



P-12-12

CVI/Rocketts Landing, LLC

Staff Report for Board of Supervisors Public Hearing
Prepared July 12, 2012

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:	June 14, 2012	Recommended for Approval
Board of Supervisors:	July 10, 2012 July 24, 2012	Deferred at applicant's request Pending

II. IDENTIFICATION AND LOCATIONAL INFORMATION:

Request: Provisional use permit (PUP) for a master plan and other requested uses within the proposed the Rocketts Landing Urban Mixed Use District

Existing Zoning: UMUC, Urban Mixed Use District (Conditional)

Acreage: Approximately 8.65 acres

Proposal: Urban Mixed Use Development (Residential, Office, and Commercial Uses)

Location: Between Old Osborne Turnpike (State Route 5) and the James River, approximately 400 feet south of the City of Richmond

Magisterial District: Varina

Land Use Plan Designations: Urban Mixed-Use and Environmental Protection Area.

Parcel Nos.: Parts of 797-712-4180 and 797-711-6071

Zoning of Surrounding Properties:
North: UMUC, Urban Mixed Use District (Conditional), M-2, General Industrial District
South: UMUC, Urban Mixed Use District (Conditional)
East: M-2, General Industrial District
West: James River, City of Richmond

III. SUMMARY OF STAFF REPORT:

This provisional use permit (PUP) application is for approval of a master plan for the second phase of the Village at Rocketts Landing mixed use development, and approval for increased building heights and residential density. Rezoning case C-55C-04 rezoned the subject site to UMUC and included a total of 30.68 acres. The requested PUP would establish a master plan for Land Bay 5 of the Rocketts Landing project, which encompasses 8.65 acres and is proposed to be developed with 310 residential units and 120,000 square feet of commercial and office space.

The submitted materials are largely consistent with the details for Land Bay 5 originally submitted with rezoning case C-55C-04, and the proffers and development details established as part of that request would continue to regulate the subject property. This request is also consistent with previous PUP approvals within Rocketts Landing, which established a master plan for Land Bay 4B and approved similar provisional uses for increased height in that phase of the development. Development and redevelopment within the Village at Rocketts Landing has consisted of high quality building materials and architectural design with a pedestrian orientation consistent with the vision established via C-55C-04 and the master plan for Land Bay 4B. The requested master plan would continue this pattern of development, and the requested provisional uses for additional building height and residential density would help create the urban environment envisioned with the establishment of a UMU District at this location. For these reasons, staff supports this request subject to the conditions listed in Section IV of this report. The Planning Commission recommended approval of this request at their June 14, 2012 meeting.

At the applicant's request, this item was deferred by the Board of Supervisors at their July 10, 2012 meeting to allow the applicant time to meet with residents of Rocketts Landing. A community meeting has been scheduled for July 17, 2012.

IV. LAND USE ANALYSIS AND IMPLICATIONS:

The 2026 Comprehensive Plan recommends Urban Mixed-Use and Environmental Protection Area uses for the project area, and the subject site is zoned UMUC. Section 24-34.1(c) of the Henrico County Zoning Ordinance sets forth the submission requirements for an application for the Urban Mixed Use zoning district designation. Among the items that must be submitted is a master plan. A master plan for Land Bay 4B of the Village at Rocketts Landing was approved by the Board of Supervisors in June, 2005. That phase of the development is nearing completion, and the applicant now proposes to develop Land Bay 5.

Rezoning request C-55C-04 rezoned the site to UMUC and was approved by the Board of Supervisors in November, 2004. Proffers accepted with that request required that Rocketts Landing be developed generally consistent with an overall Land Bay Map and master plan. Architectural, landscape, and streetscape standards were also established in the proffers. The proffers also detailed necessary road improvements, requirements for a park along the James River, and minimum commercial development within Rocketts Landing. Land Bay 5 would continue to be governed by the proffers accepted as part of C-55C-04.

Background:

The Village at Rocketts Landing includes development area in the City of Richmond as well as 30.68 acres in the Henrico County, and extends for approximately one mile along the riverfront. As envisioned, Rocketts Landing will ultimately include:

- A waterfront park featuring a promenade along the James River connecting to the existing

Canal Walk (located in the City) and berths and boarding facilities for water vessels and visiting ships, and would increase public access to the river.

- Mixed-use commercial areas (in the City) including a waterfront plaza, offices, retail shops, restaurants, entertainment venues, lodging, and apartments; and,
- Mixed use residential and commercial areas (in the County) including offices, townhomes, condominiums, apartments, and neighborhood retail.

When completed, the portion of Rocketts Landing in Henrico County is projected to include:

- 972 residential units;
- Approximately 182,000 square feet of office and retail space;
- A 176 slip marina;
- A riverfront park;
- Mixed use buildings – ground floor commercial/office with residential above;
- Parking decks;
- Streets in a traditional urban grid pattern;
- Monument roundabouts;
- Pocket parks, open plazas, and village greens;
- Tree lined sidewalks and streetscapes;
- Pedestrian accessibility to all amenities; and
- Unified, high quality architecture.

Request - Land Bay 5 Master Plan:

The master plan for Land Bay 5 covers 8.65 acres. Land Bay 5 includes several design elements which were established during the development of Land Bay 4B, including:

- Direct frontage along the James River, including a riverfront park and open space;
- A grid street pattern;
- Extensive frontage along Route 5 (Old Osborne Turnpike);
- 72 Marina slips along the river;

Site data provided by the applicant for Land Bay 5 indicates the following breakdown of land use and development within this phase of Rocketts Landing:

- Total Size 8.65 acres
- Land Use
 - Right-of-way 2.00 acres
 - Common area/Open space 1.73 acres
 - Building footprints 3.99 acres
 - Streetscapes 0.94 acres
- Buildings (Square Feet)
 - Commercial 120,000
 - Residential 511,500
 - 156 Apartments
 - 150 Condominiums

The Land Bay Map submitted as part of C-55C-04 and referenced in the proffers established general development details for each proposed Land Bay. The master plan proposed as part of this request is generally consistent with those development details. The specific residential and commercial uses would be arranged as follows:

- The maximum number of residential units would be 310. Information submitted indicates approximately 50% of the units would be condominiums located adjacent to the James River. The remainder of the units would be apartments for rent and located along Route 5. Per the proffers, no more than 425 units within the overall development can be apartments for rent. Staff notes that the applicant has proposed a total maximum number of units slightly higher than shown in the unit-type breakdown to ensure future flexibility, as the allocation of units and specific locations of certain uses could slightly change as plans of development (PODs) are submitted for additional review.
- Approximately 120,000 square feet of commercial and office space, including restaurants, would be developed. The largest portion of this space would be included in a new office building located just west of the proposed apartment building on Route 5. Restaurant and club house space would be provided adjacent to the James River, and could include the repurposing of existing structures that exist in this location.

The mixture of uses has changed since the project was established, and is expected to change as tenants are identified and the project builds out over an estimated 10-15 year time frame. For example, the applicant now proposes fewer residential units in Land Bay 5 than shown on the information as submitted as part of C-55C-04, as 341 units were proposed at that time. Additionally, the commercial portion of Land Bay 5 has increased from approximately 64,000 square feet to the currently proposed 120,000 square feet. The mixture of uses will continue to be examined as plans of development are submitted, and will also be considered as part of the required PUP for master plan approval for Land Bay 6. In all cases the quality and form of the proposed development would need to be in keeping with that provided in Land Bay 4B.

Information submitted by the applicant indicates the master plan for Land Bay 5 will meet the overall proffered nonresidential building requirements, where 18% of the total square footage must consist of nonresidential uses, as well as the other proffered conditions accepted with C-55C-04. Overall, the master plan for Land Bay 5 is largely consistent with the information submitted as part of C-55C-04, and should continue the pattern of development established in Land Bay 4B of Rocketts Landing.

In addition to the requested PUP for a master plan (Section 24-34.1(c)), the applicant has requested additional provisional uses as part of this request. These included requests for additional building height under Section 24-32.1(u) and additional residential density under Sections 24-32.1(v) and (w). Specifically, the applicant requests the following:

Request - Building Heights:

- Residential townhouses up to 50 feet in height. The UMU District limits townhouse buildings to 40 feet in height unless otherwise approved.
- Condominium buildings up to 100 feet in height and other buildings up to 70 feet in height. The UMU District limits buildings other than townhouses to 60 feet in height unless otherwise approved.

Request - Residential Densities:

- Multifamily dwelling density exceeding 40 units per acre.
- Residential townhouse density exceeding 12 units per acre.

Staff notes the requested residential density increases may not be necessary at this time according to the site data provided by the applicant. Additionally, the site data indicates no townhouses would be built in Land Bay 5, meaning the requested provisional use permit for increased townhouse height may not be needed. However, given the previously discussed flexibility provided for projects in the UMU District, and given the possibility that uses could be

reallocated during the POD process, staff believes the requested PUPs for residential townhouse height and residential densities could be appropriate at this time and help provide a continuation of the development achieved in Land Bay 4B.

The requested building heights and densities are consistent with those approved as part of Land Bay 4B, and are not anticipated to negatively impact the rest of the Rocketts Landing development or adjacent properties. Increased residential densities and building heights contribute to the urban environment and pattern of building massing already established as part of Rocketts Landing, and help achieve the goals established in the 2026 Comprehensive Plan for Urban Mixed Use developments in Henrico County.

In conclusion, the requested master plan for Land Bay 5 and PUP requests for increased height and residential density would be largely consistent with the pattern of development established in Land Bay 4B of Rocketts Landing. The applicable proffers would continue to ensure high level of quality in future development, and the requested increases in height and residential density are not anticipated to negatively impact existing portions of the development or adjacent properties. The urban development pattern enabled by the proposed density of development would further the goals of the 2026 Comprehensive Plan, and would be consistent with the site's Urban Mixed-Use land use designation and zoning. For these reasons, staff supports this request subject to the conditions listed below.

1. When ownership of real property is transferred, the applicant will contact the Director Planning about the need to submit a Transfer of Provisional Use Permit. This condition does not apply to sale of individual town homes or condominiums.
2. As plans of development and other development applications are submitted for review, the applicant shall revise and resubmit the "Site Data" tables provided as part of the master plan and shall provide information as requested by the Director of Planning to ensure the project is developed in conformance with the master plan.
3. All townhouses over 40 feet in height shall be constructed with a fire suppression sprinkler system approved by the Henrico Division of Fire.
4. The maximum permitted height of buildings on the property shall be as follows:
 - a. Condominiums shall not exceed 100 feet in height.
 - b. Townhouses shall not exceed 50 feet in height.
 - c. All other buildings shall not exceed 70 feet in height.

The Planning Commission recommended approval of this request, subject to the above conditions, at their June 14, 2012 meeting.

At the applicant's request, this item was deferred by the Board of Supervisors at their July 10, 2012 meeting to allow the applicant time to meet with residents of Rocketts Landing. A community meeting has been scheduled for July 17, 2012.

V. COMPREHENSIVE PLAN ANALYSIS:

Land Use Plan Recommendation:

The 2026 Comprehensive Plan recommends Urban Mixed-Use and Environmental Protection Area for the subject properties.

The requested master plan and requested provisional uses would help provide residential housing, commercial and office uses at a pedestrian scale as encouraged by the original Rocketts Landing rezoning request, and would be consistent with the site's Urban Mixed-Use designation.

Goals, Objectives and Policies:

This request conforms to the following Keystone Policies for Mixed-Use development contained within the 2026 Comprehensive Plan:

Mixed-Use Keystone Policy 2: Mixed-Use developments may be appropriate, pursuant to an approved master plan, on infill or redevelopment sites to intensify land uses in areas where public facilities are currently available.

Mixed-Use Keystone Policy 4: Encourage the development of an overall architectural theme for each Mixed-Use project to create a unique community character.

Mixed-Use Keystone Policy 5: Encourage the incorporation of public open spaces in Mixed-Use developments. Promote the design of informal passive spaces and formal or active open spaces, for example plazas, parks, walking/jogging trails, to function as integrated and functional elements of the overall development. Passive open space used to complement the built environment and preserve natural features is also encouraged.

Mixed-Use Keystone Policy 5: Encourage pedestrian orientation as the emphasis of Mixed-Use developments when designating buildings and public spaces. Discourage the accommodation of the automobile as a prominent land use or dominant visible feature. Promote structured parking to preserve land area within Mixed-Use developments for open space or for more economically beneficial uses.

VI. PUBLIC SERVICE AND SITE CONSIDERATIONS:

Major Thoroughfare and Transportation:

This request is for a provisional use permit on parts of Parcels 797-712-4180 and 797-711-6071 in order to allow a commercial parking lot, an increase in building height limitations for residential townhomes, office and commercial buildings, and an increase in density for multifamily and residential townhomes. Based on the fact that the overall density of the development stays the same with this request, we have no objections to this provisional use permit.

Drainage:

- All proposed improvements must comply with all applicable Public Works plan of development requirements.
- The site must comply with applicable water quality requirements. The site is located in a Urban Management Area and a Watershed Enhancement Area.
- Traffic will determine if any right-of-way dedication or road improvements are required.
- It appears there may be an SPA stream, an RPA stream and FEMA floodplain on the property. Development and/or redevelopment activities in the RPA are limited to those specifically allowed by the ordinance or granted by exception.
- 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 Services:

The Village at Rocketts Landing has private water and sewer lines that are connected to the City of Richmond water and sewer systems.

Community Revitalization:

No comments.

Fire:

No comments.

Police:

Additional information is requested in order for a review of the proposal to be made. Locational information, specific details for the commercial parking, residential townhomes, office and commercial buildings, etc., is needed to complete a review of this Provisional Use Permit application. The applicant is encouraged to contact and work with the Community Services Unit within the Henrico Police Division for crime prevention techniques and Crime Prevention Through Environmental Design (CPTED) concepts as a plan of development is drafted to be submitted for review.

Schools:

The applicant proposes a Master Plan which will include 156 apartment units and 150 condominiums units being added to Rocketts Landing. The residential condominiums and apartments will be served by Mehfoud and Varina elementary schools, Rolfe middle school and Varina high school.

Type Unit	Projected # Units Rounded	Mehfoud / Varina	Rolfe	Varina
Apartment	156	28	10	13
Condos	150	6	4	5
Total	306	34	14	18

**At complete build-out.*

As of September 30, 2011, Mehfoud elementary had a membership of 342 with a capacity of 394 and Varina elementary had a membership of 349 with a capacity of 678. Mehfoud's 12 classroom addition is nearing completion and once completed the capacity of the school will increase. Rolfe middle had a membership of 1,030 and their capacity is 1,358. Varina high had a membership of 1,833 and their capacity is 1,980. Currently all schools could accommodate students from this development. However, with additional growth in the area new schools will be needed.

Libraries:

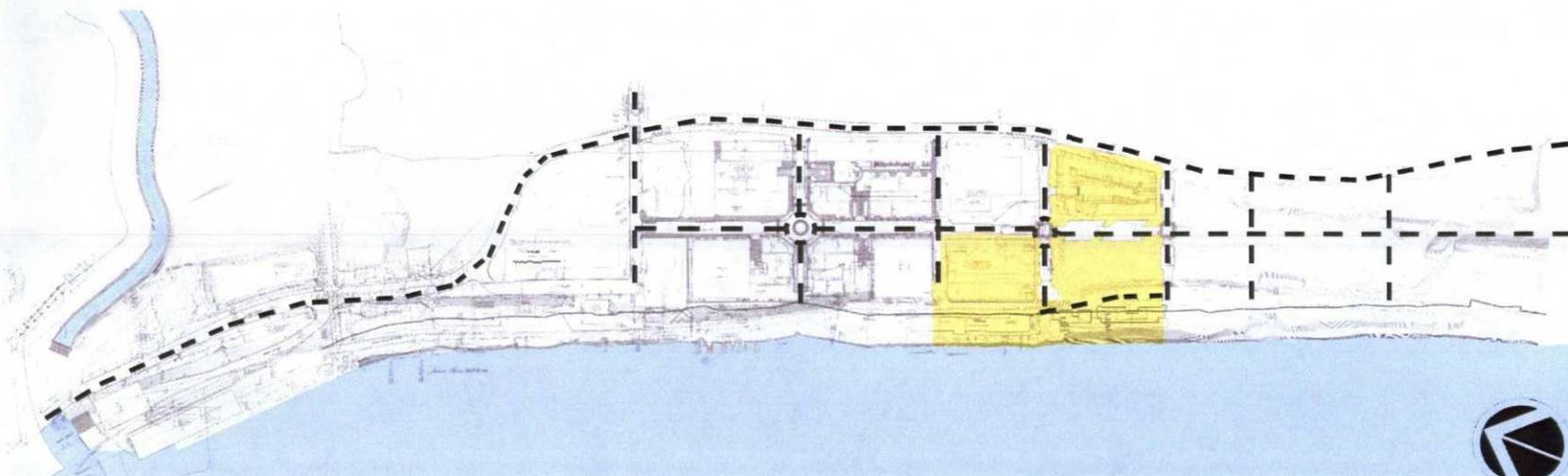
This request falls within the service areas of the Varina Branch Library and the future Varina Area Library. The 5,450 sq. ft branch facility which is now open 57 public service hours per week in combination with the 2005 bond referendum approved area library should meet these service demands. The new area library, which will be initially 40,000 sq. ft. with expansion capability to 60,000 sq. ft., is scheduled to open in FY 2016/17. As these types of development continue to be built and the projected population in the area continues to grow, the area library will have the expansion capability to be expanded to 60,000 sq ft and is projected to offer Sunday hours in the future in order to meet the increased service demands.

Recreation and Parks:

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

Topography and Land Characteristics Adaptability:

There are no known topographic reasons why the site cannot be used as proposed, provided the portion of the site within the 100-year floodplain is developed consistent with previous sections of Rocketts Landing.



**SITE DATA:
LAND BAY 5**

Gross Land Acreage	8.65 AC
Public R.O.W.	2.00 AC
Gross Developable Blocks	6.66 AC
Common Area/Open Space (Required=20% Gross)	1.73 AC
Floodway	.78 AC
Net Buildable Land Area	4.93AC
Proposed Development*	
Residential*	310
Townhomes	-0-
(Average GSF=1,500SF)	511,500 SF (87.5%)
Density (DU/AC)=	39 +/-
Commercial*	
Office/Commercial	120,000 SF
Marina Slips	72 Slips
Off-Street Parking*	To be provided as required
Streetscapes	.94 AC +/-
Building Footprint*	3.99 AC +/-
Site Coverage*	81% +/-
Maximum Acreage Per Use	
Residential	4.5 AC
Commercial	2.5 AC

Note:
Buildings, Parking, Open space shown to illustrate concept.
Actual layout will vary.

Exceptions Requested:
Approval required per Sec. 24-34.1(c).
RTH over 35 feet in height
(up to 50 feet with residential sprinklers) (per Sec. 24-32.1(u))
Condo height (100 feet) (per Sec. 24-32.1(u))
All other buildings (70 feet) (per Sec. 24-32.1(u))
Building over 60 feet in height (per Sec. 24-32.1(v))
Multifamily density over 40 per acre (per Sec. 32.1(v))
RTH density over 12 per acre (per Sec. 24-32.1 (w))

**Land Bay Map (Master Plan)-Land Bay 5
ROCKETTS LANDING, Henrico County, Virginia**

P-12-12





Note:
Buildings, Parking, Open space shown to illustrate concept.
Actual layout will vary.

Exceptions Requested:
Approval required per Sec. 24-34.1(c).
RTH over 35 feet in height
(up to 50 feet with residential sprinklers) (per Sec. 24-32.1(u))
Condo height (100 feet) (per Sec. 24-32.1(u))
All other buildings (70 feet) (per Sec. 24-32.1(u))
Building over 80 feet in height (per Sec. 24-32.1(u))
Multifamily density over 40 per acre (per Sec. 32.1(v))
RTH density over 12 per acre (per Sec. 24-32.1 (w))

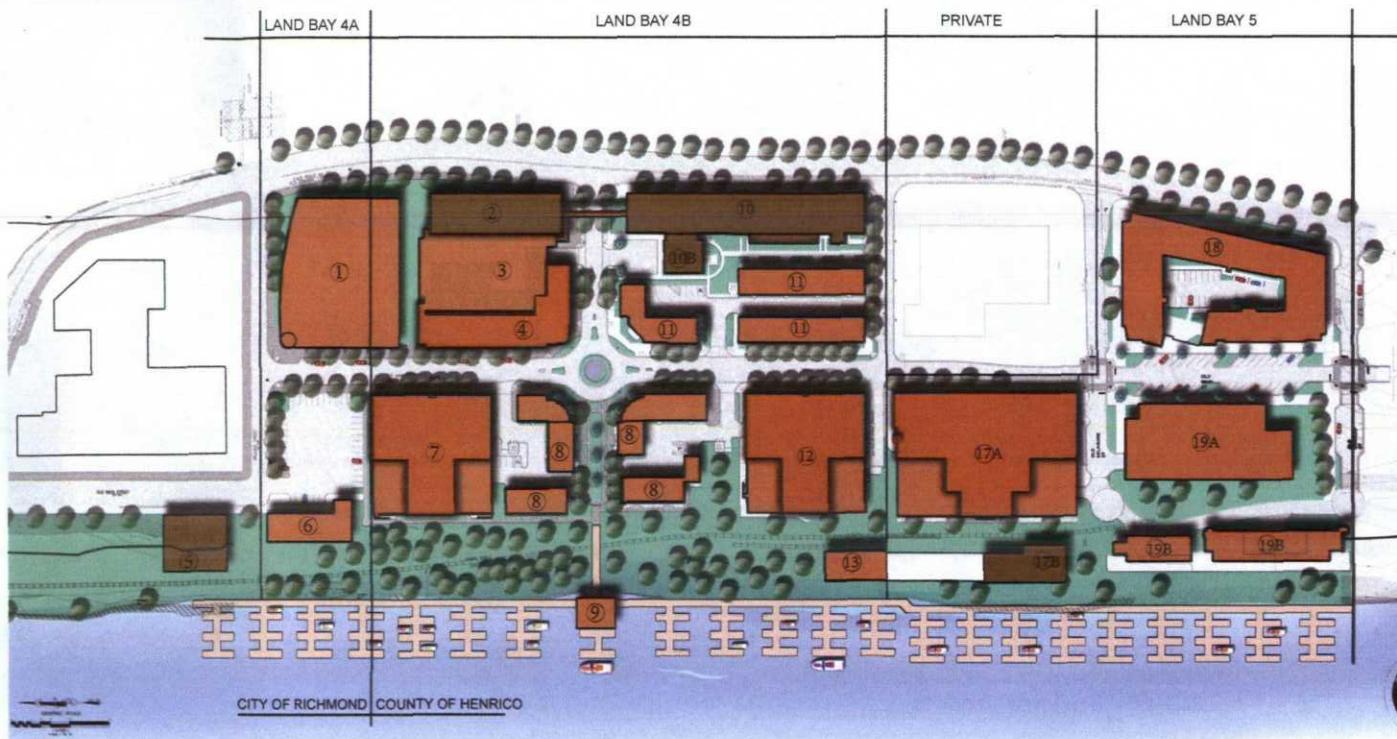
LEGEND

-  Common Area/Open Space
-  Renovated Building
-  New Building
-  Public Street
-  Walks

Phase One Development Scenario
ROCKETTS LANDING, Henrico County, Virginia

P-12-12





- LEGEND**
1. Condos over parking spaces, 1st floor retail
 2. Offices
 3. Parking Structure
 4. 210 Rock Condos Over Retail
 5. The Boathouse
 6. Conch Republic Skyline Condos
 7. Town Homes
 8. Rocketts Landing Marina
 10. Cedarworks Condos
 - 10B. Offices
 11. Townhomes
 12. Fall Line Condos
 13. Pool House
 14. Not Used
 15. Not Used
 16. Not Used
 - 17A. Condos and parking
 - 17B. Club House
 18. Apartments with parking
 - 19A. Office above parking
 - 19B. Restaurants

Note:
Buildings, Parking, Open space shown to illustrate concept. Actual layout will vary.

Exceptions Requested:
Approval required per Sec. 24-34.1(c).
RTH over 35 feet in height
(up to 50 feet with residential sprinklers) (per Sec. 24-32.1(u))
Condo height (100 feet) (per Sec. 24-32.1(u))
All other buildings (70 feet) (per Sec. 24-32.1(u))
Building over 60 feet in height (per Sec. 24-32.1(u))
Multifamily density over 40 per acre (per Sec. 32.1(v))
RTH density over 12 per acre (per Sec. 24-32.1 (w))

BAY 5:

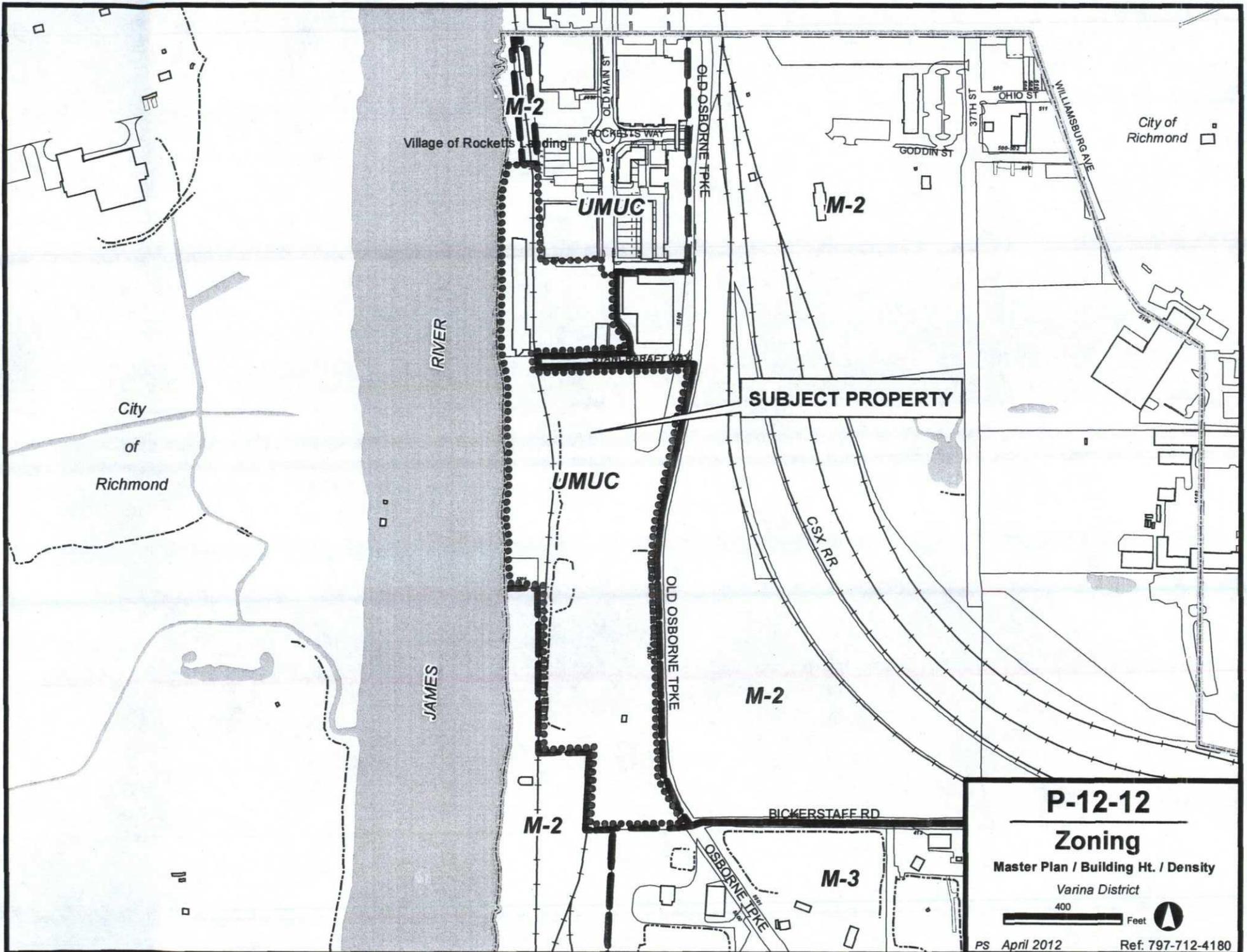
UNIT NUMBER LEGEND

17A	150 Units
17B	15,000 S.F. Commercial
18	156 Units
19A	90,000 S.F. Commercial
19B	15,000 S.F. Commercial

- LEGEND**
- Common Area/Open Space
 - Renovated Building
 - New Building
 - Public Street
 - Walks

Phase One Development Scenario
ROCKETTS LANDING, Henrico County, Virginia P-12-12





City of Richmond

City of Richmond

Village of Rocketts

JAMES RIVER

JAMES RIVER

M-2

UMUC

M-2

UMUC

SUBJECT PROPERTY

M-2

M-2

M-3

P-12-12

Zoning

Master Plan / Building Ht. / Density

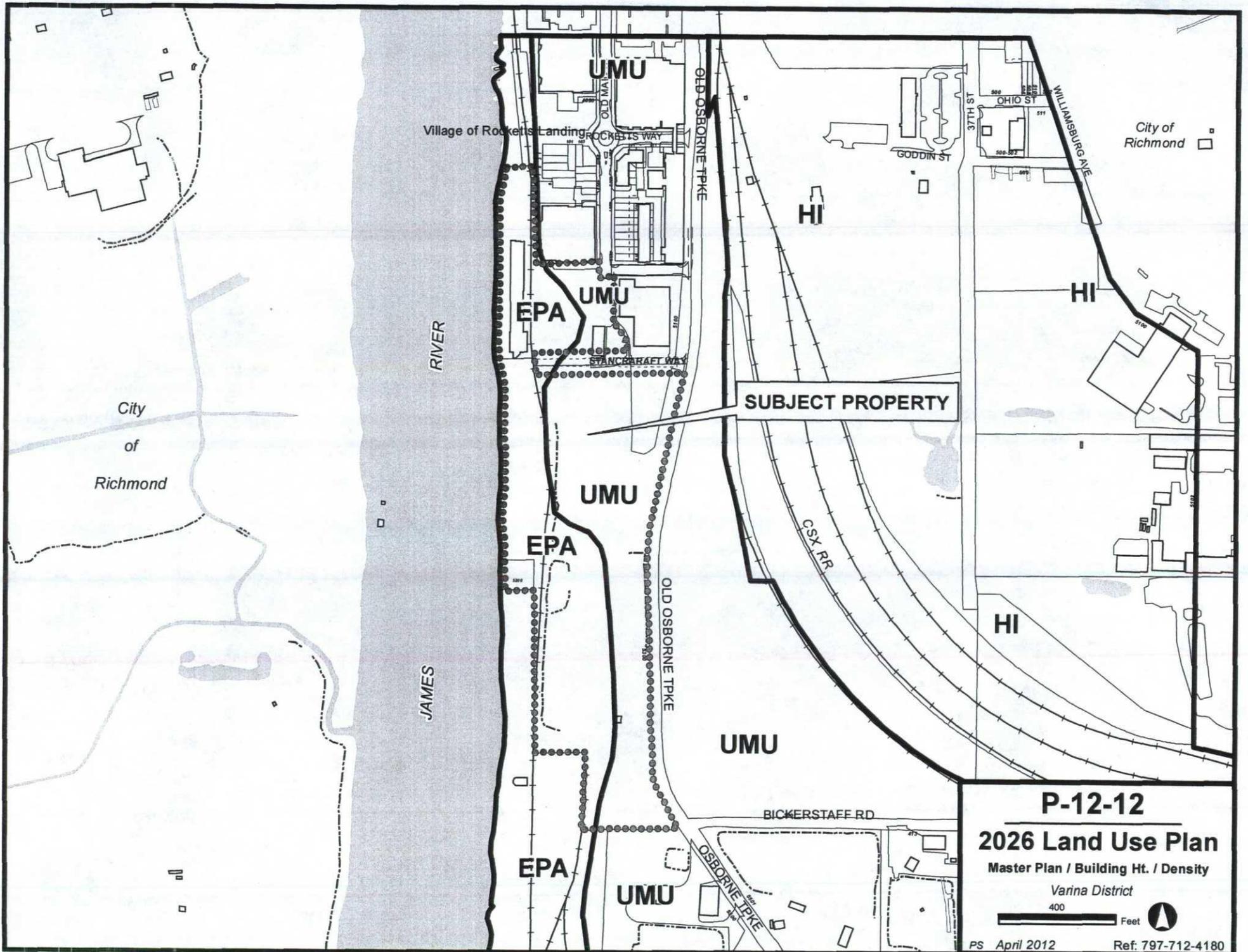
Varina District

400



PS April 2012

Ref. 797-712-4180



Village of Rocketts Landing

UMU

EPA

UMU

UMU

EPA

UMU

EPA

UMU

HI

HI

HI

City of Richmond

City of Richmond

RIVER

JAMES

OLD OSBORNE TPKE

OLD OSBORNE TPKE

OSBORNE TPKE

BICKERSTAFF RD

CSX RR

GODDIN ST

37TH ST

OHIO ST

WILLIAMSBURG AVE

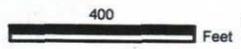
SUBJECT PROPERTY

P-12-12

2026 Land Use Plan

Master Plan / Building Ht. / Density

Varina District



PS April 2012

Ref: 797-712-4180