

MEMORANDUM

To: Planning Commission

From: Kali Casper, AICP, Assistant Planning Director

Date: January 13, 2023

Subject: **UPDATE** RZN 22-0003/ORD #2003- Request for an amendment to previous rezoning Ordinance #746 to modify a Planned Commercial PC zoning district including permitted uses at 1055 Plantation Road (Tax Map. 254-A-18) by Broadstreet Partners, LLC (applicant) for Blacksburgs Green BLD LLC (owner).

REVISIONS TO DEVELOPMENT PROPOSAL

The applicant submitted a revised application package on January 5, 2023 for the rezoning and associated CUP request. Changes to the conditional use permit request also impact the rezoning amendment and are included below. The following changes have been proposed:

Rezoning Request

- Revised rezoning master plan
- Removed proposed increase in open space for PC district
- Clarified fast food and drive-thru uses

CUP Request

- Site Layout/Concept Plan
 - o Reduced building width
 - o Added PUEs
 - o Added setback information
 - o Revised open space calculations
- Utility Plan
 - o Sanitary Sewer connection
- Landscape Plan
 - o Revised tree planting locations
- Added Grading Plan
- Revised building elevations

Stormwater Concept Plan

Analysis of the revisions is provided in order of topics from the staff report dated November 10, 2022. Additional analysis is provided, as needed, where the application has not been revised to address issues from the staff report.

KEY ELEMENTS

- **Specific changes to Ordinance #746 and related proffers**
 - o **Appropriateness of proposed allowable uses**
 - o **Adequacy of proposed buffer yards**

- **Bicycle and pedestrian connectivity**
 - **Revised stormwater management concept plan approved**
 - **Cross access between mini-warehouses and future commercial use**
 - **Public utility easements**

Planned Commercial District Standards

The chart below illustrates the comparison between the standards in the existing 1987 PC zoning district (Ordinance #746), the general PC standards, and the revised application:

	1987 Planned Commercial Zoning District (Ordinance #746)	Current Zoning Requirements	Proposed District Standards
District Size	9.821 acres	2 acres minimum	4.573 acres
Min. Yards/Setbacks	Front: Unspecified, generally shown on plan West: 35' per proffers East & North: 30' based on staff research	Front: 10' (collector roads) Side & Rear: As proposed on master plan except adjacent to residential where buffer is required	Front, Side, & Rear: 10' proposed 35' front setback for mini-warehouses
Max. Lot Coverage	80% impervious	As proposed	80% impervious
Min. Open Space	Unspecified	25%	20% - <i>see analysis</i>

Setbacks

The applicant has proposed 10' front, side, and rear setbacks for the District, which are dimensioned on the concept plan. These setbacks are less than the 1987 standards but in keeping with the current requirements for Planned Commercial districts. As noted above, buffer yards are required in some instances and are discussed in the Buffer Yard section. Additional information on setbacks specific to the mini-warehouse CUP use can be found in the related staff memo.

Lot Coverage

The applicant has revised the lot coverage to a maximum of 80% for the District. This is in keeping with the 1987 standard.

Open Space

The applicant has revised the proposed open space to 20% for the District. The existing 1987 Planned Commercial District did not specifically address open space. Open space was not specifically identified or required in the Zoning Ordinance at that time. The applicant is proposing to use the 1987 regulations and while no open space is required, is providing 20% open space. The current Zoning Ordinance requires a minimum of 25% for Planned Commercial zoning districts. As open space was unspecified in 1987, staff would prefer the plan meet the current minimum standard. However, regardless of the standard used, any open space that is provided should meet the Use and Design Standards. These standards are not met as shown due to fragmented areas, and long, thin strips of open space including areas along retaining walls and between drive aisles that do not connect to other areas of open space. *The applicant should revise the proposed mini-warehouse use open space depiction and calculation to address these issues as part of the CUP request. If the 1987 standard with no open space requirement is used, staff suggests greater attention be given to landscaping areas as well as buffer yards.*

Signage

For PC districts, signage plans must be submitted at the time of rezoning including general size, location, style, color, and materials for all signs proposed. Signage should be considered based on the appropriateness of the proposed signage plan in relation to the character of the proposed development and the surrounding area. *If signage is desired as part of the Planned Commercial zoning district, the applicant should include a signage plan. Without a signage plan, no signage will be permitted in the District.*

SPECIFIC CHANGES TO ORDINANCE #746 AND RELATED PROFFERS

Fast Food or Drive-In Restaurant Use

The applicant proposes to remove the restriction that prohibits fast food and drive-in restaurants. As proposed, general and small restaurants are allowed by-right while drive-in restaurants and external speakers are allowed by conditional use permit. It should still be noted that a fast food restaurant (without a drive through) is not a permitted use in the District unless specifically requested as part of the rezoning or by an amendment. Additional discussion of this use and other potential uses with respect to trip generation and access is found later in the memo and in the attached Engineering Transportation and Easement Memo.

Buffer Yard

The revised application proposes a 15' wide buffer yard along the western property boundary, with Norway Spruce trees and some retaining wall areas. Based on the Landscape Plan, these trees are spaced at 15' on center along the rear portion of the parcel and 20' on center along the front portion of the parcel. *The applicant should specify the proposed height at time of planting for all trees on site.* Under current code standards, a Type C buffer yard would be required along the western and northern property lines. A Type C buffer yard is a 50' vegetative buffer with large evergreen trees, small evergreen trees, and one row of evergreen shrubs or a 25' architectural buffer with 6' screen, large evergreen trees, and small evergreen trees. Both the original rezoning and the current zoning ordinance recognize the importance of a buffer yard to mitigate impacts adjacent to residential zoning at a minimum. The proposed plan provides less buffer area than the current requirement and less than the existing 1987 standard. *At a minimum, a buffer yard, adjacent to where the development borders potential future residential uses to the north, should also be provided to mitigate impacts of the proposed use. Details including retaining wall height and materials as well as plant spacing and height at time of planting should be determined at the time of rezoning to ensure that the commitment and standards are clear. Discussion of retaining walls can be found in the CUP 22-0006 staff memo.*

Green Space/Landscaping

No additional information has been provided regarding landscaping. The applicant should show that the street tree requirement can be met for Plantation Road and Prices Fork Road. The remainder of landscaping requirements can be confirmed at the site plan stage.

Sidewalks

No changes have been made to proposed sidewalks and walkways. The revised application continues to propose removing the proffer related to required sidewalks. However, in addition to the proffer, as previously noted, subdivision regulations and site plan requirements also necessitate sidewalks meeting Town Code standards for Plantation Road, Prices Fork Road, and connecting to the uses. The subdivision ordinance, the Paths to the Future Map, and the Prices Fork Road Safety and Mobility Study show proposed trail along the parcel's frontage on Prices Fork Road. The Town's standard for trails is 10' wide asphalt with a minimum 5' planting strip. *The applicant should revise the application to include these pedestrian infrastructure requirements.* While some of the grade is challenging, if sidewalks are not provided, pedestrians will have to

walk in the drive aisle/street. Sidewalks or trail provided at street grade is preferable to no provision of pedestrian infrastructure.

Amendment to Allowable Uses and Nature of Planned Commercial Districts

The revised submittal clarifies future use of the front parcel for a potential fast food restaurant. No other changes to the list of the proposed uses have been made. As previously noted, allowing for such a wide range of uses is not typical for a planned district, which requires a master plan. While many of the proposed allowable uses may be appropriate, it is difficult to provide detailed analysis of all the uses due to the significant variation in characteristics and impacts of each use. *For example, as further detailed in the Transportation & Easement Memo, several of the commercial uses such as convenience store, gas station, and restaurant are considered high trip generators and would have different circulation needs than other less intense uses.*

In addition to staff transportation concerns, several of the listed uses may not be compatible with the adjacent developed Planned Commercial uses or the proposed mini-warehouse use. For example, the proposed use list contains many residential and civic uses, such as single-family dwellings, two-family dwellings, multi-family dwellings, shelter, and primary/secondary educational facilities; that may be less appropriate on the corner of the Planned Commercial district along Prices Fork Road. *The Planning Commission should consider if all of the potential uses listed in the application are appropriate for development of the front 1.18 acre parcel, which will be created, if approved.*

IMPACTS TO PUBLIC INFRASTRUCTURE, SERVICES, AND SURROUNDING NEIGHBORHOOD

Bicycle and Pedestrian Improvements

No changes have been made to proposed bicycle and pedestrian infrastructure. Pedestrian improvements were discussed in the Sidewalks Section previously. *As previously noted, staff recommends the applicant reconfigure the intersection of Prices Fork Road and Plantation Road in order to extend the existing bicycle lane to the intersection.*

Cross Access and Public Utility Easements

Cross access is not provided between the mini-warehouse use and the future commercial development area. The applicant has provided a grading plan to demonstrate the “inability to connect the storage lot to the upper commercial lot due to topographic constraints.” *The Engineering Transportation and Easement Memo provides analysis of this grading plan, the request to eliminate the cross access, and the proposed access for the front future commercial lot. Town Planning and Engineering staff recommend cross access be provided between the parcels, as required, due to the broad range of allowed uses and the infeasibility of the proposed access or alternatives for the future front parcel. If the cross access is not provided, staff is concerned that this lot configuration will create an unbuildable lot.*

The revised application includes 15’ proposed public utility easements, free from retaining walls and landscaping buffer, as required by the Subdivision Ordinance, for the east, west, south, and north property boundary lines. *The applicant should revise the plan to include a 15’ public utility easement centered along the interior parcel line between the mini-warehouse use and future commercial parcel, and will need to revise retaining wall locations accordingly. The Engineering Transportation and Easement Memo provides additional explanation and detail regarding the requirement and recommended revisions.*

The Engineering Transportation and Easement Memo includes the following recommendations:

1. Include a 15' wide PUE centered on the future lot line. Note: This may require adjustments to the adjacent retaining wall or future lot line alignment to ensure all portions of the retaining wall remain outside of the PUE.
2. Dedicate and construct, to the proposed lot line, a cross access connection between Lot 1 and 2.
3. Remove the proposed Plantation Road entrance connection to Lot 2 from the master plan layout.

Sanitary Sewer

There is adequate capacity in the sanitary sewer system to provide for this development. The Town Engineering staff have reviewed the revised application with regard to sanitary sewer and provide the below conclusion. Additional detail is provided in the attached Sanitary Sewer Memo.

The private pumped system will require that the applicant submit a variance request to Section 5-701(a) of the Subdivision Ordinance and Section 1.21(c) of Sanitary Sewer Specifications as a part of their application.

This should be provided prior to public hearing.

Stormwater Management

The Town engineering staff have reviewed the revised application with regard to the development's stormwater management plan. The concept plan is **approved** at this time. *The approval letter is included as an attachment to this report and outlines several items that the applicant will need to address prior to site plan approval.*

PROFFER STATEMENT – October 3, 2022

1. The property shall be developed in substantial conformance, as determined by the Zoning Administrator, with the submitted rezoning application entitled Mini-Storage Development located at 1055 Plantation Road ("the Application") dated October 3, 2022.
2. The proposed uses for the future ~1.17 acre commercial development area shall be modified based upon the included PDF markup of the allowable uses for the Planned Commercial District. All uses struck-through in red shall not be allowed for said future commercial parcel.

The revised application does not include any changes to the proffer statement. As previously noted, staff has coordinated with the Town Attorney regarding the provided proffer statement and there are concerns with the language in the 2nd proffer. For clarity, any uses that are to be proffered out should be listed in the proffer statement or at a minimum in an exhibit to the proffer.

Variations Needed as Proposed

Subdivision Ordinance Section 5-701(a)

Sewer Specifications Section 1.21(c)

Attachments

- Staff Transportation & Easement Memo
- Staff Sanitary Sewer Memo
- Staff Stormwater Concept Plan Letter
- Revised Application dated January 5, 2023

MEMORANDUM

TO: Kali Casper, Assistant Planning Director

FROM: Joshua Middleton, Town Engineer

DATE: January 13, 2023

SUBJECT: RZN22-0003 - Prices Fork Mini-Storage – Transportation & Easement Comments

Overview

The rezoning proposes subdivision of the existing parcel to create two lots identified as Lot 1 and Lot 2. Lot 1 would facilitate the construction of the proposed mini-storage facility on a 3.4-acre parcel, which would be accessed from the end of Plantation Road, and would provide cross access to the adjacent Retreat development along Crisp Road. Lot 2 would encompass the remaining 1.17 acres, which fronts Prices Fork Road, and is identified as a 'Future Commercial Development Area'. Access for the future development has been approximated at the mid-point of Plantation Road.

Public Utility Easements

Subdivision of the parcel is governed by the subdivision ordinance. Section 5-901 of the ordinance requires a 15-ft wide Public Utility Easement (PUE) centered on all interior lot lines and interior to all perimeter lot lines. The proposed layout does not support this requirement. A 15-ft wide PUE, centered on the interior future lot line is required but has not been included.

Additionally, retaining walls cannot be located within PUE's. This restriction would also include the area required for retaining wall tiebacks and stone backfill. The design currently proposes a retaining wall that may fall within the required PUE. In order to facilitate the required 15-ft PUE, the proposed layout may need to be revised to move the retaining wall and/or proposed future lot line, to be a minimum of 7.5-ft away, including the tie-back and backfill area.

Changes to the wall, necessary to facilitate a 15-ft PUE, could have an impact on the proposed layout. The required adjustment should be fully incorporated, as part of the rezoning and conditional use permit process, to ensure the overall layout is constructible and substantive changes are not required during development.

Cross Access

Development of the mini-storage facility on Lot 1 includes a cross access connection to the adjacent Retreat development along Crisp Road. Crisp Road was extended to the parcel boundary as part of the Retreat development. Facilitating this cross access, as part of the proposed development, will provide an important link, promoting a more connected and robust transportation network.

Though a valuable cross access connection has been provided between Lot 1 and the Retreat development, no cross access has been proposed between Lot 1 and Lot 2. Cross access should be an essential component of the proposed subdivision. Per Section 3164 – Joint and

Cross Access, cross access between Lot 1 and Lot 2 would be required as the proposed mini-storage facility is expected to generate 146 vehicle trips per day. Additionally, cross access is a critical component of any future development of Lot 2, for the following reasons:

- Currently the only access for Lot 2 has been approximated near the mid-point of Plantation Road. Access Management Guidelines limit the location of commercial entrances in a manner that preserves the safety and efficiency of the transportation system. Further, Access Management Regulation 24VAC30-73-120 requires commercial entrances to be located out of the functional area of an intersection. The functional area would include all queuing / storage for the turning movement. The submitted TIA indicates queuing of up to 202-feet is expected, for the proposed development, which would only increase with additional trips associated with the future development of Lot 2. This would restrict the ability to provide access to Lot 2 from Plantation Road. Therefore, a cross access connection to Lot 1 would be critical and could provide the only means of accessing Lot 2.
- Any development on Lot 2 would increase trip generation. However, many of the included uses identified for potential future development would be considered high trip generators. This would include many of the commercial uses, most notably gas station, restaurant and convenient store developments. Developments such as these, with high trip generation, benefit greatly from improved circulation that is afforded through multiple and varied types of entrances. Due to the limitations for access on Plantation Road, cross access with Lot 1 would be a critical component of the proposed development and should be provided.

Preliminary grading has been provided, which confirms that a cross access connection is feasible between Lot 1 and Lot 2. This is contrary to what has been provided by the applicant response, which suggests that a connection is not possible due to topographic constraints. However, given a maximum permissible driveway grade of 12% a connection can be made from Crisp Road, particularly along the western boundary of Lot 2.

In addition to dedication of access easements, the connection will need to be constructed to the property line and should therefore be reflected on the mini-storage facility layout. The required adjustment should be fully incorporated, as part of the rezoning process, to ensure the overall layout is constructible and substantive changes are not required during development.

Lot 2 Entrance Layout

As previously discussed, the proposed subdivision layout to create Lot 2 includes a single entrance located near the mid-point on Plantation Road. An entrance in this location, or any location along Plantation Road, is not feasible for the following reasons:

- Access Management Regulation 24VAC30-73-120 requires commercial entrances to be located out of the functional area of an intersection. The functional area would include all queuing / storage for the turning movement. Queuing lengths associated with the mini-storage development are 202-ft and would be expected to increase with additional trips associated with the future development of Lot 2. Therefore, the proposed subdivision and lot configuration would preclude an entrance due to insufficient space.
- The proposed grading for Lot 2 creates a significant grade differential along the eastern boundary of the parcel and Plantation Road. The proposed entrance location is approximately 28%, with grades increasing as you move north along the parcel boundary. **Note:** The maximum permissible driveway grade allowed is 12%.

Due to the limitations created by the proposed subdivision, and preliminary grading, an entrance onto Plantation Drive from Lot 2 should not be considered. Further, the entrance presently depicted on the master plan layout should be removed. As previously discussed, a cross access connection between proposed Lot 1 and Lot 2 is required. Given the proposed subdivision and lot configuration the required cross access connection would likely be the only access permitted for Lot 2 making it a critical component of the proposed development and should be provided.

Future Development of Lot 2

The Traffic Impact Analysis performed as part of the proposed mini-storage facility did not include and trip generation for the Future Development of Lot 2. The TIA focuses exclusively on the impacts for the development of Lot 1 and re-distribution of trips resulting from the cross access with the Retreat development. Further analysis and potential improvements will be required when development of Lot 2 is considered. This would include one of the following, depending on what type of development is considered;

- A Traffic Impact Analysis, including level of service and turn lane warrant analysis, would be required for any subsequent Conditional Use Permit request.
- A Traffic Impact Analysis, including level of service and turn lane warrant analysis, would be required in conjunction with any by-right site plan submittal
- A Traffic Impact Analysis, including level of service and turn lane warrant analysis, for any subsequent Rezoning, or Rezoning Amendment.

Recommendations

1. Include a 15-ft wide PUE centered on the future lot line. **Note:** This may require adjustments to the adjacent retaining wall and/or future lot line alignment to ensure all portions of the retaining wall remain outside of the PUE.
2. Dedicate and construct, to the proposed lot line, a cross access connection between Lot 1 and 2.
3. Remove the proposed Plantation Road entrance connection to Lot 2 from the master plan layout.

MEMORANDUM

TO: Kali Casper, Assistant Planning Director

FROM: Randy Formica, Director-Engineering and GIS

DATE: January 12, 2023

SUBJECT: RZN 22-0003 and CUP 22-0006-Mini-Warehouses-1055 Plantation Road-Sanitary Sewer Memo

A review of the re-submittal of the Master Plan indicates the applicant proposes connecting to existing sanitary sewer mains located in Prices Fork Road.

The applicant is proposing installing a private, pumped system and private force main that connects to a new private manhole located on their property. Sewer will then flow by gravity from this manhole to the public sanitary sewer located in Prices Fork Road.

While the Town Code and Sanitary Sewer Specifications require that sewer be provided by gravity flow, upon additional discussion and review with the applicant, the options for providing gravity sanitary sewer for this parcel are not practical. The previous sanitary sewer memo provides information relating to this specific discussion.

The proposed private pumped system with the connection to the public system in Prices Fork Road is similar to the sanitary sewer system approved for the hotel located at 1020 Plantation Road.

The private pumped system will require that the applicant submit a variance request to Section 5-701 (a) of the Subdivision Ordinance and Section 1.21 (c) of Sanitary Sewer Specifications as a part of their application.

The site plan is required to meet all other requirements of the Sanitary Sewer Specifications.

January 11, 2023

Foresight Design Services
Attn: John Neel
1260 Radford Street
Christiansburg, VA 24073

RE: CUP22-0006/RZN22-0003 Plantation Road Mini Storage CUP Request and Amendment to the Rezoning – Letter of Approval

Dear Mr. John Neel:

The Engineering Department has completed the second review of the 1055 Plantation Road Stormwater Concept Plan submitted on January 6, 2023. The SWM Concept Plan is **approved** at this time. This 4.57 acre site sits at the Prices Fork and Plantation Road intersection and drains into the Toms Creek Basin watershed. This site is proposing to develop a mini-storage facility in addition to a commercial pad for future development. The stormwater management design incorporates an ADS StormTech underground detention facility with Isolator Row to serve as both water quantity and water quality measures.

Water Quantity:

The stormwater quantity design includes an ADS underground detention system to meet the volume requirements. The volume of the existing stormwater facility that is being eradicated is being added to the volume of the proposed facility to account for this existing stormwater benefit. Pre-development rates are being reduced to meet channel protection and flood protection requirements.

Study Point	Pre-Development		Target	Post-Development			
	1-Year		1-Year	1-Year		10-Year	
	Runoff (cfs)	Volume (cf)	Runoff (cfs)	Runoff (cfs)	Volume (cf)	Runoff (cfs)	
1	0.73	3,093	7.79	0.07	0.06	24,872	5.29

Concerns exist regarding an appropriate horizontal clearance from the buildings foundation. Since the project proposes the option of two facilities instead of one, this clearance can be resolved during the site plan process.

Water Quality:

The stormwater management mitigation is provided by a proprietary ADS underground detention system on-site to meet about half of the water quality requirements (3.06 lb/yr). The purchase of **2.99 lbs/year** of off-site nutrient credits is the proposed method to meet the remainder of the water quality requirements which complies with the local water quality regulations, but will not provide any benefits within the Town of Blacksburg. *The Town recommends that this development provide more on-site stormwater quality treatment instead of using off-site methods for 50% of the treatment. Additional on-site treatment will provide lasting beneficial water quality value to the Toms Creek watershed, whereas the current layout may degrade our local water quality.*

Items Needed to Address at Site Plan Approval:

1. The pre-development drainage areas shown must be revised to illustrate the two drainage areas described in the narrative and to include the BP fuel station. This site also drains to the proposed site.

2. Additional access to the underground stormwater facility will need to be addressed.
3. Appropriate clearance from the building.
4. Confirmation of Nutrient Bank Availability must be confirmed.
5. VSMP permit coverage will be required for this site.
6. **Note:** The Town of Blacksburg Town has implemented a stormwater utility fee based on total impervious lot coverage. This proposed development area would generate a stormwater fee of **\$227.27** dollars per month for this site.

Please feel free to 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, Town Engineer

Town of Blacksburg

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