



CITY OF RICHMOND

Department of Planning & Development Review *Staff Report*

Ord. No. 2024-281: To authorize the special use of the property known as 7001 Jahnke Road for the purpose of motor fuels dispensing and a mixed-use building, upon certain terms and conditions.

To: City Planning Commission
From: Land Use Administration
Date: November 4, 2024

PETITIONER

Mark Baker - Baker Development Resources

LOCATION

7001 Jahnke Road

PURPOSE

The applicant seeks a Special Use Permit to allow for motor fuel dispensing and a mixed-use development that includes a commercial building with four attached apartment units, located within an R-3 Single-Family Residential District. As motor fuel dispensing and mixed-use developments are not permitted in the R-3 District, the applicant is requesting this permit to enable their proposed project.

RECOMMENDATION

Staff finds that the proposed mixed-use development aligns with the Master Plan recommendations for Destination Mixed Use and is similar in density to many of the existing properties in the area, which are generally multi-family and single-family attached residential, commercial, and institutional uses. Characteristics found within the application align with Destination Mixed-Use, including vertically mixed buildings and preserving historic character of the property by adapting the existing building to new uses.

Staff also finds that the proposal supports Objective 4.1 to “Create and preserve high-quality, distinctive, and well-designed neighborhoods and Nodes throughout the city.” The unique combination of fueling station, commercial store-front, and apartments is seen as an innovative approach to the future of neighborhood gas/charging stations. These facilities have historically been seen as a use that comes with many design challenges. Staff has worked with the applicant to increase visual interest, preserve the historic building typology, and enhance the overall pedestrian experience by adding new entrances and paths. (p. 100)

Staff further finds that the project is located on a Major Mixed-Use Street and supports the creation of additional housing, walkability, buildings pulled up to the street, and additional “eyes on the street” which will make this portion of Jahnke Road safer for residents. The current Walk Score of between 50 – 69, is defined as “Somewhat walkable” according to the City’s *walkscore* map. The proposed will assist in improving this score by allowing for a new destination for visitors and existing residents. (p. 113)

Staff also finds that the proposed development fulfills Objective 1.2f which seeks to “Implement housing strategies that increase housing at all income levels along corridors and at Nodes”. The property is located on a primary transportation corridor and is within the Chippenham Hospital National/Regional Node. The mixed uses are an innovative approach to finding ways to increase housing units in the City by adapting a prior office use into new dwellings. (p. 86)

Staff further finds that the proposed mixed-uses along Jahnke Road support Objective 15.1a which seeks to “increase the number of Richmonders living in a development pattern that encourages density and reduces dependency on single-occupancy vehicles”. The ability to walk to nearby conveniences, restaurants, institutions, and services is an important feature for current and future residents, while also helping to reduce their overall carbon footprint and impact on traffic. (p. 159)

Staff concludes that the proposed ordinance conditions substantially satisfy the safeguards established in the City Charter concerning the granting of Special Use Permits. Specifically, staff finds that the proposed use would not be detrimental to the general welfare of the community involved and would not create congestion in the streets in the area involved.

Therefore staff recommends approval of the Special Use Permit.

FINDINGS OF FACT

Site Description

The property is located in the Hioaks neighborhood on Jahnke Road adjacent to Marlowe Road. The property is currently a 43,560 square foot (1 acre) improved parcel of land, including a two-story, 7,074 square foot office building, constructed in 1987.

Proposed Use of the Property

Mixed-use.

Master Plan

The City’s Richmond 300 Master Plan designates a future land use for the subject property as Destination Mixed Use, which is defined as “Key gateways featuring prominent destinations, such as retail, sports venues, and large employers, as well as housing and open space. Located at the convergence of several modes of transportation, including Pulse BRT or other planned transit improvements.”

Development Style: Higher-density, transit-oriented development encouraged on vacant or underutilized sites. New development should be urban in form, may be of larger scale than existing context, and, where relevant, should pay special attention to the historic character of the existing context. Development should enhance the public realm and create a sense of place. Many buildings are vertically mixed-use. Developments continue or introduce a gridded street pattern to increase connectivity.

Ground Floor: Ground floor uses engage with, and enliven, the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses are required on street-oriented commercial frontages.

Mobility: Pedestrian, bicycle, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal street frontages. Surface parking is prohibited as a principal use; when surface parking is provided as an accessory use, it should be located to the rear of buildings and screened. Parking requirements are reduced to allow more market-based parking strategies, including shared parking.

Intensity: Buildings typically a minimum height of five stories.

Primary Uses: Retail/office/personal service, multi-family residential, cultural, and open space.

Secondary Uses: Institutional and government. (p. 64)

Major Mixed-Use Street: The proposed mixed-use building is located on both a designated Great Street and a Major Mixed-Use Street which is intended to have the following characteristics:

- Carry high volumes of vehicles, pedestrians, and bicycles, through commercial and mixed-use areas.
- Prioritize use and density-scaled sidewalks and crosswalks.
- Require form elements, such as buildings to the street with parking in the rear, as well as building windows and entrances on the street.
- Incorporate streetscape features, such as trees, benches, and trash receptacles.
- Ideal locations for transit routes and transit stops.
- Prioritize the curbside for walking, bicycling, transit, and short-term parking access and loading for local shops and restaurants.

National / Regional Node:

The property is located within the Chippenham Hospital National / Regional Node. The Richmond 300 vision for this area is to be "...a job center anchored by HCA Healthcare Chippenham Hospital.

"Additionally, there are many different housing options provided in the area including new and older single-family homes, townhomes, and low-scale multi-family residential communities. This Node will continue to provide high quality jobs associated with the hospital and medical office-related uses.

"Additionally, the older multi-family residential communities can be redeveloped into higher density, mixed-use neighborhoods. The redesign of these communities should emphasize walkable, well-connected communities with well-designed buildings, a street grid, sidewalks, and street trees. New commercial uses incorporated into the mixed-use communities and along Jahnke Road should serve both the residential population and hospital employees and visitors.

"As this Node is located partially in Chesterfield County, connections to the County especially the adjacent Boulder's Office Park should be improved. Additionally, connections into Powhite Park should be improved to increase accessibility to the park from the adjacent residential neighborhoods". (p. C-8)

Zoning and Ordinance Conditions

The current zoning for this property is R-3 Single-Family Residential. The proposed use is not permitted within the R-3 District.

The special use permit would impose conditions on the property, including:

- The Special Use of the Property shall be as motor fuels dispensing and a mixed-use building, substantially as shown on the Plans. Uses established in section 30-419.3 of the Code of the

City of Richmond (2020), as amended, shall be permitted within the area labeled as “Commercial” on sheet A.201 of the Plans.

- No fewer than 23 off-street parking spaces shall be provided for the Special Use, substantially as shown on Plans.
- The height of the Special Use shall not exceed three stories, substantially as shown on the Plans.
- All building materials, elevations, and site improvements, including landscaping, shall be substantially as shown on the Plans.
- Signs on the Property shall be limited to (i) to signs permitted in all districts pursuant to section 30-505 of the Code of the City of Richmond (2020), (ii) signs substantially as shown on the Plans, and (iii) signage along the northern and western façade of the building, not to exceed an aggregate area of 32 square feet in area.
- All mechanical equipment, including HVAC units, serving the Property shall be located or screened so as not to be visible from any public right-of-way.
- Facilities for the collection of refuse shall be provided in accordance with the requirements of the Director of Public Works. Such facilities shall be located or screened so as not to be visible from adjacent properties and public streets.
- The Owner shall make improvements within the right-of-way, including the installation of a sidewalk and VDOT modified CG-9D Entrances along Marlowe Road, substantially as shown on the Plans, which improvements may be completed in one or more phases as approved by the Director of Public Works.

Surrounding Area

Adjacent properties are located within the same R-3 zone. However, there is a mixture of zones in the immediate area along Jahnke Road including R-1 Single-Family Residential, RO-1 and RO-2 Residential Office, and R-73 Multifamily Residential. The area is active with daily visitors associated with Chippenham Hospital.

Neighborhood Participation

Staff notified the Westover Gardens Civic Association of the proposed Special Use Permit. To this date, staff has received both letters of support and opposition for this application from nearby residents.

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