## Blacksburg 2046: Administrative Manual Section C

Changes to the Comprehensive Plan, 2012-Forward



#### **RESOLUTION 12-F-12**

#### A RESOLUTION ADOPTING THE 2012 COMPREHENSIVE PLAN

WHEREAS, Virginia Code § 15.2-2230 requires local governments to review their Comprehensive Plan at least once every five years; and

WHEREAS, the Comprehensive Plan Task Force has been meeting the past year to review the Town's Comprehensive Plan, Blacksburg 2046, and to gather public input on the policies contained therein.

NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of Blacksburg:

- 1. That the Council approves and adopts as the 2012 Comprehensive Plan of Blacksburg the document entitled "Blacksburg 2046," including all accompanying documents, exhibits, Land Use Maps and the Administrative Manual, as filed in the Department of Planning and Building.
- 2. That the approved 2012 Comprehensive Plan supersedes all prior comprehensive plans of the Town; provided, however, that requests for rezonings and conditional use permits that have been previously submitted and are currently under review by the Planning Commission and Town Council as of the date of this resolution shall be evaluated according to the provisions of the comprehensive plan in effect at the date of the application for the request.
- 3. That the Planning Commission is hereby authorized to approve periodic updates to the Administrative Manual.

Mayor

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Town Clerk

Date of Adoption Secentra 11, 2012



Date: September 27, 2012
To: Planning Commission

From: Long Range Planning Committee

Re: Recommended 2012 Update to Blacksburg 2046

The Long Range Planning Committee is pleased to present its recommendation for the 2012 update to the Town's Comprehensive Plan, *Blacksburg 2046*. We appreciate that the Planning Commission has delegated such an important review to the Long Range Planning Committee, a subcommittee of the Planning Commission.

Section §15.2-2223 of the Virginia State Code states that the local planning commission shall prepare and recommend a Comprehensive Plan for the physical development of the territory within its jurisdiction, and every governing body shall adopt a Comprehensive Plan for the territory under its jurisdiction. Section §15.2-2230 states that at least once every five years the Comprehensive Plan shall be reviewed by the local planning commission to determine whether it is advisable to amend the plan.

While the Town of Blacksburg had adopted previous comprehensive plans, the current format of *Blacksburg 2046* originated in 1996, detailing a 50-year vision for the Town of Blacksburg. The Town is currently working towards achieving this vision. The first mandatory five-year review and update was completed in 2001. The second was completed in 2006, which was officially adopted in 2007. The 2012 update is not only the third mandatory five-year review and update, but it is also the fifteen-year review of a 50-year vision for the Town of Blacksburg. The 50-year vision of the comprehensive plan is intended to remain focused on the year 2046.

The 2012 Comprehensive Plan update is intended to create a document based on the community's vision of Blacksburg's future. The major goals of the 2012 Update include streamlining the Comprehensive Plan to make it more user-friendly, clarifying the Town's policies especially relating to implementation of the Town's Capital Improvement Program and Annual Budget, and updating data as necessary. The Future Land Use Map Series was also reviewed and updated based upon Town Council-requested study areas or citizen requests.

#### Overview

The first section of the memo outlines the Review Process and Public Input Process the Long Range Planning Committee followed to complete the 2012 update. Next are Highlighted Issues the Planning Commission may wish to consider during its public hearing review of the 2012 update. To complete this executive summary, included are Summary Text Changes made to the Comprehensive Plan with the 2012 Update and Summary Future Land Use Map Changes with the 2012 Update. Accompanying this memo is a CD with the complete Long Range Planning Committee's September 27, 2012 recommended draft text of the 2012 Update to the Comprehensive Plan, Community Conversation Results, Future Land Use Reclassification Requests and respective staff reports.

#### **Review Process**

To accomplish the 2012 Update, the Long Range Planning Committee, a standing subcommittee of the Planning Commission, was assigned the comprehensive review process by the Planning Commission. The 2012 Long Range Planning Committee members include Planning Commissioners, citizens and a Virginia Tech student representative:

- Paul Lancaster, Chair
- Mike Lawless, Vice Chair
- R. B. "Ben" Crawford
- Alyssa Halle
- Wendell Hensley
- J.B. Jones
- Alan Raflo
- Courtney Simón Grohs

The Long Range Planning Committee began meeting in August 2011 to review the overall structure of the Comprehensive Plan, review chapter information and update policies and goals accordingly. The Committee met more than 30 times in the past year, generally bi-weekly, and weekly some months to complete the update. Town staff from multiple departments attended meetings to present updated information and address technical questions posed by the Long Range Planning Committee. The expertise offered by the Town Staff, including Karen Drake, Comprehensive Planner and Anne McClung, Planning & Building Director, was invaluable during the update process.

After reviewing sections, the draft chapters of the updated Comprehensive Plan and the Future Land Use Map were posted to the Town's website for public review. Public comments on the posted chapters and maps were incorporated into the next revision of the draft text and maps. The public input process is detailed further below.

The 2012 Update reflects public comments, information and data available through September 1, 2012. The Long Range Planning Committee met on September 27, 2012 for a final cumulative review of the 2012 Update and to make their final recommendation.

### **Public Input Process**

Key to the success of updating the Comprehensive Plan is obtaining community participation and incorporating public comments to help ensure that the resulting document expresses the values and vision that the people of Blacksburg have for their Town. Values raised include a livable, walkable community that is environmentally sustainable and a Town connected to the New River Valley. The process has also raised awareness of planning in the community and laid the groundwork for increased community involvement in the future.

The Long Range Planning Committee incorporated public input and community participation in a variety of ways and methods to reach out to all citizens of the community. Comments from the various public input meetings held to date and are

included on the CD. Additional public input meetings will be scheduled as part of the public hearing review process.

**Community Conversations Surveys** 

During the spring, summer and fall of 2011, in preparation for the 2012 Update, a series of Community Conversations was conducted. The purpose of these Community Conversations was to establish a baseline of comments from different age groups of how they perceive the quality of life in Blacksburg. Staff met with 8<sup>th</sup> Grade civic classes at the Blacksburg Middle School and 12<sup>th</sup> Grade government classes at the Blacksburg High School. Virginia Tech undergraduate and graduate students were surveyed electronically with a follow-up meeting to discuss comments. International Students at the Cranwell Center were surveyed electronically. Members of the Blacksburg AARP Chapter were also surveyed.

## Long Range Planning Committee Meetings

All Long Range Planning Committee meetings were open to the public with a public comment opportunity at the beginning of each meeting. notification signs were posted in the Town Municipal buildings, on the Town's website Calendar, emailed in the Friday E-News, and often published in the Community Calendar of the 'Burgs section of The Roanoke Times.

After chapters and maps were reviewed by the Committee, each draft and subsequent revisions were posted to the Town's website dedicated to the 2012 Update at www.blacksburg.gov/comprehensiveplan. Future Land Use request applications and staff reports were also posted to this webpage.

A specific email address, Blacksburg2046@blacksburg.gov, was established so citizens could easily submit comments. All comments submitted via email or mailed to the Long Range Planning Committee were distributed to all Committee members for reference during the update review process. The log of comments received by September 27, 2012 is included on the CD.

## **Public Input Meetings**

- 1. Future Land Use Reclassification Public Input Meeting. A public input meeting was held on June 13, 2012 specifically on the proposed Future Land Use Reclassification Requests. The meeting was well attended with concerns voiced verbally at the meeting and further detailed in written comments submitted.
- Neighborhood, Employment & Services Areas Public Input Meetings. Three public input meetings were held in July on this proposed change to the Comprehensive Plan. The purpose of these public input meetings was to offer different opportunities to educate citizens and gather their comments on the proposed Comprehensive Plan Neighborhood, Employment, and Service Areas.
- 3. Open Houses. Four open houses on the 2012 Update were held at multiple locations in Blacksburg in August 2012. The purpose of these

open houses was to offer opportunities to educate citizens and gather their comments on the proposed Comprehensive Plan. All four open house formats were the same. The Future Land Use map Series was on display, along with hard copies of the current adopted plan and the proposed revised plan. There was no formal presentation by staff. Instead, attendees were able to ask questions and speak informally with staff and Long Range Planning Committee members, as they were available.

All summary public input meeting notes are on the attached CD.

## Highlighted Issues for Planning Commission Consideration:

The Long Range Planning Committee believes the recommended 2012 Update to the Comprehensive Plan reflects the desired vision of the community. While Attachments A & B summarize changes made to the text and map, there were several issues debated at Long Range Planning Committee meetings. The Planning Commission may wish to further discuss:

- Future Land Use Map classification request for Cedarfield Apartments, Part A. After much discussion, the Long Range Planning Committee had a 3-3 vote on changing the property's future land use designation from low density residential to medium density residential. The property is currently designated low density residential and shown on the draft map as low density residential. The staff report and application are found on the CD along with the other requests.
- Future Land Use Map classification request for Mixed Use C. The Long Range Planning Committee voted to extend Mixed Use C Area to include property adjacent to the roundabout at Price's Fork and Main Street. The roundabout was not constructed when Mixed Use C Area was originally established in 2007. Comments were made by some Bennett Hill/Progress Neighborhood residents regarding the medium-density residential designated properties behind Mixed Use C, located on Progress Street near Main Street, and should be redesignated as low density residential. No changes to the Future Land Use Map for these properties have been recommended by the Long Range Planning Committee, and no requests were submitted by the property owners.
- Long Range Planning Committee had substantial discussion about the proposed change from Planning Sectors to new categorization of Neighborhood, Employment and Service Areas. While supporting the proposed changes, the Long Range Planning Committee recommends considering further monitoring and review of the proposed areas at a future annual amendment to ensure the Neighborhood, Employment and Service Areas are understood in the community and serve as functioning, supportive component of the Comprehensive Plan.
- The five criteria the Planning Commission has been using to evaluate comprehensive plan amendments requests have been modified. The Long Range Planning Committee discussed private amendment requests versus those initiated by the Town.

#### Attachments:

- A. Chart Outlining Text Changes Made to the Comprehensive Plan with the 2012 Update
- B. Chart and Maps Outlining Future Land Use Map Changes with the 2012 Update
- C. 2012 Draft Recommended Future Land Use Map Series, dated September 27, 2012
- D. CD
  - 1. Long Range Planning Committee's September 27, 2012 recommended draft of the 2012 Update to the Comprehensive Plan
  - 2. Blacksburg Administrative Manual, September 27, 2012 which includes:
    - a. Community Conversation Survey Results
    - b. June 13, 2012 Public Input Meeting on Comprehensive Plan Future Land Use Reclassification Requests, Summary Meeting Notes
    - c. July 2012, Summary Meeting Notes on the three Public Input Meetings on Neighborhood, Employment & Service Areas
    - d. August, 2012, Summary Meeting Notes from the four Comprehensive Plan general Open Houses
    - e. Blacksburg2046@blacksburg.gov email log and emails received through September 27, 2012
  - 3. Future Land Use Reclassification Requests and Staff Reports

#### Attachment A: Summary Text Changes

The Town's goal is to provide a comprehensive plan that is informative, organized, and user-friendly. In order to achieve this, text within the comprehensive plan has been streamlined, policies clarified, and necessary updates included to ensure all information is current. No information has been permanently taken out of the plan, only reincorporated into the text or removed for being a duplicate statement.

The Comprehensive Plan has evolved to become a guide of best management practices for the Town of Blacksburg. It is neither an encyclopedia of Town history nor a detailed strategic implementation manual. It is intended that this Comprehensive Plan be not only the guide for land-use and public and private investment decisions but also a comprehensive reference on the Town and the blueprint for community programs, public and private sector initiatives, and investment in facilities and infrastructure.

### **Comprehensive Plan Structure**

The basis of this Comprehensive Plan is the community's vision for the future. Supporting this 50-year vision are the plan's three major parts:

- The Portrait of Blacksburg that details yesterday, today, and tomorrow
- Topical policy chapters for the Town as a whole, beginning with Sustainability and culminating with Land Use and the Land Use Map Series.
- The Blacksburg Administrative Manual, providing background information concerning the Town and the Plan, and identifying those Objectives and Policies that have already been achieved or implemented.

Each town-wide topic chapter defines a goal for that aspect of the Town's future, a Sustainability goal and Citizen Participation opportunities. Overview and background information are provided before chapter objectives and policies are listed in order to achieve the chapter goal.

## Long Range Planning Committee Changes to the Chapter Structure:

- 1. The Community Factors section within each chapter has been removed. Statements are either incorporated back into the text of their respective chapters or removed for being duplicate information.
- The Objectives and Action Strategies section of each chapter has been changed to the Objectives and Policies section. These sections have been streamlined and clarified.

# Chapter Highlights and Changes Recommended by the Long Range Planning Committee

- 1. **Introduction**: This chapter now includes the Table of Contents, the Comprehensive Plan review process and the updated criteria for private annual amendment requests.
- 2. **Portrait of Blacksburg:** This is a new chapter that expands the Portrait of Blacksburg that was previously a part of the adopted introductory chapter. The Portrait of Blacksburg provides historical growth information about the Town and emerging demographic trends to monitor in the future. The data culminate in Blacksburg's Vision for the future and how it can be achieved by implementing the objectives and policies found in the Comprehensive Plan chapters.
- 3. **Sustainability**: This is a new chapter to the Comprehensive Plan that confirms the Town's various existing policies. It reviews the three facets of sustainability: economy, environment, and society, which are then reflected throughout the Comprehensive Plan.
- 4. **Environment:** This chapter focuses on the Town's environmental resources. Information about the Town's Stormwater Management Task Force is referenced.
- Jobs & Housing: This new chapter combines components of other chapters relating to economic development tools. It primarily contains the previous Economic Development chapter, plus Housing, Historic Preservation, and Information Technology.
- 6. **Information Technology (IT):** This is no longer a stand-alone chapter. Information regarding installation and maintenance is incorporated into the Utilities chapter, whereas information regarding information technology as an economic development tool is incorporated into the Jobs and Housing chapter.
- 7. Parks & Recreation: No major changes have been made to this chapter. Information about the proposed recreational facility has been added.
- 8. Public Safety & Community Facilities: The Public Safety chapter and Public Facility chapter have been combined into one chapter. The focus is not on the operational management of the Town's public safety divisions (police, fire and rescue). Instead, the chapter focuses on the land use needs and challenges of the public safety divisions, plus the siting and construction standards of the other Town facilities.
- 9. Utilities: The chapter is now divided into Town-provided services and privately-provided services, including the siting of wireless telecommunication facilities. Additional information about the Town's Stormwater Management Task Force is included in this chapter.

- 10. **Transportation**: No major policy shifts have been made to this chapter. Instead, data have been updated to reflect the most current proposed road improvements, including the grade elevated Southgate Interchange, relocated Huckleberry Trail and the Airport runway extension. The South Main Transportation Task Force recommendations are now referenced. The Paths to the Future Map is still discussed in this chapter, but the map with updated routes is now part of the Town's Future Land Use Map series. This chapter has been reviewed and approved by VDOT.
- 11. **Community Development:** This is no longer a stand-alone chapter. Information regarding historic preservation is included in the Jobs and Housing chapter. The remaining information falls into the Land Use chapter.
- 12. Land Use: This chapter contains information from the previous Community Development and Land Use Chapters, plus the Planning Sectors. The chapter starts with Community Character Principles applicable to the entire Town, followed by design considerations. The Future Land Use Map Series is then reviewed in detail to provide context to the four maps. The Planning Sectors have been changed to the Neighborhood, Employment and Service Areas. Instead of dividing the Town further into sectors based on topography, the Town is now grouped into areas. Areas are based on common characteristics and similar challenges faced by the Town's various neighborhoods, employment, or service areas.
- 13. Future Land Use Map Series: The Future Land Use Map series has been expanded to include the Future Land Use Map, Urban Development Areas, Neighborhood, Employment and Service Areas, and Paths to the Future. Additional details are in Attachment B.
- 14. Glossary: The Glossary has been updated with additional definitions.
- 15. Blacksburg Administrative Manual: The Administrative Manual provides additional updated data and maps for reference that compliments the Plan itself. The Alley Right of Way vacation process and Extraterritorial Planning Areas has been moved from the Comprehensive Plan to the Administrative Manual. The Manual also includes the Community Conversation Results, implementation status of the objectives and policies and annual amendment changes to the adopted Comprehensive Plan.

### Attachment B: Changes made to the Future Land Use Map

Two maps, Map C and Map D, have been added to the Future Land Use Map series, which now includes:

- Map A: Future Land Use
- Map B: Urban Development Areas (UDA)
- Map C: Neighborhood Styles, Employment and Service Areas (new)
- Map D: Paths to the Future (new)

Color schemes, legends, and symbols have been altered for consistency across all four maps. Maps are updated with new developments such as the new location for Blacksburg High School and new roads, for example, Tech Center Drive renamed to Research Center Drive.

#### Map A: Future Land Use

- An Airport future land use designation was added to Map A. This new designation supports the creation of an Airport zoning district in the future.
- The realignment of Southgate Drive, Tech Center Drive, the Cross County Connector, and Huckleberry Trail is in progress. The proposed location of the interchange is now reflected on the map.
- The area off of Toms Creek Road that is located on the far side of the bypass is updated to Low-Density Residential. The change to Low-Density Residential reflects the zoning of the property, which is Rural Residential 1, Rural Residential 2, and Planned Residential (zoning with proffers).
- On and near Southgate Drive, the Virginia Tech practice fields are classified as University, the German Club is classified as a Civic Use and Tech Electric property, located on Electric drive, is classified as Research and Development.
- Property near the Hospital fronting on US Route 460 and on Prices Fork Road near the traffic circle, the Low Impact Commercial designations have been changed to High Impact Commercial.
- There were seven formal applications filed, including two Town Council directed study areas. Two applications were completely withdrawn by the applicants. The draft Future Land Use Map reflects the Long Range Planning Committee recommendations on the applications that are discussed in further detail on the next page.

## Map B: Urban Development Area (UDA)

- The text was updated to reflect recent General Assembly legislative actions.
- No changes were made to the 2011 Urban Development Areas Map.
- The proposed recommendation to add a new Mixed Use Area H on North Main Street on the Future Land Use map does not change the existing UDA designations, and does not add Mixed Use Area H as UDA.

## Map C: Neighborhood Styles, Employment and Service Areas

• This Neighborhood Styles, Employment and Services map takes the place of the Planning Sectors map. Language can be found in the Future Land Use chapter for a detailed summary of Map C.

### Map D: Paths to the Future

Map D has been moved from Transportation to the Future Land Use Map series
in order to serve as a reference as development occurs. This map reflects the
Town's commitment to sustainability and providing multiple options for
transportation. As with previous Comprehensive Plan amendments, updates to
specific routes have been made to reflect newly constructed routes. No major
changes or new routes have been proposed.

## Specific Future Land Use Reclassification Requests Reviewed

2012 Comprehensive Plan Update: Future Land Use Reclassification Requests

Application	Applicant Request	Long Range Planning Committee Recommendation
#1. Cedarfield Apartments	Reclassify the Low Density Residential to High Density	Voted 3-3 with 2 members absent on 7/19/12
Part A: 403 Ellett Road (±.97 Acres)	Residential	Split recommendation to reclassify the property as Medium Density Residential, or to leave the property as designated, Low Density Residential.
	£ ,	The Committee did not support reclassifying the property to High Density Residential as requested by the applicant.
¥	±	Note: Draft Future Land Use Map classification shown as Low Density Residential.
#1 Cedarfield Apartments Part B:	Reclassify the Medium Density Residential to High	Voted 6-0 with 2 members absent on 7/19/12
200-363 Old Cedarfield Drive	Density Residential	Recommendation to leave the property as Medium Density Residential.
(±9.38 Acres)		
#2. Corner of Nellies Cave and Grissom Road	Request withdrawn by applicant	No changes to the Future Land Use Designation.

#3 Mixed Use C Expansion  700, 708, 712  North Main Street  (±1.8 Acres)	Expand the Mixed Use Area C designation to include the subject properties.	Voted 5-1 with 2 members absent on 7/19/12.  Recommended to expand the Mixed Use Area C to include the requested properties and to expand the Mixed Use Area C to include properties on the other side of Main Street and the Traffic Circle. Refer to Attachment #1.  No recommended change to the underlying Future Land Use Designations.
		The dissenting Committee member recommended only expanding Mixed Use Area C around the requested properties.
#4. 1003 Giles Road	Reclassify the property from Medium Density Residential to	Voted 5-0 with 3 members absent on 7/26/12.
(±1.4 Acres)	High Density Residential	Recommendation to leave the property classified as Medium Density Residential.
#5. Town Council Study Area: Main Street, Patrick Henry Drive and Giles Road.  (±21.3 Acres)	Town Council directed study area as part of the 2012 Comprehensive Plan Update to review the Future Land Use Designation of the entire block.	Voted 4-1 with3 members absent on 7/26/12.  Recommendation to add a Mixed Use Area "H" designation around the study area, leaving the underlying Future Land Use Classifications as designated; High Impact Commercial, Low Impact Commercial and High Density Residential. Refer to Attachment 2.  Dissenting vote was to add a larger Mixed Use Area designation that included commercial and industrial property across North Main Street (Food Lion Shopping Center, car wash, Moog), instead of just around the publicized study area.

#6. Town Council Study	Town Council directed study area as part of	Voted 4-0 with 4 members absent on 8/2/12.
Area: Clay-	the 2012	
Roanoke,	Comprehensive Plan	No recommended change to existing Low
Prospect and	Update to review the Future Land Use	Density or High Density Residential
Alleghany Street	Designation of the	parcels. Change 21 parcels located between Washington & Lee from Medium
(±29.33 Acres)	Area.	Density to High Density Residential. See attached map #3.
	Mr. Baker submitted	i i
	requests for his	, *
	property within the	α
1	study area to remain as High Density	
	Residential or be	
	reclassified to High	
	Density Residential	
	Refer to the	ii d
9	Attachment #2.	· · · · · · · · · · · · · · · · · · ·
#7. Glade	Request withdrawn by	No changes to the Future Land Use
Heights	the applicant.	Designation.
		6

#### Attachments:

- B1. Map of Mixed Use Area C Expansion
- B2. Map of Proposed Mixed Use Area H
- B3. Map of Town Council Study Area: Clay-Roanoke, Prospect & Alleghany Street
  B4. Acreage Chart of Proposed Future Land Use Changes



Subject Property

Corporate Limits

Mixed Use

Parcels

Civic

High Density Residential

High Impact Commercial

Low Density Residential

Low Impact Commercial

Medium Density Residential

Park Land

University

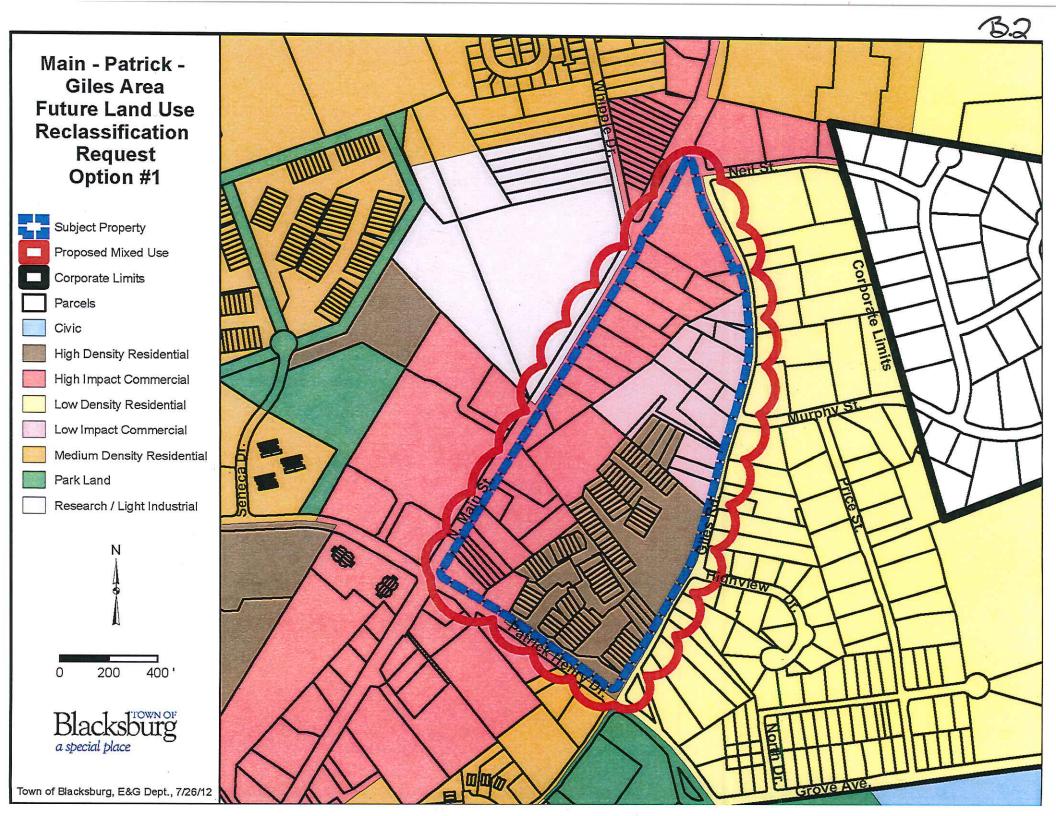
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Blacksburg
a special place

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Town of Blacksburg, E&G Dept., 7/19/12



Study Area
between
Clay & Roanoke
Streets, Prospect
& Allegheny Streets
Future Land Use
Reclassification
Request

2012 Baker Request

Town Council Directed
Study Area

Corporate Limits

Parcels

Civic

High Density Residential

Low Density Residential

Medium Density Residential

Park Land

N

0 200 400

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Town of Blacksburg, E&G Dept., 5/29/12

Town of Blacksburg Future Land Use Map Long Range Planning Committee Recommendation June, 2012 Draft September 27, 2012 Draft Application #1 Application #1 Application #2 Application #3 Application #4 Application #5 Application #6 Application #7 Classifications **Total Proposed Acreage Changes** Cedarfield Parcel A Cedarfield Parcel B Nellie's Cave Acres Acres Mixed Use Area C 1003 Giles Main/Giles Study Area Clay Street Study Area Glade Heights No recommended change to existing Low Density or High Density Residential parcels. Change 21 parcels Split Vote by LRPC to between Washington & change .97 acres from Create Mixed Use Area I Lee from Medium Low Density to Medium & No Change to Density. Calculated as No Change No Change Underlying FLU Density to High Density Low Density Recommended Withdrawn Area Expanded Recommended Designation Residential Withdrawn Park Land 770 6.1% 770 6.1% 0 3,449 27.3% Very Low Density Residential 3,449 27.3% Low Density Residential 3,079 24.4% 0 3,079 24.4% -11 6% Medium Density Residential 746 6% 735 -11 High Density Residential 743 6% 11 754 6% +11 0 Civic 408 3.2% 408 3.2% 110 1% Low Impact Commercial 110 1% 580 4.6% 0 580 4.6% High Impact Commercial 961 7.6% Research / Development 961 7.6% Industrial 357 2.8% 357 2.8% Airport 288 2.3% 288 2.3% University 772 6.1% 0 772 6.1% US 460 Bypass 344 2.7% 0 344 2.7% Total Town Wide 12,607 100% 0 12,607 100%

6.4

42.8

49

537

Mixed Use Overlay Areas

488