



Application for REZONING/CONDITIONAL REZONING

Department of Planning and Development Review
Land Use Administration Division
900 E. Broad Street, Room 511
Richmond, Virginia 23219
(804) 646-6304
http://www.richmondgov.com/

RZON-007249-2016

Project Name/Location

Project Name: UMFS campus Date: 10-4-16

Property Address: 3900 WEST Broad Street Tax Map #: N000194001

Fee: \$4,200 Total area of affected site in acres: 27.3
(See page 3 for fee schedule, please make check payable to the "City of Richmond")

Zoning

Current Zoning: B-3

Proposed Zoning/Conditional Zoning

(Please include a detailed description of the proposed use and proffers in the required applicant's report)

Existing Use: not-for-profit campus and services

Is this property subject to any previous land use cases? Corporate Office Park CUP

If Yes, please list the Ordinance Number:

1982-262-82
2010-047-57

Special Use Permit

Applicant/Contact Person: UMFS C/O William H. Shewmake, agent

Company: LeClair Ryan

Mailing Address: 912 East Main St. 24th Floor

City: Richmond State: Va Zip Code: 23219

Telephone: (804) 783-7595 Fax: (804) 783-7695

Email: william.shewmake@leclairryan.com

Property Owner: United Methodist Family Services of Virginia

If Business Entity, name and title of authorized signee: William H. Shewmake, a Hornoyad agent

(The person or persons executing or attesting the execution of this Application on behalf of the Company certifies that he or she has or have been duly authorized and empowered to so execute or attest.)

Mailing Address: 3900 West Broad St.

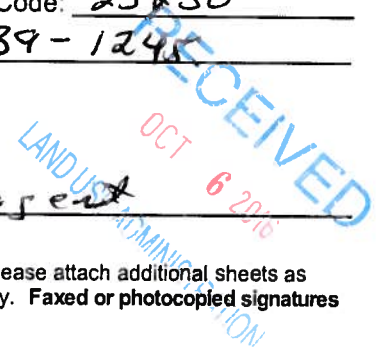
City: Richmond State: Va Zip Code: 23230

Telephone: (804) 353-4461 x1102 Fax: (804) 239-1245

Email: jziel@umfs.org

Property Owner Signature: William H. Shewmake, agent

(The names, addresses, telephone numbers and signatures of all owners of the property are required. Please attach additional sheets as needed. If a legal representative signs for a property owner, please attach an executed power of attorney. Faxed or photocopied signatures will not be accepted.)



**LIMITED POWER OF ATTORNEY**

United Methodist Family Services of Virginia ("UMFS") is the owner of property in the City of Richmond, Virginia, known as 3900 West Broad Street, Richmond, Virginia, Parcel Id N0001940001 (the "Property"), and hereby grants a limited power of attorney to William H. Shewmake and the law firm of LeClairRyan to file on behalf of UMFS any and all documents, including without limitation, applications and proffered conditions, relating to any rezoning or special use permit involving the Property.

UNITED METHODIST FAMILY SERVICES  
OF VIRGINIA

By: *Greg Peters*

Its: *President + CEO*

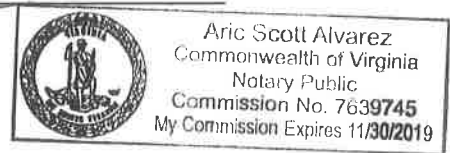
COMMONWEALTH OF VIRGINIA

City/County of *RICHMOND*, to-wit:

I hereby certify that on this *29* day of *September*, 2016, before me, the undersigned Notary Public in and for the Commonwealth of Virginia, at large, personally appeared *GREG PETERS*, known to me or satisfactorily proven to be the person whose name is subscribed to the foregoing instrument and acknowledged that s/he executed the foregoing instrument for the purposes set forth herein.

*[Signature]*  
Notary Public

My Commission Expires: *11.30.2019*  
Registration Number: *7639745*



## **Rezoning Applicant's Report**

### Introduction

The applicant, United Methodist Family Services of Virginia ("UMFS"), is the owner of the subject property located at 3900 W. Broad Street Richmond, Virginia (the "Property"), and has been providing services to children, adolescents and families on the Property for 116 years. The UMFS staff uses the campus buildings and open space to offer a variety of services as authorized by the current special use permit, including educational, residential treatment, treatment foster care, adoption-related services, and other services. Additionally, because of the Property's location, UMFS is increasingly called upon to host a variety of state and local governmental and other agency groups and meetings in UMFS's meeting and conference spaces, which places further stress on staff meeting space.

Given the aging infrastructure of the UMFS campus, anticipated growth on the UMFS campus, and ever-growing demand for UMFS's services, the UMFS Board of Directors commissioned a master plan for the Property. The first organizational meeting on the master plan was held in March of 2013, and the subsequent plan was approved by the Board on August 19, 2014. The plan was publicized in the print media and via an event on campus two months later. Since that time, UMFS has met with numerous stake holders, including representatives of the City, to discuss UMFS's plan for the future and for UMFS to receive their input. Although the master plan is a blue print for transforming UMFS's vision into reality, the plan of course remains a guide, which in turn gives UMFS the flexibility to meet unforeseen needs and provide any evolving or emerging services. The plan includes the demolition of certain buildings, the construction of several new buildings, reworked roadways, expanded parking, and a relocated main entrance. Additionally, an important phase of the plan involves the commercial

development along Broad Street. Currently, UMFS is working on developing the final vision for that phase, which includes improvement of road access from Broad Street.

Given its size and location, the Property's West Broad Street frontage is uniquely situated to meet the City's vision for the area. Consistent with the City's vision, UMFS intends to devote the frontage along West Broad Street to a mix of uses, including, commercial, office and residential. This will provide significant tax revenue to the City while also helping to fund UMFS's expansion of its campus and the services that UMFS provides to others who are in desperate need of such services. In an effort to maximize and realize the potential of the commercial the frontage, UMFS has engaged an architect, Robert Mills, who is intimately familiar with Richmond, the surrounding market, and the City's long term plans for the area.

In order to achieve UMFS's goals, UMFS is seeking this rezoning. Notably, the Property will retain its existing B-3 zoning designation along West Broad Street, but UMFS is submitting proffered conditions that will help ensure that the B-3 zoned portion of the Property will be developed consistent with the City's vision for the corridor. That is why, for example, UMFS has proffered there shall be no parking between West Broad Street and the buildings along West Broad Street, and that there shall be no gasoline sales as well as no drive thru in connection with any food or beverage sales. The change in zoning classification will only occur on the balance of the Property. UMFS is seeking to rezone the remainder of the Property to the institutional district classification, which will eliminate the need for UMFS to seek an amendment to its existing Special Use Permit ("SUP") every time UMFS wants to change, relocate or expand the services and uses that it offers. In conjunction with this rezoning application, UMFS also is submitting a special use permit (SUP) application to allow UMFS to erect a non-electronic sign visible from I - 195 that will be restricted to the promotion of the mission and causes

of UMFS as well as to allow the use of an educational trailer. No commercial advertisement would be allowed on the sign.

The current special use permit was last amended in March of 2010.

#### Impact by employees/estimated number

Approximately 260-270 staff is based on the UMFS Campus. When the new campus is complete, UMFS will be providing substantially more employment opportunities and many of the employees will likely live in Richmond. In addition, the mixed use development will provide additional employment opportunities, although the exact number is not known at this point. UMFS would note that the Property is strategically located to provide employment opportunities to Richmond residents because the Property is conveniently located and directly on both regular and PULSE bus routes.

#### Hours of operation

UMFS administrative offices are currently open from 8:30 am until 4:30 pm, Monday through Friday, for all UMFS buildings with the exception of Charterhouse School buildings (7:30 am until 3:30 pm, Monday through Friday), and residential treatment buildings for youth who live on campus. Those cottages are staffed every day of the year, 24 hours per day. The exact hours of any institutional uses may vary from time to time. The Property along Broad Street will include retail and commercial uses. The exact hours for those businesses have not yet been determined, but the uses may include a restaurant with outdoor seating. Such a restaurant and outdoor seating will improve the streetscape, and provide amenities for residents, while being separated from existing residential neighborhoods.

### Discussion about vehicular traffic changes

Implementation of the master plan and commercial development of the West Broad Street frontage require changes to the movement of vehicular traffic internally, as well as to and from the UMFS campus. Internal improvements will remove vehicular traffic from the most sensitive treatment portion of the campus (residential treatment cottages), and improve traffic lanes and congestion in the area of school buildings and classrooms. Additionally, because there is currently no left turn access to the campus eastbound on West Broad Street, relocation of the main entrance with a new traffic signal is vitally important if the Property is to realize its potential. A recently commissioned traffic study supports a traffic signal on West Broad Street as well as left turn access (non-peak) at West Broad Street's intersection with Hamilton Street. Signalized access will also increase safety by reducing the number of u-turns. In short, there needs to be signalized access to and from Broad Street if the Property is to realize not only UMFS's vision, but also the City's vision for the area as well. While the exact increase in any traffic cannot be known at this time, attached is a traffic summary analysis from the traffic engineers that UMFS engaged. UMFS has met with Department of Public Works ("DPW"), and UMFS will be incorporating many of DPW's recommendations during the site plan process. While the specific improvements shall be determined at time of site plan based on the actual development of the site, transportation improvements that may be required as part of the construction of a signalized intersection at the entrance to the Property from West Broad Street may include the following:

1. Mitigating improvements within the right of way at the West Broad/N Hamilton Street intersection with traffic signal timing and ADA ramps and crosswalks.
2. Conduit and fiber along the South line of West Broad Street to connect the new signal into existing adjacent signals.
3. An interior street dedicated with public access and to standards acceptable to DPW from the Property's entrance on West Broad Street to Mastin Lane, and from Mastin Lane to N Hamilton Street constructed to standards required by DPW, which would include upgrades to Mastin Lane (turn lane pockets) identified in the traffic study submitted as well as sidewalks and other normal amenities along Mastin Lane.

4. Pedestrian improvements along frontage of the Property.
5. The relocation of the primary entrance to line up with the cross street (Kent Rd).
6. No west bound turn lane at Kent Road.
7. Two lanes exiting from the Property on to West Broad Street to accommodate left, straight and right hand turn movements.
8. A possible left turn lane at the intersection. If required, the lanes of West Broad St. would be adjusted to the south to create space.
9. A submitted traffic study showing whether turning movements at the internal access road off of N Hamilton Street require that a right turn lane and taper are required.
10. Improvements at the intersection of West Broad Street and N Hamilton Street necessitated by the Development.
11. Fully developed construction plans reviewed and approved prior to the issuance of any Work in Streets permits.

Whether and to what extent these or other improvements are necessary will depend on the ultimate density, uses and layout of the development, and will be determined by DPW at time of site plan.

In addition, UMFS is interested in working with the City to provide space along West Broad Street for a north line BRT stop, but the ability to do so will of course depend on the type, nature, size and design of the stop.

#### Features of special use that will ensure compatibility with surrounding areas

Internal improvements to buildings, new buildings, planned green space, walkways and lanes will have no impact on UMFS's neighbors. However, relocation of the main entrance, and other changes to traffic flow, will improve access to the campus and allow the West Broad Street frontage to be developed in such a way as to provide amenities and enhance the area. As stated earlier, a traffic study has been conducted and UMFS has been working with the City including planners, Community Development, Public Works, and Council members as well as UMFS's neighbor across West Broad Street, Estes Express Lines, in an attempt to ensure the Property enhances the area.

#### Impact on safety, health, welfare and morals of the community

The master plan recommends demolition, adaptive reuse and/or the building of new residential and educational buildings, which will be designed to improve the efficiency of the buildings and enhance the effectiveness of programs. Recommendations about traffic flow to and from the campus will be made to enhance safety at these intersections. Additionally, the master plan recommends constructing a “Community Center” building close to the Broad Street frontage that will provide meeting, training and culinary program space for staff and community functions alike. The recommendations will have no deleterious impact on the community and the City is better served by UMFS’s expanded services.

#### Congestion on streets, roads, alleys and public ways

The development will improve interior lanes and facilitate the movement of buses and student transporters. UMFS also plans to provide public access through Mastin Lane once UMFS obtains signalized access to West Broad Street, which will enhance traffic circulation not only for the Property, but for the adjacent property to the west, which is being redeveloped. See also the comments above.

#### Dangers from fire, panic

Newer, more efficient buildings will reduce the threats of fire so no deleterious impact is foreseen, and the mixed used development along West Broad Street does not present a safety issue.

#### Overcrowding of land, concentrations of population

Careful consideration was undertaken to create “neighborhoods” or zones for residential services, educational services and supporting services as well as to accommodate the mixed uses along West Broad Street. The property comprises more than 27 acres, so overcrowding can be easily avoided and



ample parking will exist. In addition, applicable height restrictions in the City Code help ensure that overcrowding will not occur.

Interference with schools, parks, playgrounds, water supplies, sewage, transportation

This rezoning and the related master plan improvements will have no adverse impact on neighborhood assets such as schools, parks and playgrounds, and the improvements will be implemented in accordance with codes and regulations related to utilities and transportation. Indeed, the rezoning will allow UMFS to expand the educational services it provides.

Interference with adequate light and air

There will be no impact for the reasons stated above.