

STAFF EVALUATION

Case No.: Rezoning No. 22-00008

Use Permit No. 22-00011

Planning Commission Date: December 15, 2022
January 19, 2023

City Council Date: February 8, 2023

Prepared By: Olivia Askew, Resiliency Specialist

727-2301

Reviewed By: Mike Hayes, Planning and Zoning Division Manager
Bonnie Brown, Deputy City Attorney

728-5244

General Information

Applicant Olde Hampton Village Developers, LLC

Property Owner Hampton Redevelopment and Housing Authority

Site Location Sixteen (16) properties at the Intersections of LaSalle Avenue and West Pembroke Avenue, West Pembroke Avenue and West Queen Street, and West Queen Street and Michigan Drive
[LSRNs: 2000370, 2000404, 2000402, 2000369, 2000403, 2000401, 2000368, 2000400, 2000385, 2000386, 2000229, 2000230, 2000231, 2000232, 2000233, 2000234]

Aerial Map:



Requested Action Rezone sixteen parcels, totaling ± 22.78 acres, from Multiple Residential (R-M) District to Downtown Business (DT-1) District with proffered conditions.

Use Permit to allow for the construction of multifamily dwellings within the Downtown Business (DT-1) District.

Description of Proposal

General

The development, as described in the application, includes 118 fee-simple townhomes (both front- and rear-loaded), 380 multifamily dwellings (both general population and age-restricted senior housing), and 6,000 square feet of commercial space. The development proposes various community amenities, such as a central park space, pool, dog park and washing station, clubhouse, and a fitness center.

Site Layout

In general, the townhome units are concentrated along the main corridors (both LaSalle Avenue and West Queen Street) with the higher density apartments toward the interior of the site. The proposed community amenities are located in the interior of the site. A proposed private street divides the site, connecting to Michigan Drive at two points. The proposed commercial spaces are located in Building 4, which is adjacent to Michigan Drive.

Building Materials

The exterior of the buildings are proposed to be constructed primarily of vinyl lap siding with accents of brick veneer and prefabricated columns. In addition, roofing is proposed to be 30-year architectural grade shingles with standing seam metal roof accents.

Unit Composition

The applicant is proposing both front-loading and rear-loading fee-simple townhomes. Those units fronting the public right-of-ways are rear-loaded and served by an alleyway. For these units, the garages and driveways are not visible from the right-of-way. A majority of the units fronting on the internal streets are rear-loaded, with approximately twelve (12) units being front-loaded. All townhome are three (3) stories. Townhome buildings range from three (3) units per building to six (6) buildings per unit.

The applicant is proposing four (4) multifamily buildings as part of the application. These four-story buildings are close-corridor buildings, where the entrances to the units are accessed by an internal hallway.

Existing Land Use

Vacant

Site History

The subject site is the former location of the Lincoln Park public housing development, built between 1968 and 1970. Lincoln Park was closed, and subsequently demolished, in 2016. The development contained approximately 275 units.

Zoning History

In November 2021, City Council amended the Zoning Ordinance to add optional incentive development standards for multifamily dwellings within the DT-1 Zoning District. These standards are intended to allow a by-right route of developing multifamily dwellings, while elevating the quality of the projects. They also intend to incentive higher density development within urban cores, such as Downtown

Multifamily developments that do not meet the by-right optional incentive standards are subject to obtaining a use permit.

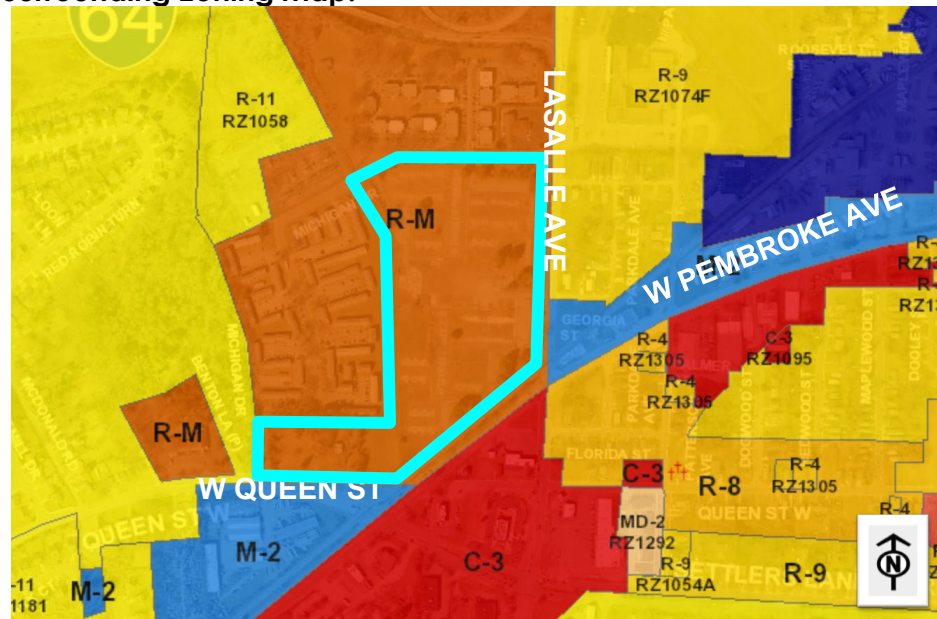
Surrounding Land Use and Zoning

North: Multiple Residential (R-M) District; apartments

South: General Commercial (C-3) District, Light Manufacturing (M-2) District; shopping center, retail sales/services, auto related uses

East: One Family Residential (R-9) District – RZ1074F, Light Manufacturing (M-2) District; single family residences, vacant, retail sales/services

West: Multiple Residential (R-M) District, One Family Residential (R-11) District ; apartments, vacant

Surrounding Zoning Map:*Public Policy***Hampton Community Plan**

The Hampton Community Plan (2006, as amended) is adopted as the guiding policy document for the City of Hampton. The Hampton Community Plan includes the following policy recommendations pertinent to this case:

Land Use and Community Design Policies:

LU-CD Policy 3: Encourage and maintain a diverse mix of housing types and values.

LU-CD Policy 11: Promote high quality design and site planning that is compatible with surrounding development.

LU-CD Policy 12: Encourage building design and site planning that enhances community interaction and personal safety.

LU-CD Policy 28: Treat residential streets as both public rights-of-way and neighborhood amenities. Provide sidewalks, street trees, and other amenities that favor pedestrians.

LU-CD Policy 29: Encourage high quality new developments that are compatible with surrounding neighborhoods.

Housing and Neighborhoods Objectives:

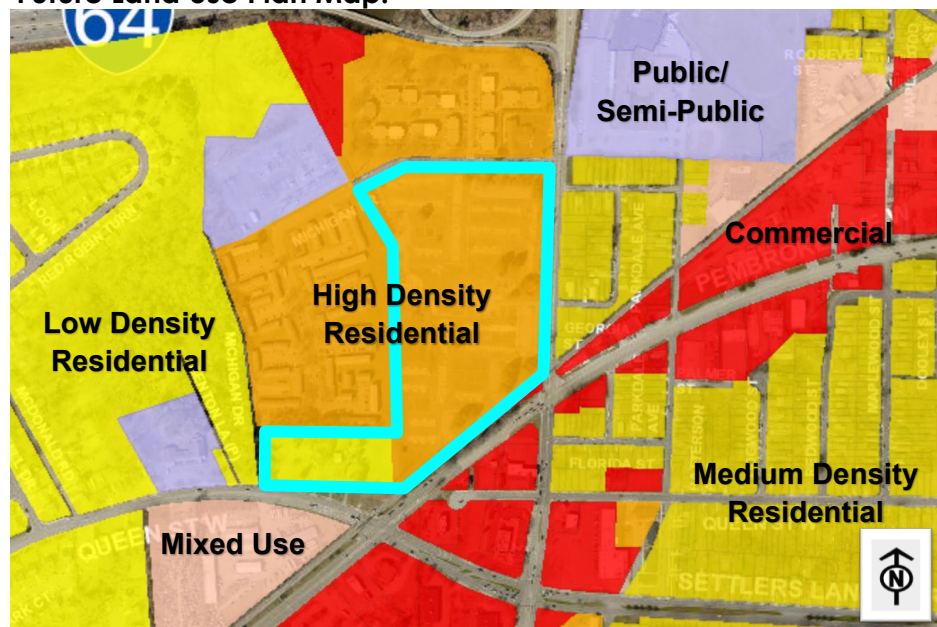
Objective 6: Support the development of healthy and compatible neighborhood commercial uses.

Objective 9: Promote a diverse mix of housing values, types, and choices to meet the needs of different income groups, ages, and household types and sizes.

Future Land Use:

The Hampton Community Plan (2006, as amended) designates this area as low density and high density residential. The high density category includes Hampton's large scale multi-family apartment and condominium developments. The recommended high residential development density is 15 or more units per acre. In total, the site has a density of approximately 22 units per acre.

Future Land Use Plan Map:



Downtown Hampton Master Plan

Though the subject site is not within the formal Downtown Hampton Master Plan border, the site is part of the western edge of Downtown and should be viewed from this context. In order for Downtown to thrive, the City should support the vitality of in-town neighborhood, such as Lincoln Park. There is a symbiotic relationship between the health of Downtown and its surrounding neighborhoods.

Additionally, the Master Plan identifies improving the portals and approaches into Downtown as an important goal. Along these gateways, there should be coordinated streetscaping and high-quality developments. LaSalle Avenue, West Pembroke Avenue, and West Queen Street are noted as key approaches into the Downtown Master Plan area.

Traffic Impacts

The site is bound by three minor arterial streets: LaSalle Avenue, West Pembroke Avenue, and West Queen Street. Minor arterial streets interconnect with, and augment, the principal arterial and collector street systems.

Vehicular traffic would access the site a three key points: (1) Michigan Drive near the intersection of Michigan Drive and West Queen Street, (2) Michigan Drive near the intersection of Michigan Drive and LaSalle Avenue, and (3) LaSalle Avenue at the existing site entrance. There is a traffic signal at the intersection of Michigan Drive and LaSalle Avenue.

Traffic Impact Analyses (TIAs) identify both projected traffic volumes as well as determining the impact of additional traffic volume on each roads "Level of Service." (LOS) Categories of "Level of Service" range from "A" which is best, highest level of service to "F" which is the worst and lowest level of service. For most urban areas, a Level of Service of C is acceptable, In more dense highly developed areas, Level of Service D may be the realistic standard. Level of Service F is unacceptable and indicates some action is necessary to insure safe and acceptable service levels are achieved.

A TIA was conducted by the applicant for this proposal. The summary findings from the TIA are as follows:

- The proposed development will generate a total of 163 external AM peak hour trips (41 in and 122 out), 203 external PM peak hour trips (125 in and 78 out), and 2,593 external average weekday daily trips.
- There are no significant changes in LOS or queueing between existing, background, and total future conditions.

The Public Works Department has reviewed the TIA and finds that the project's impact to surrounding streets and intersections is

minimal and may require re-stripping at the LaSalle/Pembroke eastbound left turn lane to increase storage capacity. These details would be resolved during the site plan review process.

Environmental

There are no significant or special environmental features on or adjacent to the subject. No wetlands were identified and the property is not within the Chesapeake Bay Preservation District Overlay or a Special Flood Hazard Area.

The northwestern portion of the site is within the FEMA FIRM Flood Zones AE08 and X-Shaded.

*Proffered
Conditions*

In synopsis proffered conditions include:

1. Limitation on allowed uses
 - a. Residential: Multifamily dwellings, townhomes (on fee simple lots)
 - b. Commercial: limited DT-1 uses
2. Limitation on allowed unit count
 - a. Multifamily dwellings: min. 350 – max. 380
 - b. Townhomes: min. 110 – max. 118
3. Substantial conformance with conceptual plan
 - a. Min. 6,000 SF of commercial uses
 - b. Inclusion of community amenities
 - c. Min. 50 bicycle parking spaces
 - d. Restrictions on fencing type and location
 - e. Restrictions on location of mechanical equipment
 - f. Construction of sidewalks throughout the site
4. Submittal of a Landscape Plan for approval
 - a. Landscaping contains primarily native species with supplemental plantings
 - b. Street trees along Michigan Dr, LaSalle Ave & internal streets
 - c. Inclusion of entryway landscaping design at LaSalle Ave and Michigan entrances
 - i. Mixture of plant material
 - ii. Max. 5' monument sign, consistent w/ building materials
5. Substantial Conformance with Elevations
 - a. Vinyl siding (0.046" min. thickness), 30-year shingles
 - b. Townhomes:
 - i. 18" raised slab foundation/crawl space
 - ii. 2' alternating depth of front façade
 - iii. Architectural articulation of street facing side façade
 - iv. Varied unit color

The full set of proffered conditions can be found in the application package.

Community Meeting

A community meetings was not held regarding the rezoning or use permit applications. Though there were no meetings specific to this application, the developers, in partnership with HRHA, met with the community as part of the development agreement process.

Staff has received one letter of support from St. Cyprian's Episcopal Church, a religious facility in close proximity to the subject site.

Analysis

Rezoning No. 22-00008 and Use Permit No. 22-00011 are a request by Olde Hampton Village Developers, LLC to rezone 16 properties, totaling ±22.78 acres at the intersections of LaSalle Avenue and West Pembroke Avenue, West Pembroke Avenue and West Queen Street, and West Queen Street and Michigan Drive [LRSNs: 2000370, 2000404, 2000402, 2000369, 2000403, 2000401, 2000368, 2000400, 2000385, 2000386, 2000229, 2000230, 2000231, 2000232, 2000233, 2000234], commonly known as the former site of the Lincoln Park Housing Development. The application is to rezone the properties from Multiple Residential (R-M) District to Downtown Business (DT-1) District with conditions. A use permit is required to allow multifamily dwellings within the DT-1 District.

The density of proposed development is generally consistent with the future land use recommendation of the Hampton Community Plan (2006, as amended), which designates a majority of the subject property as high density residential. The Plan identifies this portion of LaSalle Avenue as a residential corridor with commercial/mixed-use nodes (LU-23). For this corridor, the Community Plan encourages promoting uses compatible with the residential character and that high density residential uses may be appropriate under certain circumstances (LU-CD 36). At approximately 22 units per acre, the proposed development would be categorized as high density residential, and is thus a compatible density for the corridor.

Though outside the formal boundaries of the Downtown Hampton Master Plan area, Lincoln Park serves as an important gateway into Downtown and should be analyzed from the perspective as an in-town neighborhood. As noted above, there is a symbiotic relationship between the health of Downtown and its surrounding neighborhoods. The improvement of the gateways into Downtown are also identified as crucial to the longevity and success of the area. The location of Lincoln Park may seem to be far removed from Downtown, but in reality, it is only a mile from the heart of Downtown, the intersection of Queens Way and Kings Way; a twenty minute walk, a ten minute bike or scooter ride. Lincoln Park serves as both a neighborhood and gateway into Downtown. The theories of urban design suggest that development, in this context, should frame and enhance the public realm, through the use of sidewalks, street tree canopy, buildings fronting the street, etc. The combination of these elements create an environment that is pleasing and inviting to both pedestrians and motorists.

The applicant developed an application with conditions that represent a step forward in establishing a new baseline for development on the corridor in terms of scale, internal

layout, and product quality. The proposed development presents opportunities for new home ownership with townhouses along with a multifamily development inclusive of high-end amenities, and an age restricted multifamily building. The townhouses front on the major public streets, creating a new presence in the neighborhood and are finished in a higher-grade vinyl with a slightly elevated first floor and inclusion of porches and some second story balconies. The multifamily buildings are finished in a fair amount of brick and include many porches, balconies, and other outdoor opportunities. While not containing a true street network, the design is intended to incorporate parking in a quasi-street pattern rather than the traditional large open surface parking lots. While not quite establishing a traditional urban neighborhood, overall, the proposal is the beginning of tying the corridor back into the urban tradition of the adjacent Downtown neighborhoods.

The DT-1 District allows for the by-right construction of multifamily dwellings, subject to the optional incentive standards in Zoning Ordinance Sec. 3-3(42)(b). Multifamily dwellings which do not meet the optional incentive standards are subject to obtaining a use permit.

For this application, the applicant is seeking a use permit to deviate from the following by-right optional incentive standards:

- Sec. 3-3(42)(b)(iv): *Off-street parking shall be prohibited in the front yard.*
 - Applicant's proposal: Off-street parking between age-restricted building (Building No.4) and Michigan Drive.
- Sec. 3-3(42)(b)(vi): *A minimum of twenty (20) percent of the first floor street-adjacent building façades shall be comprised of glass windows and/or glass doors.*
 - Proposal: 15% glass windows and/or doors
- Sec. 3-3(42)(b)(ix): *The minimum ceiling height of the first floor of a building containing residential dwelling units shall be ten (10) feet.*
 - Proposal: 9 foot ceiling height
- Sec. 3-3(42)(b)(x): *For any building with residential dwelling area on the ground floor and which faces a public right-of-way, the first finished floor of the dwellings shall be a minimum of thirty-six (36) inches above the grade of the public sidewalk at the primary entrance to the building.*
 - Proposal: 10 foot finished floor elevation (FFE) for multifamily buildings; 18" raised slab construction for townhome buildings

If the use permit is to be granted, staff has identified five (5) recommended conditions based upon the proposed use's operational and land use characteristics. A few key conditions are highlighted below:

- Compliance with the proffered conditions
- Use permit requirement to convert commercial spaces to additional multifamily dwellings.

In conclusion, both the proffer statement and use permit conditions ensure that this proposed development would meet the goals and intents of the Community Plan and Downtown Master Plan.

Staff recommends **APPROVAL** of Rezoning Application No. 22-00008. If approved, staff recommends approval with twelve (12) proffered conditions.

Staff recommends **APPROVAL** of Use Permit Application No. 22-00011. If approved, staff recommends approval with five (5) conditions.