



CITY OF WILLIAMSBURG
MEMORANDUM

STAFF REPORT # 1
PCR#22-014

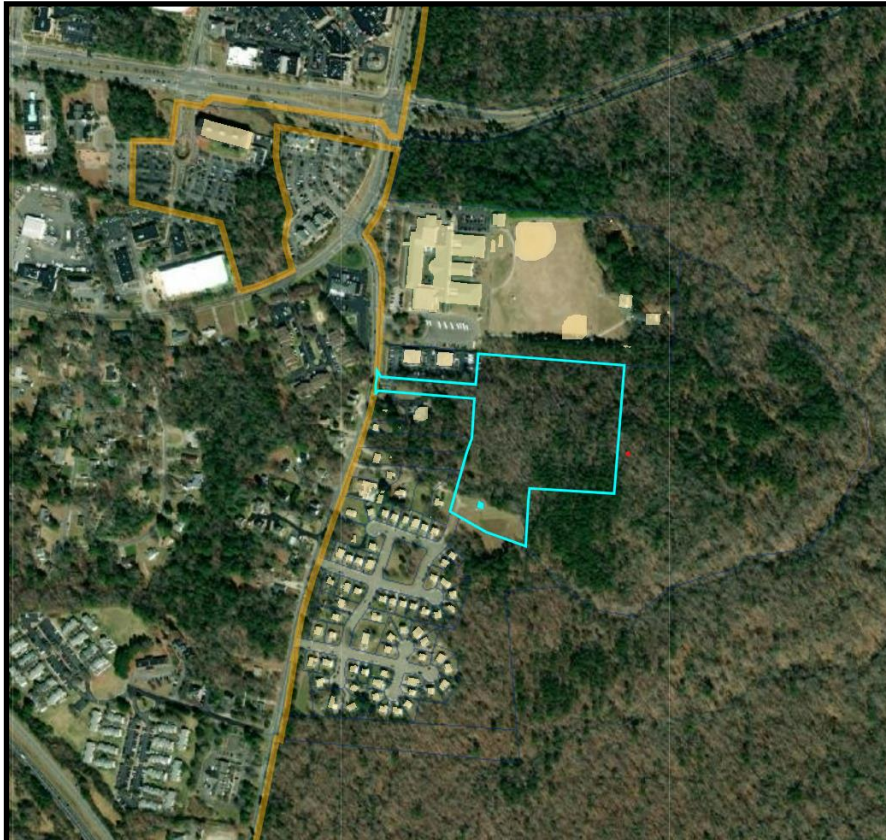
TO: Planning Commission

DATE: November 16, 2022

SUBJECT: Request of Cale Development LLC to rezone and amend the Official City Zoning Map for property located at 180 Strawberry Plains Road, also identified as Parcel ID: 461-03-00-002, from Single-Family Dwelling District (RS-2) to Multifamily Dwelling District (RM-2) to construct 100-120 multifamily units on the property.

APPLICANT'S REQUEST

Cale Development LLC is requesting the rezoning of approximately 13.91 acres of land, located at 180 Strawberry Plains Road from the Single Family Dwelling District (RS-2) to the Multifamily Dwelling District (RM-2). The applicant proposes to build 100-120 townhomes.



CURRENT REGULATIONS

The RS-2 Zoning District is established as a single-family residential area with low population density. The regulations for this district are designed to stabilize and protect the essential characteristics of the land and to promote and encourage a suitable environment for family life. To these ends, development is limited to a relatively low density and permitted uses are limited basically to

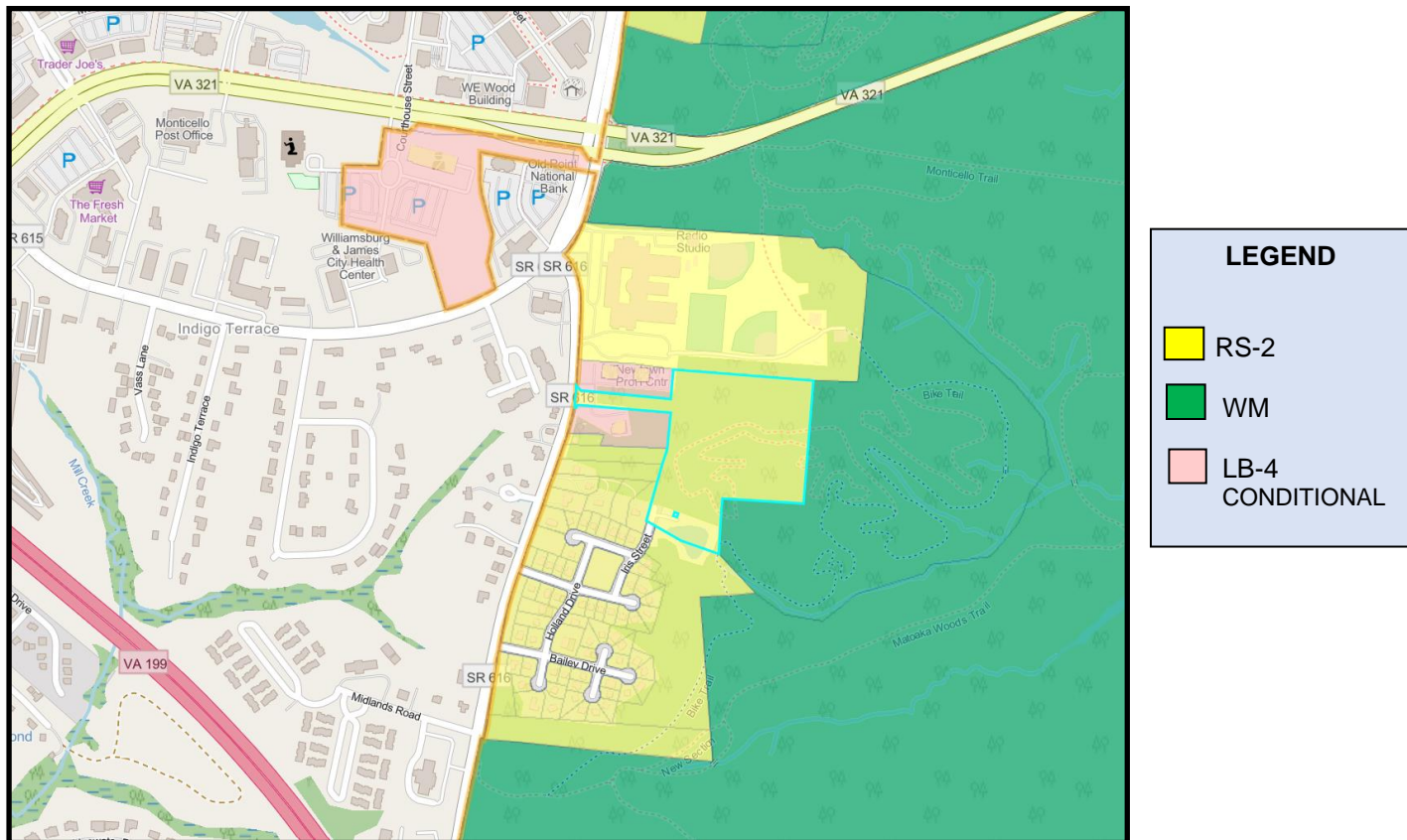
providing homes for the residents. Certain additional uses that may be compatible with single-family neighborhoods, such as churches, schools and day care centers, may be allowed with the issuance of special permits.

The RM-2 Zoning District is established as a residential area with a high population density. Uses such as schools, churches, public buildings, and other uses that may be compatible with multifamily residential uses may be allowed with special permits.

PROPERTY LOCATION & SURROUNDING ZONING

The subject property is located .25 miles south of the intersection of Ironbound Road and Monticello Avenue between 150 and 190 Strawberry Plains Road. To its north is Berkely Middle School, also zoned RS-2. The single-family detached Strawberry Plains subdivision located to the southwest is zoned RS-2. Also, to the south is the Strawberry Plain Subdivision open space area which must remain vacant for as long as the Strawberry Plains subdivision exist. Over 60% of the stormwater retention pond that services run-off from development along Strawberry Plains Road, is located near the

Zoning Map



Source: City of Williamsburg GIS

property as well as the Strawberry Plains pump station. To the east is vacant land owned by the College of William and Mary and zoned William and Mary (WM). Although not officially endorsed by the College, this property is known for its popular walking and biking trails.

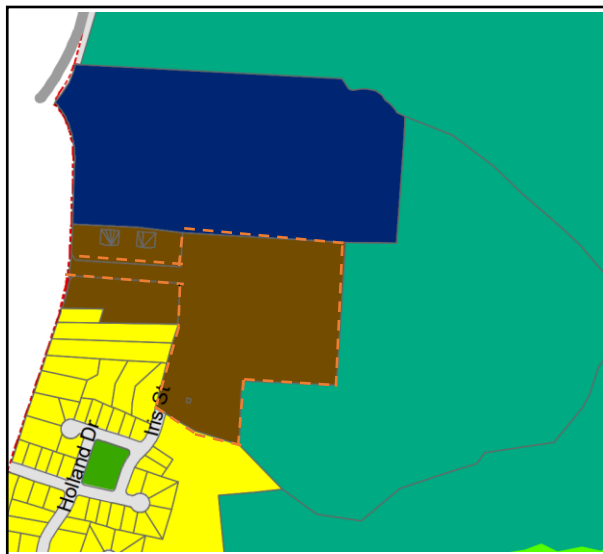
Both 150 and 190 Strawberry Plains Road is zoned Limited Business Corridor District (LB-4), Conditional. This zoning district is established to allow the location of office and limited commercial uses along the city's major highway corridors in a low-intensity manner that can be employed as a transitional land use between residential neighborhoods and higher-intensity uses. Higher-intensity uses such as buildings exceeding 10,000 square feet in area, nursing homes and assisted-living facilities, and small commercial uses supporting the permitted uses in the district may be allowed with the issuance of special permits. Residential uses are not permitted in this district.

The subject property is not located in an ARB district.

RELATIONSHIP TO THE COMPREHENSIVE PLAN

The 2021 Comprehensive Plan Future Land Use Map designates the property and 150 and 195 Strawberry Plains Road as Mixed Use allowing 8 or more dwelling units per acre (area in brown). The property in question is shown on the map below with the orange dashed line.

Future Land Use Map



According to the Comprehensive Plan, Chapter 2, Land Use, pages 2-7 -2-9, the Mixed Use land designation is intended to provide a degree of flexibility in areas suitable for a mixture of residential and commercial uses. Incorporating a potential range of residential, office, and moderately scaled commercial uses, mixed-use development should be subject to a thorough urban design review that stresses quality architecture, proper building siting, and well-designed landscaping.

Equally important, this category should promote the preservation, revitalization, and adaptive reuse, where appropriate, of existing historic structures. The density of the residential component of mixed-use development should be appropriate to the character of the area. The mixed-Use land use designation is designed to be more limited than Downtown Commercial, Corridor Commercial, and Urban Commercial land use but more flexible than Office land use.

Chapter 5, Neighborhoods, looks specifically at the Strawberry Plains neighborhood. It states, “the existing Mixed-Use land use should be continued, implemented by the Limited Business Neighborhood District LB-2 (base density of 8 dwelling units/net acre, and up to 14 dwelling units/net acre with a special use permit). This area should not be rezoned to LB-2 until an acceptable master plan has been submitted. If the master plan is for a residential-only mixed-use development, a proffered RM-1 or RM-2 zoning may be more appropriate. Since rezoning is required to implement the higher residential density, proffers could be submitted to guarantee affordable/workforce housing.”

Based on this statement, the proposed conceptual plan to rezone property to RM-2 is compatible to the Comprehensive Plan. The development agreement between the City and the applicant outlines the terms that affordable/workforce housing will be provided.

CITIZEN COMMENTS

The City has received several inquires regarding this proposal. The following is a list of concerns expressed by adjacent property owners and other concerned citizens. This staff report will attempt to answer these questions. The applicant should also address these concerns at upcoming meetings with the Planning Commission and City Council.

1. Traffic impact to Strawberry Plains Road, especially surrounding Berkeley Middle School. Complaints of current congestion issues that would worsen with additional housing.
2. Residents are also concerned about the impact to Matoaka Lake, the overall environmental impact and drainage.
3. Impact on trails. Will the development connect to the trails located on the William and Mary property?
4. Specific questions regarding the effectiveness of the workforce housing component of the proposal.

CONCEPTUAL PLAN

The conceptual site plan is provided to give a visual presentation of the layout of the site but is not intended to represent every feature a site plan is required to provide. If the rezoning is approved, a full site plan will be submitted in accordance with Zoning Ordinance requirements and be reviewed by City Staff and the Planning Commission.

The main entrance into the development will be located between 150 and 195 Strawberry Plains Road, and a second entrance off of Iris Street. This road will serve vehicles and have a sidewalk for non vehicular access between Strawberry Plains subdivision and the proposed Landmark Village subdivision.

The RM-2 district allows a maximum density of 14 dwelling units per net acre after deducting environmentally sensitive areas. The property does not have Resource Protection or Resource Management areas and does not appear to have steep slopes. The applicant could build 187 townhomes based on this calculation but if approved will only build between 100-120 townhomes. At this time the applicant proposes to build 120 units.

The community will boast a pool, playground, pickleball court, open space recreational area, and a bathhouse building. These amenities will also be offered to residents of the Strawberry Plains Subdivision for a minimal fee.

The Zoning Ordinance requires 2 parking spaces per townhouse dwelling plus .25 per unit for visitor parking for a total of 270 spaces. Each townhouse will have one garage parking space, and one driveway space. The concept plan calls for 3 parking spaces per townhouse for a total of 360 spaces. All parking should be provided on each lot, and if during the site plan process, parking cannot be configured on each townhouse lot, only two spaces should be provided. On-street parking should not exist for townhouse units. Thirteen parking spaces are provided in the recreational area.

The conceptual plan shows sidewalks throughout the community. A sidewalk is provided to Berkeley Middle School for safe access by children from this community and can be utilized by students from the Strawberry Plains subdivision. Sidewalks must be at least five feet in width, constructed of concrete, brick or other durable material of reasonable durability and approved by the Planning Commission. This feature will be finalized during the site plan process.

The applicant provided a rendering of the townhouse exterior elevations. Since the property is outside of an ARB district, ARB review is not required for any aspect of the development. However, the city can require certain design elements outside of those required in the Zoning Ordinance.

TRAFFIC ANALYSIS

A traffic analysis be conducted to determine the traffic impact of this development on Strawberry Plains Road. The analysis, conducted by Landtech Resources, Inc., provides various calculations showing the anticipated traffic impacts of the development based on the existing uses, 2021 Virginia Department of Transportation (VDOT) traffic counts, and the proposed development. The traffic patterns for both the New Town

Professional Center located at 150 Strawberry Plains Road and the Stensland Dental Studio located at 195 Strawberry Plains Road were considered.

Landtech concluded the following:

Left-hand Turn Lane

A left-hand turn lane must be installed at at the existing entrance located between 150 & 195 Strawberry Plains Road. "The opposing and advancing volumes of traffic based on VDOT traffic counts with the addition of the traffic expected to be generated by this proposed construction of 120 townhomes will require the existing left-hand turn lane into the adjacent school parking lot bus loop to be extended to the entrance of the development. The left-hand turn lane will be extended approximately 300' feet further down Strawberry Plains Road and should be proposed with a design section similar to what currently exists."

Right-hand Turn Lane

A new right-hand turn is not recommended. However, the existing right-hand radius between 150 & 195 Strawberry Plains Road should be upgraded to account for the vehicles entering the development. According to the analysis, "it is anticipated that most of the traffic entering the development will be doing so some from the north and making a left-hand turn. Traffic making a right-hand turn into the development will be dispersed between the existing entrance between 150 & 195 Strawberry Plains Road and the existing entrance at the intersection with Watson Drive into the Strawberry Plains Road subdivision."

The Virginia Department of Transportation provided comments regarding the proposed development. They are provided below.

The following comments should be addressed prior to approval.

1. It appears a left turn lane is required. This will require widening and lane transitions. The Road Design Manual requires approach and departure tapers of 600' with a 200' turn lane.
2. Please provide signage, CG-12 ramps, and a cross-walk for the sidewalk crossing.
3. A right-of-way dedication is recommended along Strawberry Plains Road to place the sidewalk and road frontage within right-of-way.
4. Please verify and show on the final construction plan adequate sight distance at the intersection.
5. Final construction plans are required for the left turn lane improvements

THE ENVIRONMENT

As mentioned previously, the property is absent of RPA and RMA. It is adjacent to property owned by the College of William Mary known for trails and proximity to Matoaka Lake. Any development within the city must comply with state stormwater management regulations. The existing BMP depicted on the concept plan will service this development. It was engineered to accommodate development on this site and others that drain towards this property along Strawvery Plain Road. A full analysis and computations of pre and post runoff co-efficients will be submitted and reviewed to ensure positive runoff is achieved and that drainage calculations are in compliance with all requirements.

Transitional screening and recreational open space is depicted on the concept plan, both required features of the RM-2 zoning district. At least 50 percent of the gross lot area must be landscaped open space. A minimum of 200 square feet of active recreation area must be provided for each dwelling unit in this development. This equates to 24,000 square feet.

DEVELOPMENT AGREEMENT

The development agreement is normally not an aspect of a rezoning application. However, the Comprehensive Plan cites workforce housing as an element of a request to rezone the property into the RM-2 Zoning District. In this instance, the development agreement between the City and the developer outlines the terms of the workforce housing deed restrictions. Additionally, since there have been several citizen petitions regarding the specifics of the agreement, this report will highlight the main components.

1. Fifteen (15) of the 100-120 units will be set aside for families with an annual household income of \$60,000 or the then current annual household income equivalent in purchasing power based on annual inflation rates for government workers in the Williamsburg area.
2. The purchase price of a townhome is estimated at \$325,000 but is subject to change based on then fair market value.
3. A critical component of the City of Williamsburg's 2021/2022 Biennial Goals, Initiatives, and Outcomes is to provide new housing for families with an annual household income of \$40,000-\$60,000. To that end, the city will provide \$100,000 for each townhouse bringing the estimated mortgage price of \$225,000 for workforce housing units.
4. Workforce housing townhomes will not be externally different from market rate units.
5. If a certificate of occupancy has been released for all fair market townhomes and there still remains workforce housing units that are not yet sold, the developer can return the \$100,000 provided by the city and sell the townhome at fair market

rate. This guarantees the city does not lose its investment. Returned funds can be recycled in a different location for workforce housing units or other affordable housing initiatives. It is the intent of the city to immediately market the workforce housing units if the rezoning is approved to ensure all 15 workforce housing townhomes are occupied.

STAFF RECOMMENDATION

As presented, Staff recommends approval of the rezoning request because the proposal is in keeping with the 2021 Comprehensive Land Use designation. Additionally, the applicant will address all Landtech and VDOT outlined in the traffic analysis. The additional reasons Staff recommends approval of this rezoning request are listed below.

1. While this new development will impact the current neighborhood as any new development would, steps have been taken to minimize impact to the environment through the implementation of stormwater management regulation.
2. The proposed 100-120 units are below the density allowed in the RM-2 zoning district.
3. The fact that the applicant will offer recreational amenities to the existing Strawberry Plains subdivision is a positive outcome of this development plan.
4. Additionally, the opportunity to connect neighborhoods through a sidewalk network provides opportunity for outdoor recreation and safe routes to school for students living in both communities.

PUBLIC HEARING DATE

The Planning Commission advertised a public hearing for this application for September 14, 2022. This matter was tabled and a public hearing was not held.

A Planning Commission public hearing is scheduled for the November, 16 2022, regular meeting in the Council Chambers of the Stryker Center at 3:30 p.m. at 412 North Boundary Street.

Tevya W. Griffin, AICP
Planning & Codes Compliance Director