



CITY OF RICHMOND

Department of Planning & Development Review *Staff Report*

ORD. No. 2019-120: To authorize a Highland Grove Preliminary Community Unit Plan permitting the development of a residential community of up to 155 dwelling units on approximately 40 acres of land located at 2651 Richmond Henrico Turnpike, 2641 Richmond Henrico Turnpike, 500 Dove Street, 509 Dove Street, and 2300 1st Avenue, upon certain terms and conditions.

To: City Planning Commission
From: Land Use Administration
Date: May 20, 2019

PETITIONER

Richmond Redevelopment and Housing Authority; Richmond Public Schools

LOCATION

2651 & 2641 Richmond Henrico Turnpike; 500 & 509 Dove Street; 2300 1st Avenue

PURPOSE

To authorize a Highland Grove Preliminary Community Unit Plan permitting the development of a residential community of up to 155 dwelling units on approximately 40 acres of land located at 2651 Richmond Henrico Turnpike, 2641 Richmond Henrico Turnpike, 500 Dove Street, 509 Dove Street, and 2300 1st Avenue, upon certain terms and conditions.

SUMMARY & RECOMMENDATION

The Richmond Redevelopment and Housing Authority (RRHA), is requesting approval of a Community Unit Plan in order to facilitate the completion of the second phase of the Highland Grove Community development. The proposed Community Unit Plan includes up to 155 new dwellings, open space, and a school campus on approximately 40 acres of land.

Staff finds that the proposed plan, which designates residential areas, the school area, and open space areas throughout the development, is generally consistent with the land use recommendations of the Master Plan for the subject properties.

Staff finds the plan would provide a variety of housing options, would provide opportunities for affordable homeownership, and would complement the ongoing revitalization efforts in the area, as recommended by the Master Plan.

Staff finds that the proposed development would not pose an undue burden on the availability of on-street parking in the area.

Staff finds that residential component of the proposed development is generally consistent with the regulations found in the lower density residential districts of the Zoning Ordinance and with historic patterns, scale, and character of development.

Staff finds that the proposed Preliminary Community Unit Plan will adequately safeguard the health, safety and welfare of the occupants of the adjoining and surrounding properties, will not unreasonably impair an adequate supply of light and air to adjacent properties, will not unreasonably increase congestion in streets and will not increase public danger from fire or otherwise unreasonably affect public safety and will not diminish or impair the established values of property in surrounding areas. Therefore, staff recommends approval of the proposed Preliminary Community Unit Plan.

FINDINGS OF FACT

Site Description

The subject properties are comprised of 2641 Richmond-Henrico Parkway, 2651 Richmond-Henrico Parkway, 500 Dove Street, 509 Dove Street, and 2300 1st Avenue, totaling approximately 40 acres of land. The property is generally bound to the west by Richmond-Henrico Turnpike, to the east by Althea Street and 1st Avenue, and is bisected by Dove Street. The property is located in the Highland Park Southern Tip neighborhood of the North Planning District.

The CUP will allow the development of a home ownership community at Highland Grove and will be built on the site of the former National Guard Armory, former park, and school property. The completion of this community plays a vital role in the transformation of Richmond's North Side.

Proposed Use of the Property

The Preliminary Highland Grove Community Unit Plan generally depicts single-family detached dwellings, single-family attached dwellings, community common areas, a public street and alley network, open space, and a public school campus. Current plans show 139 dwelling units with the maximum number of dwelling units capped at 155 by the ordinance.

The proposed development will provide home ownership opportunities adjacent to the 128 units of affordable rental housing that has already been developed at Highland Grove. RRHA proposes this second phase development as a means to bolster other key investments in the North Side neighborhoods under progress by the City of Richmond, Richmond Public Schools, Better Housing Coalition, and private development partnerships.

Master Plan

The City of Richmond's Master Plan designates 2651 & 2641 Richmond Henrico Turnpike and 500 Dove Street for Single-Family (Low Density) land use. Primary uses under this recommendation is single-family detached dwellings at densities up to seven units per acre. Also included are residential support uses such as schools, places of worship, neighborhood parks and recreation facilities, and limited public and semi-public uses.

The maximum density of the proposed development would be approximately four units per acre.

The Master Plan designates 2300 1st Avenue (the school property) and 509 Dove Street (former park space) for Public & Open Space land use. “Primary uses include publicly owned and operated parks, recreation areas, open spaces, schools, libraries, cemeteries and other government and public service facilities” (p. 135).

Within the Master Plan’s policies for housing, the Plan encourages “the development of new, high quality housing...infill housing that is compatible in design with existing housing...and ...the development of a range of housing types, styles and prices.”(p.100)

Specifically for the North Planning District, the Plan states “redevelopment activities within... the Highland Park Southern Tip neighborhood should continue” and “redevelopment should match the scale and architectural character of existing buildings” (p. 255).

Zoning & Ordinance Conditions

The Richmond-Henrico Turnpike properties are zoned R-48 Residential Multi-Family, the Dove Street properties are zoned R-6 Single-Family Attached Residential, and the 1st Avenue property is zoned R-6 Single-Family Attached Residential and R-5 Single-Family Residential.

The CUP ordinance contains the following conditions on the proposed development:

I. DEVELOPMENT CONCEPT:

- A. The Preliminary Community Unit Plan for development of the Property is depicted on the Preliminary Plan. The Preliminary Plan generally depicts the locations of single-family detached dwelling lots, single-family attached dwelling lots, community common areas, public street and alley network, open space, and a public school campus. Because each component of the public school campus is subject to the location, character, and extent review requirements of section 17.07 of the Charter of the City of Richmond (2018), such components are not required to be shown on the Final Plan.
- B. Where specific standards are set forth in this ordinance that exceed or modify standards for features shown on the Preliminary Plan, this ordinance shall prevail. Any tentative approval of a subdivision plat depicting the final lot layout for any single-family detached dwellings or single-family attached dwellings, community common areas, open space, and adjacent roads for one or more phases of the subdivision shall be deemed for purposes of this ordinance to be a Community Unit Plan Final Plan approval for such improvements. Any Community Unit Plan Final Plan with respect to the Property, including any tentative subdivision plat for any portion of the Property, is referred to herein as a “Final Plan.” Any Final Plan submitted for approval shall include as much detail as necessary to show compliance with all development concepts and standards either shown on the Preliminary Plan or included in this ordinance.

- II. MAXIMUM RESIDENTIAL DENSITY: Residential use of the Property shall be limited to a maximum of 155 dwelling units, developed as single-family attached dwellings and single-family detached dwellings generally as depicted on the Preliminary Plan, provided that the mix of single-family attached and single-family detached dwellings as depicted on the Preliminary Plan may change during development of the Project.

III. PHASING: Residential construction on the Property may be developed in phases.

IV. DWELLING UNIT DEVELOPMENT STANDARDS:

A. GENERALLY: The dwellings on the Property shall be configured, designed, and constructed generally in conformance with the Preliminary Plan and shall adhere to the following standards:

1. *Single-family detached dwellings.* Single-family detached dwellings shall be located on lots of not less than 3,200 square feet in area with a width of not less than 36 feet and a depth of not less than 90 feet. There shall be a front yard with a depth of not less than 15 feet and not greater than 25 feet. In the case of corner lots, the front yard will be required only on one street frontage substantially as shown on the Preliminary Plan. In all instances, there shall be side yards of not less than six feet in width, including, but not limited to, side yards on corner lots. There shall be a rear yard with a depth of not less than five feet. Lot coverage shall not exceed 60 percent of the area of the lot.
2. *Single-family attached dwellings.* Single-family attached dwellings shall be located on lots of not less than 1,100 square feet in area. Lot width shall be not less than 16 feet, and depth shall be not less than 70 feet. There shall be a front yard with a depth of not less than 15 feet and not greater than 25 feet. In the case of corner lots, the front yard will be required only on one street frontage substantially as shown on the Preliminary Plan. There shall be side yards of not less than six feet in width except where buildings are attached, including, but not limited to, corner lots. There shall be a rear yard with a depth of not less than five feet, except for accessory uses and structures. Lot coverage shall not exceed 80 percent of the area of the lot.
3. *Street Frontage.* Single-family lots may front on common courts when public alley access is available, as generally shown on the Preliminary Plan, and when the means of access to each lot is approved by the Director of Public Works, the Chief of Police, and the Chief of Fire and Emergency Services and when appropriate right-of-way, easements, agreements or covenants approved as to form by the City Attorney provide for permanent public access and continued maintenance.

B. ACCESSORY USES:

1. Accessory structures that are customarily incidental and clearly subordinate to the dwelling uses permitted by this ordinance and do not exceed 12 feet in height are permitted and may be located within a required rear yard or the portion of a required side yard situated within 30 feet of the rear lot line but shall not be located within two feet of a property line, except where such accessory structure is attached or used for parking.
2. Neither accessory buildings and structures that are customarily incidental and clearly subordinate to the single-family detached dwellings and single-family attached dwellings nor additions to the single-family detached dwellings and single-family attached dwellings shall be subject to Final Plan approval.

3. Garages shall be side or rear loaded where an alley is accessible. For garages not served by alleys, the front of a garage shall be set back at least 18 feet from the front façade of the dwelling unit.
- C. BUILDING HEIGHT: No building or structure shall exceed three stories in height. Story height for the dwelling units shall be not less than 9.5 feet and not greater than 14 feet. Dwelling units shall not exceed a height of 35 feet.
- D. EXTERIOR BUILDING MATERIALS: The exteriors of the single-family detached dwellings, the single-family attached dwellings, and the accessory structures shall be constructed with brick, stone, cementitious siding, wood, solid vinyl (with a minimum wall thickness of 0.044 inches), or an equivalent material as may be approved as part of the Final Plan. Secondary materials shall be restricted to three coat smooth finish stucco, wood siding, vinyl cladding, or aluminum cladding, and these materials may be used for exterior trim, windows, and soffits only. Roofing materials shall consist of architectural asphalt shingles or an equivalent material.
- E. ELEVATIONS: The single-family detached dwellings and single-family attached dwellings shall be substantially compatible in architectural style with the elevations shown in the Preliminary Plan or an equivalent alternative architectural style and the overall development shall include a variety of exterior building materials as permitted pursuant to subsection (IV)(D), all substantially consistent with design guidelines filed with the Director of Planning and Development Review prior to the issuance of the initial building permit.
- F. PORCHES: All porches or stoops fronting on the street shall have a minimum depth of six feet. Porches or stoops, including, without limitation, covered porches, may encroach ten feet into a front yard and within one foot of the property line of a side yard.
- G. DOORS: Each dwelling unit shall have a secondary egress door to the side yard or rear yard of the lot.
- H. HVAC. All heating, ventilation, and air conditioning equipment serving individual lots shall be located or screened so as not to be visible from any public right-of-way.
- I. LANDSCAPING. Any landscaping and hardscaping on a lot shall be generally consistent with the Preliminary Plan.
- V. PUBLIC IMPROVEMENTS: The improvements as depicted on the Preliminary Plan shall be provided for the development phase within which the improvements are located. Equivalent alternatives may be approved as part of a Final Plan.
- A. STREETS: All streets shall be dedicated public right-of-way and shall be configured substantially as shown on the Preliminary Plan, including, but not limited to, utilizing reduced road centerline radii, intersection spacing, and alternative street sections.
- B. ALLEYS: Alleys shall be dedicated public right-of-way with a minimum of 18 feet in width and with pavement a minimum of 16 feet in width, substantially as shown on the

Preliminary Plan, including, but not limited to, reduced alley centerline radii, intersection spacing, and alternative turnarounds.

C. SIDEWALKS: Sidewalks shall be provided on both sides of all new streets, except sidewalks shall only be provided on one side of new streets where a multipurpose trail is provided on the opposite side of such street, substantially as shown on the Preliminary Plan.

D. LIGHTING: New ornamental pedestrian street light fixtures as approved by the Department of Public Utilities shall be installed along all the streets within the right-of-way. New cobra head light fixtures shall not be permitted except within public alleys. Existing cobra head light fixtures may be maintained and replaced in kind as necessary to meet the lighting standards of the Director of Public Utilities.

E. STREET TREES: Deciduous shade trees planted approximately 40 feet apart for large trees or 25 feet apart for medium trees on center in a minimum four-foot-wide planting strip between the sidewalk or multiuse path and the curb within the right-of-way shall be required generally as shown on the Preliminary Plan where they do not conflict with the placement of utilities. The final location of street trees shall be subject to approval by the Department of Public Works.

F. UTILITIES: Except for transformers, pedestals, junction boxes, meters, backflow prevention devices and existing overhead utility lines, all new utility lines shall be installed underground. Meters and backflow prevention devices shall be located off the alleys to the rear of the lots to the maximum extent practicable, or may be screened.

G. COMPLETION OF IMPROVEMENTS IN EXISTING PUBLIC RIGHT-OF-WAY: All improvements required by this subsection (V) that will be located within the existing right-of-way shall be completed substantially as shown on the Preliminary Plan. These improvements may be completed in one or more phases as approved by the Director of Public Works. All improvements and work within the public right-of-way shall be (i) completed in accordance with the requirements of the Director of Public Works and any applicable requirements of the Director of Public Utilities, (ii) considered completed only upon written confirmation by the Director of Public Works that such improvements and work are in accordance with such requirements, and (iii) transferred to the City, following the written confirmation by the Director of Public Works, pursuant to a transfer of interest document approved as to form by the City Attorney and accepted by the Chief Administrative Officer or the designee thereof on behalf of the City. The Chief Administrative Officer or the designee thereof, for and on behalf of the City, is hereby authorized to accept, in the manner for which this subdivision (G) provides, all improvements and work required by and meeting the requirements of this subsection (V). The final certificate of use and occupancy for the Project, or the applicable phase thereof, shall not be issued until all requirements of this subdivision (G) are fully satisfied.

VI. MINIMUM OPEN SPACE: Open space, as generally shown on the "Open Space Plan Diagram" plan sheets of the Preliminary Plan shall be provided and may include active and passive recreational components. The plans for the open space shall be submitted to and approved as part of each Final Plan for a portion or portions of the Project.

VII. SCREENING: Facilities for the collection of refuse shall be provided in accordance with the requirements of the Director of the Department of Public Works. Such facilities shall be located abutting the alley or screened so as not to be visible from adjacent properties and public streets.

VIII. PARKING: Parking shall be provided for each dwelling as follows:

A. There shall be a ratio of no fewer than one off-street parking space for each single-family detached dwelling and single-family attached dwelling, which parking space may be provided in an accessory structure.

B. No driveway intersecting a street which constitutes the principal street frontage of a lot shall be permitted when other street frontage or alley access is available to serve such lot; provided, however, that lots located within the section identified as Block F on the Preliminary Plan may access the rear parking spaces with a driveway along the lot. For purposes of this subdivision (B), "principal street frontage" has the meaning set forth for that term in Chapter 30 of the Code of the City of Richmond (2015), as amended.

IX. NORMAL ZONING: Except as specifically provided otherwise by this ordinance, the zoning regulations prescribed by Chapter 30 of the Code of the City of Richmond (2015), as amended, for the district in which the Property is situated shall apply.

§ 2. The initial Final Plan application for the first phase of development of the Project must be submitted to the Department of Planning and Development Review within five years after the effective date of this ordinance. In the event the required application is not submitted to the Department of Planning and Development Review within five years after the effective date of this ordinance, this ordinance shall be null and void and of no further effect.

§ 3. Applications for building permits for the first phase of development must be submitted within five years of the date of City Planning Commission approval of the initial Final Plan. Plans submitted for building permit approval shall be substantially in conformance with the Final Plans approved by the City Planning Commission and modifications thereto made as allowed by section 1(IV)(E) of this ordinance. In the event the required submission is not made within five years of the date of City Planning Commission approval of the initial Final Plan, this ordinance shall be null and void and of no further effect.

§ 4. This ordinance shall be in force and effect upon adoption.

Housing Affordability

RRHA intends for the Highland Grove CUP to be a mixed-income development consisting of 139 dwelling units. 22 of those units will be affordable for households making up to 80% AMI for the Richmond region; the remaining units will be market rate.

Surrounding Area

Properties abutting the subject properties to the north, south and east contain a mix of single-, two-, and multi-family residential land uses. The properties across the Richmond-Henrico Turnpike to the west are also a mix of single-, two-, and multi-family residential land uses. Properties to the north and east are zoned R-5; properties to the southeast are zoned R-53 Multi-Family Residential; Properties to the south and west are zoned R-6.

Neighborhood Participation

Staff has not received any letter of support or opposition regarding this request.

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