

Department of Planning & Development Review
Staff Report

To: City Planning Commission
From: Land Use Administration
Date: April 21, 2014

Ord. No. 2014-74: To conditionally rezone the property known as 5107 Kenmare Loop from the R-2 Single-Family Residential District to the R-5C Single-Family Residential District (Conditional), upon certain proffered conditions.

PETITIONER

Mark Baker
Baker Development Resources, LLC
1718 E. Cary Street
Richmond, VA 23223

LOCATION

5107 Kenmare Loop

PURPOSE

To conditionally rezone the property known as 5107 Kenmare Loop from the R-2 Single-Family Residential District to the R-5C Single-Family Residential District (Conditional), upon certain proffered conditions.

SUMMARY & RECOMMENDATION

The subject property is an unimproved parcel of land containing 34.38 acres currently zoned R-2 and known as Sections 3 & 4 of the Adams Park subdivision. The property is located within the Broad Rock planning district and is recommended for Single-Family Low Density development in the Master Plan. The subject property is also located within a Housing Opportunity Area which recommends accessing the site via Ironbridge Road and preserving significant portions of the site in its natural state by means of higher single-family residential densities.

The R-2 zoning standards require a minimum lot size of 15,000 square feet and a minimum lot width of 90 feet. The applicant is proposing a subdivision in which smaller lots are utilized in order to preserve open space on the subject property. The applicant is therefore requesting a conditional rezoning to R-5C, which requires a minimum lot size of 6,000 square feet and a minimum lot width of 50 feet.

Staff finds the proposed conditional rezoning would allow a lot configuration that lessens the effect of development of the subject property, compared to the lot configuration currently approved for the subject property.

Staff further finds the proposed proffers establish higher development standards than what is already approved for development of the subject property, including proffers pertaining to open space, landscaping, and community amenities.

Staff further finds the proposed rezoning would allow development in keeping with the Master Plan's recommendation of Single-Family (Low-Density) land use for the subject property under a zoning designation appropriate for the recommended land use.

Staff further finds the proposed rezoning would allow development that realizes the goals of the Master Plan's Housing Opportunity Area that encompasses the subject property.

The above notwithstanding, staff has significant concerns regarding some aspects of the quality of development proposed, particularly the proposed building materials and lack of restrictions on garages.

Though the proffers require 50% of dwellings to have a "premium front," only 25% of the front elevation of these dwellings need be clad with "premium material" above the foundation. Moreover, the proffers do not address materials on the side or rear elevations.

The proffers require the majority (75%) of dwellings to be constructed with a garage, but no limitations to the number of front-loaded garages have been proffered. Minimum garage dimensions have been proffered at 14' x 18'; however, the proffers include no limitation on the percentage of front elevations to be dedicated to front-loaded garages. The proffers also do not address the configuration of front-loaded garages in relation to how far they extend beyond the front of the dwellings or if they are to be offset back from the front of the dwellings.

Though the proffers prohibit a series of more than three 50' lots (excepting cul-de-sac lots) in a row, this type of cluster development utilizes small lot sizes and minimum side yard requirements that exceed R-5 minimums. Staff maintains concerns that a high percentage of front-loaded garages would dominate the development and would diminish the positive effect of proposed improvements, such as landscaping and community amenities as shown in the attached images from Sections 1 and 2 of the existing Adams Park subdivision.

Therefore, staff recommends approval of the conditional rezoning request subject to strengthening the conditions related to the provision of "premium material" and limiting the predominance of front loaded garages within the development.

FINDINGS OF FACT

Site Description

The property is an unimproved parcel of 34.38 acres currently zoned R-2 and is known as Adams Park, Sections 3 & 4. A total of 67 lots have already been approved under R-2 standards at a density of 1.9 units per acre with no provision for open space within City limits, but have not yet been developed. The remainder of the property, a 25 acre parcel, is located in Chesterfield County and is not designated for development as part of the current application.

Proposed Use of the Property

A conditional rezoning to R-5C is propose in order to accommodate 80 residential lots, one community center lot, and associated right-of-way (all totaling 17.47 developed acres), and 16.91 acres of open space within City limits.

Though the proposed rezoning would accommodate an increase of 13 residential lots and one community center lot, at a density of 2.36 units per acre, the proposed lot configuration is clustered in order to preserve open space (approximately 50%).

Master Plan

According to the Richmond Master Plan, the subject property is designated for Single Family (Low-Density) land use, which consists primarily of single-family detached dwellings at densities up to seven units per acre and can be accommodated through R-5 zoning. The proposed density would be less than three units per acre.

The subject property is also located within a Housing Opportunity Area which recommends accessing the site via Ironbridge Road and preserving significant portions of the site in its natural state by means of higher single-family residential densities.

Zoning & Ordinance Conditions

The current R-2 Single-Family Residential zoning district permits single-family detached dwellings with a minimum lot area of 15,000 square feet and minimum lot width of 90 feet. Minimum yard requirements in R-2 are front = 30' and side & rear = 9'. Lot coverage is not to exceed 25% of the area of the lot.

Under R-5 zoning, the minimum lot area is 6,000 square feet and the minimum lot width is 50 feet. Minimum yard requirements are front = 25' and side & rear = 9'. Lot coverage is not to exceed 35% of the area of the lot.

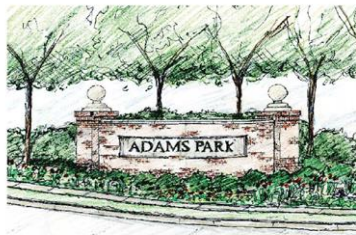
The proposed rezoning to R-5C would follow the R-5 standards listed above and add further restrictions to lot area, lot width, and yard requirements, as shown in the following proffered conditions of development submitted by the applicant:

1. Maximum Density: The maximum number of building lots on the property shall not exceed eighty (80) single-family dwelling lots and one (1) lot for a community center and tot lot.
2. Home Quality Guarantees:
 - a. Minimum Finished Floor Area: The minimum finished floor area for all dwellings shall be 1700 sq. ft., except up to ten dwellings may be between 1500 and 1699 sq. ft.
 - b. Exterior Materials: The exterior of all dwellings shall be constructed of brick, brick veneer, EFIS, fiber cement siding, vinyl siding (0.044" or greater thickness), stone, synthetic stone, or similar masonry material. Fifty (50) percent of the dwellings shall have a premium front. A premium front shall be defined as a front elevation that is clad with a minimum of twenty five (25) percent premium material (brick, brick veneer, stone, synthetic stone, EFIS, or similar premium material) above the foundation.
 - c. Porches: A minimum of twenty five (25) percent of the dwellings shall be constructed with a covered front porch that is at least four (4) feet deep and having a minimum area of twenty-five (25) square feet.
 - d. Foundations: The exposed exterior portion of all dwelling foundations shall be brick or similar masonry material. Masonry material at the foundation shall not count toward the twenty-five (25) percent premium material required for a premium front in 2.(b.) above.

- e. Garages: A minimum of seventy-five (75) percent of the dwellings shall be constructed with garage with minimum dimensions of fourteen (14) feet by eighteen (18) feet.
 - f. The property owner/builder shall provide a listing of floor area, exterior materials, porches, and garages for all dwellings approved in the development with the building permit and upon the request of the Department of Planning and Development Review in order to demonstrate compliance with the above.
3. Home Landscaping Guarantees: All homes shall be landscaped. A minimum of ten (10) shrubs and/or trees shall be included in the landscaping. These shrubs and/or trees shall include a minimum of three (3) different species. Shrubs shall be a minimum one (1) gallon size at installation. Of the ten (10) shrubs and/or trees, a minimum of two (2) deciduous trees having a caliper of not less than one (1) inch at the time of installation measured six inches above the ground shall be provided in the front yard within five (5) feet of the right-of-way. A front yard sod and/or irrigation option shall be offered to prospective home purchasers. An as-built survey, depicting the location of required landscaping shall be provided to the Department of Planning and Development Review by the property owner/builder prior to issuance of a certificate of occupancy.
4. Open Space and Site Plan Guarantees: A minimum of 16.2 acres of the remaining Adams Park property located in the City of Richmond shall be kept as open space and deeded to the Adams Park Homeowners Association at no cost. Each existing home, as of the date of this ordinance, that abuts the new section shall be buffered with a minimum of 30 feet of open space that shall be deeded to the homeowner's association. The open space shall be left in its natural state, except for (1) the community center, tot lot or other community facilities and (2) any clearing necessary for utility lines or drainage facilities approved by the City. The Property shall be developed in a manner generally consistent with the conceptual layout plan entitled "Adams Park Conceptual Layout", dated September 25, 3013 prepared by citedesign. The conceptual layout plan is proffered to demonstrate that proffered conditions can be met and the design intent. It is conceptual in nature and the final design may vary in detail as to the exact configuration and location of lots and roads and may be adjusted for engineering reasons or as required by any governmental authority or as otherwise approved by the Planning Commission at the time of subdivision review.
5. Lot Size and Yard Guarantees:
- a. Lot Area: The average of the lot size shall be 7300 sq. ft. or greater (6,000 sq. ft. minimum).
 - b. Lot Width: The average lot width shall be 60 feet or greater (50 foot minimum). No more than three (3) 50 foot wide lots may be developed in a series, except for lots fronting on cul-de-sacs.
 - c. Side Yard Setbacks: The side lot setback shall be:
 - i. Five (5) feet for fifty (50) foot lots (lots 50 up to 60 feet in width)
 - ii. Six (6) feet for sixty (60) foot lots (lots 60 up to 70 feet in width)
 - iii. Seven (7) feet for seventy (70) foot lots (lots 70 feet and greater in width)
 - d. Cul-de-sac Front Yard Setbacks: Cul-de-sac lots shall have a front yard setback greater than the district minimum which shall be shown on the final plat and which shall be at the point where the lot is at least 60 feet wide,

measured horizontally between side lines. This lot width shall be used for determining compliance with Section 5b.

6. Driveway Guarantees: All driveways shall be constructed of exposed aggregate, concrete, brick, stone, or pre-cast pavers. Pavers may be of a permeable or porous design. An as-built survey, specifying the driveway material shall be provided to the Department of Planning and Development Review by the property owner/builder prior to issuance of a certificate of occupancy.
7. Post Lamp and Mail Box Guarantees: Post Lamp and Mail Box Guarantees: Street lights and mail boxes shall be substantially the same as those depicted on the attached product specification sheets dated June 25, 2013, and shall be installed within five feet of the right-of-way line to illuminate the street.
8. Underground Utilities Guarantees: All utilities except for junction boxes, meters, transformers or those required to be above ground for technical or environmental reasons shall be installed underground.
9. Amenity/Facility Guarantees
 - a. Community Building: The community building shall be a one story structure with a minimum of 1,400 square feet of floor area. It shall include a small kitchen with stove and refrigerator, two bathrooms, air conditioning and a parking lot with ten (10) to fifteen (15) spaces. The details of the design shall be coordinated with the Architectural Review Committee (ARC) for the Adams Park Homeowners Association (APHA). The community building shall be turned over to the APHA at no cost to the APHA and free from debt.
 - b. Tot Lot: A modest tot lot with water fountain and lights shall be provided by the developer. The details of the design shall be coordinated with the ARC for the APHA. The community Tot Lot shall be turned over to the APHA at no cost to the APHA and free from debt.
 - c. Front Entrance Feature: An entrance feature shall be provided within the right-of-way at the intersection of Kenmare Loop and Ironbridge Road subject to receiving any required approvals from the City. The front entrance feature shall include (see sketch): A curved brick wall eighteen (18) feet long from the center of the column to the center of the other column. The columns will be at least six (6) feet from the ground to the bottom of the ball top. The cast stone letters will be one (1) foot tall. The front of the feature will be planted with hardy, low growing plants at least forty (40) per side. The top of the walls shall be cast stone to match the balls. There shall be matching features on each side of the entrance. The details of the design shall be coordinated with the ARC for the APHA. The front entrance feature shall be turned over to the APHA at no cost to the APHA and free from debt.



- d. Rear Entrance Feature: One column identical to the current columns at the front of the community shall be provided at the rear entrance to the community. The rear entrance feature shall be turned over to the APHA at no cost to the APHA and free from debt.
10. Covenants: At a minimum, prior to or concurrent with the recordation of the first subdivision plat, the following restrictive covenants shall be recorded for the development to ensure the enforcement of proffers for each dwelling after the issuance of a certificate of occupancy. In addition, the declaration shall address responsibility of maintenance of buffers, open space, and the community building and grounds.
- a. Exterior Materials: The exterior of all dwellings shall be constructed of, brick, brick veneer, EFIS, fiber cement siding, vinyl siding (0.044" or greater thickness), stone, synthetic stone, or similar masonry material.
 - b. Foundations: The exposed exterior portion of all dwelling foundations shall be brick or similar masonry material.
 - c. Home Landscaping: All homes shall be landscaped. A minimum of ten (10) shrubs and/or trees shall be included in the landscaping. These shrubs and/or trees shall include a minimum of three (3) different species. Of the ten (10) shrubs and/or trees, a minimum of two (2) deciduous trees having a caliper of not less than one (1) inch at the time of installation measured six inches above the ground shall be provided in the front yard within five (5) feet of the right-of-way.
 - d. Driveways: All driveways shall be constructed of exposed aggregate, concrete, brick, stone, or pre-cast pavers. Pavers may be of a permeable or porous design.
 - e. Post Lamp and Mail Boxes: Street lights and mail boxes shall be substantially the same as those depicted on the attached product specification sheets dated June 25, 2013, and shall be installed within five feet of the right-of-way line to illuminate the street.
 - f. Garages: Garage shall have minimum dimensions of fourteen (14) feet by eighteen (18) feet.

Surrounding Area

The property is bound by the Falling Creek, a tributary of the James River, to the south. Adams Park, Section 1 is to the east and Adams Park, Section 2 is to the north, both of which are zoned R-2 and contain single-family land uses.

Neighborhood Participation

Staff sent notice of the application to the Adams Park Homeowners Association, Murchies Mill Civic Association, and the Brookbury Civic Association.

Letters of support were received from the Brookbury Civic Association, the Murchies Mill Civic Association, and the Adams Park Homeowners Association. Letters of support and a petition of support from area residents have also been received (see attached).

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