

STAFF EVALUATION

To: City Council

Prepared By: Lucy Stoll

727-6301

Reviewed By: Keith Cannady, AICP
Sharon McSmith, CAP

728-5239
728-5240

Case No.: Rezoning Application No. 15-00006

Date: February 10, 2016

General Information

Applicant Franciscus Homes, Inc.

Property Owners SLL Properties, LLC and Pamela Taylor Gregory

Site Location 960, 1014, 1018, and 1020 Big Bethel Road [LRSNs 4001445, 4001446, 4001447 & 4001448]

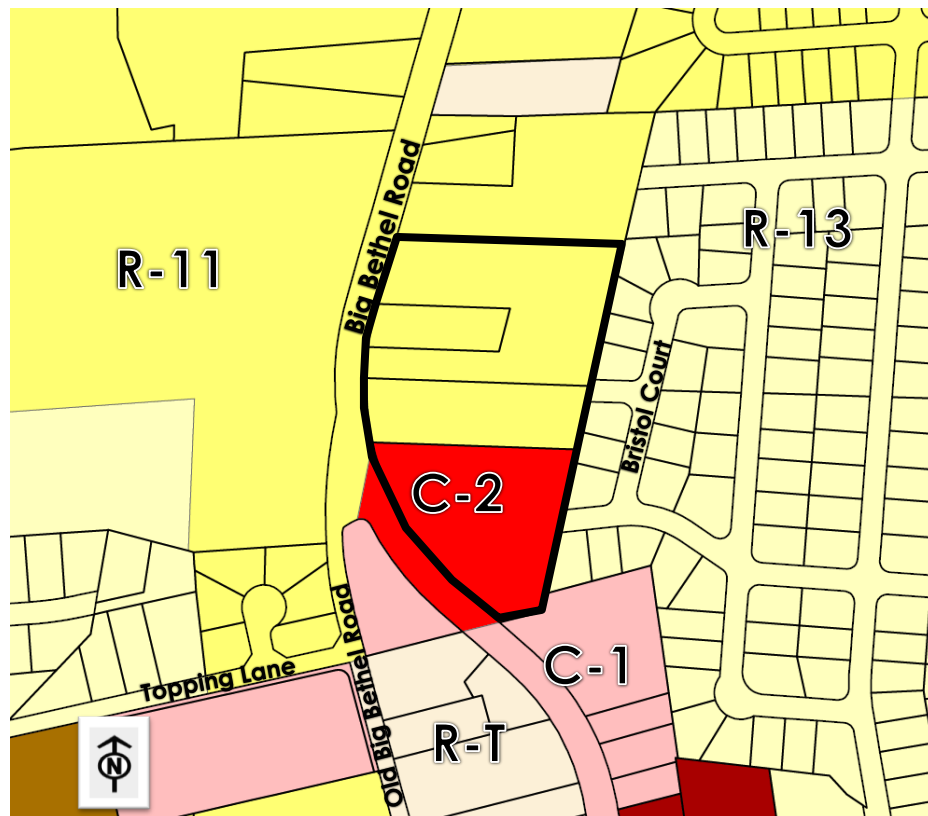


Requested Action To rezone 7.6 ± acres from Limited Commercial (C-2) District with conditions and One Family Residence (R-11) District to Multiple Dwelling (MD-2) District with conditions.

Description of Proposal The development as described in the application includes fifteen (15) five (5) unit residential buildings, for a total of seventy-five (75) units.

Existing Land Use	The property is largely vacant with the exception of 1018 Big Bethel Road, which has a single family residence.
Zoning	1014, 1018, and 1020 Big Bethel Road are zoned R-11, while 960 Big Bethel Road is zoned C-2 with conditions. The conditions attached to 960 Big Bethel Road limit the use to a funeral home and associated garage.
Surrounding Land Use and Zoning	<p>North: R-11, One-Family Residence District; single family residences</p> <p>South: C-1, Neighborhood Commercial District; strip shopping center</p> <p>East: R-13, One Family Residence District; single family residences</p> <p>West: R-11 and C-1, One Family Residence District and Neighborhood Commercial District; large religious campus and a small strip shopping center</p>

Surrounding Zoning Map:



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

City-Wide Policies

Land Use and Community Design Objective 1: Promote the efficient use of land. Recognize land as a limited resource.

Land Use and Community Design Objective 2: Be responsive to market and demographic trends.

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

LU-CD Policy 7: Safeguard the integrity of existing neighborhoods

LU-CD Policy 17: Preserve and enhance the identity and scenic qualities of city corridors and gateways.

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 31: Encourage a mix of land uses that is appropriate for each district.

Housing and Neighborhood Policies

Housing and Neighborhood 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.

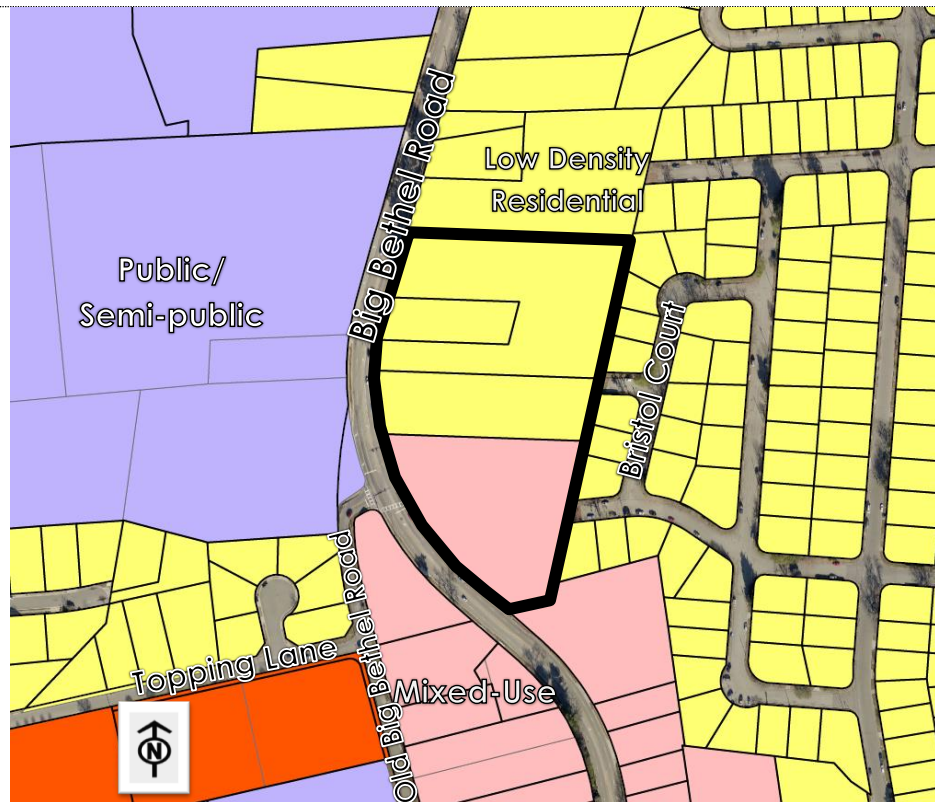
HN Policy 7: Encourage the development of higher value housing.

The Hampton Community Plan (2006, as amended) designates Big Bethel Road as a residential corridor with commercial nodes. Staff sees one of those commercial nodes from the intersection of Big Bethel Road and Todds Lane to the intersection of Big Bethel Road and Old Big Bethel Road. Big Bethel is also identified in the Current City Road Network (page TR-8) as an arterial road and a Critical Transportation Corridor (page TR-28).

Future Land Use:

The southern portion of this property falls into the mixed-use designation roughly applied to the aforementioned commercial node. The remainder of the subject property is designated for low density residential land use. Low Density Residential category is defined as 3.5 units to less than 9 units per acre.

Future Land Use Map:



Zoning History

In October 2013, 960 Big Bethel Road, 2.78± acres of this site, was rezoned to C-2 with conditions for the purposes of constructing and operating a funeral home. The application was approved with conditions, including building elevations and a conceptual plan.

Approximately a year ago, Planning Commission reviewed and recommended approval of a rezoning application (RZ #14-00009) for 60 townhouse units on this site. That application was amended then withdrawn prior to a public hearing before City Council.

Traffic Impacts

Staff has reviewed the proposal for potential traffic impacts. The applicant has proffered upgrading the signal at the intersection of Big Bethel Road and Old Big Bethel Road to a four way signalized intersection. With the intersection of Big Bethel Road and Old Big Bethel Road already arranged to accommodate a fourth leg, no negative impacts are expected with a maximum of 75 units.

Environmental

Aside from the ditch that runs along the eastern boundary of the subject site, there are no known wetlands or other environmentally sensitive features on the subject parcels. The ditch is not subject to the Chesapeake Bay Preservation Act (CBPA), and the site is not near any other CBPA protected waterways. Flooding and stormwater management are a major concern for nearby residents that experience flooding from overflows of the above mentioned ditch, which conveys large volumes of water during significant storm events. However, new

state standards, which have been adopted by the City, are intended to limit post-development peak discharge to predevelopment levels and reduce the amount of water leaving the site. The site plan for this proposal would be subject to these new standards.

*Proffered
Conditions*

(Included in rezoning application)

*Community
Meeting*

A community meeting was held on December 2nd at 5:30pm. Six members of the public were in attendance, who asked questions and offered comments on the proposal. One of the biggest concerns was stormwater runoff and flooding that occurs when the ditch running along the east side of the property overflows. Citizens also expressed a desire to continue to be able to traverse the properties in question in order to have more direct access to Big Bethel Road (the library and Big Bethel High School were noted as two major destinations). Concerns about the height of the proposed buildings as well as increased neighborhood property taxes were also noted.

Analysis

Rezoning Application No.15-00006 is a request to rezone 7.6± acres on Big Bethel Road near the intersection with Old Big Bethel Road.

The future land use recommendation of the Hampton Community Plan designates the majority of the property as low density residential and the southern portion as part of the mixed-use node along Big Bethel Road between Old Big Bethel Road and Todds Lane. The Community Plan defines low density residential as being between 3.5 and 9 units per acre. If the rezoning is approved, proffers limit the total maximum allowed number of units to 75. The limit is proffered by setting a maximum on both the number of buildings that can be constructed (maximum of 15 buildings), and the total number of units that may be in each unit (maximum of five units). Based on proffered conditions, the applicant would be limited to just under 10 units per acre, which is slightly denser than what is recommended in the future land use plan.

The mixed-use designation encourages development of two or more compatible land uses and densities as the primary uses within one parcel, building structure, or the same block. Here, while the proposal is solely for multi-family (one use), staff views the proposal as contributing to a mixed use block around the Big Bethel Road/Todds Lane intersection, offering a different housing type and density to the node which includes public, semi-public, and commercial uses as well as low density residential.

The conceptual site plan is consistent with several policies found in the Community Plan. The proposal is a multi-family condominium neighborhood composed of 5-unit buildings. Based on the developer's anticipated selling prices for the units, the project represents both a diverse housing type for the City and higher value housing (LU-CD 3, HN 7). The applicant also proffers a complete streetscape in the internal streets including on-street parking, sidewalks, street trees, and pedestrian-scale lighting (LU-CD 28). Sidewalks will also connect out to sidewalks on Big Bethel Road, creating greater pedestrian and

neighborhood connectivity. The applicant has also proffered additional community amenities which could include multi-use paths, benches, seating areas, fountains, or grills, as well as a water feature in the largest stormwater management facility.

As mentioned in the environmental and community meeting sections, stormwater and flooding are important concerns at the site and as it impacts the adjacent neighborhood. In addition to the heightened state standards for stormwater management, City improvement projects are underway in the Berkshire Terrace and Todds Lane/Big Bethel Road areas. While these do not immediately impact the project site, they will improve stormwater drainage in the area overall.

Big Bethel Road is identified in the Community Plan as a Residential Corridor with Commercial Nodes, as well as an arterial street and "critical transportation corridor." Given the nature of this roadway, staff sees the development of multi-family as an appropriate buffer and transition between the street and nearby low-density single family neighborhoods. The multi-family use will also better support the mixed-use/commercial node than would additional low density single family residences. With several buildings fronting Big Bethel Road, proffered decorative fence and proffered sidewalk connections to those already existing along the street, the development will open up to Big Bethel Road and enhance this city corridor. Thus, while the future land use plan calls for low density residential in three of the four subject parcels, staff believes that the characteristics of Big Bethel Road and Todds Lane make multi-family an appropriate land use for this site.

Staff and Planning Commission recommend **APPROVAL** of Rezoning Application No. 15-00006 with 15 proffered conditions.