

City Of Richmond, Virginia Office of the City Clerk

Request to Withdraw Legislation

Paper Number:

Ord. No. 2014-78

Chief Patron:

Mayor I wight Jones (By Request)

Introduction Date:

March 24, 2014

Chief Patron Signature:

PWIGHT

| For Office Use Only          |   |
|------------------------------|---|
| Attestation:ean V Corel      | 2 |
| Effective Date: Sept. 8,2014 |   |

#### AN ORDINANCE No. 2014-78

#### As Amended

To authorize the special use of the properties known as 2801 East Main Street, a portion of 2823 East Main Street, and a portion of East Cary Street for the purpose of permitting a multifamily dwelling with up to 65 dwelling units and principal uses permitted in the B-5 district, upon certain terms and conditions.

Patron – Mayor Jones (By Request)

Approved as to form and legality by the City Attorney

#### PUBLIC HEARING: APR 28 2014 AT 6 P.M.

THE CITY OF RICHMOND HEREBY ORDAINS:

§ 1. That (i) the property known as 2801 East Main Street and identified as Tax Parcel No. E000-0534/002 in the 2014 records of the City Assessor, (ii) a portion of the property known as 2823 East Main Street and identified as Tax Parcel No. E000-0534/006 in the 2014 records of the City Assessor, and (iii) a portion of East Cary Street closed to public use and travel by Ordinance No. 2014-71-\_\_\_\_, adopted \_\_\_\_\_\_\_\_, 20\_\_, all being referred to throughout this ordinance as "the property" and more particularly shown on the survey entitled "ALTA/ACSM Land Title Survey, Rocketts View Apartments," prepared by Gene Watson & Associates, P.C., dated December 14, 2011, and last revised March 27, 2012, a copy of which is attached to and made a AYES: \_\_\_\_\_\_ NOES: \_\_\_\_\_\_ ABSTAIN: \_\_\_\_\_\_\_

| ADOPTED: REJECTED: STRICKEN: |  |
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part of this ordinance, is hereby permitted to be used for a multifamily dwelling containing up to sixty-five (65) dwelling units, principal uses permitted in the B-5 district, a two-story building with principal uses permitted in the B-5 district, and a surface parking area containing up to twenty-one (21) spaces, substantially as shown on sheets [A100] A101, A102, A105 through A111 and A301 through 304, of the plans entitled "12-021\_James at River Bend, Pear Street, Richmond, VA 23223," prepared by Spatial Affairs Bureau, and dated March 17, 2014, and sheets A100, A103, and A104, of the plans entitled "12-021\_James at River Bend, Pear Street, Richmond, VA 23223," prepared by Spatial Affairs Bureau, and dated April 23, 2014, copies of which are attached to and made a part of this ordinance.

§ 2. That the adoption of this ordinance shall constitute the granting of a special use permit for the property, which shall be transferable from the owner of the property to the successor or successors in fee simple title of the owner, whether acquired by operation of law, deed or otherwise, and which shall run with the land.

§ 3. That the Commissioner of Buildings is hereby authorized to issue to the owner of the property a building permit, substantially in accordance with the plans referred to above, for the aforementioned purpose, subject to the following terms and conditions:

(a) The owner of the property shall be bound by, shall observe and shall comply with all other laws, ordinances, rules and regulations applicable to the property, except as otherwise provided in this ordinance.

(b) An application for a building permit shall be made within thirty-six (36) months from the effective date of this ordinance. This building permit shall expire and shall become null and void if any necessary construction has not commenced within one hundred eighty (180) days from the date of the building permit or if construction is suspended or abandoned for a period of one

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hundred eighty (180) days at any time after such construction has commenced, as provided in any applicable provisions of the Virginia Uniform Statewide Building Code. Should application for the building permit not be made within thirty-six (36) months after the effective date of this ordinance or should the building permit expire and become null and void after the expiration of the thirty-six (36) month time period for making application for the building permit, the privileges granted by this ordinance shall terminate and the special use permit shall become null and void.

(c) 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 subject property have been paid.

(d) All required final grading and drainage plans, together with all easements made necessary by such plans, shall be approved by the Director of Public Utilities prior to the issuance of building permits.

(e) 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 adjacent property or public streets and the use thereof.

(f) 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.

(g) In order to ensure that the special use permitted by this ordinance (i) will not be detrimental to the safety, health, and general welfare of the community involved, (ii) will not create hazards from dangers in streets, roads, alleys and other public ways and places in the area involved and (iii) will not adversely affect or interfere with public requirements, conveniences

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and improvements, the owner shall make improvements within the right-of-way substantially as shown on the plans attached to this ordinance, which may be completed in one or more phases as approved by the Director of Public Works. All improvements and work within the public rightof-way shall be (i) completed in accordance with the requirements of the Director of Public Works, (ii) considered completed only upon written confirmation by the Director of Public Works that such improvements and work are in accordance with such requirements, (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, is hereby authorized to accept, in the manner for which this subsection provides, all improvements and work required by and meeting the requirements of this subsection. The final certificate of occupancy shall not be issued for the property until all requirements of this subsection are fully satisfied.

(h) The use of the property shall consist of a multifamily dwelling containing no more than sixty-five (65) dwelling units, other principal uses permitted in the B-5 Central Business District, a two-story building containing uses permitted in the B-5 Central Business District, and a surface parking area containing no more than twenty-one (21) spaces, substantially as shown on the plans attached to this ordinance. Any substantive changes to the site layout and <u>multifamily</u> building, including but not limited to changes to the unit count, which shall not exceed sixty-five (65) dwelling units, the building façade design and fenestration, shall be shown in final plans that shall be submitted to and approved by the Director of Planning and Development Review prior to issuance of a building permit.

(i) Prior to the issuance of a building permit for the <u>multifamily</u> building, final detailed signage, lighting, façade, and landscaping plans shall be submitted to and approved by the Director of Planning and Development Review.

(j) Plans for the future below-grade parking deck expansion <u>and the two story</u> <u>building indicated by a dashed line on sheet A100 of the plans attached to this ordinance</u> shall require a plan of development in accordance with sections 114-1030 through 114-1030.7 of the Code of the City of Richmond (2004), as amended, prior to issuance of a building permit.

(k) The dwelling units <u>contained within the multifamily building</u> shall be condominiums as defined in section 55-79.41 of the Code of Virginia (1950), as amended, and shall contain a minimum of 800 square feet of floor area. Nothing contained in this subsection shall preclude individual condominium unit owners from leasing their units for residential purposes.

(1) Prior to the issuance of a certificate of occupancy, landscaping on the property shall be provided, substantially as depicted on the plans attached to this ordinance and the final detailed plans approved by the Director of Planning and Development Review, in accordance with the guidelines of and required permits issued by the Department of Public Works and the Department of Public Utilities.

(m) Parking for the <u>multifamily</u> building shall be provided at a minimum of one onsite parking space per dwelling unit, substantially as shown on the plans attached to this ordinance. Any parking in excess of one parking space per dwelling unit shall be permitted substantially as shown on the plans attached to this ordinance, provided that this parking shall not be required and may be eliminated.

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(n) The height of the <u>multifamily</u> building shall be limited to [sixteen (16)] fifteen (15) stories as measured from the finished grade adjacent to the building along the East Main Street frontage, substantially as shown [as "Podium - Level 2" on Sheet A302 of] on the plans attached to this ordinance, provided that the uppermost story shown on the plans shall not be <u>permitted</u>. For the purposes of this ordinance, story height as defined by section 114-1220 of the of the Code of the City of Richmond (2004), as amended, shall be not [less] greater than ten (10) feet for the stories containing the parking deck and not greater than [fourteen (14)] eleven and a half (11½) feet for the stories containing the dwelling use, provided that the lobby and commercial space shall be permitted to be of a greater height, as shown on sheets A101 through A103 of the plans attached to this ordinance.

(o) A boundary line adjustment between 2801 East Main Street and 2823 East Main Street shall be accomplished by recording the appropriate plats among the land records of the Clerk of the Circuit Court of the City of Richmond prior to issuance of a building permit for the building. The boundary line adjustment must adjust the shared property line so that the building and all overhangs are located entirely within the boundaries of the property.

(p) Any encroachments existing, proposed on the plans attached to this ordinance 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 (2004), as amended.

(q) In all other respects, the use of the property shall be in accordance with the applicable underlying zoning regulations.

§ 4. That the privileges granted by this ordinance may under certain circumstances be revoked. Upon noting that a condition of a special use permit has been violated, the Zoning Administrator shall issue a written notice of violation to the property owner. The notice shall

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inform the property owner (i) which condition or conditions have been violated, (ii) the nature of the violation, and (iii) that the City Planning Commission shall hold a public hearing at which it shall review the violation and the special use permit pursuant to the provisions of sections 114-1050.7 through 114-1050.11 of the Code of the City of Richmond (2004), as amended, if (a) the property owner does not abate the violation within thirty (30) days of the issuance of the notice or (b) three (3) notices of violation are issued to the property owner within any twelve (12) month period. No action taken pursuant to the provisions of this section shall in any way limit the City's right to pursue any other remedy at law or in equity against the property owner. Failure to comply with the terms and conditions of this ordinance shall constitute a violation of section 114-1080 of the Code of the City of Richmond (2004), as amended, or any other applicable laws or regulations.

§ 5. That when the privileges granted by this ordinance terminate and the special use permit becomes null and void, use of the property shall be governed thereafter by the zoning regulations prescribed for the district in which the property are then situated.

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



# CITY OF RICHMOND O&R REQUEST

INTRACITY CORRESPONDENCE

FEB 6 2014

201402005

|                         | O&R REQUEST   |       |
|-------------------------|---|-------|
| DATE:                   | February 5, 2014 EDITION: 1   |       |
| то:                     | The Honorable Members of City Council   |       |
| THROUGH:                | Dwight C. Jones, Mayor (Patron: Mayor, by Request) (This in no way reflects a recommendation on behalf of the Mayor)  |       |
| THROUGH:                |   |       |
| THROUGH:                | Peter H. Chapman, Deputy Chief Administrative Officer for Economic Development and Planning   |       |
| FROM:                   | Mark A. Olinger, Director, Department of Planning and Development Review  | JH-   |
| SUBJECT:<br>ORD. OR RES | To authorize the special use of the properties known as 2801 East Main S<br>and a portion of East Cary Street for the purpose of permitting multi-fa<br>dwelling units and principal uses permitted in the B-5 district, upon certain te<br>and conditions. | treet |
|                         | OFFICE OF CITY ATTORNEY   |       |

PURPOSE: To authorize the special use of the properties known as 2801 East Main Street, and a portion of to be closed East Cary Street, for the purpose of permitting multi-family dwelling units and principal uses permitted in the B-5 district, upon certain terms and conditions.

REASON: The applicant is proposing to construct a main building containing no more than sixty-five (65) condominium dwelling units and non-residential principal uses permitted in the B-5 district, surface parking, a future building containing principal uses permitted in the B-5 district, and a future below-grade parking deck expansion. This proposal is not consistent with M-1 Light Industrial zoning district regulations. The applicant is therefore requesting a special use permit.

**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. This item will be scheduled for consideration by the Commission once it has been introduced. A letter outlining the Commission's recommendation will be forwarded to City Council following that meeting.

BACKGROUND: The subject property consists of a parcel of land containing .0746 acres and a portion of East Cary Street, located at the corner of East Main Street and Pear Street in the Shockoe Bottom neighborhood. Abandonment of the East Cary Street right-of-way east of Pear Street and acquisition of the right-of-way by the applicant is necessary to develop the property as proposed. The applicant has initiated the process to buy the portion of East Cary right-ofway, east of Pear Street to its terminus. The lot is currently "improved" with an abandoned gas

O&R Request February 5, 2014 Page 2 of 3

The proposed principal use of the main building is a maximum of sixty-five (65) dwelling units, all of which would be condominiums as defined in section 55-79.41 of the Code of Virginia (1950), as amended, and would contain a minimum of 800 square feet of floor area each. Secondary use of the main building may include those non-residential principal uses permitted in the B-5 district, such as an art gallery or other similarly situated retail uses. Three levels of parking are proposed at the base of the main building below the East Main Street grade, at the Pear Street entrance of the main building, a total of 80 parking spaces are proposed for use by the main building.

The main building will be limited to sixteen (16) stories in height as measured from the finished grade adjacent to the building along the East Main Street frontage (Podium – Level 2, Sheet A301). Trash collection for the main building will be accommodated within the building.

Prior to the issuance of a building permit for the main building, final detailed signage, lighting, façade, and landscaping plans shall be submitted to and approved by the Director of Planning & Development Review. Moreover, any substantive changes to the site layout and main building, including but not limited to changes to the unit count, building façade design and fenestration, shall be shown in final plans that shall be submitted to and approved by the Director of Planning and Development Review prior to issuance of a building permit.

The future building shall be limited to two stories in height, as measured from the finished grade adjacent to the building along the East Main Street frontage. Principal uses permitted in the B-5 district would be permitted in this building. Parking for the future building will meet the parking standards of the zoning ordinance and may include a below-grade parking deck expansion.

A surface parking area located on the subject property, containing 21 spaces will be used by the apartment building on the adjacent property at 2823 East Main Street, directly east of the subject property.

The subject property was inadvertently omitted from the October 2008 version of the Richmond Downtown Plan, but was subsequently included in the Urban Center Area of the Downtown Character Map as part of the July 2009 amendment to the Richmond Downtown Plan. As such, the foundational elements of the Downtown Plan apply to the subject property, as do the guiding principles of the Urban Center character area.

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

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

**REVENUE TO CITY:** \$1,900 application fee, plus real estate tax revenue once the project is complete.

DESIRED EFFECTIVE DATE: Upon adoption

**REQUESTED INTRODUCTION DATE: March 10, 2014** 

CITY COUNCIL PUBLIC HEARING DATE: April 14, 2014

O&R Request February 5, 2014 Page 3 of 3

**REQUESTED AGENDA:** Regular

RECOMMENDED COUNCIL COMMITTEE: None

# CONSIDERATION BY OTHER GOVERNMENTAL AGENCIES: City Planning Commission April 7, 2014

AFFECTED AGENCIES: Office of Chief Administrative Officer Law Department (for review of draft ordinance) City Assessor (for preparation of mailing labels for public notice)

RELATIONSHIP TO EXISTING ORDINANCES: None.

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

STAFF: Matthew J. Ebinger, AICP, Senior Planner Land Use Administration (Room 511) 646-6308

PDR O&R No.13-36

| RICHMOND A  | pplication for SPECIAL USE PERMIT<br>Department of Planning and Development Review<br>Land Use Administration Division<br>900 E. Broad Street, Room 511<br>Richmond, Virginia 23219<br>(804) 646-6304<br>http://www.tichmondgov.com/ |
|---|--|
| Application is hereby submitted for: (che<br>d special use permit, new<br>special use permit, plan amendment<br>special use permit, text only amendment                         |  |
| Project Name/Location<br>Project Name: The James at River Ben   | Date: 06/06/2013   |
| Property Address: 2801 E Main Street  |  |
| Fee: \$1,900.00 Total area of affe<br>(See page 3 for fee schedule, please make ch  | Tax Map #E0000534002<br>acted site in acres:746<br>heck payable to the "City of Richmond")   |
| Zoning<br>Current Zoning: M-1<br>Existing Use: Vacant gas station<br>Is this property subject to any previous land us<br>I Yes INO<br>If Yes, please list the Ordinance Number: | Proposed Use<br>(Please include a detailed description of the<br>proposed use in the required applicant's report)<br>are cases?  |
| Applicant/Contact Person: David W<br>Company: Rocketts View SCP LP<br>Malling Address: 1553 E Main Street   | /hite  |
| City: Richmond  | State: VA Zin Code: 23219  |
| Telephone: (804) 237-8240<br>Email: dwhite@swa-co.com   | State:Zip Code: _23219<br>Fax: _(804 _) 782-6810   |
| Property Owner:Rocketts View SCF  | 'LP  |
| If Business Entity, name and title of authorized s<br>Mailing Address: 1553 E Main Street   |  |
| City: Richmond  | State: VA Zip Code: 23219  |
|   | Fax: (804) 782-6810  |
| Email: dwhite@SWa-co.com Property Owner Signature:  | BTR  |
| (The names, addresses, telephone numbers and signatures of<br>needed. If a legal representative signs for a property owner, p<br>fures will not be accepted.)                   | of all owners of the property are required. Please attach additional sheets as<br>please attach an executed power of attorney. Faxed or photocopied signa-   |
| NOTE: Please attach the required plans, checklist, and a chec   | ck for the application fee (see Filing Procedures for special use permits)   |

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Last Revised January 25, 2011

### The James at River Bend Special Use Permit Application Applicant's Report

#### Summary of Request:

The James at River Bend is a condominium community planned for the eastern terminus of East Cary Street at its intersection with Pear Street. The primary street frontage will be Main Street. The property is currently zoned M-1 which does not allow residential use. The attached Special Use Application is to allow residential use on this site and to allow for the construction of the proposed building. The property is not included in the 2010 Downtown Master Plan (Exhibit "A") or the 2012 Riverfront Plan (Exhibit "B") and as a result has no Downtown Master Plan or River Front designation. (Oddly, even though the Downtown Master Plan specifically excludes the subject property from its study area, the Plan designates the subject property as having an Urban Center character, 5 to 6 stories (Exhibit "C"). This may have been a drafting mistake since the area was not included in the study area. Or there may be some other explanation of this apparent contradiction.) The property was designated Mixed Use in the 2001 Citywide Master Plan. At the time that plan was adopted there were two zoning classifications that the plan says were "typical of Mixed-Use": B-5 and UB. Neither of these classifications would have allowed the proposed building. However, subsequent to the adoption of the Citywide Plan two more "Mixed-Use" zoning designations were added to the City Zoning Code: RF-1 and RF-2. These two new designations were created to allow higher density mixed-use development near the riverfront to take advantage of the economic development potential that the riverfront offered the City. Today there are a total of 5 designations that are "typical of Mixed-Use": B-5, B-6, UB, RF-1 and RF-2.

#### This project will not:

- The City Charter requires that a proposed special use permit be shown not to:
- 1) be detrimental to the safety, health, morals and general welfare of the community;
- 2) tend to create congestion in the streets, roads, alleys and other public ways and places;
- 3) create hazards from fire, panic or other dangers;
- 4) tend to cause overcrowding of land and an undue concentration of population;
- 5) adversely affect or interfere with public or private schools, parks, playgrounds, water supplies, sewage disposal, transportation or other public requirements, conveniences and improvements; or
- 6) interfere with adequate light and air.

The nature of this project, for-sale residential, will not be detrimental to the safety, health, morals or general welfare of its community. In fact, the existence of owner occupied units at this location will have the exact opposite impact (people on the streets that care about the neighborhood is the best deterrent to crime). The units will be large, ranging from 800 SF to over 3,000 SF. (Depending on sales unit sizes may vary.) The finishes and design of the units will be top quality. The vehicular traffic generated will be

insignificant when compared to the traffic generated by the existing units along Tobacco Row. Additionally, access to the parking will be provided at 3 separate points along Pear Street. The parking needs of the building will be provided on the site with no less than 1 1/2 spaces per dwelling unit. There will be no danger from fires or other panic resulting from this fully sprinkled, cast-in-place concrete / masonry structure. A park-like landscaped area will be created north of the building, which will diminish the potential concentration of population on this site. The project is designed as primarily an older adult community (single level living with handicap adaptable units) that will have little to no impact on schools, parks, playgrounds, or other public facilities or infrastructure. The project will have a significant storm water BMP facilities designed as a part of the development that will further reduce adverse impacts on area water quality and storm water runoff. And, finally, the building will be set back from adjacent buildings and will have a highly modulated façade that will maximize light and air to this project and to adjacent properties. For these reasons we believe that this project will not have any of the detrimental impacts listed in items 1-6 above.

## Description of Site's Surroundings:

The property is a steeply contoured site located at the end of a major east west street, Cary Street. The property is surrounded by industrial buildings, smoke stacks, silos and water towers. The surrounding buildings have been rehabilitated and converted to residential and commercial uses (see Exhibit "D"). Surrounding properties along Tobacco Row and to the east of the property on Main Street are primarily B-5 zoning. The B-5 zoning classification allows buildings of up to 5 stories as measured from the primary street frontage. Adjacent structures vary in height. The smoke stack at the Lucky Strike Power Plant is approximately 240' high above Cary Street. The adjacent water tower is approximately 160' above Cary Street. The Lucky Strike Apartments at 2720 East Cary Street are approximately 114' at its highest point above Cary Street. The Upper Lofts at 20<sup>th</sup> and Cary are 115' above Cary Street at the highest point. Most of the rest of Tobacco Row is between 80'-115' high. (See Exhibit "B" to this report.)

#### Site is Unique:

The proposed building is at the end of Cary Street. Cary Street was never extended beyond Pear Street because of the steepness of this site. As a result the site was never part of the historic Tobacco Row district and has only been occupied by minor structures along Main Street through out its history.

The site is well west of the view of the bend in the James River that is said "gave Richmond it's name" (the "view") as previously defined by Church Hill and Historic Richmond Foundation (see Exhibit "F"). In fact the site is nearly 90 degrees to the west of that "view" from the Soldiers and Sailors Monument on Libby Hill. The site is obscured from the Monument by a stand of trees. The proposed building would be visible from Franklin Street at 27<sup>th</sup> Street where it would partially block a view from that park of the sewage treatment plant across the river. (The river is not visible from most of this park except during the winter.) However, <u>any</u> building on the subject site no matter how tall would partially block a view of the sewage treatment plant across the river. And during the winter any building would also partially block a view of the river from one part of the park

For all of the above reasons it would be inappropriate to limit development on this site as a part of an effort to protect the "view" to the bend in the river. Similarly it would be inappropriate for this project to mimic in some "faux-historical" reconstruction the architectural style, scale or massing of the Tobacco Row historic district – an area that has never included this site. The location of this site is unique and its use and the design of the proposed building should be considered in light of its unique setting: a setting that calls for an iconic, statement building at the end of Cary Street.

#### Why 13 Stories? Why not 5 stories?:

Other than providing a significant sculptural terminus at the end of Cary Street why does this building need to be tall? Why not 5 stories? The simple answer is that a five story building in this location would have to be an apartment building. There is nothing sufficiently special in the views from a five-story building in this location to attract the buyers that would support the cost of a upper end condominium community. A 13-story building, on the other hand, would attract high-end buyers looking for the special views needed to support its construction. So, bottom line, this special use permit is about the future. Richmond is currently adding downtown rental housing at an impressive rate. But the decision to rent is a one-year decision at most. For Richmond to attract downtown home-buyers (people with a long-term vested interest in the downtown) this building will have to provide views. And views means height.

## Approval of this Application would not set a precedent:

Some members of the Church Hill Association have suggested that this Special Use Permit application should be denied because approval of it would set a precedent for other projects east of this site that might actually block the "view" that is said to have "named Richmond". That assertion potentially makes any development visible from any part of Church Hill subject to a veto by a majority vote of the Church Hill Association if they believe it might set a precedent for some other project somewhere else. Allowing such an arbitrary standard to limit developments visible from Church Hill would itself set a terrible precedent. There probably is nothing downtown that can't be seen from somewhere on Church Hill. The Church Hill Association's precedent argument asserts that protecting their "view" to the bend in the river necessitates stopping projects proposed for sites that don't block that "view" in order to avoid setting a "precedent". Or, alternatively, their "view" is anything they can see when they look down from the hill. The logic of both of these positions, if either were to prevail, would be quite harmful to our city's economic future. It would also be in conflict with significant aspects of the Master Plan and the Riverfront Plan and zoning designations, RF-1 and RF-2, specifically designed to encourage economic development along the riverfront while providing certain protections for views and access to the river. Furthermore, this position is based on a misunderstanding of the purpose and nature of a special use permit. Special use

permits are intended to allow special consideration of the unique conditions of a particular site. They are not used where other approaches such as rezoning might be applicable for a particular site. And special use permits do not establish a precedent for other projects, which are not similarly situated. They are as the name implies "special", not general.

The unique setting of the proposed building calls for an iconic structure, which punctuates the end of Cary Street as a landmark, much like the Carillion does at the end of the Boulevard, or the Tuckahoe does at the end of Three Chopt. This building should not simply blend with its surroundings but should create a visual landmark for the end of Cary Street and Tobacco Row. This can be done without affecting in any way the "view" from Libby Hill to the bend in the river and without adversely impacting adjacent property owners in Shockoe Bottom and Tobacco Row (See attached letters of support). Note that the Shockoe Bottom Neighborhood Association and the Shockoe Partnership, the only two civic and property owners associations that actually represent the neighborhood in which this building is located have <u>unanimously</u> endorsed this project. Numerous other civic and business leaders and residents of the downtown area have also endorsed the project including every property owner whose property abuts the property. (see attached letters of support)

#### **Project Description:**

We are proposing a 13-story building (as measured from its primary street frontage of Main Street) plus three levels of underground parking entering off of Cary, Pear and a new private service road. The building will be no taller than 190' feet tall as measured from the elevation at the intersection of Cary and Pear (no more than 160' as measured from the corner of Main and Pear). The building will consist of a highly articulated base of 9 stories (approximately 130' in height above Cary plus 4 penthouse levels set back from the facades abutting Cary, Pear and Main Streets 20' to 40'. (See Rendered Photographs) The resulting building provides visual interest to the City skyline and an iconic terminus to Cary Street and Tobacco Row while preserving the "view" from which many believe Richmond got its name.

#### **RF-2 Riverfront District:**

The RF-2 designation was added to the Zoning Code in 2005 to accommodate development near but not on the riverfront. The designation was specifically designed to provide for "medium scale" development in close proximity to the riverfront in a manner that would protect prominent views of the river from public spaces and encourage public and private use of and access to the riverfront and "to facilitate the economic development benefits that will accrue through enhanced commercial and residential development" near the riverfront. The designation allows for residential buildings of up to 13 stories as measured from the principal street (in this case Main Street) so long as buildings that are more than 4 stories high are not located closer than 100' from one another. This provision allows for the maintenance of vistas of and access to the river from public spaces while still allowing development in and around the riverfront. Some have suggested this zoning designation prohibits new buildings visible from public spaces. That is an incorrect reading of the code. RF-2 was specifically intended to allow development while providing for continued (but not exclusive) views of and access to the river from public spaces.

The proposed building meets the building envelope requirements of the RF-2 zoning. It does not meet the 10' maximum setback along its primary street frontage. Main Street at this site is very dangerous due to a bend to the right just west of the site. This bend creates a blind spot for traffic traveling east on Main Street at Pear Street. We are proposing to have a large landscaped yard fronting on Main in part to avoid adding to the visibility issues at this corner. Our desire to have this landscaped setback immediately on Main Street means that we would need a variance or special use permit even if we were to seek rezoning under the RF-2 designation. Therefore we have decided to seek a special use permit without rezoning. But the RF-2 zoning classification does provide a basis on which to evaluate the appropriateness of the requested special use permit. The proposed building does meet the building envelop requirements of RF-2 zoning. It is 13 stories tall (within the RF-2 allowable). There are no buildings of more than four stories within several hundred feet in every direction of the proposed project. The building is less than 35% of the site above 4 stories. The river is visible and accessible on both sides and in front of the proposed building (except where the view is already blocked by trees). And the City is still able to get the economic development benefits of the river. This is the kind of location and combination of benefits for which the RF-2 classification was intended - a win / win for the City.

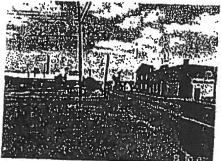
"Make certain that we don't dream it forever, but do it today."

> - Mayor L. Douglas Wilder, Work-in-Progress Presentation

## **PROJECT DETAILS**

| Project Area: | 2,176 acres             |
|---------------|-------------------------|
| Client:       | City of Richmond        |
|               | Venture Richmond        |
| Year Adopted: | 2008                    |
| Website:      | www.cl.richmond.va.us/  |
|               | forms/DowntownPlan.aspx |

For more information, visit doverkohl.com.



Existing view of Hull Street in Manchester, one of Richmond's historic industrial districts,

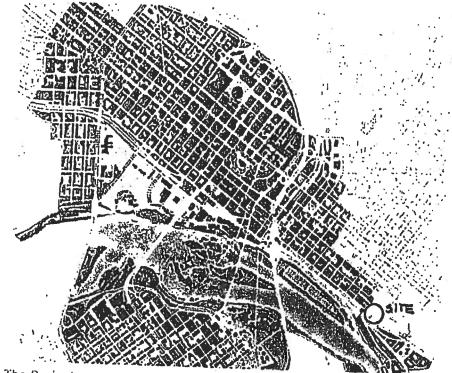


Photo-realistic view of Hull Street after Plan Implementation, including streetscape improvements, private Investment, and public transportation.



Empty lots and parking lots are fitted in with buildings making the downtown feel more complete.

# Downtown Master Plan Richmond, VA



#### The Project

Downtown Richmond is shaped by countless forces that have produced an extraordinarily historic, physically stunning city. However, much of the recent development activity has occurred in the outlying counties and suburbs, draining capital away from the heart of the city. The City of Richmond hired Dover, Kohl & Partners to create a plan to recapture development potential and channel it into the historic center, thus legitimating its title as "Virginia's Downtown." Dover-Kohl teamed with Hall Planning and Engineering, Rhodeside & Harwell, Urban Advantage, ZHA, Inc, and Zimmerman/Volk Associates to create the Plan.

### The Process

Over 800 citizens and stakeholders joined Dover-Kohl and a team of experts in discussing housing, transportation planning, parks, and economic development in a seven-day charrette. The resulting Master Plan reflects the range of community brainstorming and design input, which will ultimately guide growth and ensure quality development.

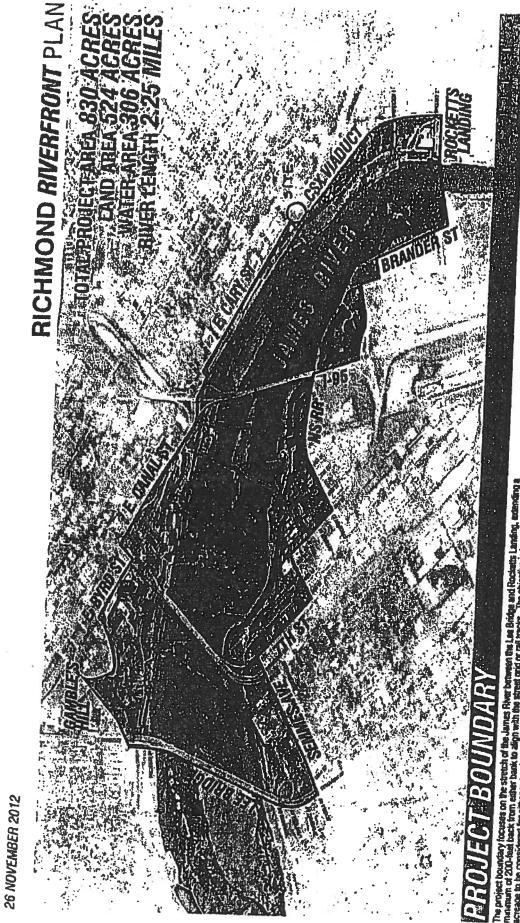
#### Plan Principles

The Master Plan is both a physical plan to guide appropriate development and a policy document to serve as a blueprint for action. Guiding principles include preserving the traditional city; providing greater connections to the James River; encouraging appropriate urban architecture; making a 'greener' Downtown; and promoting the city's historic past. Additionally, the Plan outlines numerous incremental capital improvements such as converting one-way streets to two-way travel, planting and maintaining street trees, improving pedestrian/cyclist facilities and preparing a preliminary design for a streetcar system.

#### Stants

The Master Plan was unanimously approved by the City Council in October 2008. In March 2009, the Plan was awarded the Outstanding Plan Award from the American Planning Association, Virginia Chapter.

DENER, KOHL & PARTNERS



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SECTION 1: INTRODUCTION

PAGE 7

Rocketts View SCP LP 1552 East Main Street Richmond, VA 23219

September 12, 2013

Mr. Mathew J. Ebinger Senior Planner Department of Planning and Review City of Richmond 900 East Broad Street Richmond, VA 23219

Re: James at River Bend

Dear Mr. Ebinger:

Thank you for your letter in response to my June 6, 2013 application for a Special Use Permit for the above referenced project. Attached are revisions to our plans. These revised plans respond to the comments in your letter and our discussions in subsequent meetings concerning the project.

)

The design we are proposing has been developed specifically as a response to the unique nature of this Subject Site. The bluff-like topography at the eastern terminus of Cary Street has effectively forced a termination of the downtown city character that ends quite abruptly at Pear St. This provides an important historic and visually insight into Richmond's early growth. The proposed building intentionally sits back into a carefully considered landscape configuration that perpetuates the habitats characteristic of this zone that sits between the flood plain of the river and the Libby Terrace. The building takes its cues from the existing topography of the site, stepping up in shifts from Pear St to reinforce the original bluff form. At ground level the landscape elements dominate, and the building is envisaged as a series of outcrops additional 'outcrops' for further landscape opportunities with tree plantings and vines. Cues are also taken from the dominant sense of multiple building block heights and roof penthouses and mechanical structures along Tobacco Row that create a striated horizon line.

The two closest structures, the Lucky Strike Building and Power Plant have strong vertical brick and window elements with strong horizontal concrete lintels. Above the 9<sup>th</sup> floor the Building façade recesses back from the Pear and Main Street some 40 plus feet reflecting the visual height of the Luck Strike Building. Strong vertical bands of masonry broken only by the horizontal concrete balcony slabs mimic the massing and articulation of the adjacent buildings. Above the 9<sup>th</sup> floor a 4½-story penthouse reflects the mechanical penthouses, water towers and roof top structures common through history of the area.

The Pear Street façade recesses toward the entry drive at a point approximately in line with the Tobacco Row buildings along the north side of Cary Street. This creates a strong visual continuity of Tobacco Row into the entry drive.

## Downtown Master Plan

In your letter and in subsequent conversations you have made several points to which we have attempted to respond with this submission. Your letter speculates that the subject property may have been inadvertently excluded from the 2008 Downtown Master Plan. I believe it is more likely that the property was intentionally excluded. I say this because Pear Street represents a clear demarcation between a downtown area characterized by a rigid urban street grid and areas to the east where the grid no longer exists. The street grid ends at Pear Street due to the steep cliff-like hillside that begins on the Subject Property. The area beyond Pear Street has an entirely different character from the areas included in the

Your letter also notes that the subject property was included in a 2009 amendment to the Plan. That amendment designated "Character Defining Areas". I think it is likely that the property's inclusion in the amendment was inadvertent, made by someone without properly considering the limits of the original Plan and/or without considering the fact that the urban street grid (a major defining character defining

Even though the property is not included in the Downtown Plan, it is near the area included in the Plan. I agree that the Plan can be used to "inform" planning decisions concerning the Property. But that "informing" must be balanced by the unique qualities of the Site including aspects of the Site that are materially different from adjacent areas included in the Plan.

# Seven Foundations to the Plan:

Your letter notes that there are seven Foundations to the Plan. You state that the project as originally proposed was inconsistent with many of these Foundations. With the changes we have made I believe that assessment should change. Two of the Foundations don't appear to apply to this project: (2) "Traditional City" applies to modes of traffic, transportation, and parking; and (6) "History" applies to history trails, museums, and interpretive sites plus historic textures such as cobblestone streets. So I have not considered these two Foundations further.

With respect to the other five Foundations, I believe that the proposal as revised positively addresses them all:

Variety and Choice: The Project enhances diversity in building types, sizes, and income 1. levels. The Project is owner occupied housing in an area dominated by market rate and lowincome rental units. Variety and choice in housing mix is critically important to the future of our City. The current mix of rentals versus ownership housing is not a healthy one.

Green: The Project promotes public access to and between Libby Hill Park and the 3. Great Shiplock Park (see revised Site Plan) through the use of a new public sidewalk constructed as a part of the project, including street trees in a new sidewalk and a continuous landscaping strip along Pear Street. This connector will traverse a new park-like green space on Main Street and continue to the southern end of the Project Site (interrupted only by two entrance drives). The

planting palette is inspired by the typical landscape of the James River fall zone and is intended to reinforce the specific nature of the site context. The parking deck has been concealed into grade as much as possible to retain the feeling of the existing bluff, and to align with the aspirations of the Downtown Master Plan that calls for underground decks to replace the practice of building decks against street frontage. Additionally, the project will include two rooftop gardens and elements of sustainable storm water design in its construction.

4. River: The project provides a continuous landscaped connection between Libby Hill Park and the Great Shiplock Park and the Capital Trail (see revised Site Plan). This Fundamental is also reflected in the Riverfront Plan where Pear Street is indicated as an important connector to the river. The project now includes the construction of that connector including a new public sidewalk from the landscaped area on Main Street to the southern tip of the Project Site. (See also discussion of View Shed below.)

5. Urban Architecture: The project has windows and primary entrances on the two fronting Streets, Main and Pear. (This aspect of the design has been improved in the most recent submission.) Additionally, the Subject Building is consistent with the historical character of the adjacent Tobacco Row District, having a base building height similar to, though slightly higher, than the adjacent Lucky Strike Building with penthouse levels reflect the massing of mechanical penthouses and water tower projections, which historically rose, high above the Tobacco Row buildings. (See accompanying historic photographs.)

Foundation 5 has sometimes been interpreted to mean that buildings in the downtown area must always be flush with adjacent sidewalks on all property lines. But that interpretation is unnecessarily narrow and, in the case of this Site, is contradictory to Foundation 3. As noted before, this Site is located beyond the urban grid area where buildings typically, but not always, front directly on adjoining streets. But this Site is also located along Pear Street, a street that is designated as an important green connector to the riverfront. It should also be noted that no other structure, which currently fronts on Pear Street is flush with the property lines along Pear Street. Requiring this proposed building be flush with the new sidewalk would be a requirement without sufficient contextual basis and would be contrary to Foundation 3, the Riverfront Plan and the existing character of Pear Street.

7. Mixed Income: The Proposed Project will foster economic diversity. It will be located within one block of several market rate apartment buildings and one low-income building. The adjacent low-income property, in which the owner of this project has an interest, just had its low-income restriction extended for another fifteen years.

#### Mixed Use

Your letter states that zoning designations B-5 and B-6 are zoning designations that accomplish the Subject Property's mixed Use land use designation in the Master Plan. (I assume this refers to the City Wide Master Plan at this point.) These zoning designations limit building heights to five and four storles respectively. However, it is my understanding that subsequent to the adoption of the City Wide Plan two additional designations were added to the Zoning Code: RF-1 and RF-2, the second of which allows buildings 13 stories.

#### View Shed

Your letter notes the importance of maintaining "views of the river by limiting building heights and protecting important view sheds." But the Plan doesn't appear to be specific about the heights to which buildings should be limited. More importantly, a view of the sewage treatment plant visible only in the winter months could hardly be considered an "important view shed". Furthermore, any building of four or more stories will block, or as your letter states "change", the river view from Libby Hill Park, important or not. In fact, a building of any size will change that view. This Site is not in the down stream river view deemed of historic value by the Church Hill Association and the Historic Richmond Foundation. We agree that the down stream view of the James River is an "important view shed" and should be protected. But we believe that to say that the view from Libby Hill Park of this Site is also an important view shed is not correct. If a view of the sewage treatment plant in the winter and trees during other seasons is an important view shed, what view is not? This may be the position of some on Church Hill but it is not a position that the City should support.

# Urban Center Character Area

Your letter states that buildings within the Urban Center Character Area generally are not higher than five stories. At another point, you state that the adjacent buildings are restricted to five stories. However, I believe this is a misreading of the Plan and an incorrect understanding of the character defining features of Tobacco Row. Two examples are given in the Plan to illustrate the Urban Center Character Area: Boulevard and Shockoe Slip. The Plan describes these two areas as "no more than four stories" for Boulevard and "four to six stories" for Shockoe Slip.

Boulevard seems like an odd example of Urban Center Character. The Boulevard area does not appear to even be considered part of the Downtown Plan. The character of the Boulevard is not even particularly "urban" in the sense that other areas that are in the Plan are. But it does offer one interesting example of design that may be applicable. At the end of the Boulevard as you approach the river it turns around the Byrd Park tennis courts and heads south toward the river (it is called Braxton at this point). In the distance is the Carillon, a building wholly out of scale with the Boulevard and everything around it. The Carillon sits at the end of Braxton as an iconic structure terminating the vista. This is not unlike what we propose for the end of Cary Street except that we have made our building reflect the historic evolution of the existing built environment.

I couldn't find anything in the Plan that limits development in the Tobacco Row district to 4, 5 or even 6 stories. Tobacco Row is completely different from the Boulevard or Shockoe Slip. The buildings already in Tobacco Row vary between one and ten stories in height, with many stories being thirteen to fifteen feet high or higher. Tobacco Row is a richly diverse area with vastly different, very large and generally very tall structures. Interspersed within this Urban Center Character Area are very tall industrial components including mechanical penthouses, water towers, and smokestacks which in some cases rise over 240 feet above Cary Street. It simply is not accurate to say that buildings of five or fewer stores characterize Tobacco Row. The area may be predominately zoned B-5, but most structures in the area are non-compliant with the height limitations of B-5.

Your letter further states that the Subject Building as previously submitted failed to "respect the natural character and architecture vocabulary of nearby historic structures" and that it "stands in stark contrast to the adjacent structures." Four important points need to be made: 1) Many buildings in Tobacco Row stand in stark contrast with the buildings next door; 2) the Subject Site was never a part of the Tobacco Row area; 3) this Site is unique, fronting on the eastern terminus of Cary Street (not a continuation of the urban grid found in Tobacco Row); and 4) buildings rising high above adjacent structures at important intersections or as backdrops to important vistas is not unusual in Richmond's historic neighborhoods. The material character and architectural vocabulary of the Tobacco Row area is not homogenous but rather is quite diverse. Building heights vary greatly as has already been discussed. But also building materials are quite diverse including painted and unpainted brick, concrete, and concrete with brick inserts. It's difficult to characterize the "natural character and architectural vocabulary" of Tobacco Row. It is quite varied. I believe the revised plans submitted with this letter do appropriately respect the vocabulary (diverse though it be) of the neighborhood.

The proposed design does not mimic adjacent structures but rather respects its environment with significant allusions to the built history of the area. The proposed design is also an important architectural statement at the end of Cary Street. Important intersections and important vistas are often graced by buildings significantly taller that their surroundings. The Shenandoah and the Medical Office Building at Monument Avenue's Lee Circle, Stewart Court Apartments at Monuments Avenue's Stewart Circle, the Tuckahoe at the end of Three Chopt, and the Carillon where the Boulevard bend left toward the James River are but a few examples.

Respecting the natural character and architecture vocabulary of an area has not always meant, and need not mean, limiting designs to some hypothetical historic average. Because, if we do that, that is what we get - average design. We need to save room for the exceptional. It is my belief that the eastern end of Cary Street is just such a place. The end of Cary Street doesn't call for just another average building of average height and average appearance. It calls for a bold statement.

#### Conclusion

Your letter makes a number of very important suggestions. We have attempted to respond to each of these in our attached revised drawings. We have also made a number of other adjustments to the design to be more responsive to the issues we have discussed in our recent meetings concerning this project.

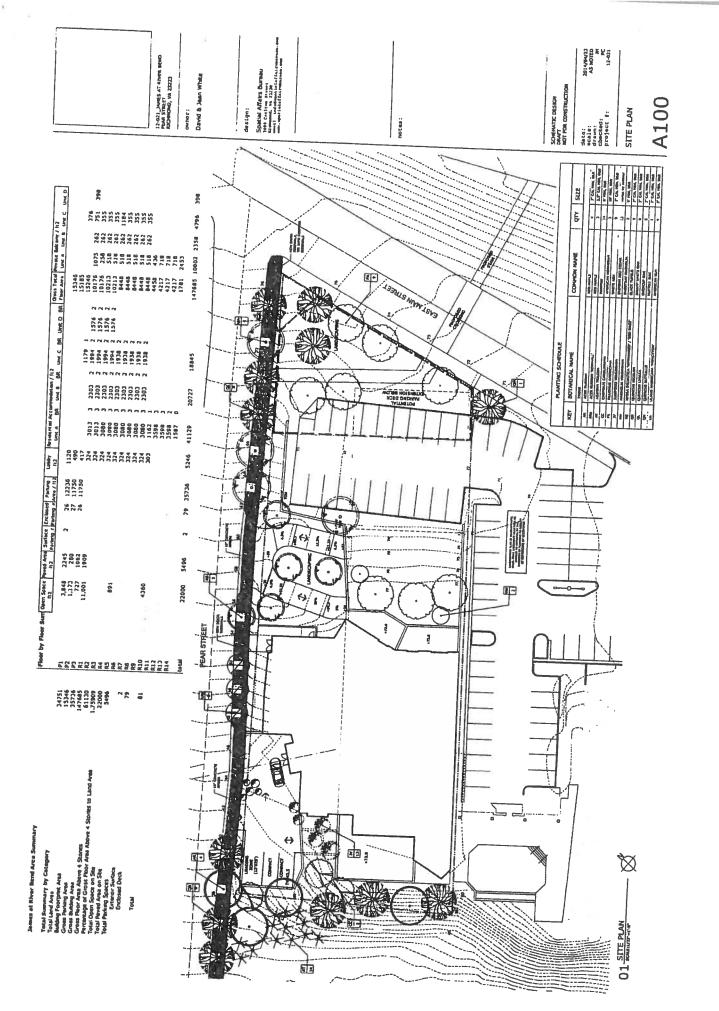
I believe the project as it now is conceived will make an important architectural statement at the terminus of Cary Street, reflecting and respecting the 300-year evolution of this area of the City. We look forward to working with you on the completion of this exciting and important project for the future of our City.

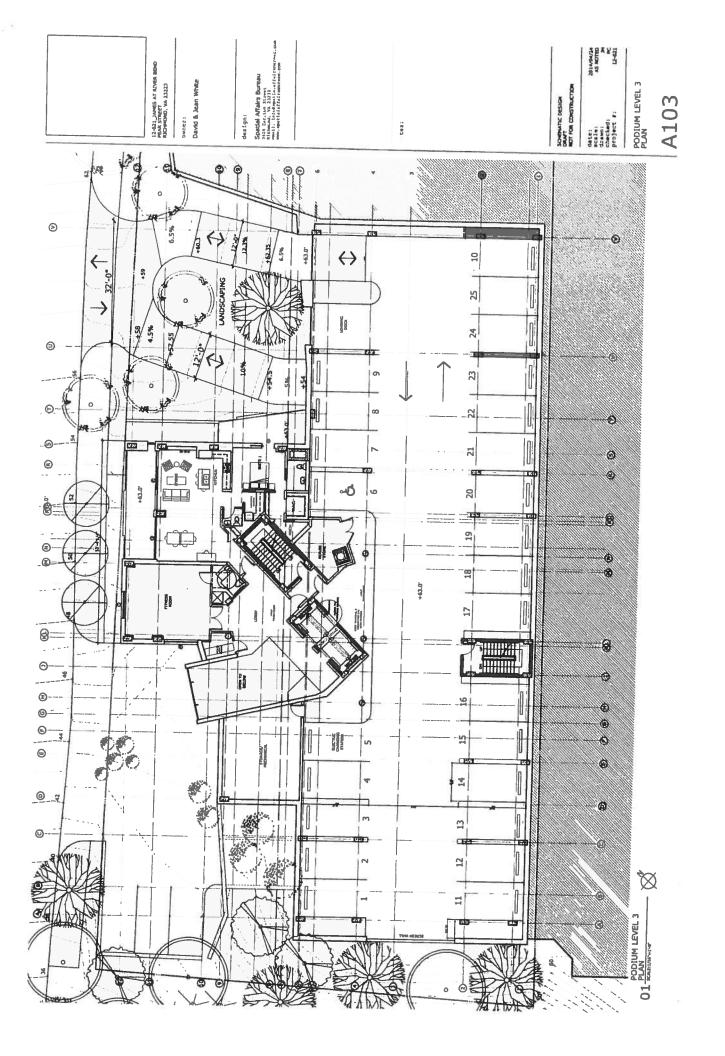
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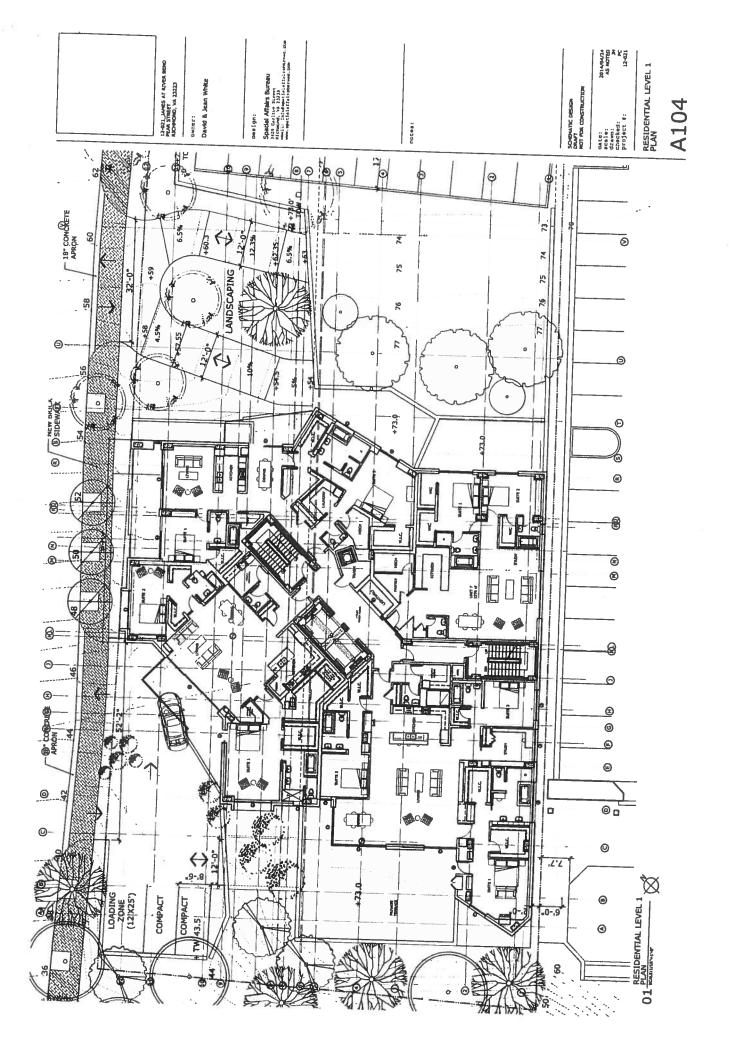
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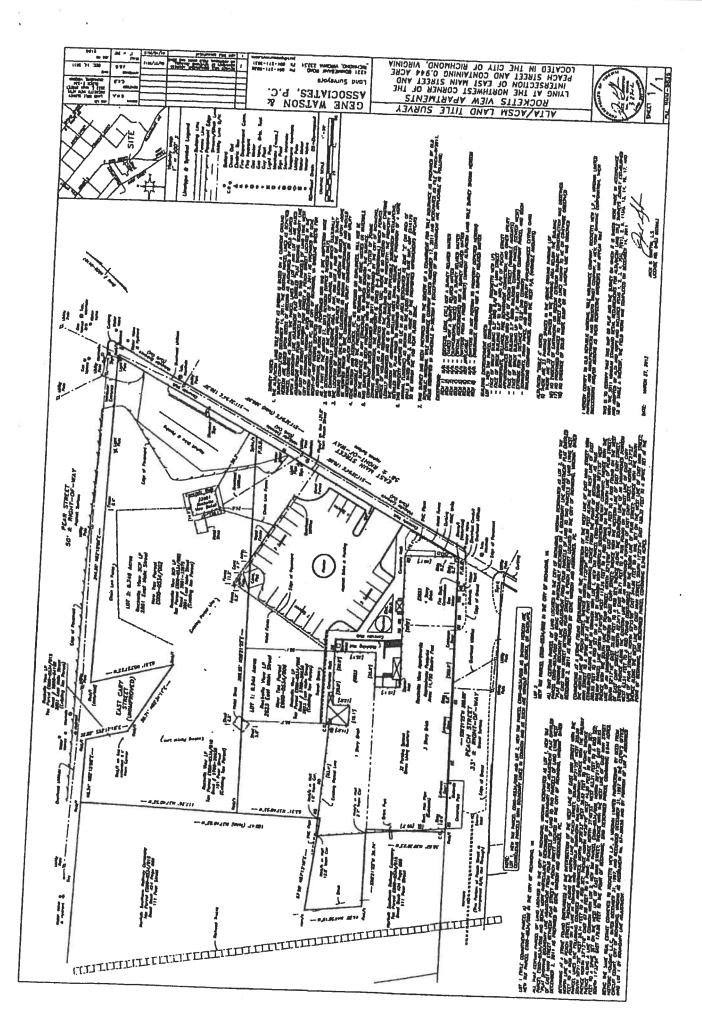
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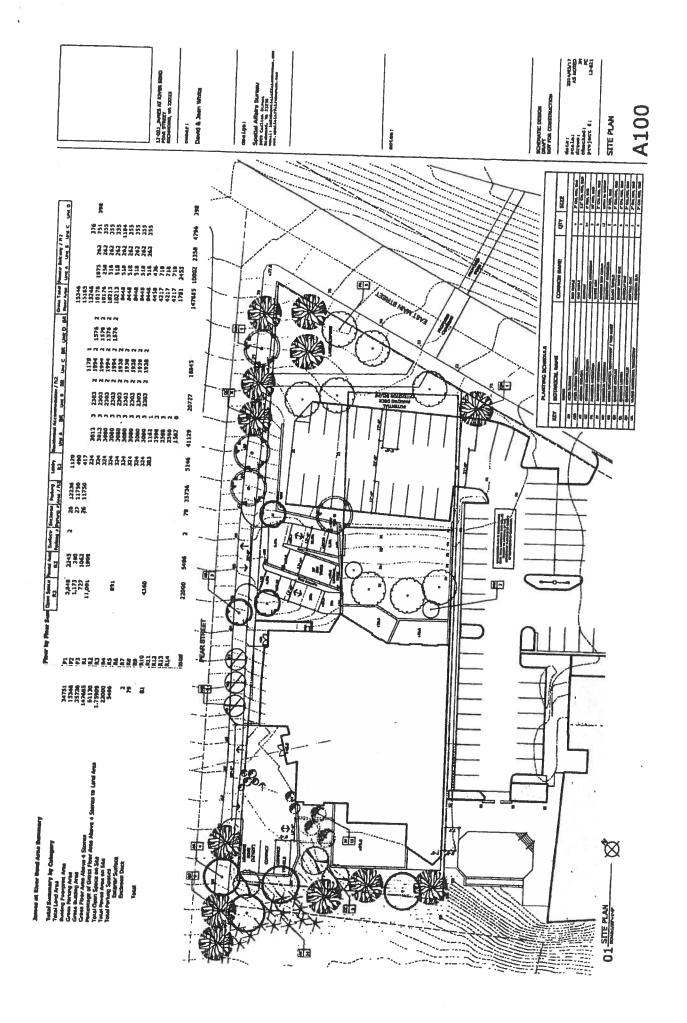
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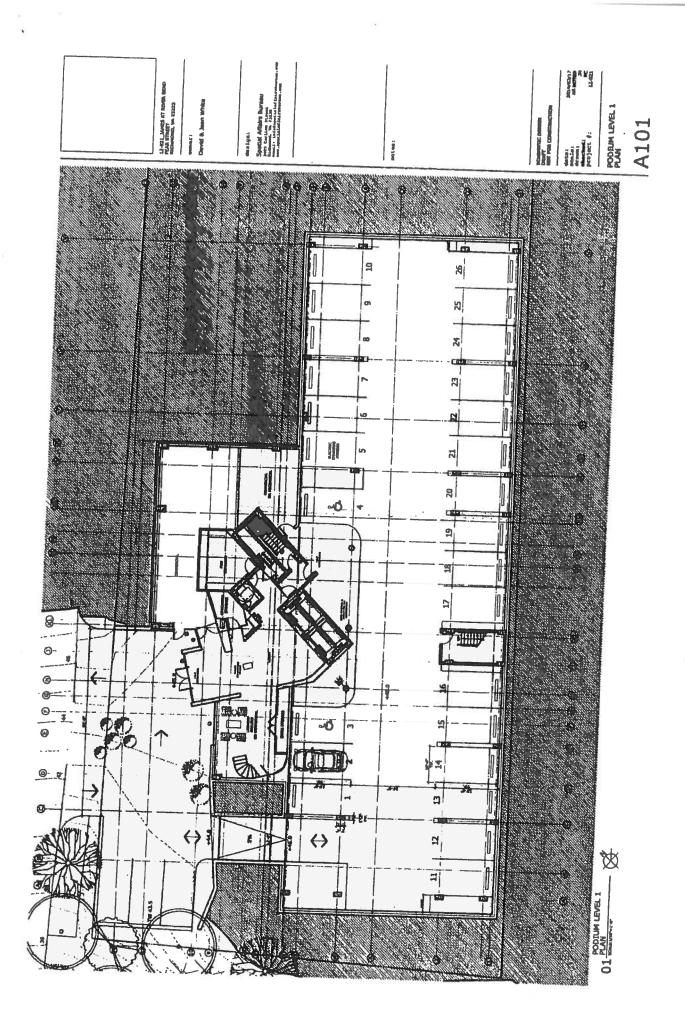


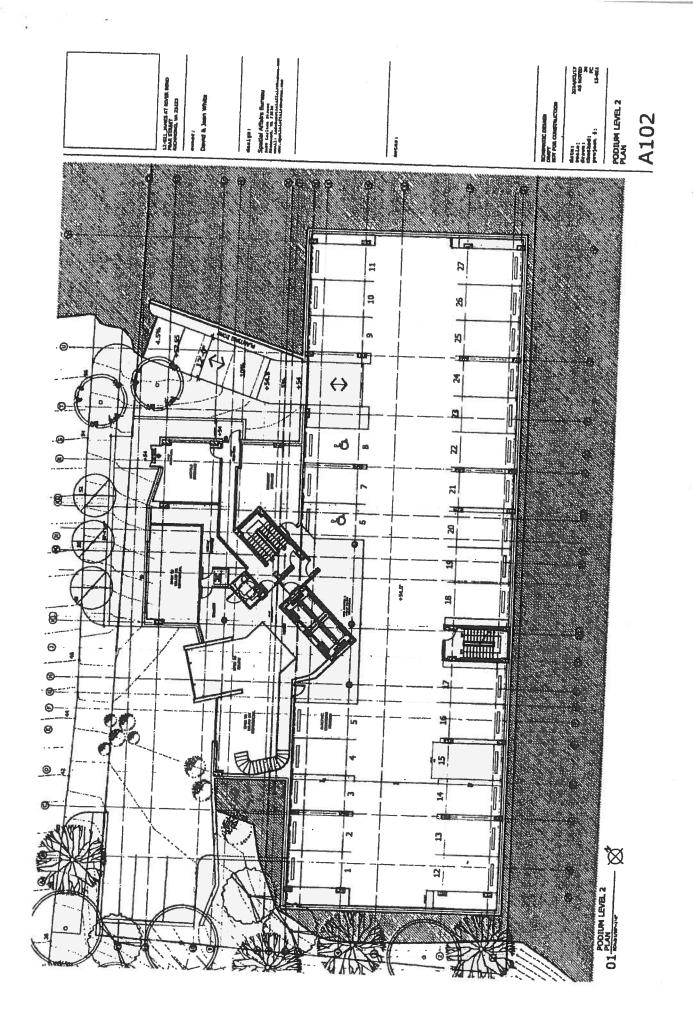


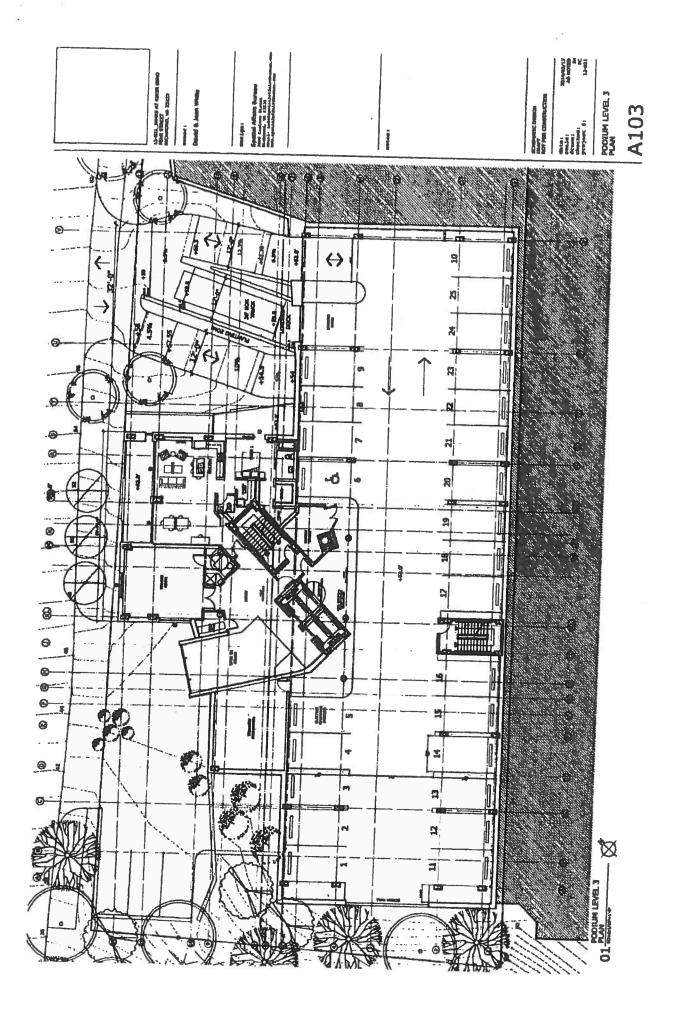


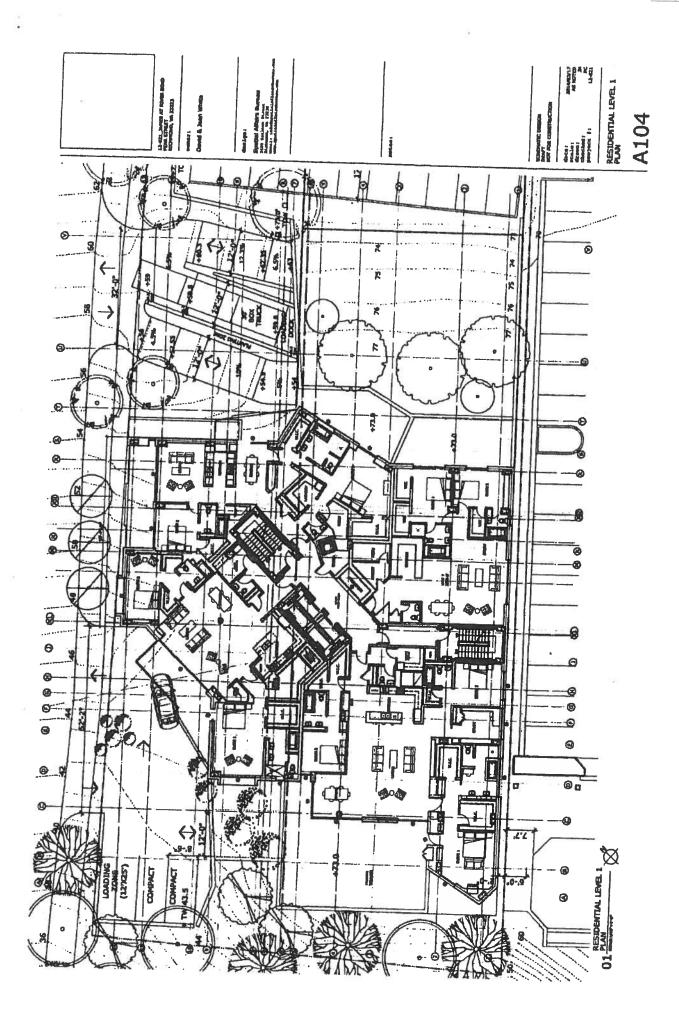


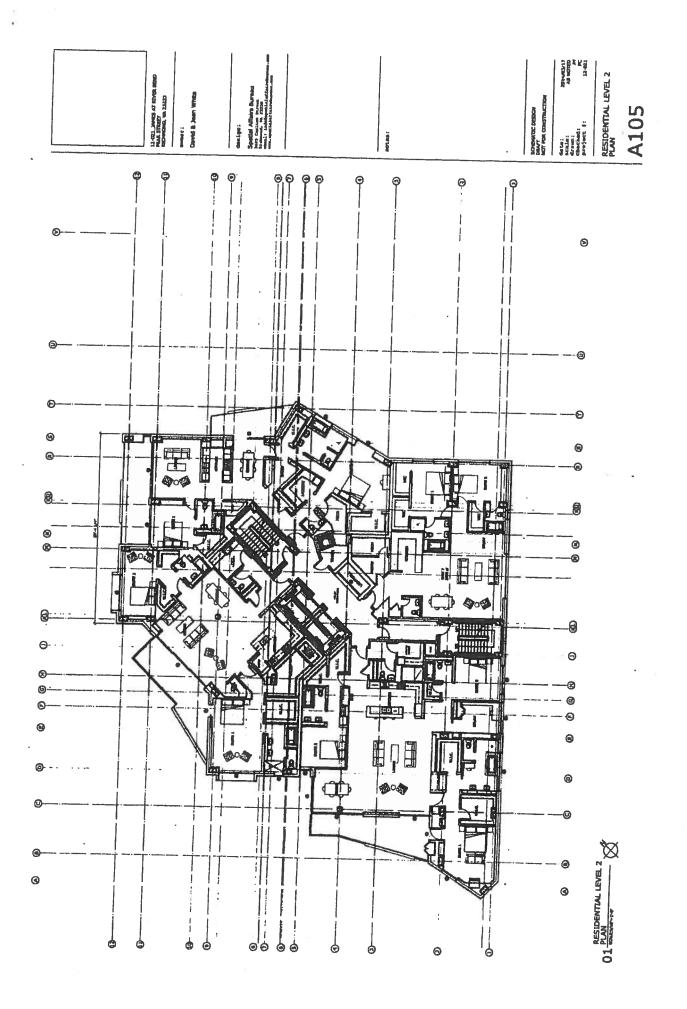


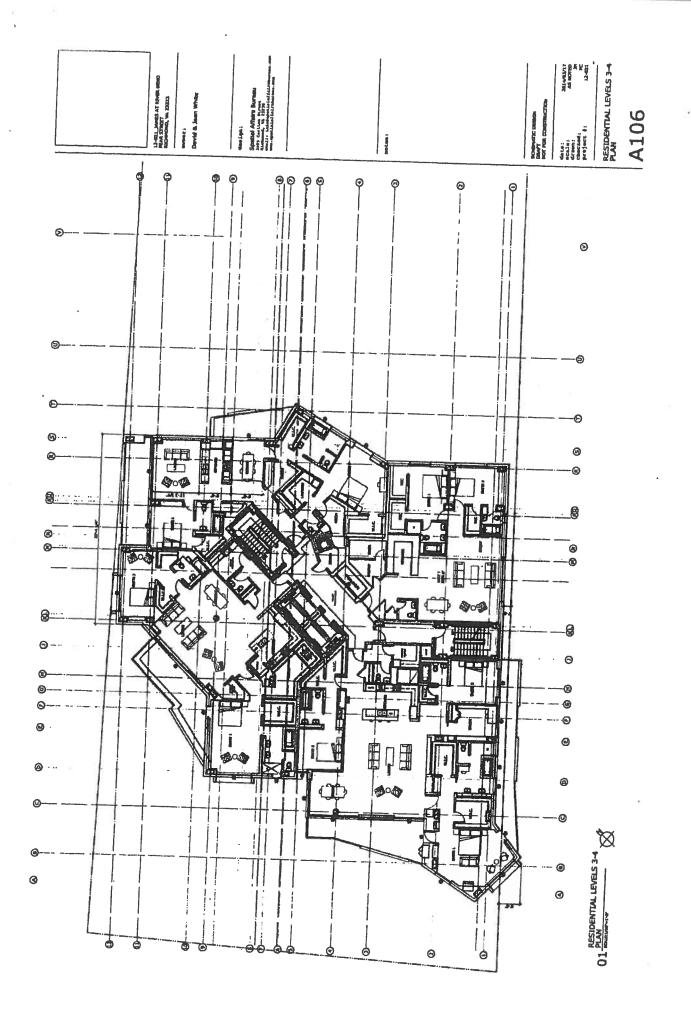


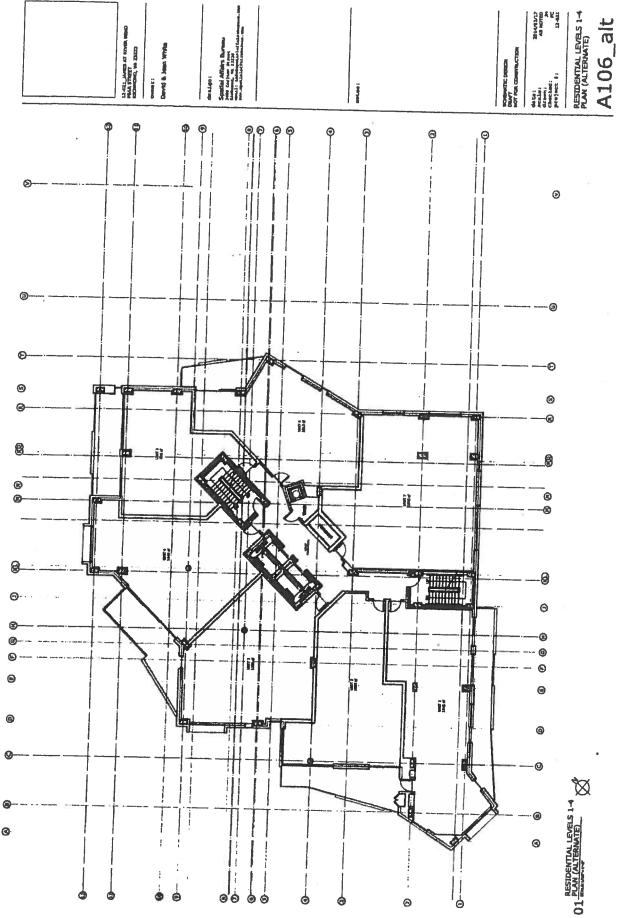


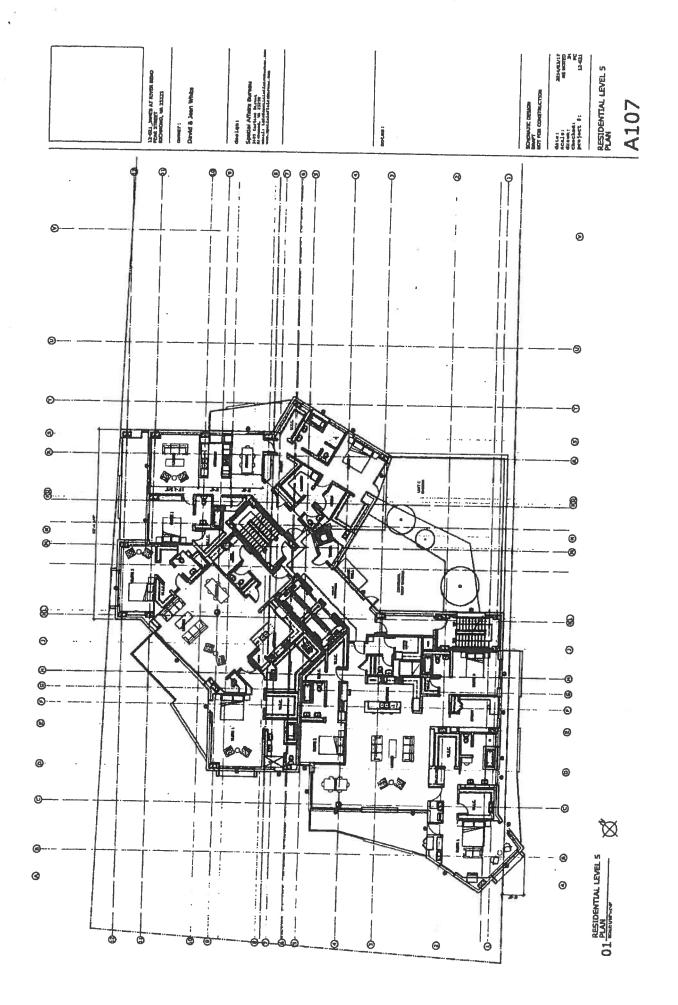




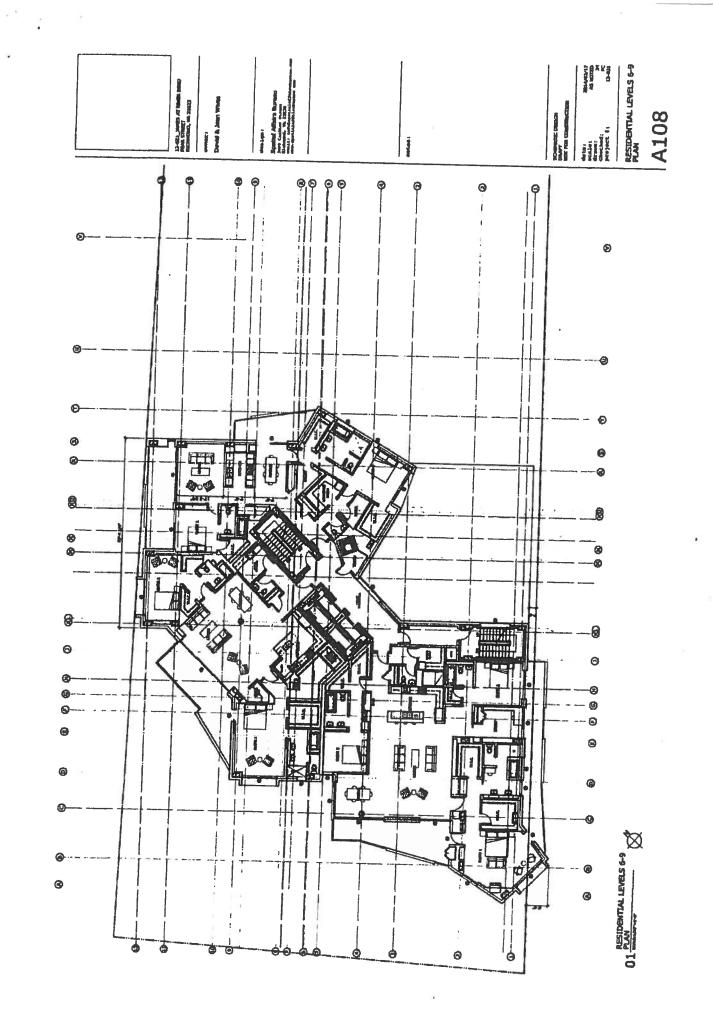


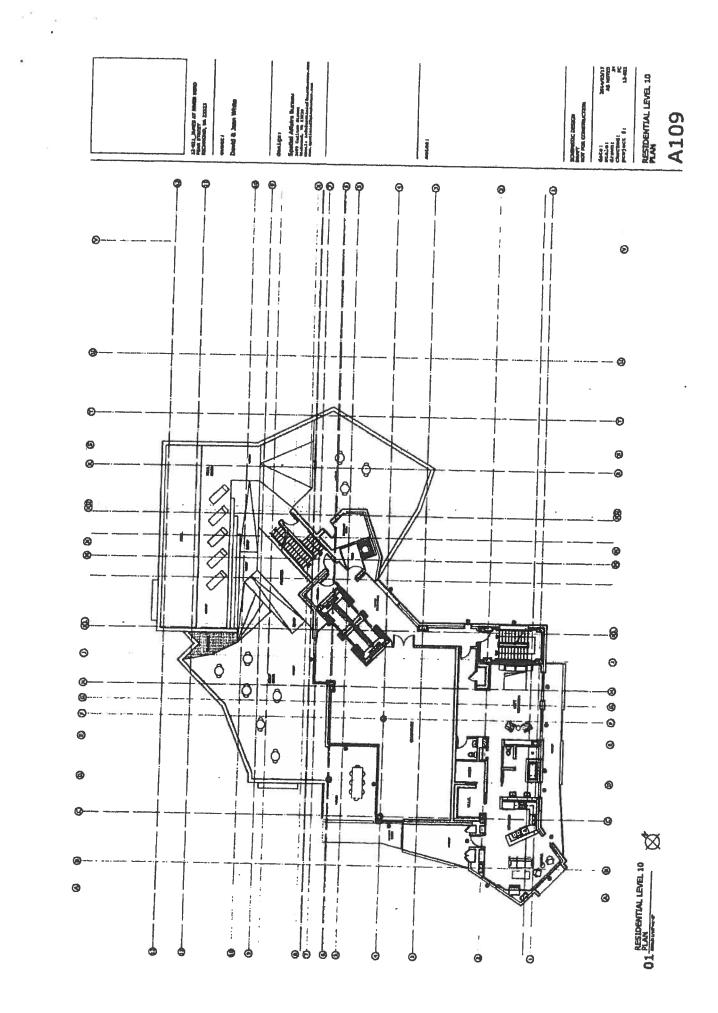


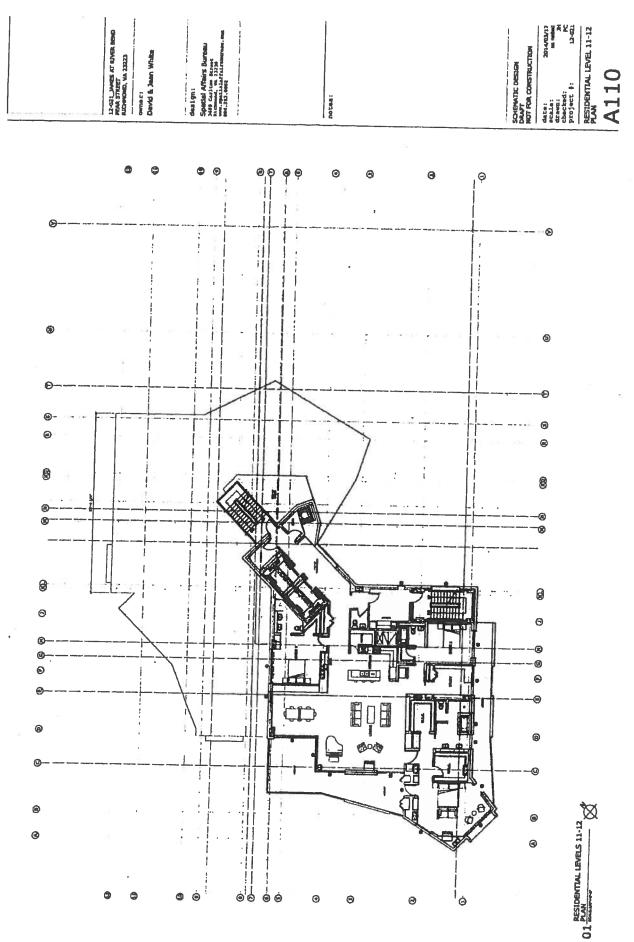


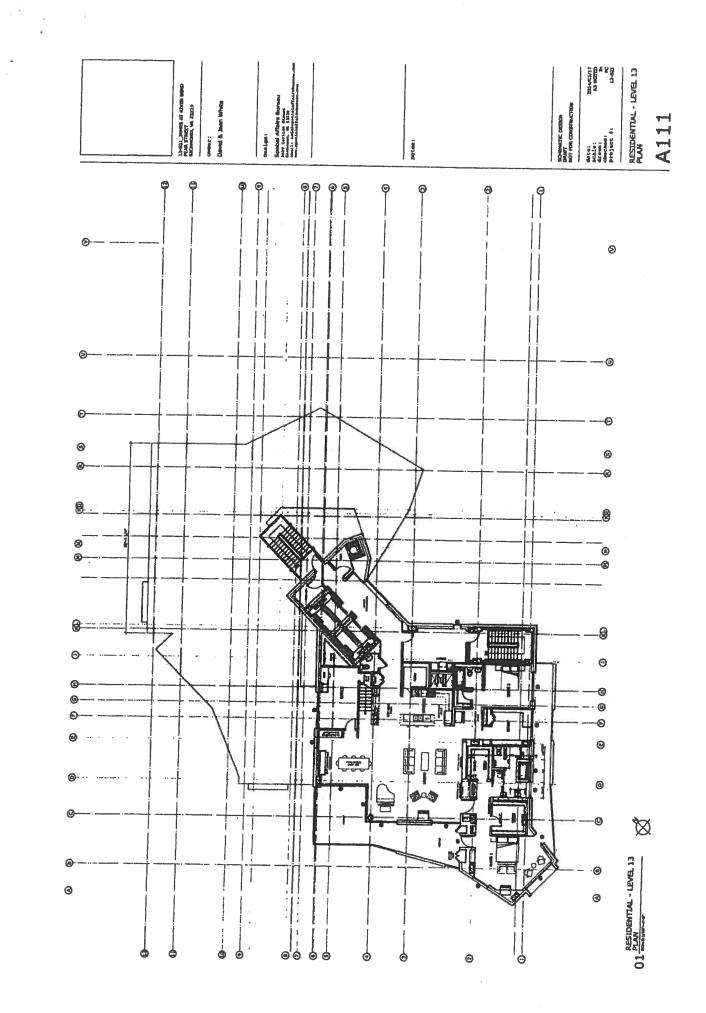


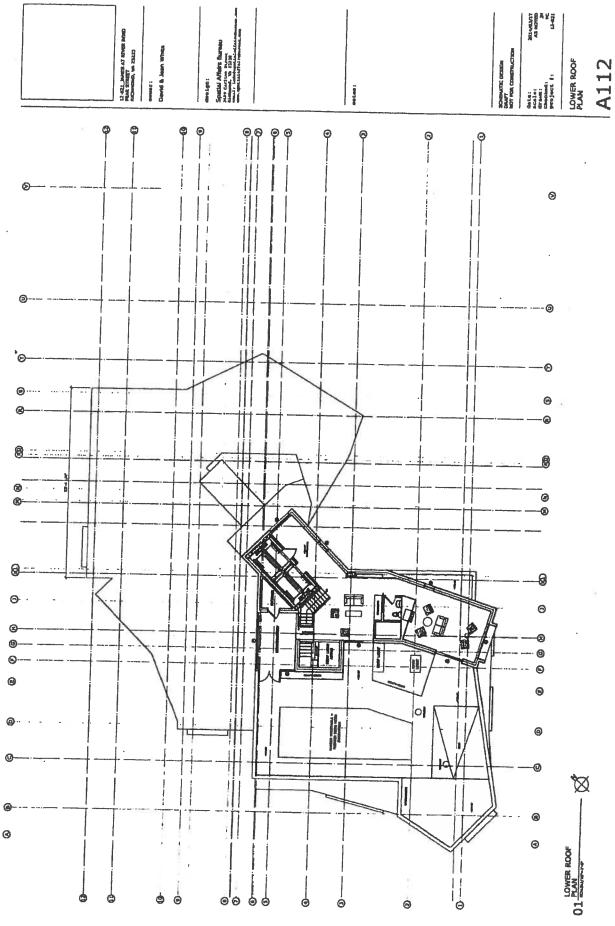
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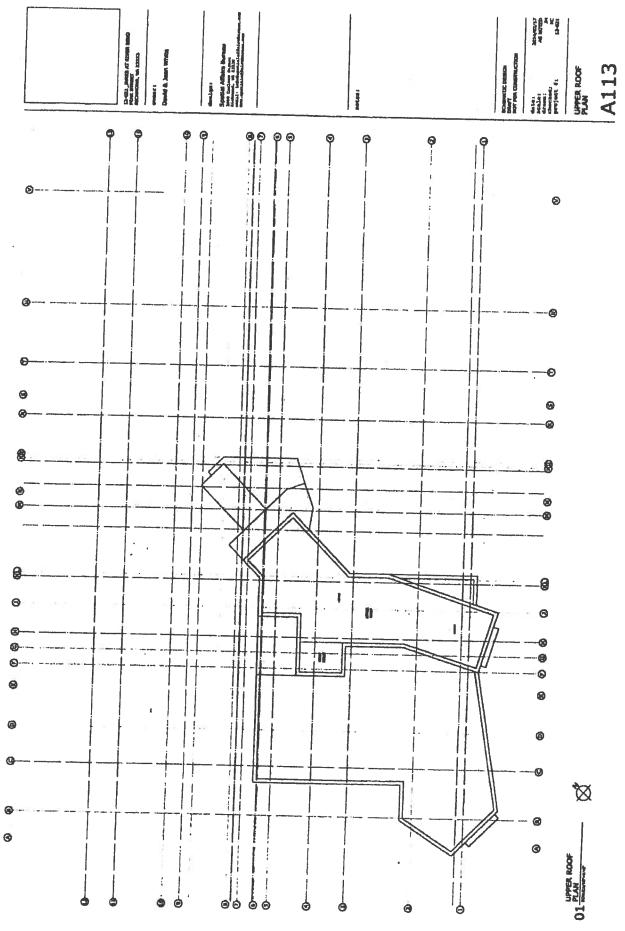








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