

INTRODUCED: April 26, 2021

AN ORDINANCE No. 2021-115

As Amended

To conditionally rezone the properties known as 2 Manchester Road and 4 Manchester Road from the RF-1 Riverfront District to the B-4 Central Business District (Conditional), upon certain terms and conditions.

\_\_\_\_\_  
Patron – Mayor Stoney (By Request)

\_\_\_\_\_  
Approved as to form and legality  
by the City Attorney  
\_\_\_\_\_

PUBLIC HEARING: MAY 24 2021 AT 6 P.M.

THE CITY OF RICHMOND HEREBY ORDAINS:

§ 1. That, as shown on the 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, incorporated into, and made a part of this ordinance, the following properties, with Tax Parcel Numbers as shown in the 2021 records of the City Assessor, are excluded from the RF-1 Riverfront District and shall no longer be subject to the provisions of sections 30-447.1 through 30-447.9 of the Code of the City of Richmond (2020), as amended, and that the same are

AYES:                    9                    NOES:                    0                    ABSTAIN: \_\_\_\_\_

ADOPTED:   JUN 14 2021   REJECTED: \_\_\_\_\_ STRICKEN: \_\_\_\_\_

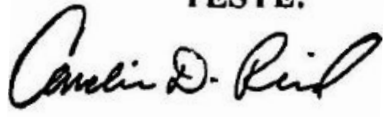
included in the B-4 Central Business District (Conditional) and shall be subject to the provisions of sections 30-440.1 through 30-440.7 and all other applicable provisions of Chapter 30 of the Code of the City of Richmond (2020), as amended:

2 Manchester Road  
4 Manchester Road

Tax Parcel No. S000-0101/006  
Tax Parcel No. S000-0101/005

§ 2. That the rezonings set forth in section 1 of this ordinance shall be conditioned upon the compliance by the owner or owners with all of the proffered conditions contained in the agreement entitled “Proffer Statement, Ordinance No. [~~2021—~~] 2021-115,” and [~~undated~~] dated June 2, 2021, a copy of which is attached to, incorporated into, and made a part of this ordinance. These conditions, having been proffered by the owner or owners and accepted by the City, shall continue in full force and effect until a subsequent amendment to the City’s zoning ordinance changes the zoning of the parcels rezoned by this ordinance and specifically repeals such conditions.

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

**A 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.2021.587

### O & R Request

**DATE:** March 29, 2021

**EDITION:** 1

**TO:** The Honorable Members of City Council

**THROUGH:** The Honorable Levar M. Stoney, Mayor  
(This is no way reflects a recommendation on behalf of the Mayor.)



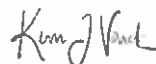
**THROUGH:** J.E. Lincoln Saunders, Acting Chief Administrative Officer



**THROUGH:** Sharon L. Ebert, Deputy Chief Administrative Officer for Economic  
Development and Planning



**FROM:** Kevin J. Vonck, Acting Director, Department of Planning and  
Development Review



**RE:** To conditionally rezone the properties known as 2 Manchester Road and 4 Manchester Road,  
from the RF-1 Riverfront District to the B-4 Central Business District (conditional), upon  
certain proffered conditions.

**ORD. OR RES. No.** \_\_\_\_

**PURPOSE:** To conditionally rezone the properties known as 2 Manchester Road and 4 Manchester Road,  
from the RF-1 Riverfront District to the B-4 Central Business District (conditional), upon certain proffered  
conditions.

**REASON:** The property owner has requested a conditional rezoning to the B-4 Central Business District  
with proffered conditions. This will enable development of the subject property at greater density and  
building height than the current RF-1 District allows.

**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 at its May 17, 2021, meeting.

**BACKGROUND:** The proposed rezoning would cover two contiguous properties consisting of a combined 2.16 acres of land improved with the Southern States silos. The properties are located in the Old Town Manchester Neighborhood, at the intersection of Hull Street and Manchester Road.

The City's Richmond 300 Plan designates the site as Destination Mixed-Use which is described 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."

The development style shall be "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. Mobility: 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." (p. 64)

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

The properties are also located within the vicinity of the Manchester National/Regional Node.

The properties are currently located in the RF-1 Riverfront District. Properties to the north, east and west are also located in the RF-1 District. Properties to the south are in the M-2 Heavy Industrial District and B-4 District. A mix of vacant, industrial, commercial, and residential sites are present in the vicinity of the subject property.

**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:** \$1,700 application fee

**DESIRED EFFECTIVE DATE:** Upon Adoption

**REQUESTED INTRODUCTION DATE:** April 26, 2021

**CITY COUNCIL PUBLIC HEARING DATE:** May 24, 2021

**REQUESTED AGENDA:** Consent

**RECOMMENDED COUNCIL COMMITTEE:** None

**CONSIDERATION BY OTHER GOVERNMENTAL ENTITIES:** City Planning Commission,  
May 17, 2021

**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:** Application Form, Applicant's Report, Draft Ordinance, Proffer Statement,  
Survey, Map

**STAFF:** Jonathan Brown, Senior Planner, Land Use Administration (Room 511) 646-5734

## PROFFER STATEMENT

### Ordinance No. 2021-115

The undersigned, Riverfront Silos, LLC, a Virginia limited liability company (“Owner”), as owner of parcels designated by the City of Richmond, Virginia (the “City”) as Tax Parcel Nos. S0000101006 and S0000101005 (the “Property”), voluntarily agrees for itself, its agents, personal representatives, successors and assigns that in the event the Property is rezoned to B-4 Central Business District then the use of the subject Property shall be in substantial conformance with the following conditions. In the event the above-referenced rezoning is not granted by City Council as applied for by the undersigned, then these proffers shall be withdrawn and are null and void.

1. POD Design Criteria. In addition to the criteria by which all plans of development are evaluated, plan(s) of development for the Property shall be in line with the following form elements:

a. *Hold the corner.* Spaces at the intersection of Manchester Road and Hull Street shall have active ground floors that promote pedestrian interest and engagement.

b. *Entrances face the street.* Main entrances to businesses and residences shall face the street to facilitate pedestrian activity.

c. *Transparency.* Façade fenestration shall be visible from the street. This is especially important on the ground floor, where fenestration should occupy a higher percentage of the building face.

d. *Façade articulation.* Long, monolithic non-glass façades shall be broken up and made more human-scale by varying the streetwall plane, colors, and materials.

e. *Screened parking/services.* Attractive landscaping shall extend to the sidewalk to help maintain a streetwall and mitigate the disruption caused by surface parking lots and utilitarian services.

2. Road Improvements. To provide for adequate access to the Property at the time of development, the Owner shall be responsible for certain road improvements (the “Road Improvements”). If any of the Road Improvements are provided by others, as determined by the City’s Department of Public Works (“DPW”), then such specified Road Improvements shall no longer be required of the Owner. The Property shall not be eligible for a final certificate of occupancy prior to completion by the Owner and acceptance by the City of the following Road Improvements, to the extent deemed warranted by DPW at the time of plan of development review:

A. Construction of intersection control (i.e. traffic signal or roundabout) at the intersection of Manchester Road and Hull Street, if requested by DPW. The obligation of the Owner to construct intersection control shall expire upon the issuance of the final occupancy permit for the Property.

B. Construction of Decatur Street in conformance with the City’s Right-of-Way Design and Construction Standards Manual established pursuant to City Code Sec. 24-2, with

modifications approved by DPW, as a two-lane undivided road section plus standard pedestrian accommodations from the E. 1st Street intersection to the Manchester Road intersection, including a bridge crossing over Manchester Canal, to specifications approved by DPW and the City's Department of Public Utilities ("DPU").

C. (i) Construction, in conformance with the City's Right-of-Way Design and Construction Standards Manual established pursuant to City Code Sec. 24-2, and to specifications approved by DPW and any applicable requirements of DPU, and subject to modifications approved by DPW, of improvements to that length of Manchester Road contiguous with the Property sufficient to create a two-lane undivided road section plus standard pedestrian accommodations (the "Manchester Road Improvements"); and (ii) Dedication to the City, free and unrestricted, as additional public right-of-way (or easements), of a portion of the Property to widen Manchester Road as necessary to complete the Manchester Road Improvements, provided that the portion of the Property to be dedicated pursuant to this subsection shall not exceed twelve (12) feet in width (as measured from the existing northern boundary of Manchester Road).

D. Dedication to the City, free and unrestricted, as additional right-of-way (or easements), of any real property required to complete the Road Improvements described in Subsections (2)(A) and (2)(B) above. In the event that any such real property is not owned by Owner (an "Off-Site Right-of-Way"), the Owner may request, in writing, that City acquire such real property as right-of-way for public road improvement. All reasonable costs associated with the acquisition of Off-Site Right-of-Way(s) shall be borne by the Owner other than costs associated with acquisition of Off-Site Right-of-Way for a roundabout as referenced in Subsection (2)(A) above, if deemed necessary by the Department of Public Works, which shall be acquired at the City's sole cost.

3. These proffers are in addition to any applicable City laws, policies, and requirements and in no way alter or abrogate such laws, polices, and requirements.

*[Signature page follows]*

Executed this 2nd day of June, 2021.

RIVERFRONT SILOS, LLC,  
a Virginia limited liability company

A handwritten signature in blue ink, appearing to read "T. Preston Lloyd, Jr.", written in a cursive style.

By:

T. Preston Lloyd, Jr., Acting Under Special  
Land Use Power of Attorney

44829106\_7





Application for **REZONING/CONDITIONAL REZONING**

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/>

**Project Name/Location**

Property Address: 2-4 Manchester Road Date: June 30, 2020  
Tax Map #: See applicant's report Fee: \$1,700.00  
Total area of affected site in acres: 2.16

(See **page 6** for fee schedule, please make check payable to the "City of Richmond")

**Zoning**

Current Zoning: RF-1

Existing Use: Vacant grain silo

**Proposed Zoning/Conditional Zoning**

(Please include a detailed description of the proposed use and proffers in the required applicant's report)

B-4 Central Business District  
Existing Use: \_\_\_\_\_

Is this property subject to any previous land use cases?

Yes

No

If Yes, please list the Ordinance Number: \_\_\_\_\_

**Applicant/Contact Person:** T. Preston Lloyd, Jr., Esq., as attorney-in-fact for Riverfront Silos II, LLC

Company: Williams Mullen

Mailing Address: 200 S. 10th Street, Suite 1600

City: Richmond State: VA Zip Code: 23219

Telephone: (804) 420-6615 Fax: ( )

Email: plloyd@williamsmullen.com

**Property Owner:** Riverfront Silos, LLC

If Business Entity, name and title of authorized signer: See enclosed Special Power of Attorney

(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: 5310 Markel Rd., Suite 203

City: Richmond State: VA Zip Code: 23230

Telephone: ( ) Fax: ( )

Email: \_\_\_\_\_

**Property Owner Signature:** T. Preston Lloyd Jr. acting under Special Power of Attorney

The names, addresses, telephone numbers and signatures of all owners of the property are required. Please attach additional 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

June 30, 2020

## VIA E-MAIL

City of Richmond Department of Planning and Development Review  
Land Use Administration Division  
Attn. Matthew Ebinger, Secretary, Planning Commission

### **Re. Conditional Rezoning of 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 Exhibit A (collectively, the "Application") for the conditional rezoning of certain property owned by Riverfront Silos LLC pursuant to Section 30-1170.1 *et seq.* of the Code of the City (the "Code") to B-4 Central Business District. This letter will serve as the Applicant's Report.

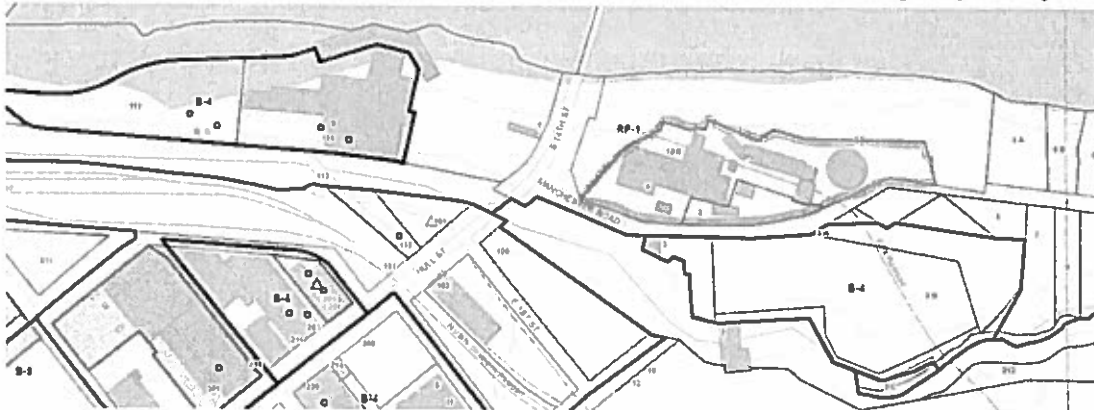
### Property

The subject property, presently owned by Riverfront Silos, LLC, is 2.16 acres, more or less, located on the south bank of the James River along Manchester Road 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	RF-1
4 Manchester Road	S0000101005	1.87	RF-1

### Current Use & Zoning District Regulation

The Property, designated as RF-1 Riverfront District on the Zoning Map of the City, is currently comprised of vacant grain silos and ancillary structures formerly occupied by Southern States. 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 excerpt below.



### **Proposed Use & Conditional Rezoning**

The Applicant proposes the redevelopment of the Property as a mixed-use project, comprised of a mix that may include multi-family residential, office, and hotel over a podium of structured parking and street-front retail uses. This Application requests the rezoning of the Property from RF-1 Riverfront, which limits building heights to a maximum of six (6) stories, to B-4 Central Business District, which allows for greater building heights and density on these underutilized parcels. This density and mix of uses will complement the current reinvestment occurring along Hull Street in the vicinity, consistent with the well-established urban character of the downtown and Historic Manchester neighborhoods.

Beyond the otherwise applicable district regulations and supplementary regulations set forth in Chapter 30 of the Code of the City, the Applicant voluntarily proffers additional conditions concerning the use of the Property. These include the following:

1. A maximum building height of twenty (20) stories;
2. Pedestrian improvements to be installed by the Applicant at its sole cost, the location and extent of which shall be general conformance with the Riverfront Master Plan; and
3. Prior to issuance of a certificate of occupancy for residential units, the Applicant shall provide secondary access to the Property (“Secondary Access”) via one of the following, as elected by the Applicant in its sole discretion, (a) improvements for emergency access via Manchester Road to Maury Street in the vicinity of its connection with Brander Street, or (b) vehicular access improvements constructed in the form of a bridge crossing of Walker’s Creek to the south of the Property and connection with the unimproved public right-of-way at the northern terminus of Decatur Street.

### **Conformance with Master Plan**

The Property is located within the portion of the City that is subject to the Downtown Plan, as adopted by City Council in October of 2008 (the “Downtown Plan”). As a component of the Richmond Master Plan, the Downtown Plan, adopted by City Council in 2001, “sets the policy direction for development in the city.”<sup>1</sup> The Downtown Plan recommends the development of the Property consistent with the Urban Center Character Area. This Character Area calls for higher density, mixed-use development, typically arranged on a fine-grained street network, with wide sidewalks, regular tree planting, and minimal building setbacks.

Specifically addressing Manchester, the Downtown Plan provides as follows: “Manchester will benefit from new construction and the infill of its many vacant properties. Such infill will introduce new energy to the district by increasing the resident population, repairing the streetscape, and enhancing safety by providing ‘eyes on the street’.”<sup>2</sup>

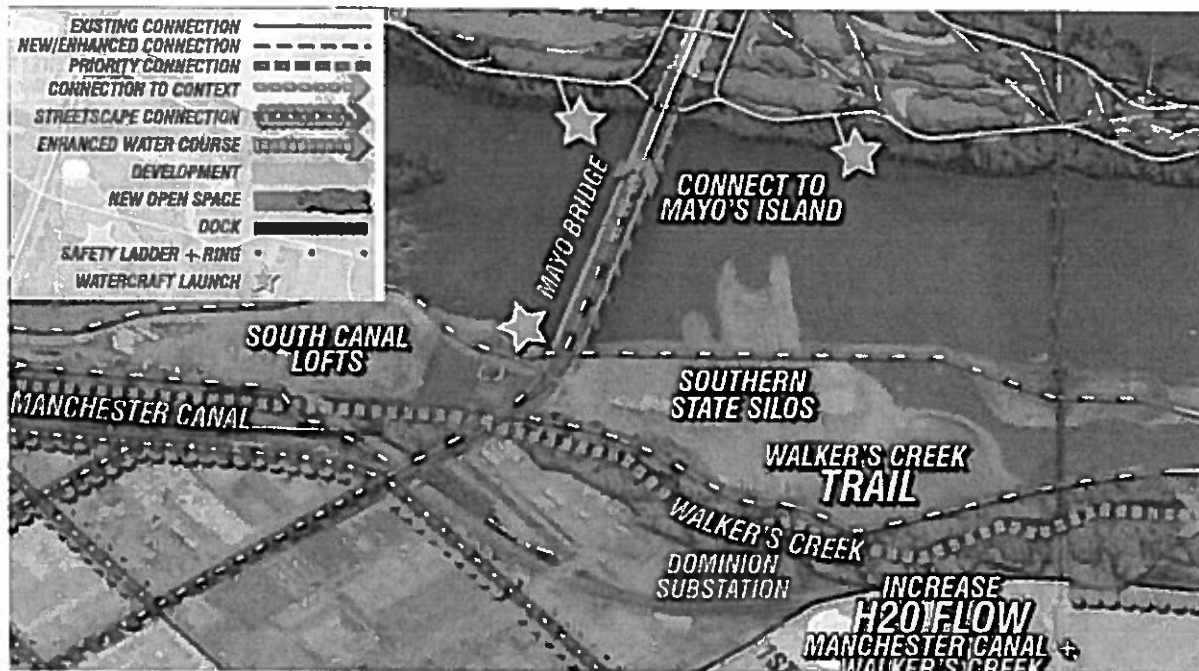
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<sup>1</sup> Downtown Plan p. 1.2.

<sup>2</sup> Downtown Plan p. 4.33.

In referencing the James River, the Downtown Plan salutes the central role of “Richmond’s great, wet Central Park and further recommends that development “[a]llow residents and visitors to fully enjoy this unique natural feature by creating a series of clear connections to the riverfront.”<sup>3</sup>

This commitment was expanded by 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 activity 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.”<sup>4</sup>

The Application’s proposed rezoning to B-4 Central Business District will facilitate the density and mix of uses contemplated by each of the Downtown Plan and Riverfront Plan.

<sup>3</sup> Downtown Plan, p. 3.14.

<sup>4</sup> Riverfront Plan, p. 11.

**Conclusion**

The proposed rezoning would further catalyze the significant growth and revitalization of Historic Manchester, which is presently undergoing significant reinvestment and development after decades of decline. The proposed higher density mix of commercial and residential uses advances the land use policy priorities of City Council evidenced in the Downtown Plan and Riverfront Plan. These proposed uses are consistent with the character of the surrounding properties and will conserve the value of land, buildings and structures, while encouraging the most appropriate use of the subject Property, as required by Section 17.12 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 6<sup>th</sup> District (via email)  
Sharon Ebert, Deputy CAO for Community and Economic Development (via email)  
Mark A. Olinger, Director, Department of Planning and Development Review (via email)

Enclosures



## PROFFER STATEMENT

Ordinance No. 2021-\_\_\_\_\_

The undersigned, Riverfront Silos, LLC, a Virginia limited liability company (“Owner”), as owner of parcels designated by the City of Richmond, Virginia (the “City”) as Tax Parcel Nos. S0000101006 and S0000101005 (the “Property”), voluntarily agrees for itself, its agents, personal representatives, successors and assigns that in the event the Property is rezoned to B-4 Central Business District then the use of the subject Property shall be in substantial conformance with the following conditions. In the event the above-referenced rezoning is not granted by City Council as applied for by the undersigned, then these proffers shall be withdrawn and are null and void.

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e. *Screened parking/services.* Attractive landscaping shall extend to the sidewalk to help maintain a streetwall and mitigate the disruption caused by surface parking lots and utilitarian services.

2. Road Improvements. To provide for adequate access to the Property at the time of development, the Owner shall be responsible for certain road improvements (the “Road Improvements”). If any of the Road Improvements are provided by others, as determined by the Department of Public Works, then the specified Road Improvements shall no longer be required by the Owner. No final certificate of occupancy shall be issued for the Property prior to completion by the Owner and acceptance by the City of the following Road Improvements, to the extent deemed warranted by the Department of Public Works at the time of plan of development review:

A. Construction of intersection control (i.e. traffic signal or roundabout) at the intersection of Manchester Road and Hull Street, if warranted. The obligation of the Owner to construct intersection control shall expire upon the issuance of the final occupancy permit for the Property.

B. Construction of Decatur Street in conformance with the Right-of-Way Design and Construction Standards Manual, with modifications approved by the Department of

Public Works, as a two-lane undivided road section to include standard pedestrian accommodations from the E. 1<sup>st</sup> Street intersection to the Manchester Road intersection, including a bridge crossing over Manchester Canal to specifications approved by the Department of Public Works and Department of Public Utilities.

C. Dedication to the City, free and unrestricted, of any additional right-of-way (or easements) required for the Road Improvements. In the event that any such right-of-way is located on property not owned by Owner (an "Off-Site Right-of-Way"), the Owner may request, in writing, that City acquire such right-of-way as a public road improvement. All reasonable costs associated with the acquisition of Off-Site Right-of-Way(s) shall be borne by the Owner other than costs associated with acquisition of Off-Site Right-of-Way for a roundabout, if deemed necessary by the Department of Public Works, which shall be acquired at the City's sole cost. In the event that the City elects not to assist the Owner in acquisition of Off-Site Right-of-Way, the Owner shall be relieved of the obligation to acquire the Off-Site Right-of-Way and shall only be obligated to provide the Road Improvements to the extent they can be constructed within available right-of-way, as determined by the Department of Public Works.

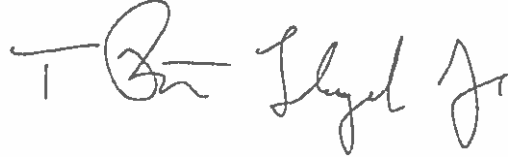
3. These proffers are in addition to any applicable City laws, policies, and requirements and in no way alter or abrogate such laws, polices, and requirements.

*[Signature page follows]*



Executed this 22nd day of April, 2021.

RIVERFRONT SILOS, LLC,  
a Virginia limited liability company

A handwritten signature in black ink, appearing to read "T. Preston Lloyd, Jr.", written over a horizontal line.

By: \_\_\_\_\_  
T. Preston Lloyd, Jr., Acting Under Special  
Land Use Power of Attorney

44829106\_2