



CITY OF RICHMOND

Department of Planning & Development Review ***Staff Report***

Ord. No. 2021-332: To rezone the properties known as 215 and 301 Hull Street from the B-7 Mixed-Use Business District to the TOD-1 Transit Oriented Nodal District.

To: City Planning Commission
From: Land Use Administration
Date: December 6, 2021

PETITIONER

Lory Markham – Markham Planning

LOCATION

215 and 301 Hull Street

PURPOSE

To rezone the properties known as 215 and 301 Hull Street from the B-7 Mixed-Use Business District to the TOD-1 Transit Oriented Nodal District.

SUMMARY & RECOMMENDATION

The applicant has requested to rezone the aforementioned property to maximize redevelopment potential of the property that follows the requirements of the TOD-1 Transit-Oriented Nodal District and recommendations of the Richmond 300 Master Plan. Specifically, the proposed rezoning would allow redevelopment of the property at a maximum height of 12 stories rather than five.

Staff finds that the proposed rezoning is appropriate given the area's future land use designation within the City's recent Richmond 300 Plan and the vision set for by Richmond 300 for the Manchester Node. The Plan designates a future land use category for the property as Destination Mixed-Use. This category better aligns with the property's infill potential, within a TOD-1 zone.

Therefore, staff recommends approval of the rezoning request.

FINDINGS OF FACT

Site Description

The properties, together, consist of approximately 65,340 SF, or 1.5 acres of land. The properties are located in the Old Town Manchester Neighborhood between West 4th and West 3rd Streets.

Proposed Use of the Property

The proposed rezoning would allow redevelopment of the property at a maximum height of 12 stories rather than five.

Richmond 300 Master Plan

The City's *Richmond 300* Plan designates a future land use category for the aforementioned 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."

Destination Mixed-Use calls for 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 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. Pedestrian, bicycle, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be of 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)

This property is located within a designated "Great Street" under the category of "Major Mixed-Use Street" which is characterized by the following:

- 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 (p. 72)

The subject property is also located within the Manchester Node. The vision for the node is as follows:

Manchester continues to increase in population and economic activity to support a thriving business corridor along Hull Street. The formerly industrial part of Manchester provides jobs as

well as housing. Manchester is connected to South Richmond and the Downtown Core by a network of greenways along former railways, along roads, and along Manchester Canal. A variety of housing options in Manchester are available to low-, moderate-, and high-income individuals. Manchester's interconnected street grid is enhanced with street trees and improved infrastructure to support pedestrians, bicyclists, and transit riders.

Zoning

The properties are located in the B-7 Mixed-Use Business District. The City's Zoning Administration reviewed the application and provided the following comments:

The proposal is to rezone two contiguous parcels of approximately 1.5 acres at 215 & 301 Hull Street from B-7 (Mixed-Use Business) to TOD-1 (Transit-Oriented Nodal). No detailed plans for development were submitted but the proposal is to facilitate future development that would be permitted by the regulations of the TOD-1 district. No proffers are proposed with the rezoning.

Please be advised of the following changes with the proposed rezoning:

YARDS:

CURRENT: The B-7 district has the following yard requirements for this location:

- (1) Front yard. No front yard shall be required. In no case shall a front yard with a depth greater than ten feet be permitted, provided further that not more than ten percent of the building wall of the street level story along the street shall be set back more than 10 feet (except as authorized per Sections 30-446.4 (1)b & (1)c).
- (2) Side yards. None
- (3) Rear yard. None

PROPOSED: *The TOD-1 district has the following yard requirements for this location:*

(1) Front yard.

a. For dwelling units located on the ground floor:

1. A front yard of at least ten feet shall be required. In no case shall a front yard with a depth greater than fifteen feet be permitted, except for pedestrian plazas, outdoor dining areas and other features.

b. For all other uses:

1. No front yard is required. In no case shall a front yard with depth greater than ten feet be permitted, except for pedestrian plazas, outdoor dining areas and other features.

(2) Side yards. None

(3) Rear yard. None

USABLE OPEN SPACE:

CURRENT: There is no usable open space requirement for dwelling uses in the existing B-7 zoning district.

PROPOSED: *In the proposed TOD-1 zoning district, a usable open space ratio of not less than 0.10 shall be provided for newly constructed buildings or portions thereof devoted to dwelling uses.*

HEIGHT:

CURRENT: In the B-7 district, no building shall exceed five stories in height. Story height shall be not less than ten feet and not greater than 15 feet, except that the ground floor of a building may be of greater height.

***PROPOSED:** In the TOD-1 zoning district, no building shall exceed twelve stories in height. Story height shall be not less than ten feet and not greater than 15 feet, except that the ground floor of a building may be of greater height. Every main building hereinafter constructed shall have a minimum height of not less than two stories, except that porches, porticos and similar structures attached to a main building may be of lesser height.*

PARKING:

CURRENT: In the B-7 district, the parking requirement is determined by the use in Section 30-710.1(a) of the Zoning Ordinance. There is a parking reduction of 50 percent for uses located within buildings existing on July 1, 2017. In no case where the number of required off-street parking spaces is determined based on floor area devoted to a use shall the off-street parking requirement for such use exceed one space per 300 square feet of floor area. The parking requirement for multifamily is one space per dwelling unit. On-street parking spaces are credited in the B-7 zoning district.

***PROPOSED:** In TOD-1 zoning districts, off-street parking spaces shall not be required for uses other than dwelling uses, hotels and motels. For multifamily dwelling units, no parking spaces are required for 1 to 16 dwelling units. One parking space is required per 2 dwelling units over 16 units in the proposed TOD-1 zoning district.*

REQUIREMENTS FOR AREAS DEVOTED TO PARKING OR CIRCULATION OF VEHICLES:

The proposed TOD-1 zoning district does not permit areas devoted to the parking or circulation of vehicles to be located between the main building on a lot and the street line, nor shall such areas be located closer to the street than the main building on the lot. On a lot having more than one street frontage, this requirement applies only along the principal street frontage of the lot. In addition, the TOD-1 district does not permit a 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. These requirements are the same as the existing B-7 zoning district.

BUILDING FAÇADE FENESTRATION:

Both the existing and proposed zoning district have similar fenestration requirements that can be viewed in Sections 30-446.8 and 30-457.10.

SIGNAGE:

CURRENT: Signage in the B-7 zoning district shall not exceed two square feet for each linear foot of lot frontage along the street nor in any case 300 square feet for each street frontage. Wall signs, projecting signs, suspended signs, awning signs, canopy signs, freestanding signs and existing roof signs shall be permitted. One freestanding sign not exceeding 50 square feet in area or 15 feet in height shall be permitted along each street frontage.

***PROPOSED:** Signage in the TOD-1 zoning district shall not exceed two square feet for each linear foot of lot frontage along the street nor in any case 200 square feet for each street frontage. Wall signs, projecting signs, suspended signs, awning signs, canopy signs, and freestanding signs shall be permitted. One freestanding sign not exceeding 20 square feet in area or 5 feet in height shall be permitted. The aggregate of all projecting signs shall not exceed 100 square feet.*

Surrounding Area

Currently, adjacent properties to the east, south, and west are zoned B-6 Mixed-Use Business, B-4 Central Business, and TOD-1 Transit Oriented Nodal District, respectively. The properties are also in close proximity to the Norfolk Southern railroad to the north. Once dominated by industrial uses, the area is rapidly redeveloping toward higher density residential and mixed-uses.

Neighborhood Participation

Staff notified the Hull Street Action and Manchester Alliance civic associations of the proposed rezoning. Staff has not received any letters or notices of support or opposition to this application.

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