



CITY OF RICHMOND

Department of Planning & Development Review *Staff Report*

Ord. No. 2016-236: To authorize the special use of the property known as 1400 Roseneath Road for the purpose of a multifamily dwelling with up to 364 dwelling units and commercial uses permitted in the B-6 Mixed-Use Business District, upon certain terms and conditions.

To: City Planning Commission
From: Land Use Administration
Date: December 5, 2016

PETITIONER

H. L. Salomonsky, Historic Housing LLC

LOCATION

1400 Roseneath Road

PURPOSE

Special use permit to allow a mixed-use development at 1400 Roseneath Road

SUMMARY & RECOMMENDATION

The subject property is located in the Scott's Addition neighborhood at the intersection along West Clay Street between Belleville Street and Roseneath Road where the I-195 exit ramp enters the neighborhood. The property is approximately 2.54 acres and was last used as an asphalt processing facility and is currently unimproved. The subject property is located in the M-1 Light Industrial zoning district, which does not permit residential uses; therefore, the applicant has requested a special use permit.

The applicant proposes a special use permit that would authorize the construction of two, six- to seven-story, mixed-use buildings containing a total of up to 364 dwelling units. A total of approximately 26,000 square feet of commercial uses consistent with uses permitted in the B-6 Mixed-Use Business zoning district would be authorized on the ground floor of the proposed buildings. The second story would be optional and may be eliminated to provide taller ceiling heights for the commercial uses on the ground floor. If the second story is provided it would be authorized for approximately 24,000 square feet of additional B-6 commercial uses or dwelling units. A two-level parking deck containing a minimum of 450 parking spaces would be required to serve the residential and commercial uses of the property.

The City's 2001 Master Plan recommends "Industrial" land uses for the subject property. Since the adoption of the Master Plan, the Scott's Addition neighborhood has received considerable private investments that have increased commercial and residential opportunities within the area. In addition to these residential developments, City-initiated improvements to the right-of-way on the Boulevard and private developments featuring commercial, office, and entertainment facilities have transformed the area from primarily industrial in nature to one that features a mix of land uses.

The Master Plan Land Use Plan text guidance does not address any reuse strategies related to the existing industrial uses within Scott's Addition. However, the housing and neighborhood strategies identifies the following priority: "Create opportunities for new, high quality housing targeted to middle-class homeowners and market rate renters. New housing is essential to ensure a more diverse mix of homeowners and incomes in City neighborhoods, through the careful development of selected tracts of vacant and/or underutilized land wherever appropriate." (p. 26)

The subject property is located along the future route of the GRTC Pulse: Bus Rapid Transit (BRT) system. A Pulse station is planned within walking distance of proposal at the intersection of North Cleveland Street and West Broad Street. The City is currently undertaking a long-range planning process for the Broad and East Main Street corridors, which among other things, is focusing on transit-oriented design and would include recommendations for a mix of land uses and higher densities in the Scott's Addition neighborhood.

Staff finds that while the proposed residential use of the property is not consistent with the existing "Industrial" land use designation in the Master Plan, it is consistent with the overall goals of the Master Plan for the redevelopment of underutilized property to provide new, high-quality housing targeted to market rate renters. Additionally, the transformation of the Scott's Addition neighborhood to a vibrant mixed-use neighborhood since the adoption of the Master Plan further supports the proposed residential and commercial redevelopment of this vacant industrial site. Staff further finds that the proposed mixed-use development is consistent with the goals for transit-oriented design found in the draft Pulse Corridor Plan.

Staff finds that with the conditions in the special use permit ordinance, the standards established by the City Charter for the granting of special use permits would be met. Therefore, staff recommends approval of the special use permit.

FINDINGS OF FACT

Site Description

The subject property is located in the Scott's Addition neighborhood at the intersection along West Clay Street between Belleville Street and Roseneath Road where the I-195 exit ramp enters the neighborhood. The property is approximately 2.54 acres and was last used an asphalt processing facility and is currently unimproved.

Proposed Use of the Property

The applicant proposes the construction of two, six- to seven-story, mixed-use buildings containing a total of up to 364 dwelling units. A total of approximately 26,000 square feet of commercial uses consistent with uses permitted in the B-6 Mixed-Use Business zoning district would be authorized on the ground floor of the proposed buildings. The second story would be optional and may be eliminated to provide taller ceiling heights for the commercial uses on the ground floor. If the second story is provided it would be authorized for approximately 24,000 square feet of additional B-6 commercial uses or dwelling units. The buildings would be authorized to contain optional seventh story penthouse units. A two-level parking deck containing a minimum of 450 parking spaces would be required to serve the residential and commercial uses of the property.

Master Plan

According to the Richmond Master Plan, the subject property has an Industrial land use designation. Primary uses for this designation include “a wide variety of manufacturing, processing, research and development, warehousing, distribution office warehouse and service uses. Office, retail and other uses that complement industrial areas are often secondary support uses” (p. 135). Though residential uses are present, the predominant land use of the Scott’s Addition neighborhood, in which the subject property is located, is industrial. Moreover, Scott’s Addition serves as one of the two largest concentrations of industrial uses in the Near West planning district (p. 225).

However, since the adoption of the Master Plan by City Council in January of 2001, the Scott’s Addition neighborhood and the Boulevard Corridor, which is identified as an image corridor and gateway to the City in the Master Plan, have received considerable private and public investments that have increased commercial and residential opportunities within the area. In addition to these residential developments, City-initiated improvements to the right-of-way on the Boulevard and private developments featuring commercial, office, and entertainment facilities have transformed the area from primarily industrial in nature to one that features a mix of land uses.

The Master Plan Land Use Plan text guidance does not address any reuse strategies related to the existing industrial uses within Scott’s Addition. The specific guidance is limited to a discussion of the existing residential uses, which are identified for future conversion to industrial uses in order to minimize land use conflicts and provide additional opportunities for economic development.

However, the housing and neighborhood strategies identifies the following priority: “Create opportunities for new, high quality housing targeted to middle-class homeowners and market rate renters. New housing is essential to ensure a more diverse mix of homeowners and incomes in City neighborhoods, through the careful development of selected tracts of vacant and/or underutilized land wherever appropriate.” (p. 26)

Zoning

The property is located in the City’s M-1 Light Industrial zoning district, which permits a variety of commercial and industrial uses but does not permit residential uses.

The proposed special use permit ordinance would authorize up to 364 dwelling units in two six- to seven-story buildings with commercial uses located on the ground floor and possibly the second story. The special use would also require a parking deck with a minimum of 450 parking spaces that would serve the residential and commercial uses on the property. The proposed 364 dwelling units would establish a residential density of 143 units per acre.

The special use permit ordinance would require non-residential principal uses permitted in the B-6 Mixed-Use Business district on the ground floor. The second story on the plans is optional in the special use permit ordinance and may be used for residential or commercial uses permitted in the B-6 zoning district. If this story is eliminated, higher floor to ceiling height would be provided for the commercial uses on the ground floor.

The special use permit ordinance and plans show courtyard outdoor space on the roof of the parking deck for use by the residents. Two pools in the courtyard areas are shown as optional on the plans and in the special use permit.

Signage on the property would be limited to the signage permitted by the B-6 Mixed-Use Business district, which is substantially less than what is permitted by the existing M-1 Light Industrial district.

All building materials, fenestration, differentiation of the building facades and site improvements, including lighting, fencing, and landscaping, are required to be substantially as shown on the Plans, provided that, at the Owner's request, the Director of Planning and Development Review may approve such features that are not substantially as shown on the Plans but that are otherwise consistent with the special use permit ordinance.

Surrounding Area

The surrounding properties are all located in the M-1 Light Industrial zoning district and are occupied by a variety of commercial, industrial and residential uses. The properties to the south across West Clay Street were recently converted to residential use after the approval of a special use permit.

Neighborhood Participation

Staff has received a letter of support from the Scott's Addition Boulevard Association.

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