacksburg High School	approved	30 br/ac	1.1 spaces/bedroom
2019	1310 North Main Street	Pending, under review	59 br/ac	0.87 sp/br for townhomes, 0.85 sp/br for multi-unit buildings, + commercial
2019	The Farm (Glade Road)	Pending, under review	32.9 br/ac	1.33 sp/br for townhomes, 0.94 sp/br for all other units
2019	The Flats at Uptown (amended)	Pending, under review	68 br/ac	0.90 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.
- **Zoning Ordinance Multifamily Use & Design Standard for open space §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.
- **Zoning Ordinance Townhouse Use & Design Standard for open space §4231(b)(11):**
    - Except in the Downtown Commercial (DC) district and the Mixed Use (MXD) district, for any development of five (5) or more townhouses, 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.
- **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.

TOWN OF
Blacksburg
VIRGINIA

DEPARTMENT OF
ENGINEERING AND GIS

engineeringandgis@blacksburg.gov

January 10, 2020

Gay and Neel, Inc.
Attn: John Neel
1260 Radford Street
Christiansburg, VA 24073

RE: RZN19-0009 Stonegate North Stormwater Concept Plant – Letter of Denial

Dear Mr. John Neel:

The Engineering Department has completed the review of the Stonegate North Planned Residential Development's Stormwater Concept Plan. The Concept Plan is **not approved** at this time. This 1.39 acre site sits along Broce Drive behind the Terrace View Development. This site proposed to develop one multifamily dwelling and a townhome site with two primary structures. The stormwater management design incorporates one underground detention facility in conjunction with the purchase of offsite nutrient credits. The on-site facility treats 0.37 lb/yr of the water quality requirement, while the remaining requirement of 1.11 lb/yr is intended to be purchased through offsite nutrient credits. This meets the minimum state and local stormwater requirements for water quality, but does no benefit to the improvement of local water quality in Blacksburg. Water quantity requirements are met through the energy balance method and flood protection requirements for larger storm events.

The reason for denial of this stormwater concept plan is based upon the location of existing stormwater facilities that are located on the site. Field reconnaissance and historical documents suggest that there is additional publicly serving storm drainage on this parcel that is not shown on the development plans. This storm drainage could have impacts on site layout due to a possible conflict with the proposed building location. Minor to significant changes may need to occur to relocate this existing storm drainage which has not been addressed by this concept plan. The developer can resolve this issue by confirming the location of the on-site stormwater system and illustrating how it will be managed properly and redirected around the site so as not to come into conflict with proposed multifamily structures.

Please contact Kafi Howard with the Engineering Department at (540) 443-1354 or via email khoward@blacksburg.gov, if you have questions or concern regarding this review.

Sincerely,

Kafi Howard

Kafi Howard, Town Engineer – Stormwater, (540) 443-1354

TOWN OF
Blacksburg
VIRGINIA

DEPARTMENT OF
ENGINEERING AND GIS

engineeringandgis@blacksburg.gov

MEMORANDUM

TO: Kinsey O'Shea, Development Administrator

FROM: Joshua Middleton, Town Engineer

DATE: January 15, 2020

SUBJECT: Stonegate North Multi-Family Development – Transportation Comments

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Overview

The proposed development would be expected to add a slight amount of vehicular traffic to the existing road network. Anticipated trip generation data indicates the total number of vehicle trips generated by the site to be 283 trips per day with AM Peak Hour volumes of 12 trips and PM Peak Hour volumes of 22 trips. Existing traffic volumes, at the proposed connection to Broce Drive, were not obtained. An assumed existing volume of 3,400 ADT (average daily traffic), with a peak hour volume of 320 vehicles was utilized. Assuming theses existing volumes are representative for Broce Drive, the proposed development traffic represents a 4 - 9% increase in traffic volumes. This percentage would increase accordingly if the existing volume were determined to be less than assumed.

Revisions to the submitted application and analysis are needed as outlined in the following sections. However, 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 and would not likely require specific mitigation measures beyond those proposed.

Traffic Impact Analysis

Appendix L. of the PRD Rezoning document provides information regarding the anticipated trip generation and subsequent impact on the adjacent road network. A turn lane warrant analysis was also provided.

The analysis attempted to apply the trip generation impact of 4 townhome units (Low Rise Multi-Family Use Code 220) and 64 student housing bedrooms (Off-Campus Student Housing Use Code 225) as determined by the ITE trip generation manual, 10th edition.

The general methods utilized within the analysis are reasonable given the existing data and nature of the development. However, the following revisions are needed as they will have an impact on the analysis:

- The use of land code 225 – Off-Campus Student Housing, for the proposed 64 bedrooms located in unit 1, is appropriate. However, the use of the 'adjacent to campus' designation should be revised to 'over ½ mile from campus'.
- The use of land code 220 – Low-Rise Multi-Family, for the proposed 4 townhomes identified as units 2 thru 5, is appropriate. However, the following revisions are needed with regard to the trip generation data;
    - The number of dwelling units should be reduced to 4 rather than 14 as this would indicate the total number of bedrooms and is not an appropriate designation for this land use code.

- The daily trip generation volumes should be determined using the 'Weekday' designation rather than 'Saturday, Peak Hour of Generator'.
- The AM and PM peak hour volumes should be determined using the 'Weekday, Peak Hour of Adjacent Street'

These revisions will have an impact on the trip generation totals which will require subsequent revision to the turn lane warrant analysis.

Turn Lane Warrant Analysis

Vehicle counts were not performed on the adjacent road network and could not therefore be utilized for the turn lane warrant analysis. Instead, the warrant analysis was based upon VDOT annual average daily traffic (AADT) data obtained along the closest adjacent section of Progress Street. An AADT volume of 3400 vehicles per day was utilized. This likely exceeds the actual volumes adjacent to the proposed connection on Broce Drive, even given the projected increase in traffic volume resultant from the recently approved adjacent PRD parcel. Therefore, the assumption of AADT is likely conservative when applied to the turn lane warrant analysis.

The general method utilized for the turn lane warrant analysis is reasonable. However, the following revisions are needed to provide an accurate analysis:

- As both the volumes generated from the student housing and multi-family land uses will be directed through the proposed entrance, the peak hour volumes must be combined for the total peak hour trips.
- Left Turn warrants appear to have been plotted incorrectly. Additionally, the warrants reference Route 8 as opposed to Broce Drive on several of the plots.

Upon revision, the expected trip generation volumes in conjunction with the assumed existing traffic volumes, would support the findings presented in Appendix L. Neither a left turn lane nor right turn taper would be warranted for the proposed development.

Entrance Design & Layout

The proposed entrance to the development, along Broce Drive, appears to generally conform to the requirements of Access Management Design Standards. However, the proposed entrance radius has been denoted as 15-ft. The minimum allowable entrance radius for this type of commercial entrance would be 25-ft.

A more in-depth review of the entrance requirements will be conducted as part of any subsequent site plan.

Additional Considerations

The VDOT TIA Application, provided on page 16, indicates a distance of 3015 feet. This distance appears to be incorrect and when revised would fall below the 3000 feet threshold established in the application. The application should be revised accordingly.

Recommendations

1) Revise trip generation data for land use 225 and 220
2) Revise turn lane warrant analysis
3) Revise the VDOT TIA Application
4) Revise the proposed entrance radii to a minimum of 25-ft.

RZN19-0009 Stonegate North Neighborhood Meeting

Wednesday, January 8, 2020

6:00 PM

Blacksburg Motor Company Building

• Town staff present were Kinsey O'Shea and Kasey Thomsen
• John Neel of Gay and Neel, Inc. and Glenn Reynolds of Reynolds Architecture attended representing the applicant.
• Meeting began at 6:03 pm
• Ms. O'Shea opened the meeting by discussing the schedule of upcoming meetings, planning department review and responsibilities in relation to the rezoning process, purpose of the Neighborhood Meeting. She also indicated that the Town of Blacksburg website contains the current rezone application, meeting schedule and noted that all future documents pertaining to the request will be posted to the website.
• John Neel gave a presentation highlighting the proposed development request. He explained how the project request differs from the requirements of the existing zoning district and provided a "walkthrough" highlighting different project components.

Key Areas of Concern:

- **Traffic Impacts and Parking:**

  Of primary concern from those in attendance was parking overflow onto other residential streets in the neighborhoods, as well as the increased volume of traffic that would be generated from this new project and how it would negatively impact the surrounding roads.

  Neighbors stated that there is already a problem with apartment residents and guests parking on Stonegate Drive and Broce Drive. Citizens in attendance felt that this problem would most certainly increase with the increases in student housing density.

  Many of the citizens felt that parking for the existing residents and guests is inadequate.

  Neighbors were particularly concerned about the proposed parking ratio, stating that it may be too low given the existing parking problems in the neighborhood.

  They also noted that some residents in the existing Stonegate apartments park along Broce Drive and not in the Stonegate parking lot.

  Many were concerned that residents of the proposed apartments would also park on the street because it may be more convenient to access their particular unit than the parking available in the parking lot.

  Citizens pointed out that there is only one entrance/exit into the proposed complex so there is likely to be a line of people queuing up to turn into and out of the complex.

There was a concern that residents may choose to park on the street to avoid having waiting to enter or exit the complex.

The neighbors indicated they have also observed people parking on Broce Drive and Stonegate Drive and walking through the subject parcel to get to Terrace View apartments.

Neighbors wanted to know why there was no connection proposed between the existing Stonegate parking area and the proposed Stonegate development.

A citizen again expressed concern that the increase in residents and guests will exacerbate traffic problems in the area. There are already existing parking and traffic problems with nearby Stonegate apartments and the other existing multi-family student complexes.

A neighbor asked if there were opportunities to protect the on-street parking and reserve it for residents only. (Staff advised the citizens that permit parking may be an option to explore and directed them to the appropriate staff member.) The neighbors asked if the applicant would support permit (street) parking for the permanent residents who live in/around the area.

Citizens also expressed a desire for Stonegate Drive to be turned into a cul-de-sac, instead of intersecting with Broce Drive in order to protect the neighborhood from ongoing concerns of overflow parking and cut-through traffic.

- **Lifestyle Impacts/Conflicts and Current Housing trends:**

Concerns were expressed about the additional development of student housing in the surrounding area. Along with the parking and traffic concerns expressed earlier, there were concerns about noise from parties. There were concerns shared about privacy and a desire for screening, fencing or additional landscaping to provide a buffer for surrounding neighbors due to the proximity of the townhomes to residents on Broce Drive.

Neighbors were concerned that the additional student apartment development would negatively affect property values.

Several citizens stated that the proposed development did not fit with the single-family owner-occupied neighborhood across from the proposed development.

Citizens were concerned about the cumulative effect of the increase in student residents with the several upcoming developments that have not yet been built but are approved for the area.

Several citizens stated that they thought that townhouses attracted more parties.

Citizens that attended the meeting expressed concern that the Town was not taking the opinions, interests and needs of permanent residents seriously.

Also mentioned was a trend of disregarding the Comprehensive Plan designations when reviewing development proposals. The point that the wants and needs of the developer seem to be placed above those of the citizens that will be affected was reiterated.

Neighbors expressed that the police response to noise complaints was not helpful and citizens feared retaliation from unruly students if they complained.

- **Stormwater:**

There were questions regarding water flow and stormwater containment.

Citizens asked the applicant if he foresaw any problems with the infrastructure within the project.

Citizens asked where the stormwater flows now and is it/will it be discharged into the creek that runs down Stonegate Drive.

There were concerns about the existing stormwater channel that runs through the property from the adjacent Terrace View property. Citizens asked if the applicant or Terrace View were planning to improve it as many had concerns about overcapacity and many neighbors were concerned about flooding on their property.

- **Other Questions**:

A neighbor asked about the timeline for breaking ground and finishing construction if the project were approved.

There was an inquiry about the timeline of other multi-family projects on Toms Creek Road.

A citizen asked about the rents in proposed development.

A citizen asked about the depth of setbacks along Broce Drive.

Meeting was adjourned at 7:57 pm.

Neighborhood Meeting RZN19-0009 Stonegate North PRD

Date Wednesday, January 8, 2020 6:00 PM.

Name	Address	Email	*
FENICE PROCTOR	911 TOMS CREEK RD Blbg	fproctor1@comcast.net	
Kinsey O'Shea	TOB	KOSHEA@BLACKSBURG.GOV	
KCASEY THOMSEN	TOB	KTHOMSEN@BLACKSBURG.GOV	

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* NOT ALL ATTENDEES SIGNED IN

Neighborhood Meeting RZN19-0009 Stonegate North PRD

Date Wednesday, January 8, 2020 6:00 PM.

Name	Address	Email	*
Peter + Carol Haskell	503 Stonegate Dr.	phaskell@vt.edu	
Max zhong	401 Stonegate Dr.	maxzhong@gmail.com	
Douglas McMurtrie	415 Stonegate Dr	dougmcmurtrie@verizon.net	
Javad Torabinejad	1600 Wilmington Dr.	jtorabinejad@yahoo.com	*
Franklin M. Baker	901 Toms Creek Road	None	

Please Print Legibly

***PLEASE INDICATE IF YOU WOULD LIKE A COPY OF THE STAFF REPORT EMAILED TO YOU**

* NOT ALL ATTENDEES SIGNED IN

January 8, 2020

To: Town Council

Subject: Rezoning request at 400 Broce Dr.

Ladies and Gentlemen,

My wife and I live at 429 Stonegate Dr. in Blacksburg. We have lived in Blacksburg for 36 years and 30 years at our Stonegate address. We do not support the request for rezoning at 400 Broce Dr.

Generally we don't support apartment building "creep." The tendency for apartment building to gradually extend into residential areas which contain primarily single family homes. People purchase homes in our neighborhood because it is mature, with homeowners who take care of their homes and property; and, for those with young children, it is close to Gilbert Linkous Elementary School.

The proposed apartment buildings will undoubtedly result in parking and traffic problems. 78 bedrooms with 0.8 parking spaces per bedroom = at least 65 additional vehicles and probably considerably more. It is likely that we will see parking on both sides of Stonegate drive (much like we see on lower Kabrick St.). Traffic will also significantly increase on side streets leading to the VT campus in order to avoid the delay of making a left turn onto Tom's Creek Dr., specifically they will use our neighborhood: Stonegate Drive and Kabrick. In any event, 0.8 parking spaces per bedroom is insufficient.

We trust the Town Council will take the homeowners' concerns seriously when deliberating on the rezoning request.

Respectfully,

Clint and Debbie Dancey

429 Stonegate Dr.

Blacksburg, VA.