AN ORDINANCE No. 2023-204

To authorize the special use of the properties known as 2 Manchester Road and 4 Manchester Road for the purpose of a mixed-use development, upon certain terms and conditions.

Patron – Mayor Stoney (By Request)

Approved as to form and legality by the City Attorney

PUBLIC HEARING: JUL 24 2023 AT 6 P.M.

WHEREAS, the owner of the properties known as 2 Manchester Road and 4 Manchester Road, which are situated in a B-4 Central Business District, desires to use such properties for the purpose of a mixed-use development, which use, among other things, is not currently allowed by sections 30-440.4:1, concerning requirements for areas devoted to parking or circulation, and 30-440.6, concerning height, of the Code of the City of Richmond (2020), as amended; and

WHEREAS, in accordance with section 17.11 of the Charter of the City of Richmond (2020), as amended, it has been made to appear that, if granted subject to the terms and conditions set forth in this ordinance, the special use granted by this ordinance will not be detrimental to the safety, health, morals and general welfare of the community involved, will not tend to create

AYES:	7	NOES:	0	ABSTAIN:	
ADOPTED: JU	II 24 2023	DEIECTED:		STRICKEN:	

congestion in streets, roads, alleys and other public ways and places in the area involved, will not create hazards from fire, panic or other dangers, will not tend to overcrowding of land and cause an undue concentration of population, will not adversely affect or interfere with public or private schools, parks, playgrounds, water supplies, sewage disposal, transportation or other public requirements, conveniences and improvements, and will not interfere with adequate light and air; and

WHEREAS, (i) the City Planning Commission has conducted a public hearing to investigate the circumstances and conditions upon which the Council is empowered to authorize such use, (ii) the City Planning Commission has reported to the Council the results of such public hearing and investigation and its recommendations with respect thereto, and (iii) the Council has conducted a public hearing on this ordinance at which the person in interest and all other persons have had an opportunity to be heard;

NOW, THEREFORE,

THE CITY OF RICHMOND HEREBY ORDAINS:

§ 1. **Finding.** Pursuant to section 30-1050.1 of the Code of the City of Richmond (2020), as amended, the Council hereby finds that the special use set forth in and subject to the terms and conditions of this ordinance will not (i) be detrimental to the safety, health, morals and general welfare of the community involved, (ii) tend to create congestion in streets, roads, alleys and other public ways and places in the area involved, (iii) create hazards from fire, panic or other dangers, (iv) tend to overcrowding of land and cause an undue concentration of population, (v) adversely affect or interfere with public or private schools, parks, playgrounds, water supplies, sewage disposal, transportation or other public requirements, conveniences and improvements, or (vi) interfere with adequate light and air.

§ 2. Grant of Special Use Permit.

- (a) Subject to the terms and conditions set forth in this ordinance, the properties known as 2 Manchester Road and 4 Manchester Road and identified as Tax Parcel Nos. S000-0101/006 and S000-0101/005, respectively, in the 2023 records of the City Assessor, being more particularly shown on a survey entitled "ALTA / ACSM Land Title Survey on the Property of Southern States Cooperative, Inc., City of Richmond, Virginia" prepared by Hulcher & Associates, Inc., dated August 10, 2000, and last revised June 24, 2004, a copy of which is attached to and made a part of this ordinance, hereinafter referred to as "the Property," is hereby permitted to be used for the purpose of a mixed-use development, hereinafter referred to as "the Special Use," substantially as shown on the plans entitled "The Silos," prepared by Timmons Groups, dated September 14, 2022, and last revised February 24, 2023, and "Silos Mixed Use," prepared by Kahler Slater, Inc., and dated August 31, 2022, hereinafter referred to, collectively, as "the Plans," copies of which are attached to and made a part of this ordinance.
- (b) The adoption of this ordinance shall constitute the issuance of a special use permit for the Property. The special use permit shall inure to the benefit of the owner or owners of the fee simple title to the Property as of the date on which this ordinance is adopted and their successors in fee simple title, all of which are hereinafter referred to as "the Owner." The conditions contained in this ordinance shall be binding on the Owner.
- § 3. **Special Terms and Conditions.** This special use permit is conditioned on the following special terms and conditions:
- (a) The Special Use of the Property shall be as a mixed-use development, substantially as shown on the Plans.

- (b) Approval of a plan of development for the Special Use in accordance with Chapter 30, Article X, Division 4 of the Code of the City of Richmond (2020), as amended, shall be a condition precedent to the issuance of any building permit for the Special Use, except that review by the Urban Design Committee of pedestrian plazas or outdoor dining areas located within front yards pursuant to section 30-440.3(1)(d) of the Code of the City of Richmond (2020), as amended, shall not be required prior to approval of the plan of development.
- § 4. **Supplemental Terms and Conditions.** This special use permit is conditioned on the following supplemental terms and conditions:
- (a) All required final grading and drainage plans, together with all easements made necessary by such plans, must be approved by the Director of Public Utilities prior to the issuance of the building permit.
- (b) Storm or surface water shall not be allowed to accumulate on the land. The Owner, at its sole cost and expense, shall provide and maintain at all times adequate facilities for the drainage of storm or surface water from the Property so as not to adversely affect or damage any other property or public streets and the use thereof.
- (c) Facilities for the collection of refuse shall be provided in accordance with the requirements of the Director of Public Works. Such facilities shall be located or screened so as not to be visible from adjacent properties and public streets.
- (d) Any encroachments existing, proposed on the Plans or contemplated in the future shall require separate authorization and shall be subject to the applicable provisions of the Code of the City of Richmond (2020), as amended, and all future amendments to such laws.
- (e) In all other respects, the use of the Property shall be in accordance with the applicable underlying zoning regulations.

- § 5. **General Terms and Conditions.** This special use permit is conditioned on the following general terms and conditions:
- (a) No permit implementing this special use permit shall be approved until satisfactory evidence has been presented to the Zoning Administrator that any delinquent real estate taxes applicable to the Property have been paid.
- (b) The Owner shall be bound by, shall observe and shall comply with all other laws, ordinances, rules and regulations applicable to the Property, except as otherwise expressly provided in this ordinance.
- (c) Words and phrases used in this ordinance shall be interpreted to have the meanings ascribed to them by section 30-1220 of the Code of the City of Richmond (2020), as amended, unless the context clearly indicates that a different meaning is intended.
- (d) Notwithstanding any other provision of law, this special use permit is being approved due, in part, to the mitigating effects of each and every condition attached hereto; consequently, if any portion of this ordinance is determined to be invalid for any reason by a final, non-appealable order of any Virginia or federal court of competent jurisdiction, the invalidity shall cause the entire ordinance to be void and of no further effect from the effective date of such order.
- (e) The privileges granted by this ordinance may be revoked pursuant to the provisions of sections 30-1050.7 through 30-1050.11 of the Code of the City of Richmond (2020), as amended, and all future amendments to such laws. Failure to comply with the terms and conditions of this ordinance shall constitute a violation of section 30-1080 of the Code of the City of Richmond (2020), as amended, and all future amendments to such law, or any other applicable laws or regulations.

(f) When the privileges granted by this ordinance terminate and the special use permit

granted hereby becomes null and void, whether as a result of the Owner relinquishing this special

use permit in a writing addressed to the Director of Planning and Development Review or

otherwise, use of the Property shall be governed thereafter by the zoning regulations prescribed

for the district in which the Property is then situated.

§ 6. **Implementation.** The Commissioner of Buildings is authorized to issue a building

permit substantially in accordance with the Plans for the Special Use subject to the terms and

conditions set forth in this ordinance. An application for the building permit shall be made within

730 calendar days following the date on which this ordinance becomes effective. If either the

application for the building permit is not made within the time period stated in the previous

sentence or the building permit terminates under any provision of the Virginia Statewide Building

Code, this ordinance and the special use permit granted hereby shall terminate and become null

and void.

§ 7. **Effective Date.** This ordinance shall be in force and effect upon adoption.

TRUE COPY:

TESTE:

City Clerk





City of Richmond

900 East Broad Street 2nd Floor of City Hall Richmond, VA 23219 www.rva.gov

Item Request

File Number: PRE.2022.1270

O & R Request

DATE: April 11, 2023 **EDITION:1** TO: The Honorable Members of City Council **THROUGH:** The Honorable Levar M. Stoney, Mayor (Mayor, by Request) (This is no way reflects a recommendation on behalf of the Mayor.) **THROUGH:** J.E. Lincoln Saunders, Chief Administrative Officer THROUGH: Sharon L. Ebert, Deputy Chief Administrative Officer for Economic **Development and Planning** Kevin J. Vonck, Director, Department of Planning and Development Review **FROM:** RE: To authorize the special use of the property known as 2 and 4 Manchester Road for the purpose of a development containing residential multi-family, office, and commercial uses, upon certain terms and conditions. ORD. OR RES. No.

PURPOSE: To authorize the special use of the property known as 2 and 4 Manchester Road for the purpose of a development containing residential multi-family, office, and commercial uses, upon certain terms and conditions.

REASON: The applicant is requesting a Special Use Permit which would allow a proposed development containing a building that does not meet inclined plane setback requirements and vehicle circulation between the building and street within the B-4 - Business (Central Business) District. A Special Use Permit is therefore required.

RECOMMENDATION: In accordance with the requirements of the City Charter and the Zoning Ordinance, the City Planning Commission will review this request and make a recommendation to City Council.

BACKGROUND: The property is located in the Old Town Manchester neighborhood at 2 and 4 Manchester Road, between Hull Street and Maury Street. The property is currently 94176.4 sq. ft. (2.16 acre) in size, is currently used for industrial purposes and is proposed to be used for multi-family, office, and commercial uses. The application requests to allow a proposed building to encroach within the inclined planes setback requirement along Manchester Road and to allow areas devoted to the circulation of vehicles located between the proposed building and Manchester Road.

File Number: PRE.2022.1270

The City's Richmond 300 Master Plan designates a future land use for the subject property as Destination Mixed-Use. This designation is defined as a "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.

Primary Uses: Retail/office/ personal service, multi-family residential, cultural, and open space. Secondary Uses: Institutional and government.

The property is located in the B-4 - Business (Central Business) zone. Adjacent properties are zoned the same B-4 zone and RF-1; surrounding land uses include multi-family and industrial. The property is located just south of the Manchester Floodwall.

FISCAL IMPACT / COST: The Department of Planning and Development Review does not anticipate any impact to the City's budget for this or future fiscal years.

FISCAL IMPLICATIONS: Staff time for processing the request; preparation of draft ordinance; and publishing, mailing and posting of public notices.

BUDGET AMENDMENT NECESSARY: No

REVENUE TO CITY: \$2,400 application fee

DESIRED EFFECTIVE DATE: Upon adoption

REQUESTED INTRODUCTION DATE: May 8, 2023

CITY COUNCIL PUBLIC HEARING DATE: June 12, 2023

REQUESTED AGENDA: Consent

RECOMMENDED COUNCIL COMMITTEE: None

CONSIDERATION BY OTHER GOVERNMENTAL ENTITIES: City Planning Commission

June 5, 2023

AFFECTED AGENCIES: Office of Chief Administrative Officer

Law Department (for review of draft ordinance)

RELATIONSHIP TO EXISTING ORD. OR RES.: None

REQUIRED CHANGES TO WORK PROGRAM(S): None

ATTACHMENTS: Draft Ordinance, Application Form, Applicant's Report, Plans, Survey, Map

STAFF: Ray Roakes, Planner, Land Use Administration (Room 511) 804-646 5467



Application for SPECIAL USE PERMIT

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/

Application is hereby submitted for: (check one) ☐ special use permit, new special use permit, plan amendment ☐ special use permit, text only amendment **Project Name/Location** Property Address:_____ _____Date: Tax Map #: Fee: Total area of affected site in acres: (See page 6 for fee schedule, please make check payable to the "City of Richmond") Zoning Current Zoning:_____ Existing Use: **Proposed Use** (Please include a detailed description of the proposed use in the required applicant's report) Existing Use: Is this property subject to any previous land use cases? Yes If **Yes**, please list the Ordinance Number: Applicant/Contact Person: Company: Mailing Address: Email: If Business Entity, name and title of authorized signee: _____ (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: ____ _____ State: _____ Zip Code: _____ City: _____ Telephone: () Fax: () _____ Email: **Property Owner Signature:** T. Preston Lloyd, Jr., On behalf of Owner a/u Land Use Power of Attorney
The names, addresses, telephone numbers and signatures of all owners of the property are required. Please attach additional

NOTE: Please attach the required plans, checklist, and a check for the application fee (see Filing Procedures for special use permits)

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.

WILLIAMS MULLEN

Direct Dial: 804.420.6615 plloyd@williamsmullen.com

September 19, 2022

VIA E-MAIL

City of Richmond Department of Planning and Development Review Land Use Administration Division Attn. Alyson Oliver, Acting Secretary, Planning Commission

Re. Special Use Permit Application | 2-4 Manchester Road

Ladies and Gentlemen:

This firm is counsel to Riverfront Silos II, LLC (the "Applicant"), on whose behalf we submit the enclosed the materials referenced on <u>Exhibit A</u> (collectively, the "Application") to request approval of the special use of certain property owned by Riverfront Silos LLC pursuant to Section 30-1050.1 *et seq.* of the Code of the City (the "Code"). This letter will serve as the Applicant's Report.

Property

The subject property, presently owned by Riverfront Silos, LLC, is 2.16 acres, more or less, located south of the James River flood wall, along the northern right-of-way line of Manchester Road and east of Hull Street in Historic Manchester, is comprised of two (2) tax parcels described immediately below (the "Property").

Address	Tax Parcel ID	Acreage	Existing Zoning
2 Manchester Road	S0000101006	0.29	B-4
4 Manchester Road	S0000101005	1.87	B-4



City of Richmond Department of Planning and Development Review September 19, 2022 Page 2

Current Use & Zoning District Regulation

The Property is currently comprised of vacant grain silos and ancillary structures formerly occupied by Southern States. The Property is designated as B-4 Central Business District on the Zoning Map of the City, pursuant to City Council approval of Ord. 2021-115 (the "Rezoning Approval"), which proposed the redevelopment of the Property as a mixed-use project, comprised of uses that may include multi-family residential, office, and hotel over a podium of structured parking and street-front retail (the "Project"). Surrounding properties are designated as RF-1, with the notable exceptions of two properties in the vicinity designated as B-4 Central Business District, as shown on the Zoning Map excerpted above.

Proposed Special Use

The Applicant requests certain exceptions from the zoning regulations applicable to the Property in connection with pursuing the Project. These include the following:

- 1. Authorization of penetration by portions of the building of the inclined plane from Manchester Road established pursuant to Sec. 30-440.6(1) of the Code of the City, as more particularly shown on the Inclined Plane Exhibit, enclosed herewith; and
- 2. Authorization of an area devoted to the parking and circulation of vehicles located between the main building on the Property and the northern right of way line of Manchester Road, notwithstanding the prohibition established in Sec. 30-440.4:1 of the Code of the City, as more particularly shown on the Conceptual Layout Plan, enclosed herewith.
- 3. Notwithstanding any provision of the City Code to the contrary, as a condition of special use permit approval, the Applicant will still be required to obtain plan of development approval for the Project.

Conformance with Richmond 300 Master Plan

The Property is located within the Priority Growth Node for Manchester, as referenced in the Richmond 300 Master Plan, adopted by City Council on December 14, 2020 (the "Master Plan"). The Master Plan's vision for the Manchester neighborhood includes the following observation: "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." The proposed Project continues to align with this vision, by providing a mix of residential, office and retail uses.

The Property is designated as "Destination Mixed-Use" on the Future Land Use Map of the Master Plan. This designation contemplates both a development style and intensity consistent with that of the proposed Project, as enumerated in the following (emphasis added):

Master Plan Features	Elements of Project	
Development Style: Higher density, transitoriented 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.	While the inclined plane within the B-4 promotes light and air in an effort to avoid a narrow canyon of space between tall structures within the downtown area, this property is surrounded on three sides by the flood wall and undevelopable open space. Furthermore, the property located across Manchester Road has recently been redeveloped as multifamily buildings at a considerably lower height. These factors sufficiently mitigate the impact of the requested relief from the inclined-plane rule on light/air for the surrounding properties.	
Ground Floor: 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.	As required by zoning, commercial uses are proposed along the primary street frontage of Manchester Road in the vicinity of its intersection with Hull Street.	
Mobility: Pedestrian, bicycle, and transit access are prioritized and accommodated. Bike parking is provided. <i>Driveway entrances are required to be off alleys whenever possible</i> ; 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	Primary vehicular ingress and egress to the structured parking podium will be from the rear access way (functionally equivalent to an alley). However, to maximize use of ride-sharing and ensuring a safe location for dropoff/pickup, the Project proposes an area for vehicular circulation and temporary parking in the vicinity of the Manchester Road entrance to the Project.	
Intensity: Buildings typically a <i>minimum</i> height of five stories	By maximizing height, this project will provide greater housing supply for the City's growing residential population.	
Primary Uses : Retail/office/personal service, multi-family residential, cultural, and open space	The Project offers consistency with these primary uses.	

In outlining its priorities for the Manchester Priority Growth Node, the Master Plan alludes to the prior recommendations of the Riverfront Plan, adopted by City Council in November of 2012, which "redefines the City-River relationship, dramatically expanding both visual and direct physical access to the James River." The Riverfront Plan includes an exhibit, excerpted below, which labels the Property as "Southern States Silos" and overlays a designation for "development".



The Riverfront Plan offers the following guidance for areas designated for development: "The Plan anticipates incremental redevelopment of under-utilized parcels and languishing former industrial sites. Development strategies should favor mixed use, with an emphasis on street level retail where appropriate. The fundamental emphasis of redevelopment along the Riverfront is to intensify pedestrian activist at street level through infill development with sufficient density to be an attractor and destination of activity. Greater density reinforces urban character, provides for an increase in pedestrian activity, resulting a safer and more vibrant city."

Charter Requirements

Based on the foregoing, the proposed use on the Property meets the criteria set forth in Section 17.11(b) of the Charter of the City that the Application is not (i) detrimental to the safety, health, morals and general welfare of the community involved; (ii) tend to create congestion in streets, roads, alleys and other public ways and places in the area involved; (iii) create hazards from fire, panic or other dangers; (iv) tend to cause overcrowding of land and an undue concentration of population; (v) adversely affect or interfere with public or private schools, parks, playgrounds, water supplies, sewage

City of Richmond Department of Planning and Development Review September 19, 2022 Page 5

disposal, transportation or other public requirements, conveniences and improvements; or (vi) interfere with adequate light and air.

Conclusion

The proposed special use permit authorizes a project that will further catalyze the significant growth and revitalization of Historic Manchester, which is presently undergoing significant reinvestment and development after decades of decline. The proposed exceptions to the zoning ordinance will allow a higher density mix of commercial and residential uses, consistent with the land use policy priorities of City Council evidenced in the Richmond 300 Master Plan and Riverfront Plan. The proposed Project is consistent with the character of the surrounding properties and meets each of the criteria set forth in Section 17.11(b) of the Charter of the City of the Charter of the City.

Thank you for your consideration of this matter. Please confirm your determination that the Application has been received and deemed complete by your office, and kindly contact us should you have any questions or require additional materials.

Very truly yours,

/s/

T. Preston Lloyd, Jr.

cc. The Hon. Ellen Robertson, Councilperson for 6th District (via email) Kevin J. Vonck, Ph.D., Director, Department of Planning and Development Review (via email)

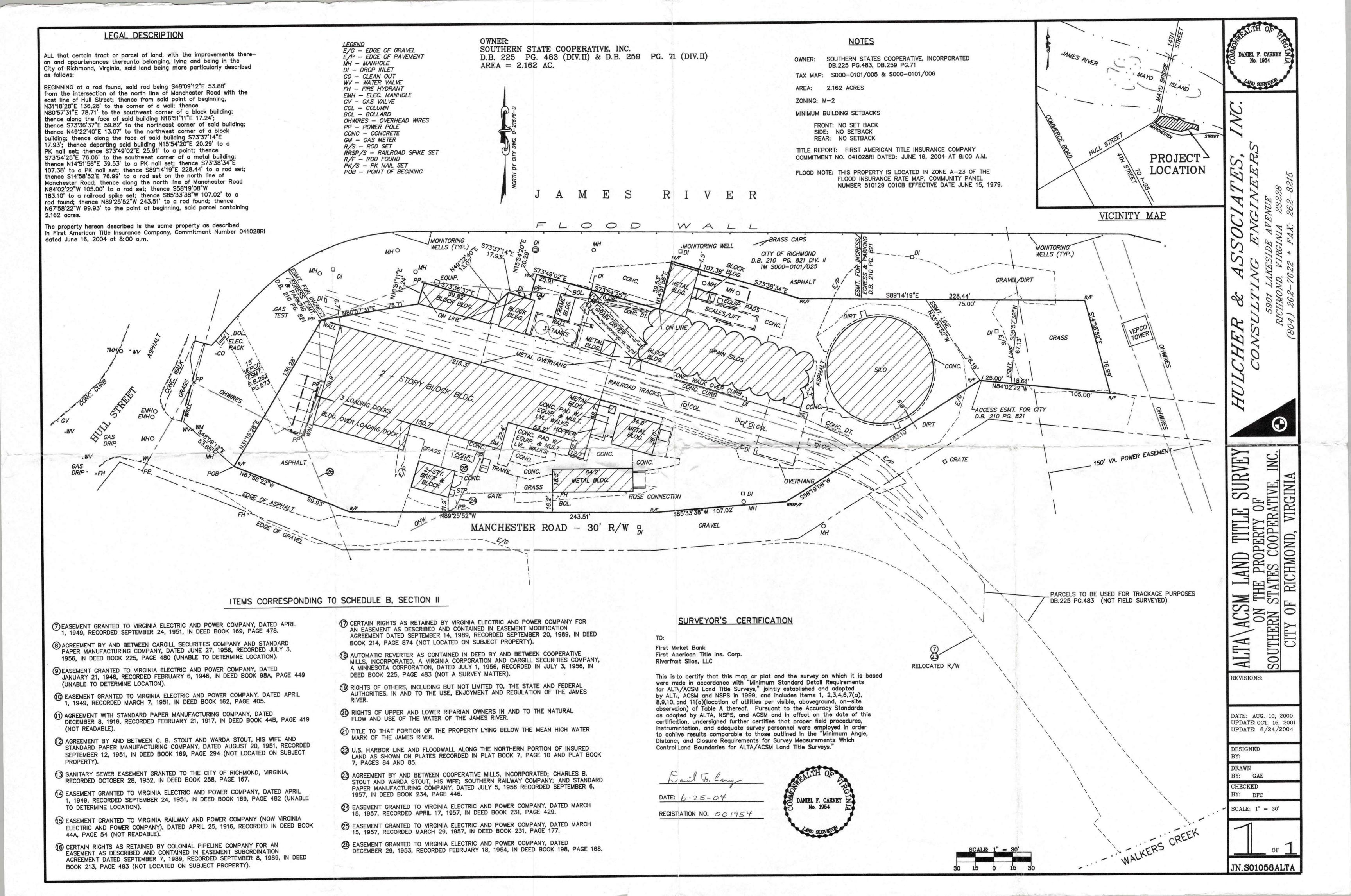
Enclosures

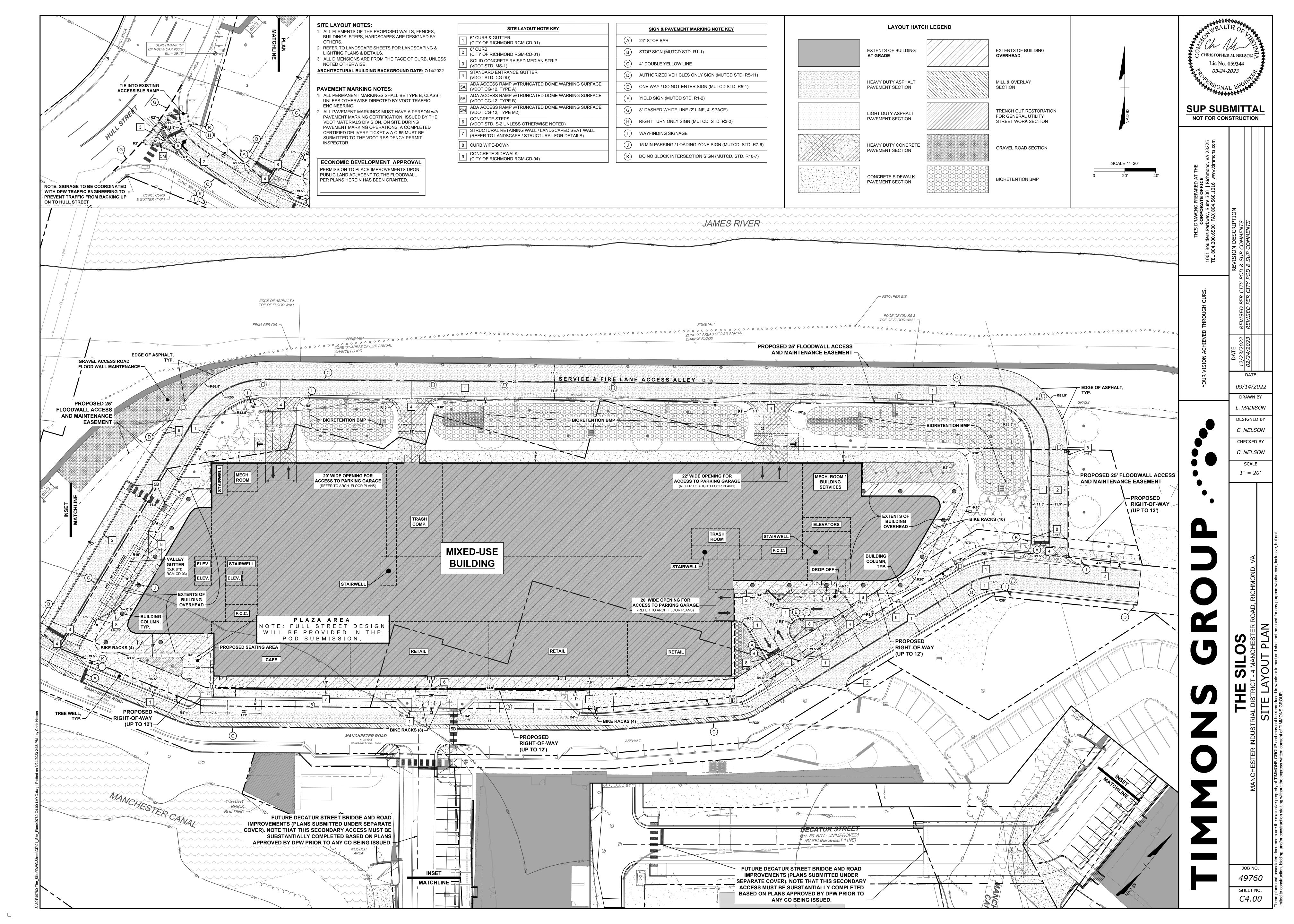
Manchester Silos SUP - Applicant's Report(101061509.1)

EXHIBIT A APPLICATION MATERIALS

In connection with the proposed Special Use Permit Application for 2-4 Manchester Road (Tax Parcel Nos. S0000101006 and S0000101005), the following materials are enclosed:

- 1. Special Use Permit Application form;
- 2. Survey of present conditions, entitled "ALTA/ACSM LAND TITLE SURVEY ON THE PROPERTY OF SOUTHERN STATES COOPERATIVE, INC., CITY OF RICHMOND, VIRGINIA", prepared by Hulcher & Associates, Inc., dated August 10, 2000, as last revised June 24, 2004;
- 3. Land Use Special Power of Attorney from Riverfront Silos, LLC;
- 4. Conceptual layout plan entitled "THE SILOS, SITE LAYOUT PLAN" prepared by Timmons Group, dated August 26, 2022 (the "Conceptual Layout Plan"); and
- 5. Conceptual massing diagram entitled "3D Massing" prepared by Kahler Slater dated August 31, 2022 (the "Inclined Plane Exhibit").





POD SUBMITTAL

SCOPE DOCUMENTS

Drawing Date
8/31/2022

SILOS MIXED USE

Enter address here

Project No. HOL 221118 0001

Sheet 1

3D MASSING VIEWS

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790 N Water Street, Suite 1700, Milwaukee, Wisconsin 53202
Telephone 414.272.2000 Fax 414.272.2001

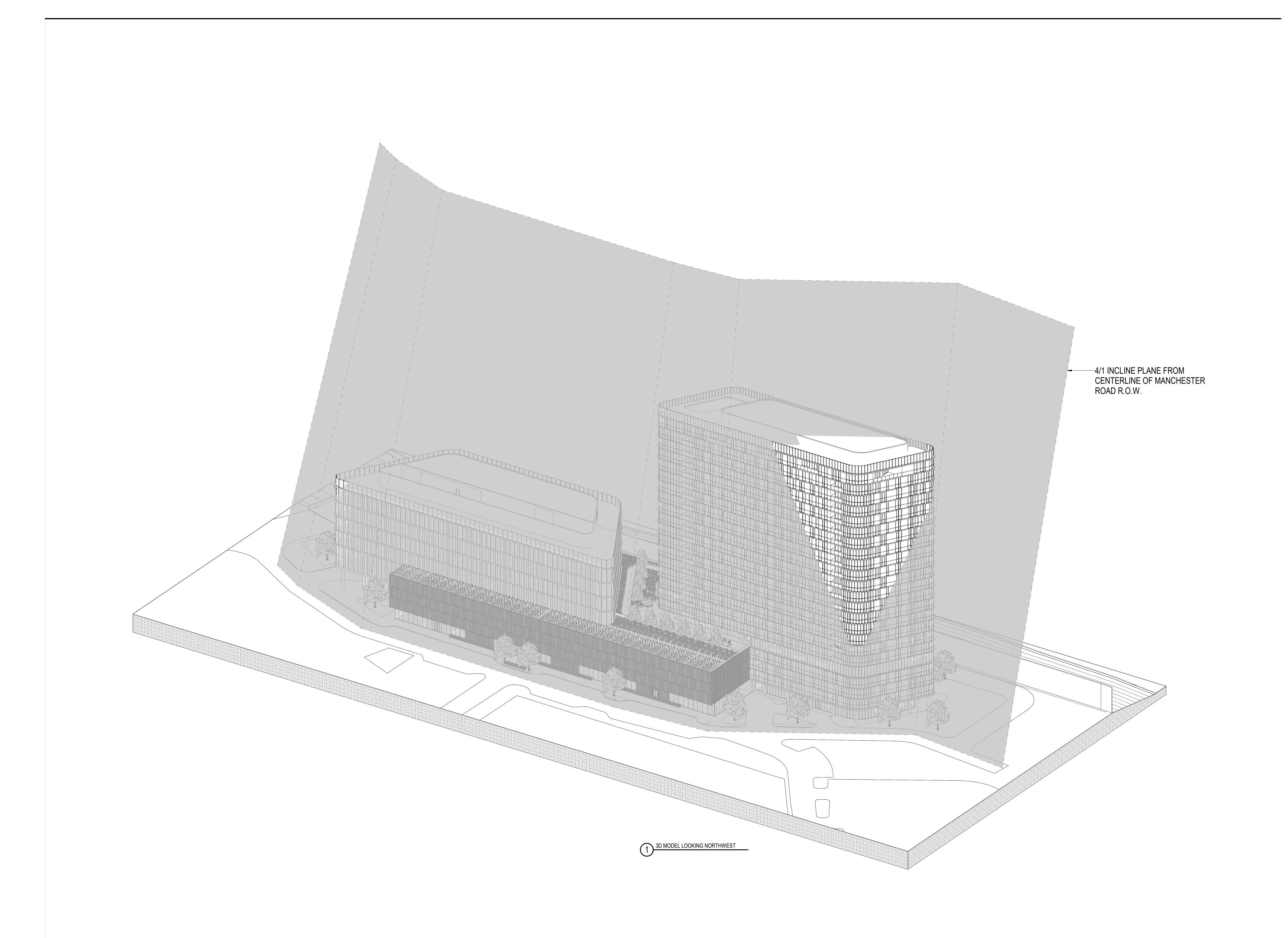
104 Shockoe Slip, Richmond, Virginia 23219
Telephone 804.767.2500

722 Williamson Street, Madison, Wisconsin 53703
Telephone 608.283.6300 Fax 608.283.6317

125 South Clark Street. Suite 675-2. Chicago, Illinois 60603

125 South Clark Street, Suite 675-2, Chicago, Illinois 60603 Telephone 312.789.4516

Sheet No.



POD SUBMITTAL

SCOPE DOCUMENTS

Drawing Date
8/31/2022

SILOS MIXED USE

Enter address here

Sheet Title

3D MASSING VIEWS

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722 Williamson Street, Madison, Wisconsin 53703 Telephone 608.283.6300 Fax 608.283.6317 125 South Clark Street, Suite 675-2, Chicago, Illinois 60603 Telephone 312.789.4516

Sheet No.

