



REZ2014-00048

Bickford Senior Living

Staff Report for Board of Supervisors Public Hearing
Amended January 28, 2015

This report is prepared by the Henrico County Planning Staff to provide information to the Planning Commission and the Board of Supervisors to assist them in making a decision on this application. It may also be useful to others interested in this land use matter.

I. PUBLIC HEARINGS:

Planning Commission:	November 13, 2014	Recommended for approval
Board of Supervisors:	December 9, 2014 February 10, 2015	Deferred at applicant's request Pending

II. IDENTIFICATION AND LOCATIONAL INFORMATION:

Requested Zoning:	R-6C General Residence District (Conditional)
Existing Zoning:	R-0C One-Family Residence District (Conditional)
Acreage:	7.58 acres
Proposed Use:	Assisted living facility with memory care
Location:	Southwest line of Ridgefield Green Drive between John Rolfe and Ridgefield Parkways
Magisterial District:	Tuckahoe
Comprehensive Plan Recommendation:	Semi-Public
Parcel Nos.:	737-750-7485
Zoning of Surrounding Properties:	North: R-4C One-Family Residence District (Conditional) South: B-2C Business District (Conditional), R-3AC One-Family Residence District (Conditional), R-3C One-Family Residence District (Conditional) East: R-4C One-Family Residence District (Conditional) West: B-2C Business District (Conditional),

III. SUMMARY OF STAFF REPORT:

The applicant is proposing to rezone 7.58 acres from R-0C One-Family Residence District (Conditional) to R-6C General Residence District (Conditional) to allow an assisted living facility with an associated memory care unit. The property is located along the southwest line of Ridgefield Green Drive between John Rolfe and Ridgefield Parkways.

The applicant has indicated the proposed development would consist of a 60-bed assisted living facility, including 12 memory care units. Proffers submitted as part of this application indicate the proposed facility would be developed with a level of quality consistent with nearby development, and would offer significant amenities for the county's growing aging population. Submitted proffers include a limitation on permitted uses, buffers, and exterior materials. A conceptual site plan and elevations have also been proffered. A number of the submitted proffers, including the required landscaped buffers along Ridgefield Green Drive, are consistent with the previous rezoning case on the property, which rezoned the subject site to R-0C to allow for the development of a place of worship.

The 2026 Comprehensive Plan recommends Semi-Public uses for the subject site. Nursing and assisted living facilities are identified as a consistent use for this land use designation. Additionally, the proposed use could serve as an adequate transition to the adjacent residential community from the more intense commercial uses to the west. An assisted living facility is generally residential in character and is not typically a high impact use, and the requested R-6C zoning would not have a significant precedent setting effect on future rezonings in the area since the surrounding properties are already developed. For these reasons, staff supports this request. The Planning Commission recommended approval of this request at their November 13, 2014 meeting. This item was deferred at the applicant's request at the Board's December 9, 2014 meeting. No new information has been provided.

IV. LAND USE ANALYSIS AND IMPLICATIONS:

The subject site is 7.58 acres in size and was rezoned to R-0C via case C-36C-04. That rezoning request proposed a place of worship with associated educational and recreational facilities. Because of the close proximity of residential development to the east across Ridgefield Green Drive, a number of proffers were accepted as part of that request detailing architectural, site design, access and buffering requirements.

These proffered requirements were intended to mitigate potential negative impacts on the Ridgefield Green neighborhood, which is zoned R-4C and located directly to the north and east of the subject site. The Rolfield subdivision is located to the south across Ridgefield Parkway and is zoned R-3C and R-3AC. Directly to the west of the subject site is a Walgreens pharmacy and undeveloped retail pad site, which are zoned B-2C and would share an access drive with the proposed assisted living facility. Further to the west is the John Rolfe Commons shopping center, also zoned B-2C.

The Episcopal Diocese of Virginia intended to build a place of worship as approved with C-36C-04. This development was never constructed, and the Diocese now proposes to sell the property to Bickford Senior Living, the applicant in this request. Bickford operates several assisted living facilities throughout the country, and the proposed facility would be the first in the Richmond region.

The applicant proposes to develop a 60-bed assisted living and memory care facility in general conformance with the proffered conceptual plan. Access would be provided via an existing private drive that runs between Ridgefield and John Rolfe Parkways that also serves as access for the adjacent Walgreens pharmacy. Architectural elevations of the proposed facility have also been proffered, and indicate the building would be one-story in height and constructed of materials such as brick, stone, and cementitious siding. Internal courtyards would be provided, and would serve as an amenity for future residents.

In addition to the proffered conceptual plan and architectural elevations, the applicant has submitted a number of other proffers, including:

- The only permitted use on the property would be the proposed assisted living facility.
- Buffers along Ridgefield Green Drive, Ridgefield Parkway, and John Rolfe Parkway. The landscaped buffer along Ridgefield Green Drive would be a minimum of 35' in width and would retain or plant landscaping to the Transitional Buffer 35 standard. The other roadway buffers would be 25' in width and planted to the Transitional Buffer 25 standard. These buffers would provide for the same width and planting requirements committed to as part of C-36C-04.
- Vehicular access to Ridgefield Green Drive would be prohibited.
- Construction and maintenance activity hours would be limited to 7:00 a.m. to 7:00 p.m. Monday through Friday and 9:00 a.m. to 7:00 p.m. on Saturdays.
- Signage would be a monument-style sign limited to 6' in height.

Other proffers address typical development features such as lighting, underground utilities, and screening of trash receptacles and HVAC equipment. These proffers are generally consistent with those accepted as part of C-36C-04, and should continue to provide protections for adjacent residences. A community meeting was held on October 27, 2014 to discuss this request. One adjacent resident attended this meeting.

In addition to the protections afforded by the submitted proffered conditions, the reduced level of development, including building height and limited development area proposed with this request, would limit the potential for negative impacts on adjacent properties. The proposed development is also consistent with the site's Semi-Public designation on the 2026 Comprehensive Plan, which notes that "a variety of quasi-public uses and facilities including...nursing and convalescent care facilities" are appropriate.

For these reasons, staff supports this request. The Planning Commission recommended approval of this request at their November 13, 2014 meeting. This item was deferred at the applicant's request at the Board's December 9, 2014 meeting. No new information has been provided.

V. COMPREHENSIVE PLAN ANALYSIS:

Land Use Plan Recommendation:

The 2026 Comprehensive Plan recommends Semi-Public for the subject site. The proposed assisted living facility is consistent with this designation.

Goals, Objectives and Policies:

This request is most consistent with the following:

- Civic Keystone Policy 2: Encourage all development in Civic areas to meet quality standards related to site layout; building configuration, materials, massing, shape and height; landscaping; signage; parking lot aesthetics and functional design; vehicular and pedestrian circulation; lighting; stormwater management; environmental protection; mass transit access; and others to set a good example for private development.
- Civic Keystone Policy 3: To reduce conflict with surrounding uses, promote the location of Civic uses on sites large enough to accommodate the use and provide adequate buffers between adjacent uses.
- Land Use and Community Character Objective 9: Promote diverse housing types that meet the needs of a demographically diverse population.
- Land Use and Community Character Objective 13: Provide for the logical arrangement of land uses which offers transitions from more intense to less intense uses.

VI. PUBLIC SERVICE AND SITE CONSIDERATIONS:

Major Thoroughfare and Transportation:

This request is to conditionally rezone from R-0C One-Family Residence District (Conditional) to R-6C General Residence District (Conditional) Parcel 737-750-7485 containing 7.58 acres located on the southwest line of Ridgefield Green Drive between John Rolfe and Ridgefield Parkways. The applicant proposes an assisted living facility. The following shows the approximate trip generation for the proposed development using a building with 60 beds:

Total Trips: 160 vehicles per weekday
AM Peak: 5 entering, 3 exiting
PM Peak: 6 entering, 7 exiting

The surrounding roadway network can accommodate this increase in traffic.

Drainage:

- All proposed improvements must comply with all applicable Public Works plan of development requirements.
- Part of the site is located within 50/10 detention area and must comply with applicable regulations.
- The site must comply with applicable water quality requirements.
- Traffic will determine if any right-of-way dedication or road improvements are required.
- Based on GIS, Waters of the U.S. and/or hydric soils are present (indicating possible wetlands) Corps of Engineers and DEQ permits may be required.

Public Utilities:

County water is located in John Rolfe Parkway. County sewer is located in Ridgefield Green Drive at Flat Branch Drive. County sewer is also located in an easement on the adjacent parcel southwest of the property.

The proposed rezoning to will produce sewer demands that exceed the projected demand allocated to this parcel in the DPU Facilities Master Plan. An analysis of the downstream sewer system may be required to determine if upgrades to the sewer are needed. The developer will be required to make any needed improvements.

Schools:

This case does not involve the addition of any housing thus it does not have any educational impacts.

Division of Fire:

Based on the conceptual plan, the fire department access road on the North and East side of the structure is not within 150 feet of all portions of the exterior wall. Extending the fire department access road may be necessary.

Division of Police:

The applicant is encouraged to contact and work with the Community Policing Unit within the Division of Police for crime prevention techniques and Crime Prevention Through Environmental Design (CPTED) concepts as a plan of development is drafted to be submitted for review. Additionally, consideration should be given to providing some type of access off Ridgefield Green Drive for Police and other emergency services should the need arise.

Recreation and Parks Department:

No park or recreation facilities, historical, archeological, or battlefield impact.

Libraries:

The Library System provides services to facilities such as this through its Mobile Library Service division. Presently, the Library has one vehicle that covers the entire county. As more facilities are opened that serve senior citizens, the Library System will need to add an additional vehicle and staff to provide services to them.

Topography and Land Characteristics Adaptability:

There are no known topographical or environmental features that would impact development of the site as proposed.



Proffers for Conditional Rezoning

County of Henrico, Virginia

4301 E. Parham Road, Henrico, Virginia 23228
Henrico Planning Web Site: <http://www.henrico.us/planning>

Mailing Address: Planning Department, P.O. Box 90775, Henrico, VA 23273-0775 Phone (804) 501-4602 Facsimile (804) 501-4379

Original Amended Rezoning Case No. 2014-00048 Magisterial District Tuckahoe

Pursuant to Section 24-121 (b) of the County Code, the owner or duly authorized agent* hereby voluntarily proffers the following conditions which shall be applicable to the property, if rezoned:

James W. Theobald

/ James W. Theobald, atty-in-fact

November 10, 2014

Signature of Owner or Applicant / Print Name

Date

*If applicant is other than Owner, the Special Limited Power of Attorney must be submitted with this application

CASE NO REZ2014-00048 SECOND AMENDED AND RESTATED PROFFERED CONDITIONS

1. Use. The only permitted principal use on the Property shall be a licensed assisted living facility including memory care.
2. Conceptual Plan. Development of the Property shall be in general conformance with the Conceptual Master Plan entitled "Bickford of Richmond, Virginia" dated September 16, 2014, prepared by Kazmaier & Associates, LLC and Lorax Design Group, attached hereto (the "Conceptual Plan"), which Conceptual Plan is conceptual in nature and may vary in detail, unless otherwise requested and specifically approved at the time of Plan of Development.
3. Elevations. Development shall be in general conformance with the architectural appearance shown on the elevations attached hereto entitled "Bickford of Henrico, John Rolfe Parkway, Henrico County, Virginia", dated September 17, 2014, prepared by Kazmaier & Associates, LLC, unless otherwise requested and specifically approved at the time of Plan of Development.
4. Exterior Materials. The exposed portion of each exterior wall surface (front, rear and sides) of any building shall be similar to the exposed portions of other exterior walls of such building in architectural treatment and materials. Any building shall have exposed exterior walls (above finished grade and exclusive of trim) of stone, stone veneer, brick, cementitious siding, or a combination of the foregoing unless different architectural treatment and/or materials are specifically approved with respect to the exposed portion of any such wall, at the time of Plan of Development.
5. Buffer Along Ridgefield Green Drive. A natural and/or landscaped buffer area of a minimum of thirty-five (35) feet in width shall be maintained along the Ridgefield Green Drive frontage of the Property, except to the extent necessary or allowed for non-vehicular emergency access, utility easements that may pass through the buffer in a generally perpendicular manner (~~unless~~ ~~of~~ ~~rently~~ ~~existing~~), and other purposes requested

POF-003 -10/01/08 P.1

- and specifically approved, or if required, at the time of Plan of Development, which buffer shall be planted in accordance with the requirements for a Transitional Buffer 35 or as otherwise approved at the time of Plan of Development. Existing vegetation and underbrush may, and fallen, diseased or dead plant growth shall be removed from the buffer area, and if so removed, additional plantings shall be added.
6. Buffers Along Ridgefield Parkway and John Rolfe Parkway. Natural and/or landscaped buffer areas a minimum of twenty-five (25) feet in width shall be maintained along the Ridgefield Parkway and John Rolfe Parkway frontages of the Property, except to the extent necessary or allowed for utility easements, entrances, grading, drainage easements, and signage that may pass through the buffer in a generally perpendicular manner (unless currently existing), and other purposes requested and specifically approved, or if required, at the time of Plan of Development, which buffers shall be planted in accordance with the requirements for a Transitional Buffer 25 or as otherwise approved at the time of Plan of Development. Existing vegetation and underbrush may, and fallen, diseased or dead plant growth shall be removed from the buffer area, and if so removed, additional plantings shall be added.
 7. Aerated BMP. Any wet BMP shall be aerated and integrated into the site design as a water feature amenity.
 8. Construction Activities. The hours of exterior construction activities shall be restricted to the hours of 7:00 a.m. to 7:00 p.m. Monday through Friday and 9:00 a.m. to 7:00 p.m. on Saturday with no construction activities on Sunday. Construction traffic shall enter and exit the Property only from John Rolfe Parkway or Ridgefield Parkway and shall not use Ridgefield Green Drive. During construction, a sign shall be posted on site in English and Spanish listing the hours of construction activity and prohibiting construction traffic on Ridgefield Green Drive.
 9. Lighting. Outdoor lighting shall be produced from concealed source style fixtures and shall be directed in a way to minimize glare on public roads and property lines. Parking lot lighting standards shall not exceed fifteen (15) feet in height as measured from the grade at the base of the lighting standard.
 10. Trash Receptacles, HVAC and Emergency Generators. Dumpsters, trash receptacles, emergency generators and heating, ventilation, and air conditioning (HVAC) equipment shall be screened from view at ground level at the property lines in a manner approved at Plan of Development.
 11. Maintenance Activities. Trash pick-up, parking lot cleaning, leaf blowing, and similar maintenance activities shall be restricted to the hours of 7:00 a.m. to 7:00 p.m. Monday through Friday and 9:00 a.m. to 7:00 p.m. on Saturday with no maintenance activities on Sunday.
 12. Underground Utilities. All utility lines on the Property shall be underground, except for junction boxes, meters, existing and/or relocated existing overhead utility lines and lines in wetland areas.

13. Vehicular Access to Ridgefield Green Drive. There shall be no vehicular access from the Property to Ridgefield Green Drive.
14. Signage. Signs identifying the Property shall be ground mounted monument-style signs limited in height to six (6) feet, the base of which shall be landscaped, and any external lighting thereof shall be screened pursuant to a landscaping plan approved by the County. No portable and/or changeable copy signage shall be permitted on-site. Other than the sign panel, any detached signs shall be predominantly of brick and/or stone.
15. Foundations. There shall be a minimum vertical height of twelve (12) inches of brick, stone or stone veneer above grade utilized on slab-on-grade foundations to present the appearance of a crawl space.
16. Gravel Prohibited. Parking spaces, roads, and other access drives shall be paved. Gravel shall not be used as primary landscaping material.
17. Severance. The unenforceability, elimination, revision or amendment of any proffer set forth herein, in whole or in part, shall not affect the validity or enforceability of the other proffers or the unaffected part of any such proffer.

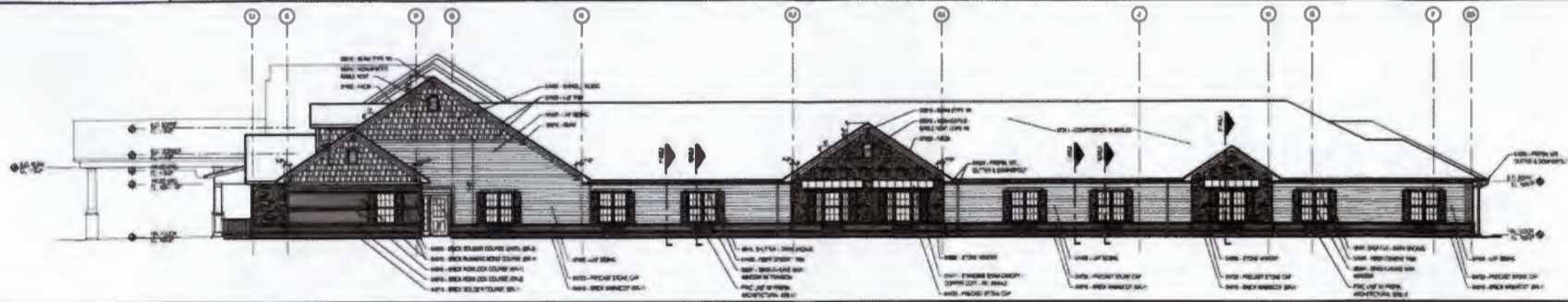
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By: James W. Theobald
James W. Theobald, Attorney-in-Fact
Date: November 10, 2014

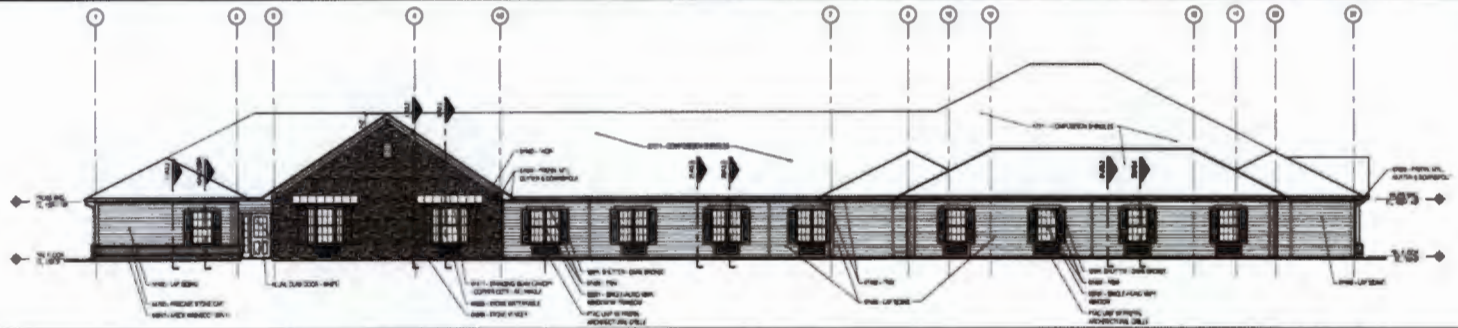
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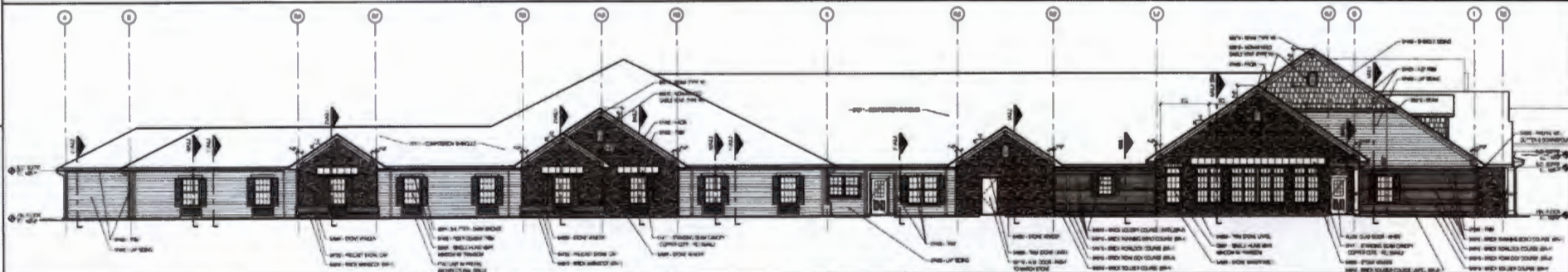

NOT TO SCALE



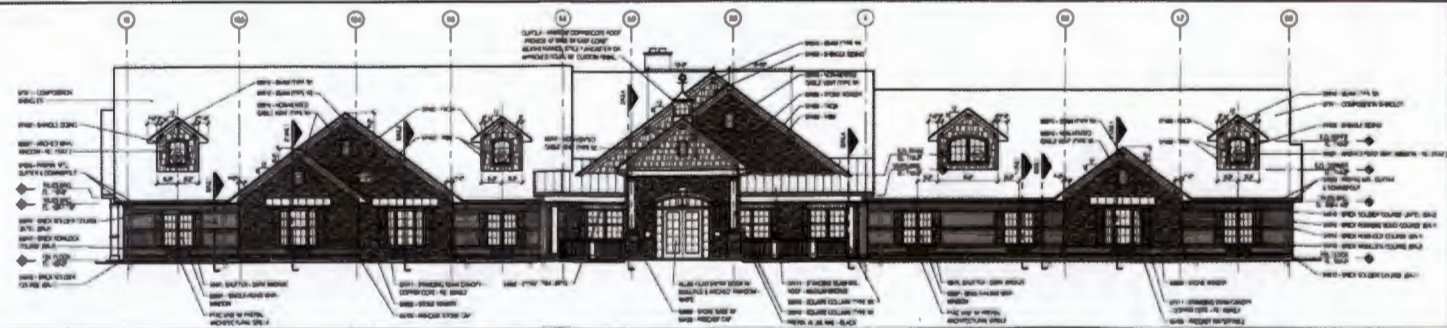
4 NORTH ELEVATION
1/4" = 1'-0"



3 WEST ELEVATION
1/4" = 1'-0"

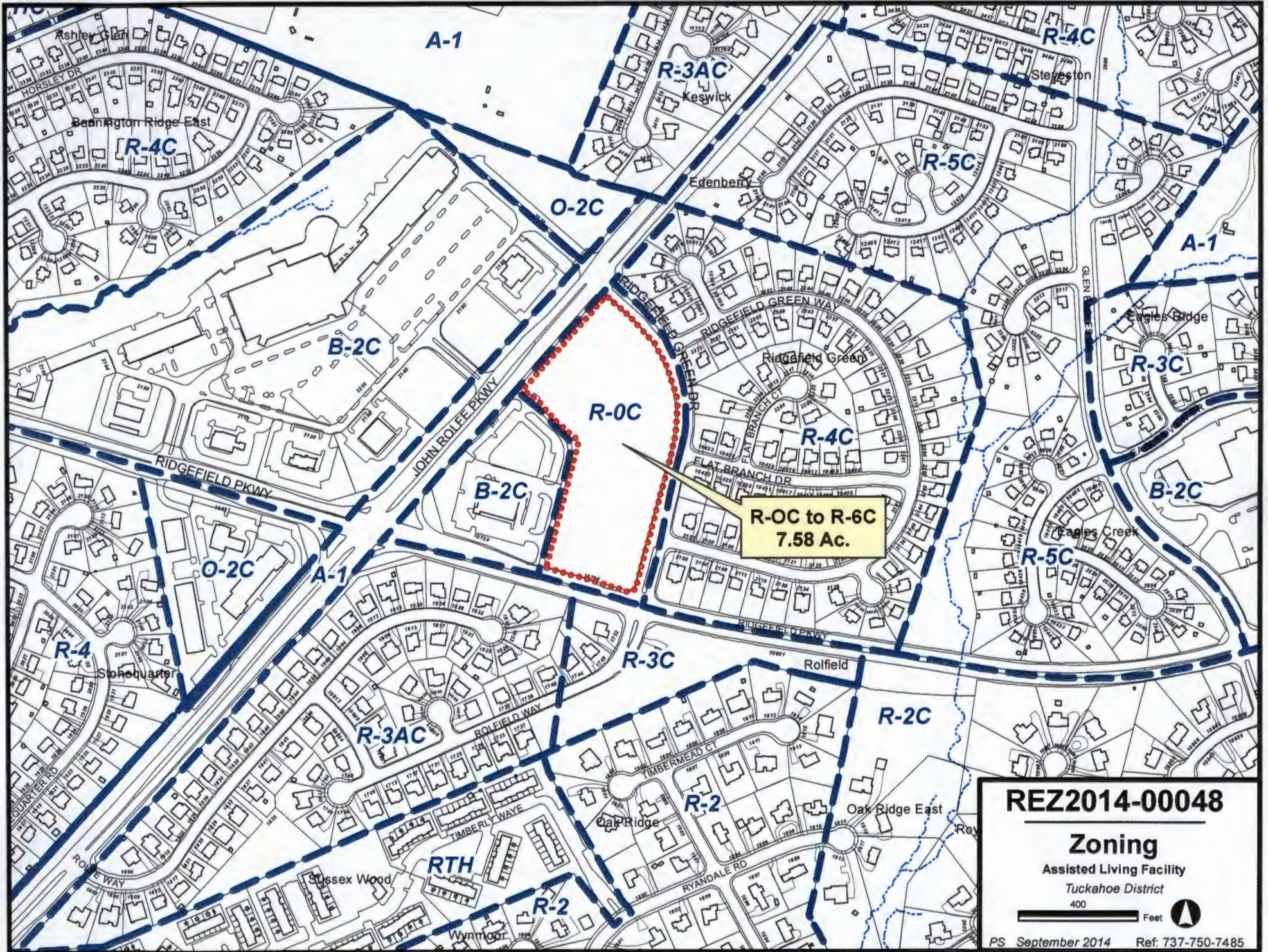


2 SOUTH ELEVATION
1/4" = 1'-0"



1 EAST ELEVATION
1/4" = 1'-0"

REZ2014-00048

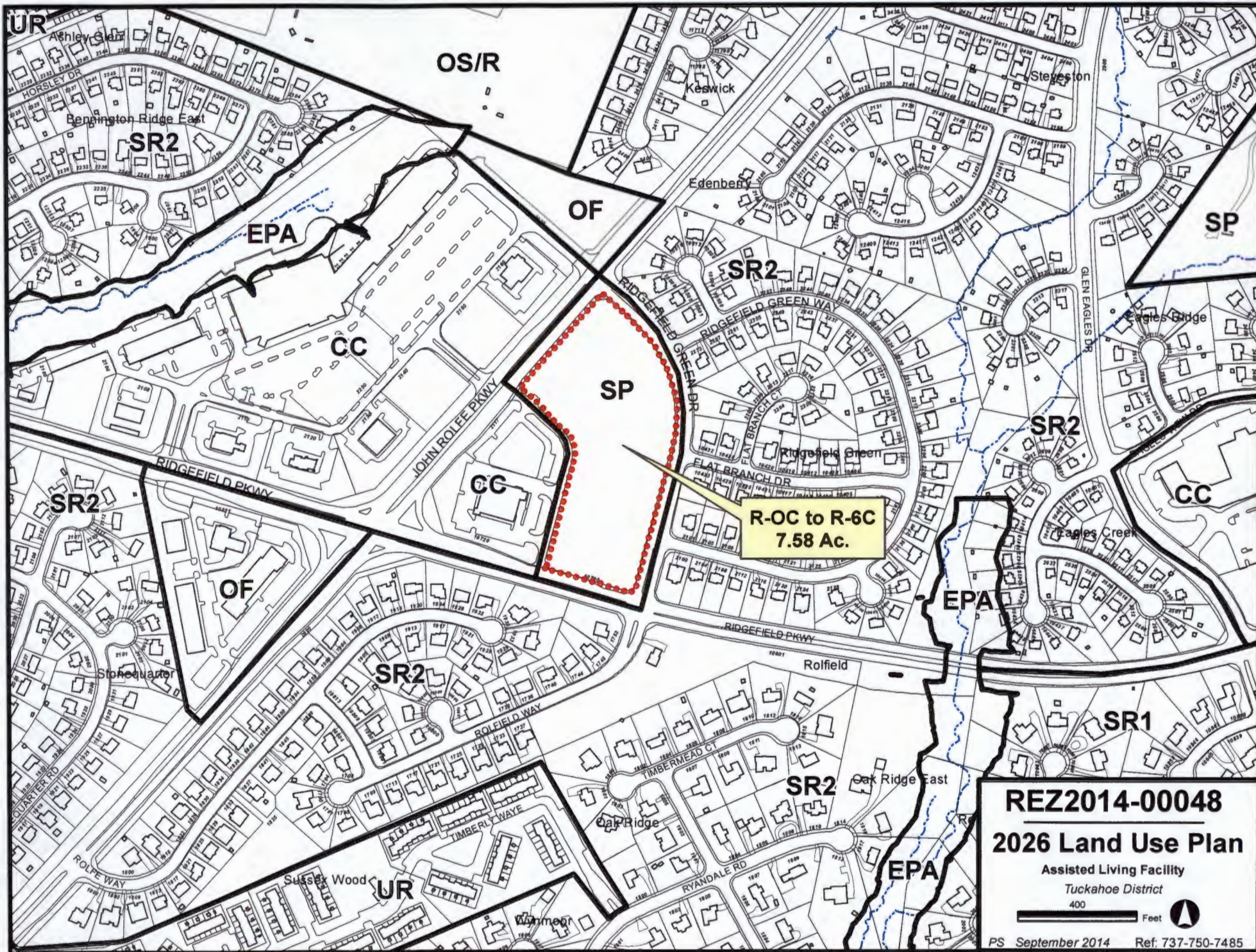


REZ2014-00048

Zoning
 Assisted Living Facility
 Tuckahoe District

400 Feet

PS September 2014 Ref: 737-750-7485



REZ2014-00048
2026 Land Use Plan
 Assisted Living Facility
 Tuckahoe District
 400 Feet
 PS September 2014 Ref. 737-750-7485