



**City of
Norfolk**
Office of the City Manager

C: Dir., Planning and Community Development

June 22, 2010

To the Honorable Council
City of Norfolk, Virginia

Re: **General Plan and Text Amendment and
Rezoning:** 733 Roland Drive and 6207-6217
Tidewater Drive

Ladies and Gentlemen:

I. Recommended Action:

Should it be the desire of Council, the attached ordinances approve the requests to:

1. Change the General Plan designation of the properties at 733 Roland Drive and 6217 Tidewater Drive from Low Density Residential to High Density Residential.
2. Amend Chapter 27 of the Zoning Ordinance to create the Promenade Point Apartments Residential Planned Development establishing alternative development standards for this district
3. Change the Zoning of the property located at 733 Roland Drive and 6207-6217 Tidewater Drive from R-7 (One-Family Residential) and R-13 (High-Density Multiple Family) District to Promenade Point Apartments Residential Planned Development.

II. Overview

City Council heard this item on January 12, 2010. At that time, the item was referred back to the Planning Commission with a request that they reconsider their original recommendation. The applicant notified the Planning Commission on April 5, 2010, that they did not intend to make any revisions to the project that would increase the project in intensity and requested that the Planning Commission not reconsider their original recommendation. On April 8, the Planning Commission voted not to reconsider their original recommendation.

Bonaventure, LLC is proposing to redevelop this 5.8 acre site, containing a former assisted living facility and two single family homes, with a multiple-family development. The proposed site plan shows two four-story apartment buildings containing 78 one bedroom units, 94 two bedroom units and 15 three bedroom units totaling 187 units. A swimming pool and clubhouse are shown on the southwest corner of the site.

The larger of the two proposed buildings is an 'L' shaped building that extends south from the northwestern portion of the site along the Lafayette River, turns east along the southern portion of the site, then extends approximately 150 feet along Tidewater Drive. The second building fronts approximately 145 feet along Tidewater Drive.

The site was originally proposed to be accessed by two driveways, one off of Tidewater Drive located directly across from the intersection with Brightley Road, and a gated emergency access of Roland Drive. The emergency access had been recommended by the Fire Department given the number of units proposed in the development. In an effort to address the objections of the Roland Park neighborhood to the project, the applicant removed the gated emergency access drive in the revised submittal. However, while not required, it is a concern that this will leave one access drive in to and out of this 187-unit complex.

For cars heading south on Tidewater Drive, the applicant is proposing a deceleration lane onto the access leading to the property.

Subsequent to the Planning Commission action on April 8, the applicant submitted revised plans modifying the layout of the project as well as revised language for the proposed text change governing the project. These revisions, some of which brought the plans into closer conformance with typical City requirements, resulted in changes to the proposed ordinance. The attached table summarizes the changes relative to typical City requirements as well as to the original submittal of the applicant.

III. Analysis

A. General

The site is adjacent to the southern portion of the Roland Park neighborhood on the southwest corner of Tidewater Drive and Roland Drive. The site is bounded by the Lafayette River on the south with wetlands along the western boundary.

The site adjoins the Roland Park neighborhood which is a single family neighborhood. Access into the neighborhood is provided from Tidewater Drive along Roland Drive, Waukesha Avenue, Kenosha Avenue and Muskogee Avenue. The area to the east of the site (across Tidewater Drive) is developed with the Greenhill Farms neighborhood which consists of single-family homes and a gas station with a convenience store.

The applicant is proposing to amend the *General Plan* to extend the High Density Residential to Roland Drive. This permits an improved site design for safer traffic flow.

The applicant is also proposing text changes to create the Lakewood Manor Apartments Planned Development District. The most significant areas of change from the standard ordinance requirements are in regard to parking and open space.

The applicant proposed a parking standard of 1.6 parking spaces per dwelling unit, broken down further as one space for every one bedroom unit and two spaces for every larger unit. This is fewer spaces than the City typically requires (1.9 spaces per dwelling unit), but it is consistent with the new parking standards recommended by the Institute of Transportation Engineers.

The applicant is also requesting smaller parking spaces than are specified in the *Zoning Ordinance*. However, the dimensions of parking spaces that are proposed are consistent with the recommendations of the National Parking Association.

The applicant has also proposed that the driveway leading into the property off Tidewater Drive be permitted to be wider than the 20 feet maximum width established by the *Zoning Ordinance*. The applicant has proposed a driveway that is 36 feet in width in order to provide opportunities for turning movements onto Tidewater Drive without excessive queuing within the project's boundaries. The Public Works Department has tentatively approved that driveway width, pending final action by City Council.

The landscape islands shown within the parking area are smaller than the ordinance requires, but meet the intent of the ordinance with regard to the extent of the parking area that is devoted to landscaping.

Typically, the City does not regulate all open space, but does require that 35% of the project area be devoted to "Useable Open Space" with minimum dimensions required. The applicant has agreed to utilize the City's standards for what is considered "Useable Open Space," but is proposing a different standard for the amount of "Useable Open Space" that is provided – 19% as opposed to the standard 35% called for in the *Zoning Ordinance*.

Finally, the applicant has modified the location of some of the open space features on the site and has committed to the provision of a kayak launch as part of the package of recreational amenities that are provided. The kayak launch and the boardwalk that accesses it are also committed to be available to schools for use in environmental education.

For ease of reference, please see the attached table that captures the major changes.

B. Fiscal
N/A

C. Environmental

The applicant has made changes in the proposed site layout. With these changes, the proposal is consistent with the intent of City ordinances that are designed to protect the environment. Additional review will be provided during the site plan process.

D. Community Outreach/Notification

The Planning Commission held the required public hearing on this item on September 24, 2009. The applicant and 13 other people spoke as proponents; nine people spoke in opposition.

IV. Board/Commission Action

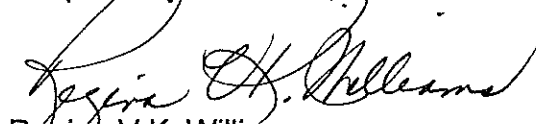
By a **3 to 2 vote** (with one abstention), the Planning Commission recommends that the General Plan Amendment, Text Amendment and rezoning be **approved** to permit this multiple-family Planned Development.

By a vote of **6 to 0**, the Planning Commission declined to reconsider their original recommendation that the General Plan Amendment, Text Amendment, and rezoning be **approved**.

V. Conclusion

The requested plan amendment meets the standards of the City for approval. The text amendment proposes to modify the criteria for parking and open space typically employed by the City in review of development proposals. If the text amendment is approved, the zoning change would be consistent with the *Zoning Ordinance*. The attached ordinances approve all three requests, should that be the will of City Council.

Respectfully submitted,



Regina V.K. Williams
City Manager

Coordination/Outreach

This letter has been coordinated with Planning and Community Development; Public Works; Utilities; Recreation, Parks and Open Space; and the City Attorney's Office.

Bonaventure Proposed Ordinance Changes

Issue	Typical Requirement	Original Submittal	Revised Submittal
Number of Units	N/A (This is a Planned Development)	187	187
Parking Requirement	1.9 spaces per unit	1.6 spaces per unit	1.6 spaces per unit
Minimum Parking Stall Dimensions	Standard 9 x 19 feet Compact Not provided	Standard: 8 x 19 feet Compact 8 x 16 feet	Standard: 8 x 19 feet Compact 8 x 16 feet
Maximum Driveway Width	20 feet	36 feet (on Tidewater Drive)	36 feet (on Tidewater Drive)
Number of Driveways	1	2	1
Minimum Parking Area Landscape Islands Dimensions	Linear Islands 8 feet wide Non-Linear Islands 16 feet x 18 feet	Linear Islands 6 feet wide Non-Linear 7 feet x 38 feet	Linear Islands 6 feet wide Non-Linear 7 feet x 38 feet
Usable Open Space Definition	Open areas with a minimum dimension of 15 feet that is configured to permit outdoor activities, including structures of a recreational nature such as picnic shelters, gazebos, swimming pools, and tennis courts	Any areas not paved regardless of dimension, including all sidewalks, a swimming pool, a gazebo, and patios	Open areas with a minimum dimension of 15 feet, including sidewalks, a swimming pool, a gazebo and patios
Open Space Area Required	35%	20%	19%
Open Space Elements	Not specified	<ul style="list-style-type: none"> • Sidewalks • Patios • Swimming pool • Gazebo • Boat dock 	<ul style="list-style-type: none"> • Sidewalks • Patios • Swimming pool • Gazebo • Canoe launch, pier, and boardwalk open to schools for educational purposes

12/31/09 ts

Form and Correctness Approved:

By

Office of the City Attorney

NORFOLK, VIRGINIA

Contents Approved:

By
DEPT.

ORDINANCE No.

AN ORDINANCE TO AMEND THE GENERAL PLAN OF NORFOLK, 1992, SO AS TO CHANGE THE LAND USE DESIGNATION FOR PROPERTY LOCATED AT 733 ROLAND DRIVE AND 6217 TIDEWATER DRIVE FROM LOW DENSITY RESIDENTIAL TO HIGH DENSITY RESIDENTIAL.

- - -

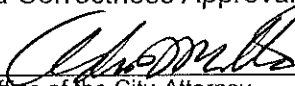
BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the land use designation set forth in The General Plan of the City of Norfolk, 1992, for the property located at 733 Roland Drive and 6217 Tidewater Drive is hereby changed from Low Density Residential to High Density Residential. The property which is the subject of this change in land use designation is more fully described as follows:

Property located on the southwest corner of Roland Drive and Tidewater Drive, property fronting 330 feet, more or less, along the southern line of Roland Drive and 110 feet, more or less, along the western line of Tidewater Drive; premises numbered as 733 Roland Drive and 6217 Tidewater Drive.

Section 2:- That this ordinance shall be in effect from the date of its adoption.

5/21/10 ts
Form and Correctness Approval

By 
Office of the City Attorney

NORFOLK, VIRGINIA

Contents Approved

By 
DEPT.

ORDINANCE No.

AN ORDINANCE TO AMEND CHAPTER 27 OF THE ZONING
ORDINANCE OF THE CITY OF NORFOLK, 1992, SO AS TO
CREATE THE PROMENADE POINTE APARTMENTS
RESIDENTIAL PLANNED DEVELOPMENT DISTRICT.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That Chapter 27 of the Zoning Ordinance of the City of Norfolk, 1992 (as amended) is hereby amended and reordained by adding thereto a new enumerated section, including subsections, entitled "Promenade Pointe Apartments Residential Planned Development (PD-R Promenade Pointe)" and containing text as set forth in "Exhibit A," attached hereto.

Section 2:- That this ordinance shall be in effect from the date of its adoption.

ATTACHMENT:
Exhibit A (4 pages)

Exhibit A

27-xx Promenade Pointe Apartments Residential Planned Development (PD-R Promenade Pointe)

27-xx.1 *Purpose statement.*

The Promenade Pointe Apartments Residential Planned Development is intended to provide for the establishment of a residential complex taking full advantage of the highly-desirable views of Wayne Creek and its adjacent, pristine tidal wetland areas which form a majority of the development's boundary.

The community is located at the southwest corner of the intersection of Tidewater Drive and Roland Drive and consists of a total area of approximately 5.8 acres.

27-xx.2 *Uses.* The uses permitted in the district shall be as follow:

LEGEND: P = Permitted Use S= Special Exception Use	PRINCIPAL USES
USE	
RESIDENTIAL	
Multiple-family	P
RECREATION, CULTURAL & ENTERTAINMENT	
Community and recreation center (private)	P
Park/Playground	P
Community dock	P

27-xx.3 *Development standards.*

- (a) *Maximum Density.* The district permits the development of not more than 187 residential dwellings in the entire district accounting for a density of not more than 35 residential units per acre. The residential dwellings will generally consist of: 78 one-bedroom, 94 two-bedroom and 15 three-bedroom luxury apartments.
- (b) *Maximum building height.* The maximum building height permitted in the district shall be 60 feet.
- (c) *Yard requirements.* All residential structures will be situated a minimum of 10 feet from Tidewater Drive, 35 feet from Roland

Drive, and 5 feet from any other property line or wetland delineation line.

- (d) *Open space.* This district shall provide open space of not less than 19%, exclusive of wetlands. All sidewalks, patios, pools, gazebos and similar improvements intended for the enjoyment and use of all residents may be included as open space.
- (e) *Site development.* The property shall be developed in substantial conformity with the site plan entitled "Promenade Pointe, Bonaventure Realty Group, LLC, Tidewater Drive, Norfolk Virginia Preliminary Site Plan" dated May 6, 2010, and prepared by Cox, Kliewer & Company, P.C. subject to any modification made in response to a request by city council during the zoning approval process or to a request by the city during the site plan approval process.
- (f) *Design review.* All buildings constructed in accordance with the site development plan identified in subsection (e), above, shall be reviewed in accordance with the City's design review process prior to issuance of any building permit.

27-xx.4 *Off-street parking.*

- (a) *Required parking spaces.*
 - (1) Not less than 1.6 parking spaces per dwelling unit shall be provided, and
 - (2) Not less than one (1) parking space shall be provided for each one-bedroom dwelling unit and not less than two (2) parking spaces shall be provided for each dwelling unit having either two bedrooms or three bedrooms.
- (b) *Size of parking stalls.* The total parking spaces required for this district shall be constructed and striped as follows:
 - (1) In order to accommodate compact automobiles, no more than 20% of the parking stalls shall be not less than 16 feet deep, eight (8) feet wide, and serviced by a drive aisle not less than 24 feet wide.
 - (2) For all other automobiles, a minimum of 80% of the parking stalls shall be not less than 19 feet deep, eight (8) feet wide, and serviced by a drive aisle not less than 24 feet wide.

- (c) The width of driveways shall be conform to the requirements found in Chapter 15, except where an alternative width is approved by the Department of Public Works in which case such alternative width shall be permitted.
- (d) No loading berths are required.
- (e) All off-street parking regulations found in Chapter 15 shall apply in the district, with the exception of those that conflict with the specific regulations set forth in this section.

27-xx.5 *Signs.* Signs in the district shall conform to the regulations set forth in Chapter 16, and this district shall be treated as a residential district for application of the regulations therein.

27-xx.6 *Landscaping.*

(a) *Interior parking lot green space.*

- (1) This district shall provide green space for parking lot of not less than 10% of the entire parking field, excluding those portions of the field that are covered by any portion of a building. Such calculation may include any green space buffer areas provided between the paved parking surface and Tidewater Drive or Roland Drive.
- (2) The minimum width of linear islands within the parking lot shall be six (6) feet. Typical landscape islands within the parking lot shall be a minimum of seven (7) feet wide and 18 feet long.

(b) *Streetscape.*

- (1) A landscape buffer not less than eight (8) feet wide shall be established for the entire length of the property frontage along Tidewater Drive and Roland Drive.
- (2) Along all portions of the property frontage along any street that are not located in a wetland area, a four (4) foot tall masonry or stone wall located three (3) feet from the property line shall be installed. The space between the wall and the property line shall be improved with evergreen shrubs to be maintained at a maximum height of three (3) feet. The side of the wall facing the interior of the property shall be improved with a mixture of evergreen

and canopy trees consistent with the requirements of Chapter 17, entitled "Landscape Plantings and Buffers".

- (c) *Plant materials.* The selection of both large and small canopy trees shall be derived from that list of preferred trees for street development as published by the City of Norfolk, Division of Parks and Urban Forestry.
 - (1) Large canopy trees planted on site shall have a minimum caliper of two (2) inches and shall be 12 to 14 feet in height at the time of planting.
 - (2) Small canopy trees shall be six (6) to eight (8) feet in height at the time of planting.

27-xx.7 *Recreational amenities.* The active recreational components of this community shall include at least the following:

- (a) An indoor fitness center, club room, and internet café totaling at least 2,400 square feet in area.
- (b) A gazebo, walkways, and benches providing views of the waterfront.
- (c) A swimming pool with associated patios, cooking facilities, and roofed structures to provide shade.
- (d) A bicycle storage room capable of storing at least 24 bicycles.
- (e) A pier, canoe launch and pedestrian pathways adjacent to wetland areas which shall all be available not only to residents of the property, but also to local schools for educational purposes specifically related to wetlands and the Lafayette River ecosystem, subject to reasonable limitations on access based on time of day, meteorological conditions, ecological considerations and public safety.

5/21/10 ts

Form CCO-003

Form and Correctness Approval *2AP*

Contents Approved: *[Signature]*

By *[Signature]*
Office of the City Attorney

By *[Signature]*
DEPT

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE TO REZONE PROPERTY LOCATED AT 733 ROLAND DRIVE and 6115 TO 6217 TIDEWATER DRIVE FROM R-7 (ONE-FAMILY RESIDENTIAL) DISTRICT AND R-13 (HIGH-DENSITY MULTIPLE-FAMILY) DISTRICT TO PD-R PROMENADE POINTE (PROMENADE POINTE APARTMENTS RESIDENTIAL PLANNED DEVELOPMENT) DISTRICT.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the property located at 733 Roland Drive and 6115 to 6217 Tidewater Drive is hereby rezoned from R-7 (One-Family Residential) District and Conditional R-13 (High-Density Multiple-Family) District to PD-R Promenade Pointe (Promenade Pointe Apartments Residential Planned Development) District. The property which is the subject of this rezoning is more fully described as follows:

Property located on the southwest corner of Roland Drive and Tidewater Drive, property fronts 330 feet, more or less, along the southern line of Roland Drive and 667 feet, more or less, along the western line of Tidewater Drive; premises numbered as 733 Roland Drive and 6115 to 6217 Tidewater Drive.

Section 2:- That the official Zoning Map for the City of Norfolk is hereby amended and reordained so as to reflect this rezoning.

Section 3:- That this ordinance shall be in effect from the date of its adoption.



Inter Department Correspondence Sheet

TO: City Council

FROM: City Planning Commission

COPIES TO:

SUBJECT: Application for a General Plan, Text Amendment and Rezoning
(CONT. 4 P.H. SEPT. '09)

PART 1: APPLICATION DESCRIPTION:

Nature of Applications:

For the following applications:

- a. **General Plan Amendment:** From Low Density Residential to High Density Residential – 733 Roland Drive and 6217 Tidewater Drive.
- b. **Text Amendment:** To create the Lakewood Manor Apartments Planned Development District (LMAPD-R Lakewood Manor).
- c. **Change of zoning:** From R-7 (One-Family) district and R-13 (Moderately High Density Multiple-Family) district to PD-R Lakewood Manor (Lakewood Manor Apartments Planned Development) district

Location: 733 Roland Drive and 6207-6217 Tidewater Drive

Neighborhood: Roland Park

Applicant: Bonaventure Realty Group LLC

Property owners: Riverview Neighborhood Improvement LLC
Clifford E. and Margaret E. Adams
Bradley C. and Barr H. Attaway Jr.

Description of proposed development:

Bonaventure, LLC is proposing to redevelop this 5.8 acre site, containing a former assisted living facility and two single family homes, with a multiple-family development. The proposed site plan shows two four-story apartment buildings containing 78 one bedroom units, 94 two bedroom units and 15 three bedroom units totaling 187 units. A swimming pool and club house are shown on the southwest corner of the site.

The larger of the two proposed buildings is an 'L' shaped building that extends south from the northwestern portion of the site along the Lafayette River, turns east along the southern portion of the site, then extends approximately 150 feet along Tidewater Drive. The second building fronts approximately 145 feet along Tidewater Drive.

The site is to be accessed by two driveways. One access is from Tidewater Drive and is located across from the intersection with Brightley Road. A second access is proposed from Roland Drive which is designed to be left in and right out only. For cars heading south on Tidewater Drive, the applicant is proposing a deceleration lane onto the access leading to the property.

Parking (297 spaces) is located in the center of the site and along Roland Drive. The proposed parking ratio is approximately (1.6) spaces per unit with 19% of the spaces designed for compact cars.

Description of the existing land use pattern:

The site is adjacent to the southern portion of the Roland Park neighborhood on the southwest corner of Tidewater Drive and Roland Drive. The site is bounded by the Lafayette River on the south with wetlands along the western boundary.

The Roland Park neighborhood is a single family neighborhood. Access into the neighborhood is provided from Tidewater Drive along Roland Drive, Waukesha Avenue, Kenosha Avenue and Muskogee Avenue.

The area to the east of the site (across Tidewater Drive) is developed with the Greenhill Farms neighborhood which consists of single-family homes and a gas station with a convenience store.

PART 2: ANALYSIS/EVALUATION:

General Plan Impact:

The *General Plan of Norfolk* designates the majority of this site as High Density Residential (20.1 units per net residential acre and up) with only the properties adjacent to Roland Drive designated as Low Density Residential (up to 8.7 units per net residential acre). The proposed development is a multi-family residential development at a density of up to 40.7 units per acre. Therefore, the proposed use is consistent with the *General Plan's* designation for the southern portion of the property but not consistent with the designation for the Roland Drive frontage.

Given that the proposed use is not consistent with the *General Plan* designation for the entire property, an amendment to High Density Residential, for the portion of the property designated Low Density Residential, would be necessary to make it consistent. In order to justify an amendment to the *General Plan's* future land use map, one or more of the following three criteria must be met:

1. There has been a change in conditions since the *General Plan* was adopted that warrants reconsideration of the subject area.
2. There has been an additional level of detail prepared for an area, warranting more specific or new land use recommendations.
3. There was an error made in the original recommended and adopted land use.

Since the most recent amendment to the *General Plan's* future land use map in 2008, the subject property and the surrounding area has been more closely examined. The findings of such review warrant new land use recommendations. Given the placement of the High Density Residential land use designation on this site in 2008, extending this designation to Roland Drive may be more appropriate than maintaining the Low Density Residential designation, permitting an improved site design with a safer and more efficient flow of traffic entering and exiting the site, as it allows the required second entrance to be located on Roland Drive rather than Tidewater Drive.

The *General Plan* also includes policies that address issues such as site design and natural resource preservation. The *General Plan's* Community Design chapter includes a section on "Water". In it are the following policies:

- ❖ Protect public access, both physical and visual, to the water.
- ❖ Encourage appropriate design of new developments in relation to the water amenity, calling for new development in waterfront locations to be "sensitive both to the water and to neighboring uses and structures so that both can maintain views and enjoyment of the water amenity."

The Community Design Chapter also includes is a section on "Neighborhoods", which contains the following policy:

- ❖ Ensure that major new developments fit within the context of the existing neighborhood platting patterns.

This policy contains a further statement that "new developments should be designed to fit within the neighborhood fabric" and that "the orientation of structures, yards, setbacks, height, and general massing of the buildings should be compatible with surrounding development."

Taken together, these *General Plan* policies encourage that developments such as the one proposed, which borders an important natural feature and an existing neighborhood, take steps to protect those features through development design. Given these recommendations of the *General Plan*, staff would recommend approval of the request, provided that steps are taken with the design of the project to ensure conformity with these policies.

Zoning Impact:

To accommodate the development, the applicant is proposing to amend the *General Plan* and to create and implement the Lakewood Manor Apartments Residential Planned Development District (LMAR-PD) (See Attachment A).

Parking

The proposed Lakewood Manor Apartments Residential Planned Development District proposes a parking ratio of approximately 1.6 spaces per dwelling unit resulting in 297 spaces to support 187 units. For the proposed density, the *Zoning Ordinance* would require 357 parking spaces - 1.5 spaces per unit with two spaces for each five units for guests. The proposed number of parking spaces represents 83% of the parking required for other similar developments.

Staff evaluated Norfolk's parking requirements against the standards applied

in other jurisdictions as reported by the American Planning Association (APA) in its 2002 publication, *Parking Standards*. APA reports that the range of spaces per dwelling unit used around the country ranges from one space per dwelling unit to 2.5 spaces per dwelling unit, with Norfolk's standard of 1.9 spaces per unit slightly above the national average of 1.7 spaces per dwelling unit, which is greater than the standard proposed by the applicant.

The applicant has submitted data that suggests that parking standards can be reduced based on the availability of facilities for other modes of transportation. These include a reduction by 5-15% based on the availability of bicycle facilities and a reduction of 10% based on the accessibility of bus transit, expressly defined as bus service seven days a week with headways no greater than 30 minutes. This site meets the criteria for a reduction based on bus service and the applicant is providing bicycle facilities, but staff questions the viability of Tidewater Drive as a safe bicycle route given the width of the lanes on the road and the volume of traffic it carries. Accordingly, staff considers some reduction in parking to be appropriate, but questioned the reduction proposed by the applicant, which represented a greater reduction than that suggested by applying both the bicycle standard and the bus transit study.

Accordingly, staff reviewed the 2005 report of the National Parking Association (NPA), *The Dimensions of Parking*. This report cautions against requiring too few spaces, noting that neighboring uses will generally accept spillover parking onto adjoining streets on an occasional basis, so long as it does not occur regularly. To address these issues and meet typical demand, NPA recommends that parking be optimized by applying a required standard of the 85th percentile of parking demand as reflected in the parking generation rates of the Institute of Transportation Engineers (ITE).

The ITE 2004 publication, *Parking Generation* evaluated the demand for parking at various uses and locations around the country to determine the optimal rate at which parking is demanded by low to midrise apartments, which reflects how ITE would classify the applicant's submittal. The study further broke data down as reflecting urban and suburban demand for parking. It identifies the 85th percentile of demand as occurring at 1.17 spaces per dwelling unit in urban settings and 1.46 spaces per dwelling unit in suburban spaces. Staff discounted application of the urban standard in this location, because of the location of the development and the proposed prices of the unit, which do not reflect the standards of affordable housing which ITE acknowledges, are heavily weighted in the urban parking calculation. Staff also considered the number of bedrooms proposed by the applicant, which ITE also acknowledges affect the calculations. The ratio of

parking proposed by the applicant, 1.60 spaces per dwelling unit, is consistent with the standard recommended by the NPA with the adjustments recommended by ITE. Accordingly, staff supports the parking ratio proposed by the applicant.

The applicant has proposed that 19% of the total parking spaces in the development be dedicated to compact spaces with dimension of eight feet in width by 16 feet in length. The data submitted by the applicant supports this proposal, accordingly, staff recommends approval of the number and design of compact spaces proposed.

The applicant has proposed use of alternate geometry for the compact spaces. The dimensions proposed are consistent with those used by the Institution of Transportation Engineers and the National Parking Association. Therefore, staff supports use of these standards.

Open Space

The *Zoning Ordinance* requires that any parking lot of ten or more spaces provide 10% interior landscape planting area and that no planting island be less than 16 feet by 18 feet in size with the islands spaced to provide an even distribution of shade. This landscaping which should include areas for trees to maximize shade is intended to mitigate for the urban heat island effects that result from extensive areas of unrelieved paved surfaces. Linear islands are encouraged to provide continuous landscape planting areas and reduce pedestrian conflicts. If linear islands are included in the design, they are required to have a minimum width of eight to 12 feet. The proposed interior site landscaping (islands and linear islands) are smaller than required which may impact the survival of plant material, particularly the trees needed to provide essential shade.

For multiple-family development, The *Zoning Ordinance* requires 35% Usable Open Space and defines it as space that is intended for the common use and enjoyment of the residents of the development, and is not covered by parking, driveways, or buildings, except that it may contain structures of a recreational nature (such as picnic shelters, gazebos, swimming pools, tennis courts, and the like). Usable Open Space is required to be 15 feet in width and is of such configuration to allow for the conduct of outdoor activities.

The applicant proposes 20% of the site be provided as total open space. The applicant is proposing to modify the definition of open space required to include sidewalks, patios, pools, gazebos and similar improvements intended for the enjoyment and use of all residents as well as all pervious upland

areas of the site regardless of their dimension. This proposal allows them to consider as open space the islands within the parking area as well as the buffers along Tidewater Drive and Roland Drive none of which meet the 15 foot minimum dimension typically required for consideration as open space.

As is indicated by its definition, the intent of the open space is for it to be usable for common use and enjoyment of the residents. Considering the plan submitted by the applicant only 11% of the site would meet the definition of usable open space typically applied, rather than the 35% that is required by the ordinance.

PART 2: RECOMMENDATION

Staff:

The site located to the south is zoned R-15 (High Density Multiple-Family) and is developed with a multiple-family high rise development. The site under consideration was formerly developed with an assisted living facility. A multiple-family development would be appropriate for this site and staff supports the amendment to the *General Plan*.

The ratio of parking proposed by the applicant, 1.60 spaces per dwelling unit, is consistent with the standard recommended by the NPA with the adjustments recommended by ITE and the data provided by the applicant supports the availability and reduced size of the compact parking spaces. Accordingly, staff supports the parking ratio proposed by the applicant.

Staff does not support, and the applicant's data does not justify, the reduction of usable open space proposed by the applicant.

Planning Commission

By a 3 to 2 vote, the Planning Commission recommends approval of the project as presented.

Proponents:

Dwight Dunton
2700 S. Quincy Street #500
Arlington, VA 22206

J.P. Hyland
2700 S. Quincy Street #500
Arlington, VA 22206

James Bradford
325 Volvo Parkway
Chesapeake, VA 23320

Troy Brinkley
1406 Sweetbriar Avenue
Norfolk, VA 23509

Vince Mastracco
150 W. Main Street
Norfolk, VA 23510

Grey Mason
2717 Chester Forest Court
Virginia Beach, VA 23452

Andy Keeney
150 W. Main Street
Norfolk, VA 23510

John-Jay Greenspan
556 Summers Drive
Norfolk, VA 23509

Neil Lynch
6433 Eason Circle
Norfolk, VA 23509

Joe Austin
534 Garren Avenue
Norfolk, VA 23509

Jeff Portline
730 Kenosha Avenue
Norfolk, VA 23509

Duff Kliever
2533 Virginia Beach Boulevard
Virginia Beach, VA 23452

Richard Levin
610 Pembroke Avenue
Norfolk, VA 23507

Diane Fentress
4117 Granby Street
Norfolk, VA 23509

Clifford Davio
6217 Tidewater Drive
Norfolk, VA 23509

DeAnna Casey
6433 Eason Circle
Norfolk, VA 23509

Opponents:

Irwin and Sabrina Berent
560 Roland Drive
Norfolk, VA 23509

Gerald Julian, Jr.
701 Roland Drive
Norfolk, VA 23509

Barbara Byars
6239 Tidewater Drive
Norfolk, VA 23509

Clayton Lory, II
536 Kenosha Avenue
Norfolk, VA 23509

Billy Torrans
6200 Oneida Circle
Norfolk, VA 23509

Joseph Graf
6321 Tappahannaock Drive
Norfolk, VA 23509

Kathi
531 Kenosha Avenue
Norfolk, VA 23509

BONAVENTURE**10****(CONT 4 P.H. 24 SEPT. '09)**

Kelly Webber
6239 Sangamon Avenue
Norfolk, VA 23509

Marie Michael Hewitt
523 Summers Drive
Norfolk, VA 23509

MAPS:

1. Location
2. Location and zoning
3. General Plan map

Exhibit A**27-31 Lakewood Manor Apartments Residential Planned Development (PD-R Lakewood Manor)****27-31.1** *Purpose statement.*

The Lakewood Manor Apartments Residential Planned Development is intended to provide for the establishment of a residential complex taking full advantage of the highly-desirable views of Wayne Creek and its adjacent, pristine tidal wetland areas which form a majority of the development's boundary.

The community is located at the southwest corner of the intersection of Tidewater Drive and Roland Drive and consists of a total area of approximately 5.8 acres.

27-31.2 *Uses.* The uses permitted in the district shall be as follow:

LEGEND: P = Permitted Use S= Special Exception Use	PRINCIPAL USES
USE	
RESIDENTIAL	
Group home for the handicapped	P
One-family	P
Multiple-family	P
RECREATION, CULTURAL & ENTERTAINMENT	
Community and recreation center (private)	P
Park/Playground	P
Fishing pier	P
Community dock	P

27-31.3 *Development standards.*

- (a) *Maximum Density.* The district permits the development of not more than 187 residential dwellings in the entire district accounting for a density of not more than 35 residential units per acre. The residential dwellings will generally consist of: 78 one-bedroom, 94 two-bedroom and 15 three-bedroom luxury apartments.

- (b) *Maximum building height.* The maximum building height permitted in the district shall be 60 feet.
- (c) *Yard requirements.* All residential structures will be situated a minimum of 10 feet from Tidewater Drive, 35 feet from Roland Drive, and 5 feet from any other property line or wetland delineation line.
- (d) *Open space.* This district shall provide open space of not less than 20%, exclusive of wetlands. All sidewalks, patios, pools, gazebos and similar improvements intended for the enjoyment and use of all residents may be included as open space.
- (e) *Design Review:* The property shall be developed in substantial conformity with the site plan entitled "Bonaventure Realty Group, LLC, Tidewater Drive, Norfolk Virginia Preliminary Site Plan" dated September 22, 2009, and prepared by Cox, Kliewer & Company, P.C.
- (f) Initial improvements to the site shall be reviewed and approved through the Design Review Process.

27-31.4 *Off-street parking.*

- (a) Not less than one (1) parking space shall be provided for each one-bedroom dwelling unit and not less than two (2) parking spaces shall be provided for each dwelling unit having either two bedrooms or three bedrooms.
- (b) No more than 20% of the total parking required for the district shall be constructed to accommodate a compact automobile, for which the minimum stall size shall be 16 feet deep, eight (8) feet wide, and serviced with a drive aisle not less than 24 feet wide.
- (c) All off-street parking regulations found in Chapter 15 shall apply in the district, with the exception of those that conflict with the specific regulations set forth in this section.

27-31.5 *Signs.* Signs in the district shall conform to the regulations set forth in Chapter 16, and this district shall be treated as a residential district for application of the regulations therein.

27-31.6 *Landscaping.*

(a) *Interior parking lot green space.*

- (1) This district shall provide green space for parking lot of not less than 10% of the entire parking field, excluding those portions of the field that are covered by any portion of a building. Such calculation may include any green space buffer areas provided between the paved parking surface and Tidewater Drive or Roland Drive.
- (2) The minimum width of linear islands within the parking lot shall be six (6) feet. Typical landscape islands within the parking lot shall be a minimum of seven (7) feet wide and 18 feet long.

(b) *Streetscape.*

- (1) A landscape buffer not less than eight (8) feet wide shall be established for the entire length of the property frontage along Tidewater Drive and Roland Drive.
- (2) Along all portions of the property frontage along any street that are not located in a wetland area, a four (4) foot tall masonry or stone wall located three (3) feet from the property line shall be installed. The space between the wall and the property line shall be improved with evergreen shrubs to be maintained at a maximum height of three (3) feet. The side of the wall facing the interior of the property shall be improved with a mixture of evergreen and canopy trees consistent with the requirements of Chapter 17, entitled "Landscape Plantings and Buffers".

(c) *Plant materials.* The selection of both large and small canopy trees shall be derived from that list of preferred trees for street development as published by the City of Norfolk, Division of Parks and Urban Forestry.

- (1) Large canopy trees planted on site shall have a minimum caliper of two (2) inches and shall be 12 to 14 feet in height at the time of planting.
- (2) Small canopy trees shall be six (6) to eight (8) feet in height at the time of planting.

27-31.7 *Recreational amenities.* The active recreational components of this community shall include at least the following:

- (a) An indoor fitness center, club room, and internet café totaling at least 2,400 square feet in area.
- (b) A gazebo, walkways, and benches providing views of the waterfront.
- (c) A swimming pool with associated patios, cooking facilities, and roofed structures to provide shade.
- (d) A bicycle storage room capable of storing at least 24 bicycles.