



REZ2023-00011

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Staff Report for Planning Commission Public Hearing
Prepared September 28, 2023

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 zoning matter.

I. PUBLIC HEARINGS:

Planning Commission: August 10, 2023 Deferred at Applicant's Request
October 12, 2023 Pending

II. IDENTIFICATION AND LOCATIONAL INFORMATION:

Proposed Zoning: UMU-PD, Urban Mixed-Use Planned Development District

Existing Zoning: R-5, General Residence District and B-2, Business District
Note: The subject parcel is in the Enterprise Zone

Acreage: 37.247 acres

Proposed Use: Mixed-Use development with residential uses

Location of Property: Southeast corner of W. Broad Street and Willow Lawn Drive

Magisterial District: Brookland

Comprehensive Plan Recommendation: Commercial Concentration, Office, and Environmental Protection Area

Parcel Numbers: 773-736-2198 and 773-736-6272

Zoning of Surrounding Properties:

North: B-2, Business District and M-1, Industrial District
South: R-5, General Residence District and O-2, Office District
East: B-1, B-2, and B-3, Business Districts and O-2 Office District
West: B-1 and B-2 , Business Districts, R-5, General residence District, and R-6C, General Residence District (Conditional)

Staff Contact: Seth Humphreys (501-4427)

III. SUMMARY OF STAFF REPORT COMMENTS:

This is a request to rezone two parcels totaling 37.247 acres from B-2, Business District, and R-5, General Residence District to UMU-PD, Urban Mixed-Use Planned Development District, to add residential uses to an established commercial center, Willow Lawn Shopping Center. The request outlines a future development with over 2,000 residential units and 500,000 square feet of commercial and office uses. The site is located at the southeast corner of W. Broad Street and Willow Lawn Drive, home to the Willow Lawn Shopping Center.

Per Sections 24-2305 and 24-3503 of the Zoning Ordinance, a Planned Development district requires the submittal of documents, which would set development standards to govern future improvements to the property. The applicant has submitted proffers, a Pattern Book, a parking study, and a traffic impact analysis to outline the request and how it would mitigate potential impacts.

The majority of the subject property is designated Commercial Concentration, with small portions designated Environmental Protection Area (EPA), and Office (OF) in the 2026 Comprehensive Plan. While these designations do not include residential uses, more recent redevelopment of older commercial properties in the area has begun to establish this pattern, especially for sites in close proximity to the Pulse Bus Rapid Transit line.

Overall, the request meets the purpose of the UMU-PD District to encourage moderate to high density neighborhood development integrated with commercial and civic uses. ~~However, as outlined in Section IV of this report there are unresolved items. These items include the phasing of improvements, the relation of the proposal to the surrounding area, hours of operation, block sizes, and other specific clarifications. Additionally, the applicant should fully resolve any comments made on the traffic impact analysis. For these reasons, staff recommends deferral of this request until these items can be addressed. The applicant has held two community meetings with the surrounding residents and property owners to share their vision for the property and to receive input. They have also submitted revised proffers and Pattern Book to address previously unresolved items including building height, density distribution, hours of operation and phasing of improvements. For these reasons, staff recommends approval of this request.~~

IV. LAND USE ANALYSIS AND IMPLICATIONS:

This request would rezone 37.247 from R-5, General Residence District and B-2, Business District to UMU-PD, Urban Mixed-Use Planned Development District. The property is comprised of two parcels at the southeast corner of W. Broad Street and Willow Lawn Drive, home to the Willow Lawn Shopping Center. Initially built in 1956, the shopping center has evolved through several iterations since its construction. This request is envisioned to guide Willow Lawn through its next phase of life, which will take place in stages over the next 20-30 years.

To the west, across Willow Lawn Drive, are retail and office properties zoned B-1 and B-2 and property recently rezoned R-6C to allow a multi-family dwelling up to 7 stories in height with 265 units. To the south between the subject property and Monument Avenue are a 12-story multifamily building zoned R-5, an office complex zoned O-2, and an access road from Monument Avenue to the shopping center in between. Additional office and retail uses are located to the east extending to the City of Richmond. The site's northern portion borders West Broad Street with M-1 zoned properties located farther to the north. The Willow Lawn GRTC stop, located along the shopping center's Willow Lawn Drive frontage, serves several bus lines, and the Pulse Bus Rapid Transit's western terminus is located just west of the site along West Broad Street.

Uses on the property are primarily retail, including a Kroger grocery store with fuel service, and a small mixture of offices. These are mainly located within five commercial buildings and multiple out-parcel buildings surrounded by large surface parking areas. As new development occurs, it is anticipated portions of the surface parking lots will transition to new buildings and structured parking.

The applicant has applied to rezone the property to UMU-PD, Urban Mixed-Use Planned Development District. This district was introduced with the updated zoning ordinance adopted in 2021. The new district functions similarly to the previous UMU district except items typically addressed and incorporated into the provisional use permit (PUP) and proffered conditions are now addressed in the zoning ordinance and with certain required documents, such as a master plan detailing development standards.

The submitted documents include proffered conditions, a master plan referenced as the Willow Lawn "Pattern Book", traffic impact analysis, and parking study. The proffers would satisfy the Terms and Conditions document requirement set out in the Zoning Ordinance for the UMU-PD district. The Pattern Book includes the "Bubble Diagram" showing the general layout of future development by type, and street hierarchy. There would be 11 mixed-use areas (commercial and residential) with approximately 2,000 residential units, over 500,000 square feet of commercial and offices, and a central courtyard. These areas would be developed in stages over the next 20-30 years. The UMU-PD district allows a maximum of 60 units/acre, which would allow a maximum of 2,234 residential units. The exact amounts for the residential and non-residential uses in each section of the property would be fully determined when individual plans of development are submitted.

New development would adhere to the Pattern Book depicting modern and traditional design for mid- and high-rise residential and mixed-use buildings. Parking structures not internal to a larger building would be clad with a variety of materials as shown in several examples. The pattern book also outlines the design criteria for street design and building setbacks, block lengths, pedestrian and bicycle facilities, lighting, recycling, and landscaping. Based on the lack of existing tree cover on the site, the applicant has committed to increasing the existing amount and supplementing natural tree cover with additional elements such as sail shades and trellises.

As new development occurs, a gridded street pattern would be established. With the addition of new uses, the ability of the internal and surrounding transportation network to handle increases in traffic needs to be thoroughly assessed. The applicant has submitted a traffic impacts analysis, which has been revised based on a first round of comments to the County's traffic engineer and the Virginia Department of Transportation (VDOT). Additional comments based on the revised analysis have been provided to the applicant's engineer, who is working with the County and VDOT to address them. The items identified should be resolved prior to the approval of this request. Per the proffers, updated traffic studies would be required to be submitted with each Plan of Development.

The streetscapes include one- and two-way street sections with and without street parking. Clear areas for the deployment of fire apparatus would need to be located with the submittal of individual PODs. The size of these areas would be dependent on factors such as the anticipated height of structures on either side of the street.

The master plan's Bubble Diagram also outlines the phasing of the development. The proffers address the phasing of improvements, including new pedestrian improvements which must be coordinated with the first mixed-use buildings in Phase Area 1 of the development. ~~Proffers would also require the construction of the Central Courtyard prior to the construction of more than 745 residential units.~~ Similar to other redevelopment projects in the county, complete streetscape improvements could be phased based on the timing of new construction on each side of the street.

Because new construction is envisioned primarily on the existing surface parking lots, the applicant has submitted a parking study based on development buildout. The study would be updated with each POD submittal to ensure parking demand is met. The zoning ordinance allows parking reductions based on shared uses and different peak demand hours. The submitted analysis would allow an overall 9% reduction in parking based on the outlined demand factors. In conjunction with new development, the applicant has committed to installing electric vehicle charging stations and designing parking structures to allow additional charging stations in the future if increased demand presents itself.

The proffers address other topics, including drive-thru service windows, private street construction, setbacks, block length, residential recycling, emergency communications and fire protection, vendor areas, and environmental incentives. While the pattern book would set building setbacks from internal streets, the minimum setback for building along the site's boundaries would be 10' and a maximum of 50'. Use restrictions would prohibit multiple uses of concern and clarify the existing automobile filling station operated by Kroger could remain.

The applicant submitted revised proffers and Pattern Book on September 4, 2023, to address previous concerns. A clarification on density has been included with the revised proffers and would limit new units to the totals shown for each area in the Bubble Diagram in the Pattern Book. The height of all buildings other than the single signature building, which can be up to 150', have been limited to 100'. In addition the signature building would not be located in the eastern most area of the property (Areas 1, 9, 11). Block lengths have been reduced from 800' to 650' for new development. Hours of operation for all commercial uses would be limited to those in the B-2 zoning district, including the continuation of extended hours for businesses with previously approved Provisional Use Permits.

The applicant has further clarified the timing of the planned conversion of the Central Courtyard from parking to a nonvehicular civic space. At least half the area, approximately 20,000 square feet, would be converted in conjunction with the completion of the first 645 units, and the remainder would be converted prior to the completion of 995 units. Sidewalks connecting any future crosswalks across Willow Lawn Drive to the interior sidewalk network have now been proffered.

The applicant held a community meeting on-site on July 11, 2023. The meeting was attended by both nearby residents and property owners of commercial properties. Concerns raised at the meeting included parking, the height of structures, pedestrian infrastructure, and increased traffic. Concerns over height centered on the potential location of the signature building near existing residents. A second community meeting was held on September 18, 2023. In addition to the attendees at the first community meeting, this meeting was attended by residents of the surrounding community to the west. Their concerns included overall density, security, parking, traffic, and pedestrian infrastructure.

~~The proposed development and supporting materials have many positive aspects; however, there are areas where more clarification and detail are needed. The documents submitted primarily cover internal aspects, and do not show how the development would be compatible and integrated with adjacent properties, roadways, and other infrastructure exterior to the site. At a minimum, the pattern book should be updated to include the addition of streetscapes for Willow Lawn Drive and West Broad Street and better identify how the site will be integrated with the adjacent gridded street pattern to the east.~~

~~The hours of operation of existing uses on the site are governed by the B-2 standards, which include the need to obtain a PUP for operating after midnight or before 6 a.m. in the morning. Currently, the Gold's gym is the only use with a PUP to operate beyond the standard B-2 hours~~

~~of operation. The request to rezone to the UMU PD district would allow 24-hour operations by right. The applicant is encouraged to limit hours of operation in a manner consistent with the current zoning and other similar UMU developments. This would allow for existing use permits to remain in effect while expanding hours of operation for the more urban environment anticipated with this request.~~

~~The proposed residential uses have the potential to create additional needs for infrastructure and amenities within Willow Lawn. To address this concern, the applicant is encouraged to further limit the number of new residences that may be developed prior to the construction of major amenity features, such as the new central courtyard. Additionally, the applicant should commit to specific phasing for the construction of major infrastructure improvements such as the primary road through the site.~~

~~Block lengths are an important consideration, as longer blocks can be an impediment to an efficient pedestrian scaled development, which is one of the goals of the UMU PD district. Staff notes Proffer 9 regarding Block Length largely restates code requirements, which limit block length to 800 feet while making allowances for existing commercial structures. Several of the existing commercial buildings are close to this limit, but new development should not continue this pattern. The applicant should consider addressing this. Additionally, several of the areas identified in the Pattern Book's Bubble Diagram have the potential to contain larger blocks. If side streets are used to help break up these larger blocks an applicable streetscape should be identified in the street hierarchy established by the pattern book. Enhancing the pedestrian scale of the development could also be fostered by requiring parking structure cladding more consistent with materials and elevations used for residential and mixed-use structures, as opposed to some of the cladding options depicted within the pattern book.~~

~~Other clarifications of the proffers should be considered. These include Proffers 4 and 20, which are vague in the amount and location of buildings that could be 175' in height. Proffer 4 states the maximum height for all buildings would be 175' but Proffer 20 limits the height of signature buildings to 175'. This conflict in the proffers should be resolved in order to communicate the maximum height of the remaining buildings. Limits on the placement and number of signature buildings should also be considered. Finally, specifying maximum densities intended throughout the 11 development areas would assist in determining how infrastructure and amenities would be phased throughout the life of the project.~~

~~Overall, the request meets the intent of the UMU-PD District to encourage moderate to high-density neighborhood development integrated with commercial and civic uses. While the 2026 Comprehensive Plan recommends Commercial Concentration, Office and Environmental Protection Area for the site, the proposed uses would add residential and additional civic uses to an established commercial development in close proximity to major transportation corridors and public transit. However, as outlined in this section there are areas where improvements could be made and clarification to proffers and the pattern book would be beneficial. These items include phasing of improvements, the integration of the site with the surrounding area, hours of operation, block sizes, and other specific clarifications. Additionally, the applicant should fully resolve any comments made on the Traffic Impact Analysis. For these reasons, staff recommends deferral of this request until such time as these additional items can be addressed. The applicant has held two community meetings with the surrounding residents and property owners to share their vision for the property and to receive input. They have also submitted revised proffers and Pattern Book to address previously unresolved items related to building height, density distribution, hours of operation, and phasing of improvements. For these reasons, staff recommends approval of this request.~~

V. COMPREHENSIVE PLAN ANALYSIS:

Land Use Plan Recommendation:

The 2026 Comprehensive Plan's recommended future land use for the subject property is Commercial Concentration, Office, and Environmental Protection Area. While not specifically consistent with each one of the designations individually, a properly designed Urban Mixed Use project could be consistent with the amalgamation of future land use recommendations and the addition of residential uses.

Vision, Goals, Objectives and Policies:

This application is most consistent with the following Vision, Goals, Objectives, and Policies of the 2026 Comprehensive Plan:

- Infrastructure/Service Provision and Growth Coordination Objective 6: Encourage the sensitive infill development of vacant or underutilized parcels in more developed areas of the county to more efficiently utilize existing public facilities.
- Land Use and Community Character Goal 6: The County will have portions of the county which are currently developed that offer opportunities for redevelopment, infill and intensification to take advantage of existing infrastructure, services and utilities.
- Land Use and Community Character Objective 7: Encourage large-tract, planned development to promote unified and attractive development and a sense of place, rather than piecemeal or incremental development.

~~This application could be more consistent with the following Vision, Goals, Objectives, and Policies of the 2026 Comprehensive Plan:~~

- ~~• Land Use and Community Character Objective 14: Promote effective design standards which protect established residential areas through proper land use planning surrounding major transportation facilities and major roadway corridors.~~
- ~~• Transportation Objective 7: Use transportation design guidelines and standards to enhance, promote and protect a high-quality community identity and aesthetic.~~

VI. PUBLIC SERVICE AND SITE CONSIDERATIONS:

Major Thoroughfare and Transportation:

Traffic Engineering has finished reviewing the revised TIA report submitted by the consultant. The report shows that the surrounding roadway network can handle the proposed development with signal retiming. With the applicant proffering updated TIAs with each Plan of Development, the surrounding roadway network will be reanalyzed at that time to determine if any improvements are necessary due to future development.

Drainage:

No comments were received at the time this report was written.

Public Utilities:

The proposed redevelopment will significantly increase the water and sewer demands for this area. Water supply mains in Broad Street and Patterson Avenue have adequate capacity to provide the increased water demands for this proposed development. Local distribution mains in Willow Lawn Drive and on-site will need to be upsized to provide for the peak domestic demands and fire flows and include multiple connections to the surrounding system to provide needed redundancy.

The downstream trunk sewer has adequate capacity to serve the increased demands for this area. The existing sewer pump station and local collector sewers will need to be increased in capacity to meet the increased demands.

The locations of on-site water and sewer mains will need to be designed for the proposed street grid and to allow extension of mains to adjacent parcels located in the service area.

An overall water and sewer master plan will be required to determine the size, location and timing for water and sewer improvements for coordination with the planned phasing plan for the development.

Schools:

The plan allocates 2,235 1-Bedroom and 2(or more)-Bedroom Apartments. The residences will be in the following attendance zones:

School Level	School Name	2022 Membership	Functional Capacity	1BR Apartment Student Yield Total	2BR Apartment Student Yield Total	Total Student Yield*
Elementary	Crestview	323	440	93	248	341
Middle	Tuckahoe	999	1348	32	106	138
High	Freeman	1803	1760	38	115	153
<i>*At Development Buildout</i>					Total Students: 632	

HCPS typically projects a development’s impact on school capacity using historical student yield data by development type and magisterial district. 1-bedroom apartments in the Brookland District typically generate 8.3 elementary, 2.9 middle, and 3.4 high school students per 100 units. 2-bedroom apartments in the Brookland District typically generate 22.2 elementary, 9.5 middle, and 10.3 high school students per 100 units.

Mixed-use developments in Henrico County typically produce fewer students than traditional developments; however, housing types in existing mixed-use developments are predominantly apartments and townhomes. Apartments within these developments typically generate fewer students than normal, whereas townhome student generation rates are consistent with other stand-alone townhome developments.

Based on September 30, 2022 membership and capacity figures shown above, Crestview Elementary is currently at 73.4% of capacity. The analyses shown above indicates the proposed development could potentially yield 341 additional elementary school students. Over the next five years, this development in addition to others in the area could push enrollment over 100% of capacity. Additional instructional space, trailers, redistricting, and/or other capacity relief options will be needed in the future at the elementary school level.

Tuckahoe Middle is currently at 74.1% of capacity. The analyses shown above indicates the proposed development could potentially yield 138 additional middle school students. Over the next five years, membership/capacity ratios for Tuckahoe Middle are expected to stay below 100% of capacity. However, this development in addition to others in the area could push enrollment over 100% of capacity. Additional instructional space, trailers, redistricting, and/or other capacity relief options will be needed in the future at the middle school level.

Freeman High is currently at 102.5% of capacity. The analyses shown above indicates the proposed development could potentially yield 153 additional high school students. Over the next five years, membership/capacity ratios for Freeman are expected to remain 100%. Additional instructional space, trailers, redistricting, and/or other capacity relief options will be needed in the future at the high school level.

Community Revitalization:

No comments.

Division of Fire:

Where roads serve buildings greater than 30 feet, road widths shall be a minimum of 24 feet wide, exclusive of parking areas or medians. This comment is in reference to street section: Primary Options A and C, and One Way Option A and B.

Division of Police:

Henrico Police has concerns regarding the intensifying of uses and extending hours of operation for commercial uses to 24-hours. The site's current (B-2) zoning limits uses and hours of operation.

After construction, Henrico Police will field calls for service and citizen complaints regarding site parking. More information regarding parking is needed from the applicant for the Police Division to make any comments.

Recreation and Parks:

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

Libraries:

This request falls within the service area of the Libbie Mill Library that was part of the 2005 bond referendum. Presently this 40,000 sq. ft. facility, opened in October 2015, offers expanded meeting, study, and conference room space; digital media lab; enhanced children's and teens' space plus a drive-up pickup/drop-off service. As these types of developments continue to be built and the population in the area continues to grow, Libbie Mill Library can meet the increased service demands.

Topography and Land Characteristics Adaptability:

There are no known topographic reasons why the site cannot be used 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. REZ2023-00011 Magisterial District Brookland

Pursuant to Section 24-2304 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:

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.

1. Pattern Book. The Property must be developed in general conformance with the Concept Plan, illustrations and information set forth in the *Willow Lawn, Henrico County, Virginia, Pattern Book* (the "Pattern Book"). All illustrations and information are conceptual in nature and may vary in detail. If the development is not in general conformance with the Pattern Book, deviations may be approved in any subsequent Plan of Development ("POD"), subdivision approval, or any variations permitted by the Director of Planning upon the Director finding that the variations are generally in keeping with the spirit and concept of the Pattern Book.

~~2. Use Restrictions.~~

~~2. The following uses Uses.~~

- (a) All uses permitted in the UMU-PD district found in Section 24-4205 are allowed except for the following uses which are prohibited on the Property:
 - (i) Gun shop, sales, and repair.
 - (ii) Adult uses.
 - (iii) Alternative lending institution.
 - (iv) Flea markets.
 - (v) Billboard signs.
 - (vi) Light manufacturing.
- (b) One (1) automotive filling station (fuel only) is permitted on the Property.
- (c) At least three (3) residential housing types are required on the Property and may include rental residential multi-family buildings with one-, two-, and/or three- bedroom units, rental or for-sale upper story dwellings over commercial, rental or for-sale upper story dwellings over office uses, and

condominiums for sale. If ~~the~~ Zoning Ordinance Section 24-3507.C.2 is revised to reduce the number of required housing types, then the new number of housing types will apply.

3. Residential Density. ~~Density of the residential uses will be as set forth in the Zoning Ordinance. Density limits for each individual area (an "Area") will be consistent with the "Proposed Master Bubble Diagram" ("Bubble Diagram") in the Pattern Book unless otherwise approved by the Director of Planning at the time of POD, provided the overall permitted density is not exceeded. Any density increases allowed for Environmentally Friendly Design Incentives set out in Division 9 of Article 5 in the Zoning Ordinance can be applied to individual Areas as approved at the time of POD and based on the overall acreage of the Property.~~
4. Building Standards. Development of the Property is subject to the following building standards, unless otherwise approved at the time of POD.
 - (a) New buildings constructed on the Property must be in general conformance with one or more of the illustrations incorporated into the Pattern Book. The illustrations are conceptual in nature and may vary in detail. In the event a proposed building is not in general conformance with the Pattern Book, deviations may be approved in any POD, subdivision approval, or any other time permitted by the Director of Planning upon the Director finding that the deviations are generally in keeping with the spirit and concept of the illustrations shown in the Pattern Book.
 - ~~(b) Building heights are limited to 175 feet.~~
 - (b) One (1) signature building, up to one hundred and fifty (150) feet in height, is permitted but not required on the Property.
 - (c) The signature building may be a single use building or contain a mix of uses.
 - (d) Other new buildings may be constructed up to one hundred (100) feet in height.
 - (e) Any building constructed over one hundred (100) feet in height may not be located on Areas 1, 9, or 11, with preference given to Areas 6, 7, or 8 as delineated on the Bubble Diagram.
5. Drive-Through Service Windows. New Drive-Through Windows must be designed to minimize negative impacts to the pedestrian environment.
6. Updated TIA. With each POD submission, should the proposed use be materially inconsistent with, and negatively impact the findings in the Traffic Impact Analysis ("TIA") submitted with the rezoning, such TIA must be updated upon request by the Director of Public Works.
7. Parking Plan. An updated parking study, based on the required parking and shared parking set forth in the Zoning Ordinance, must be included with each

- POD submission. Each POD must identify the location and means of providing alternative parking areas, if needed, during redevelopment/construction.
8. Private Streets. Following construction of any new or updated private street, the Applicant must provide the County Planning Department with certification from a licensed engineer that the streets were constructed according to the approved Concept Plan or POD, and in compliance with County road design standards and specifications (except as to pavement width and turning radii). Such construction must include proper compaction of the subbase soils, utility trenches, base stone, and the base asphalt surface.
 9. Block Length-Blocks and Internal Streets.
 - (a) Except for the existing commercial buildings, ~~if a block exceeds 800 lengths must be limited to 650 feet in length, a street or a pedestrian way must be provided mid-block.~~
 - (b) If the existing commercial buildings are redeveloped/reconstructed such that a mid-block street or pedestrian way is feasible, a mid-block street or pedestrian way must be provided.
 - (c) Internal streets not shown on Bubble Plan but developed at the time of POD approval must conform to one of the Streetscape Sections provided in the Pattern Book or as otherwise approved by the Director of Planning.
 - (d) As development occurs, internal roads will be allowed to align and access (where feasible) the adjacent public roads along the eastern Property line.
 - (e) At the time of POD, road widths shown in the Pattern Book may be reduced if approved by the Fire Department and the Director of Planning. Such reduction can be accomplished with the use of midblock hardscapes or other methods to create the twenty-four (24) foot clearance needed for fire apparatus to serve tall buildings.
 10. Parking Structures. Parking structures that are not faced or wrapped with commercial, office, or residential uses, must be cladded or screened in a manner that is consistent with the Pattern Book.
 11. Residential Recycling Facilities. Recycling facilities must be provided for the residential development for so long as the County either provides or sponsors some form of recycling. Outside recycling and refuse collection area(s) provided must comply with the requirements set forth in Section 24-4428 of the Zoning Ordinance and as shown in the Pattern Book.
 12. Emergency Communication Systems. The Applicant must install a fire command center and emergency radio communication equipment within any new building exceeding sixty (60) feet in height to allow for adequate public safety and radio coverage within and between the buildings. A communications consultant must certify such equipment as compatible with the County's emergency communication system within ninety (90) days of the owner or tenant obtaining a Certificate of Occupancy ("C/O") for any such building. The County is permitted to perform communications testing within the buildings at any time.

13. Fire Protection-Structured Parking. A three-inch (3”) standpipe for fire protection must be provided within all structured parking at approximately 200-foot intervals or consistent with the standards of the Virginia Construction Code, whichever is more restrictive. The exact location of these improvements and any necessary deviations will be determined by the Division of Fire during POD review.
14. Fire Protection. All new structures, including parking structures, other than open, standalone parking garages, must be fully sprinkled for fire protection or consistent with the standards of the Virginia Construction Code.
15. Electric Vehicle (EV) Charging Stations Level 3 (the “EV Stations”).
 - (a) At least eight (8) EV Stations must be provided where surface parking lots exist on the Property [includes the existing four (4) EV Stations] at the time of C/O for 70,000 square feet of new commercial space [excludes existing commercial square footage].
 - (b) At least two (2) EV Stations must be provided within each parking garage.
 - (c) The infrastructure for EV Stations in each parking garage must be designed so that up to eight (8) additional EV Stations can be added over time.
16. Design Criteria and Standards. In addition to the following, the standards and examples set out in the Pattern Book also apply to the Property. The location and design of the various elements listed (as appropriate) will be included at the time of POD review. Deviations may be approved by the Director of Planning upon the Director finding that variations in these standards are generally in keeping with the spirit and concept of the Pattern Book.
 - (a) Signage.
 - (i) New signage must be consistent with the current sign program approved for the Property.
 - (ii) Signs may be illuminated with internal lighting, external lighting, or a combination of both.
 - (iii) Lighting will be selected and installed to avoid glare or impair vision.
 - (b) Site Lighting.
 - (i) Site lighting ~~shall~~must be pedestrian in scale and designed to complement the Property architecture.
 - (ii) Streetlights will be ornamental in style and a maximum of fourteen (14) feet in height except poles up to twenty (20) feet in height is allowed at major intersections.
 - (c) Recycling and Dumpster Enclosures. The location and the design ~~shall~~must be convenient and complement the Property architecture.
 - (d) Heating, Ventilation, and Air Conditioning (“HVAC”)
 - (i) HVAC installed on roofs must be screened by roof or architectural features when viewed from the ground at the Property line.

- (ii) Ground mounted HVAC must be screened from view at the Property line with approved fencing or landscaping.
- (e) Bicycle and Pedestrian Facilities.
 - (i) In addition to on-site bicycle parking facilities required by the Zoning Ordinance, each multifamily building with more than ninety (90) dwelling units must provide an enclosed bicycle storage area in the building or in the parking garage that has a bicycle parking capacity equal to at least five (5) percent of the number of residential units within the building.
 - (ii) Crosswalks will be provided at key locations and clearly signed and visible for safe navigation.
 - (iii) Traffic calming measures such as on-street parking, curb extensions/bump outs, changing surface material, texture, or color of streets, intersections, and crossings- will be provided to facilitate bicycle and pedestrian facilities and such measures will be determined at the time of POD.
 - (iii)(iv) If the County constructs a crosswalk across Willow Lawn Drive at Fitzhugh Avenue, the Applicant will install a sidewalk to facilitate pedestrian access into the Property. The sidewalk will be installed at the Property entrance at Fitzhugh Avenue as part of the County's crosswalk construction but no later than six (6) months after the crosswalk is completed.
- (f) Setbacks.
 - (i) The minimum building setback from the Property boundaries will be ten (10) feet.
 - (ii) The maximum build-to setback from the Property boundaries will be fifty (50) feet.
 - (iii) Setbacks from internal streets are shown in the Streetscape Sections of the Pattern Book.
- (g) Hours of Operation.
 - (i) Commercial uses are limited to the hours of operation restriction for the B-2 zoning district.
 - (ii) All existing or future Provisional Use Permits that provide exceptions to such hours are exempt from this provision.

17. Vendor Areas. New areas of the Property may be designated at the time of POD for the preparation of food or beverages or the sale or display of merchandise conducted in an open area or structure. One or more individual vendors operating from stalls, stands, carts, vehicles, or other spaces which are rented or otherwise made available to such vendors are permitted. Such activities may include a market, sale of merchandise as part of a permitted festival or other similar special event, or the outdoor display or sale by a single food or beverage

vendor, operated as an incidental part of retail activity regularly conducted from within a permanent building on the Property. Sidewalk widths adjacent to outdoor vending areas must not be reduced to less than five (5) feet, except to accommodate a permitted festival or other similar special event. Trash receptacles must be provided and conveniently located for each block that includes an outdoor vending area. Existing areas on the Property already approved and used for vendor display or outdoor seating are not required to meet the above referenced standards unless the areas are redeveloped or redesigned.

18. Phasing. The “Proposed Master Bubble Diagram” in the Pattern Book will serve as a preliminary phasing plan (the “Phasing Plan”) for the Property. The numerical references identify the ~~preliminary phases (the “Phases”)~~various Areas of development. Any PhaseArea may be broken into multiple parts or reconfigured as determined at the time of POD. The PhasesAreas do not have to follow the numerical sequence set out on the Phasing Plan. Notwithstanding ~~which Phase~~where development may occur over time, the following improvements must be constructed as follows.
- (a) Construction of any ~~mixed-use~~ residential or mixed-use buildings on PhaseArea 1 must include construction of a sidewalk or pedestrian way from PhaseArea 1 to the existing sidewalk located on the southern side of Kroger.
 - (b) ~~Prior to~~Following the construction of ~~more than 745~~any new residential or mixed-use building located outside of Area 1 and prior to the completion of more than 645 total dwelling units, 20,000 square feet of the Central Courtyard must be developed-, which may include the existing playground and seating areas. Upon construction of the new streets along the Central Courtyard that will require demolition of portions of the existing retail buildings, the remaining portion of the Central Courtyard must be completed. The Central Courtyard must include several types of seating, shade, and a public art feature. Notwithstanding the requirements set forth above, the Central Courtyard must be completed prior to the completion of more than 995 residential units.
 - (c) Construction or reconstruction of cross streets may be phased such that one side of the street may be completed with any required sidewalks and landscaping before the other side of the street is completed. Which improvements are required for the partial street improvements will be determined at the time of POD review.
19. Tree Cover.
- (a) At the time of POD submittal for the first Phaseddevelopment Area, the Applicant will prepare an inventory of existing tree cover for the Property together with the proposed tree cover for the PhaseArea. For each subsequent POD, the tree cover for the Property will be updated.
 - (b) The minimum tree cover on the Property must be at least five (5) percent of the Property and meet the standards set out in Section 24-5308-of the

Zoning Ordinance. The minimum tree cover will be required upon completion of PhaseArea 5.

- (c) Additional elements to provide shade, reduce stormwater, and enhance streetscapes and the appearance of parking lots, will be provided and addressed at the time of POD. These elements include, but are not limited to, the following:
- (i) Sail Shades
 - (ii) Trellises
 - (iii) Street Trees
 - (iv) Rain Gardens/Bio-Retention
 - (v) Planter Boxes
 - (vi) Sidewalk Canopies and Awnings

~~20. Signature Building.~~

- ~~(a) At least one (1) signature building, up to 175 feet in height, is permitted but not required on the Property.~~
- ~~(b) If constructed, the building may be located on any Phase but preference given to Phases 6, 7 or 8.~~
- ~~(c) A signature building may be a single use building or contain a mix of uses.~~

~~21. Environmental Incentives. If the Environmentally Friendly Design Incentives set out in the Zoning Ordinance are used to increase the residential density on the Property, any applicable incentives set forth in these proffers may apply.~~

~~22. Severance. The unenforceability, elimination, revision, or amendment of any proffer set forth herein-, in whole or in part, must not affect the validity or enforceability of the other proffers or the unaffected part of any such proffer.~~

20.

WILLOW LAWN

— Established 1956 —

Henrico County, Virginia

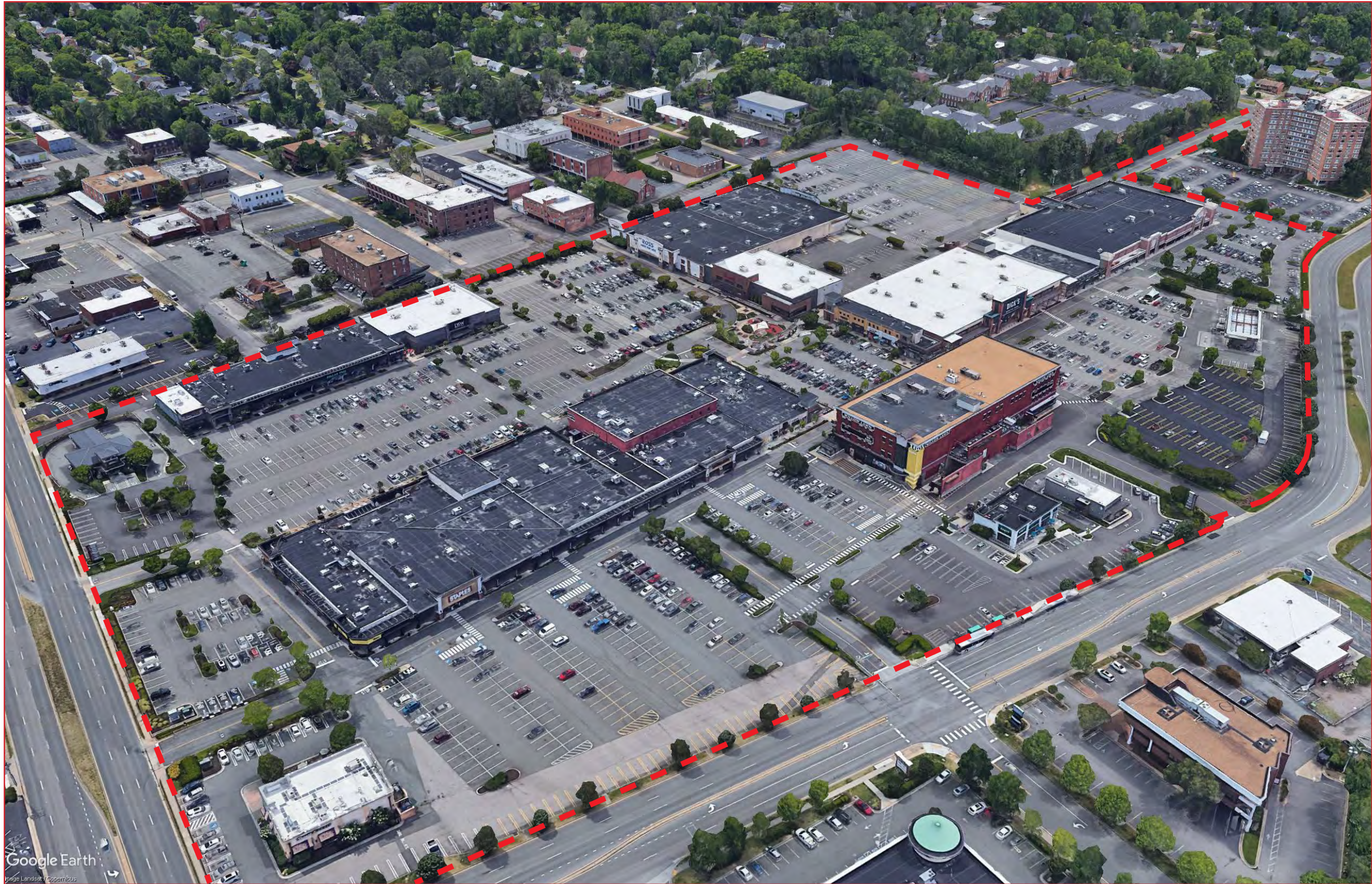
PATTERN BOOK





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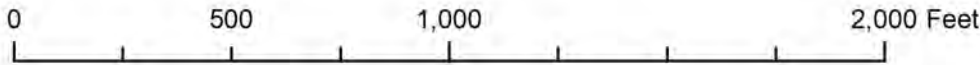
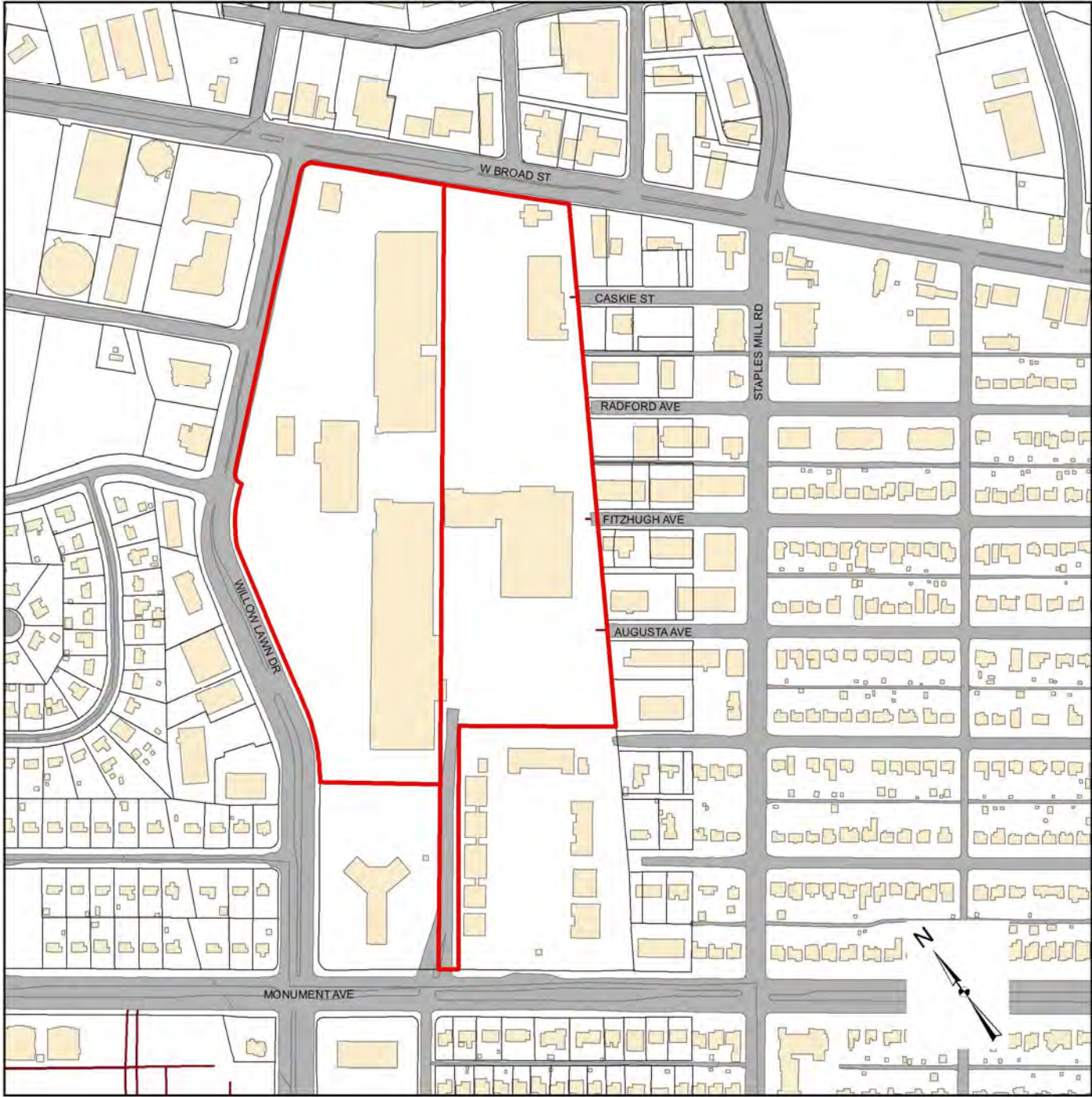


1 Aerial Existing Conditions

Plan

Willow Lawn - Existing Site





Willow Lawn - Vicinity Map





INTRODUCTION

Opening in 1956, Willow Lawn Shopping Center was the first shopping center in the Richmond area. Over the years the retail anchors have changed, sections of the center were enclosed and then reopened, and new outbuildings were added. Federal Realty OP LP (the “Applicant” or “Federal Realty”) has owned Willow Lawn since 1983 and has undertaken a number of makeovers and updates.

Since the 1950s, retail has undergone a number of changes and shifts. The recent COVID pandemic shifted the retail landscape even more than ever expected. Changes in the way people live and work, the need for more housing, and the renewed interest in mixed-use areas, have led the Applicant to seek rezoning to UMU-PD to revitalize the area and allow Willow Lawn to be reinvented again.

Willow Lawn is located just west of the City of Richmond line with Henrico County. The Property fronts on the corner of Broad Street and Willow Lawn Drive. The Property also has access to Monument Avenue via a driveway that is a part of GPIN 773-736-6272. Access to Staples Mill Road is provided by way of Caskie Street, Fitzhugh Avenue, and Augusta Avenue. Broad Street is a major corridor running through the City of Richmond and through the western part of Henrico County. Broad Street is also the major corridor for Richmond’s bus rapid transit (BRT), GRTC Pulse. The Willow Lawn Pulse station is located across Willow Lawn Drive from the Property. Three other bus stops are located on the Willow Lawn Property that serve additional parts of Henrico and the City. This existing transit component supports the creation of a high-density residential and mixed-use development on the Property.

Redeveloping Willow Lawn will occur over time as retail tenants move and change and opportunities become available to add residential, retail, and office uses. The rezoning request will allow the Applicant the opportunity to respond to the market and continue to improve the Property.

LAND USE ANALYSIS

The Henrico County Vision 2026 Comprehensive Plan (the “Henrico Plan” or “Plan”) identifies the Property as Commercial Concentration for retail and/or wholesale sales and service establishments with shared parking areas and shared points of access to a roadway. While the Henrico Plan does not designate Willow Lawn as an Urban Mixed-Use area, recent rezoning activity in the vicinity converting office and business uses to higher density residential uses, the expansion of the Faison School, and the construction of the Pulse transit station in 2018, all indicate that Willow Lawn is an appropriate location for mixed-use zoning.

In addition, the County is currently undertaking a review of its comprehensive plan. The draft Henrico Next – Together Toward Tomorrow (the “Updated Plan”) web page states that “Henrico County has changed significantly since the current 2026 Comprehensive Plan was adopted in 2009.” (<https://www.henriconext.us/about>) A January 2021 presentation given to the Board of Supervisors about the Comprehensive Plan update noted that some of the issues the County must address includes evaluation of aging corridors, a shift to redevelopment/reuse, the changing demand for housing and non-residential products, and the changing face of retail. The Updated Plan indicates that Willow Lawn should be evaluated as part of the changes that have occurred since 2009.

Using the current Plan, finds that mixed-use areas will provide “new land use concepts ... being uses with increasing frequency as Urban Mixed-Use (UMU) zoning is applied throughout the county.” (Henrico Plan, p. 43) The Mixed-Use areas are those meant to encourage “master-planned developments with a blend of residential, commercial, office uses, and civic/open spaces.” (Henrico Plan, p. 43) The Plan acknowledges “[a] well-designed, mixed use development typically reduces automobile trips, incorporates and preserves unique environmental features, promotes the efficient use of land, provides access to amenities at a local level, creates regional draws for commerce and provides the ability to create unique communities in the county.” (Henrico Plan, p. 43-44)

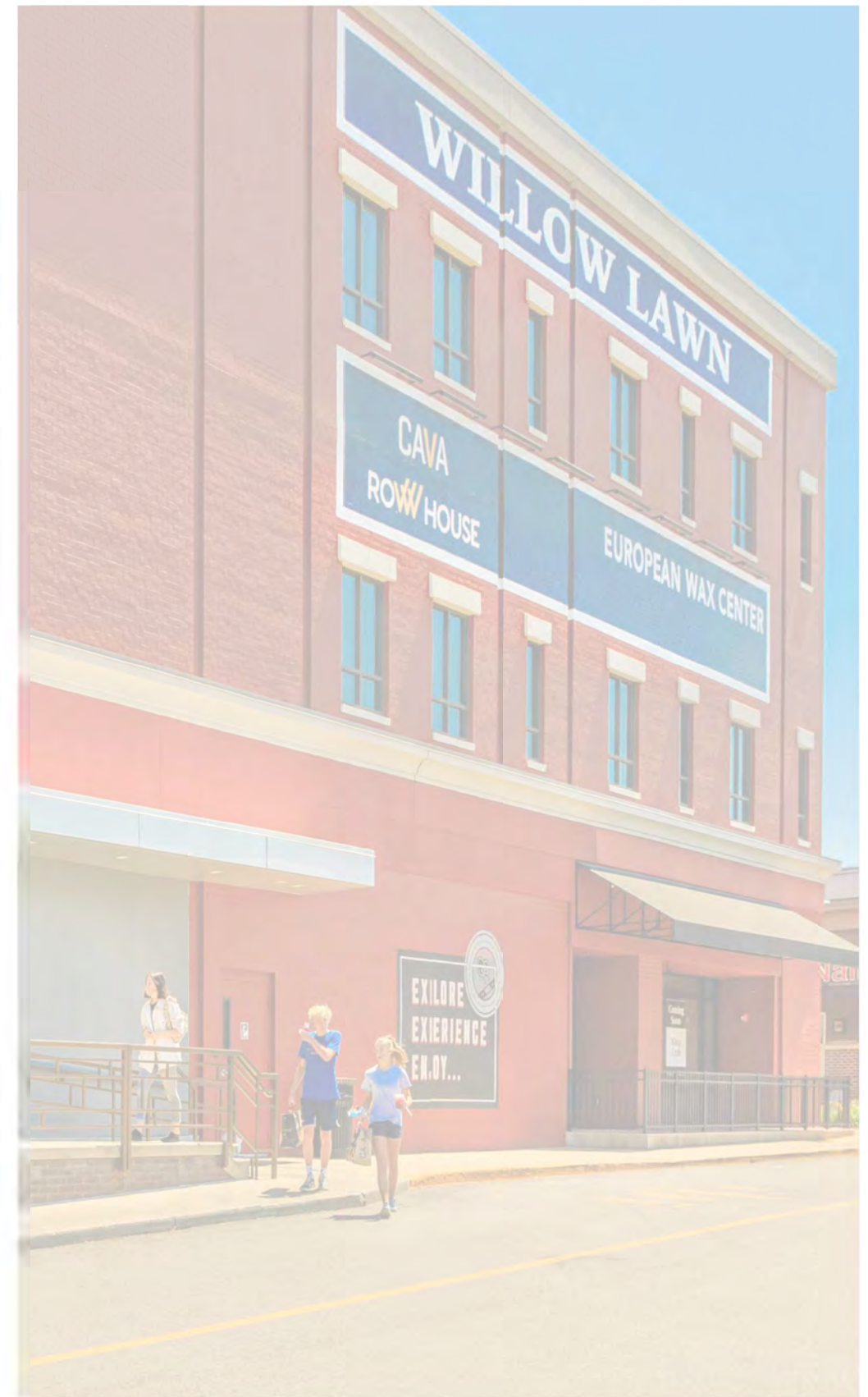
Using the mixed-use provisions in the Plan and anticipating that the Updated Plan will designate the Willow Lawn area as appropriate for a mix of uses, the UMU-PD district is the appropriate zoning district designation for this application. The purpose of UMU-PD is to encourage moderate to high density neighborhood development integrated with commercial and civic uses in a compact, walkable neighborhood setting. The district should create a center of commercial, entertainment, and office uses in multi-story buildings to meet most of the residents’ needs while still attracting business from outside the development. Willow Lawn can meet those criteria as it redevelops over time.

LAND USE ANALYSIS

A number of the Keystone Policies for Mixed-Use set forth in the Henrico Plan are relevant to Willow Lawn and the Applicant has designed the project to address these policies.

The County's policies found in the Henrico Plan include the follow relevant provisions:

- Mixed-Use developments are targeted for large tracts of land which should be developed in phases or at one time under an approved master plan for the site.
- Mixed-Use developments may be appropriate, pursuant to an approved master plan, on infill or re-development sites to intensify land uses in areas where public facilities are currently available.
- Encourage all Mixed-Use developments to meet the quality standards in the Design Guidelines Manual or as adopted by the county, related to site layout; building configuration, materials, massing, shape, and height; landscaping; signage; parking lot aesthetics and functional design; pedestrian circulation; lighting; stormwater management; environmental protection; mass transit access; and others.
- Encourage the development of an overall architectural theme for each Mixed-Use project to create a unique community character.
- 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.
- 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 the careful planning and management of traffic circulation and access so each Mixed-Use development operates as a coordinated circulation system. A strong interconnected street network is essential to the function of Mixed-Use areas. These systems need not be a typical grid but may retain some curvilinear characteristics with sufficient crossroads and access locations to promote adequate levels of service as specified in this Plan.
- Strongly encourage vertical mixed-uses in Urban Mixed-Use and Traditional Neighborhood Developments areas. Individual structures should include commercial uses on the lower stories, offices on secondary stories and residential uses on upper stories.



LAND USE ANALYSIS

The redevelopment of Willow Lawn satisfies the policies above in various creative ways, as reflected in the plans and elevations. It also satisfies County criteria that mixed-use developments should also be pedestrian-friendly and have walkable sidewalks with outdoor seating, street trees, and other amenities. The scale and placement of buildings creates a strong street wall. The structured parking will be located behind buildings while the parking lots will be screened from the street. Buildings will incorporate a mix of uses in the same structure by introducing vertical mixed-use on the Property while also providing horizontal mixed-use with one- or two-story buildings that are primarily retail uses. As reflected in this Application, all of these criteria are satisfied. Other general sections of the Henrico Plan, as summarized below, support the UMU and the Mixed-Use categories, and are satisfied by the proposed project.

- Plan development in a manner that minimizes strain on existing facilities and service areas.
- Encourage the sensitive infill development of vacant or underutilized parcels in more developed areas of the county to more efficiently utilize existing public facilities.
- Encourage new growth and development that takes location and availability of infrastructure and services into account.
- Promote developments that provide a safe pedestrian environment.
- Encourage planned development to promote unified and attractive development and a sense of place, rather than piecemeal or incremental development.
- Encourage compatible land use adjoining other jurisdictional boundaries.
- Utilize a transportation network supporting alternative modes of travel.
- Use access management standards which encourage joint entrances and inter-parcel connectivity.
- Encourage developments that accommodate the pedestrian and bicyclist as well as transit.
- Use transportation design guidelines and standards to enhance, promote and protect a high-quality community identity and aesthetic.
- Encourage new developments to install sidewalks and other pedestrian facilities.
- Encourage bicycle accommodations in conjunction with new development.
- Encourage residential units in vertical, Mixed-Use developments to promote housing opportunities near existing and future employment centers.



Willow Lawn - Existing Site Images





Willow Lawn - Existing Site Images





Willow Lawn - Existing Site Images





PROJECT DEVELOPER

Federal Realty is an S&P 500 real estate company founded in 1962 making it one of the oldest U.S. REITs. The company focuses on the ownership, operation and development of high-quality retail properties and large-scale mixed-use neighborhoods. Federal Realty owns more than 105 properties, with 3,100 tenants, 25 million square feet of tenant space, and over 3,400 residential units in eight major metropolitan markets in the United States.¹



Federal Realty, as the owner and Applicant, is requesting rezoning of Willow Lawn's 37+ acres (the "Property") to Urban Mixed-Use Planned Development District (UMU-PD). The current B-2 zoning (with a small strip of R-5) provides for retail, office, and commercial uses and is appropriate for the current use of the Property but not for the long-term vision of Willow Lawn as a mixed-use center.

PROPOSED USE

The UMU-PD zoning will allow redevelopment of Willow Lawn over time by allowing the construction of multi-family residential uses, structured parking, additional retail and office uses, and amenities. As proposed, the redeveloped Willow Lawn could support over 2,000 residential units with approximately 510,000 square feet of commercial and office uses. The maximum residential density and intensity standards will be based on the total Willow Lawn acreage and not by area or section of the Property. For example, if the first area of 520 residential units is constructed on a 6.7-acre portion of the Property, the proposed density would exceed 60 dwelling units/acre for that portion of the Property but the overall density will remain within the maximum limits when based on the total Property acreage. New commercial and office use will be introduced within the Mixed-Use areas, lining the major cross-streets and turning the corners. The mix of uses will occur both vertically and horizontally as Willow Lawn is redeveloped over the next 20 years or more.

The area and intensity standards set out in the Zoning Ordinance for the UMU-PD district will also be met by Willow Lawn as follows:

1. A minimum of twenty (20) acres for the district. Willow Lawn is 37.247 acres.
2. Residential density between 10 and 60 dwelling units/acre. Willow Lawn is proposing a density of up to 60 dwelling units/acre, meeting the residential density requirements.
3. Residential uses are to represent between 50-75% of the Property. Willow Lawn is proposing residential uses representing 55-70% of the total square footage of the development, meeting the Ordinance parameters.
4. Nonresidential uses are to be between 10-35%. Willow Lawn is proposing 17.85%, within the Ordinance parameters.
5. Willow Lawn will provide a minimum of 15% open space.
6. Willow Lawn will provide several residential options such as residential multi-family buildings with one-, two-, and/or three- bedroom units, upper story dwellings over commercial and office uses, and condominiums.

UTILITIES/PUBLIC FACILITIES

WATER AND SANITARY SEWER – Both public water and sanitary sewer are available to the Property. Water and sewer capacities and any improvements will be evaluated over time as actual development occurs.

SCHOOLS – The current Henrico County public schools designated for the Property are Crestview Elementary, Tuckahoe Middle, and Freeman High.

LIBRARIES – The Libbie Mill Library, built in 2016, is the closest Henrico County public library to Willow Lawn.

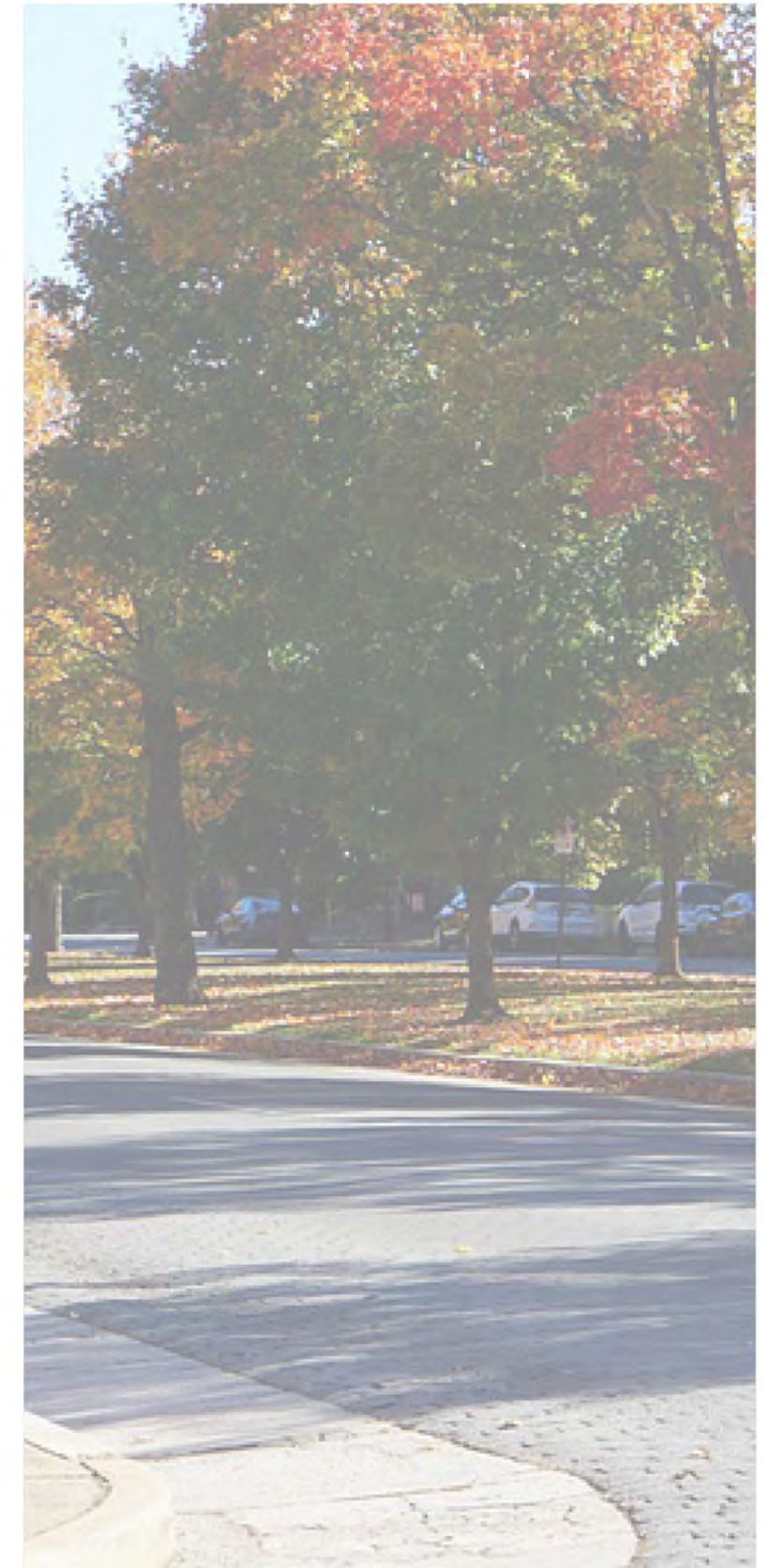
RECREATION AND PARKS – The closest public walking trail to Willow Lawn is located in Libbie Mill, approximately a 15-minute walk to the trail. Existing sidewalks along Broad Street and Willow Lawn Drive link the Property to Monument and Patterson Avenues to the south and southwest and Staples Mill Road to the east. On-site amenities will be provided with the residential units as well as pedestrian and bicycle access. The proposed rezoning will provide the

opportunity to add residential amenities, gathering spaces, and recreational uses to the Property. The GRTC buses also provide bike racks for riders.

FIRE & RESCUE – The Property is served by Fire Station 10 with one Engine and one Ladder Truck. Fire Station 8 is the next nearest station. Henrico County Division of Fire has three emergency facilities near the Property. Rescue services are available from Tuckahoe Fire Rescue 33.

POLICE – The Henrico County Police Department will provide service to the Property from the Central or West Police Stations.

SOLID WASTE – The Property will be serviced by a licensed commercial waste removal company for removal of solid waste, and the removal of fat, oil, and grease waste. The Property owner or tenant will provide on-site trash receptacles and dumpsters for collection of customer and resident waste.



FLOOD PLAIN/STORMWATER DRAINAGE

The Property will be designed to meet the Virginia Stormwater Management regulations prevailing at time of site plan application unless grandfathered conditions are permitted under previous approvals. Local Henrico County drainage and floodplain requirements will also be addressed at time of site plan application for stormwater quality and quantity, as may be required. The existing storm sewer system in the area will serve as the outfall for the Property but there will be an internal storm drain system installed as well. It is possible some on-site detention will be required.



HISTORIC & CULTURAL SITES

The only National Register of Historic Places in the vicinity of the Property is the Markel Building, located on Markel Road. The Markel Building is a distinctive area landmark and is also one of the most unusual office buildings in Virginia. The building was commissioned by brothers Lewis and Irvin Markel of the Markel Insurance Corporation in 1964 and completed in 1966. The Markel brothers specifically chose controversial local architect Haigh Jamgochian because they sought an unusual, eye-catching building. Jamgochian inspiration of a foil-wrapped bake potato can be seen on the three-story building clad in crumpled aluminum sheets. Re-development of Willow Lawn will not impact the Markel Building.

TRANSPORTATION

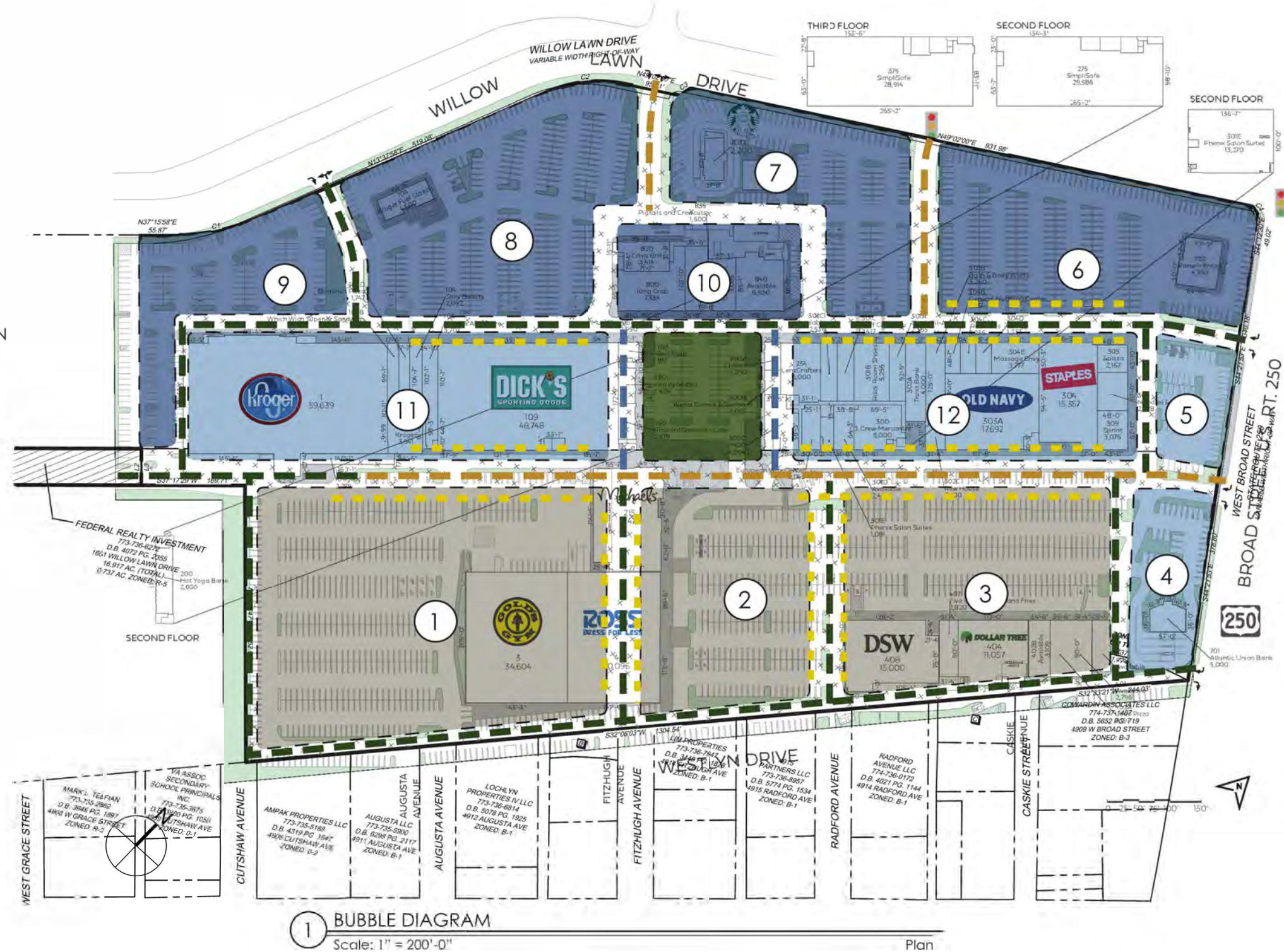
Willow Lawn has a number of access points from Broad Street, Monument Avenue, and Willow Lawn Drive. Existing vehicular access to Staples Mill Road is provided by way of Caskie Street, Fitzhugh Avenue, and Augusta Avenue. Radford Avenue is blocked with a fence, landscaping, and jersey barriers. One of the goals of the Willow Lawn redevelopment is to create more of a grid road connection from Staples Mill to Willow Lawn Drive and from Broad Street to Monument Avenue. Because existing curb cuts and road connections together with existing buildings that may remain over the long term, the grid may include a series of off-sets. These indirect drives will serve to slow traffic, which will be increasingly important as the density on the Property increased.

BUBBLE DIAGRAM

KEY:

- MIXED USE COMMERCIAL
- MIXED USE
- MIXED USE RESIDENTIAL
- CENTRAL COURTYARD
- PRIMARY STREET SECTION
- SECONDARY STREET SECTION
- ONE-WAY STREET SECTION
- PARALLEL PARKING

Each numbered area denoted as Mixed Use Residential or Mixed Use (except Area 10) will provide at least 15% open space within or adjacent to the new buildings. Passive and active recreational areas including, but not limited to, pools, plazas, clubhouse/ community gathering rooms, workout spaces, ball courts, rooftops, or playgrounds will be provided for the benefit of residents and guests. Area 10 and the Mixed Use Commercial areas will provide a cumulative amount of 15% open space such as the Central Courtyard, areas for outdoor dining, passive recreation areas, plazas, rooftops, and any required landscaping, buffers, and vegetative screening plus any stormwater management area treated as a site amenity.



1 BUBBLE DIAGRAM
Scale: 1" = 200'-0"

DENSITY BREAKDOWN

<p>① 6.7 acres 525 Units 20,000 S.F. Commercial</p> <p>② 2.0 acres 190 Units 14,000 S.F. Commercial</p> <p>③ 2.7 acres 280 Units 14,500 S.F. Commercial</p>	<p>④ 0.8 acre 75 Units 16,000 S.F. Commercial</p> <p>⑤ 0.5 acre 45 Units 10,000 S.F. Commercial</p> <p>⑥ 2.4 acres 255 Units 25,000 S.F. Commercial</p>	<p>⑦ 1.7 acres 185 Units 8,000 S.F. Commercial</p> <p>⑧ 2.9 acres 325 Units 25,000 S.F. Commercial</p> <p>⑨ 1.6 acres 60 Units 12,000 S.F. Commercial</p>	<p>⑩ 0.7 acre 90,000 Commercial</p> <p>⑪ 3.2 acres 120 Units 140,000 S.F. Commercial</p> <p>⑫ 2.5 acres 100 Units 111,000 Commercial</p>
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*BASED ON AN 850 S.F. UNIT AVERAGE
*ALL ACREAGES, UNIT COUNTS, AND SQUARE FOOTAGE TAKE-OFFS ARE APPROXIMATIONS





1 Streetscape Diagram - Primary Option A
Scale: N.T.S.

Plan

STREETSCAPE MAP



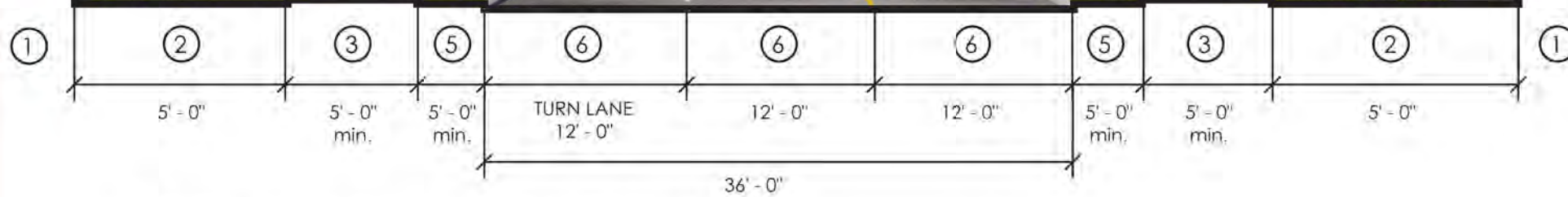
PRIMARY STREET SECTION

KEY

- | | |
|--------------------|-----------------|
| ① RESIDENTIAL | ⑥ DRIVE AISLE |
| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections

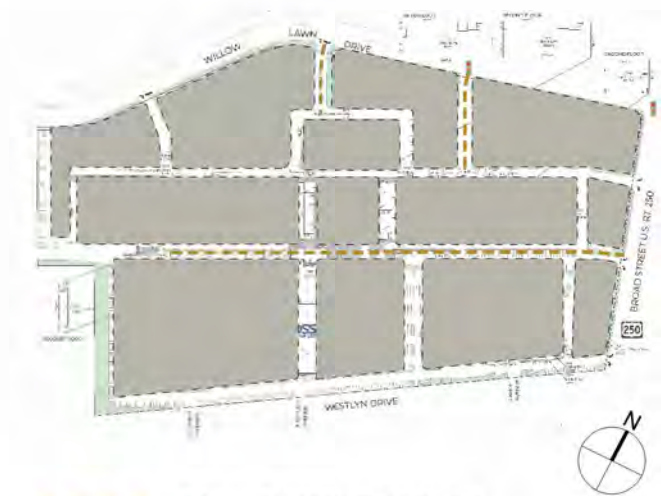




1 Streetscape Diagram - Primary Option B
Scale: N.T.S.

Plan

STREETSCAPE MAP



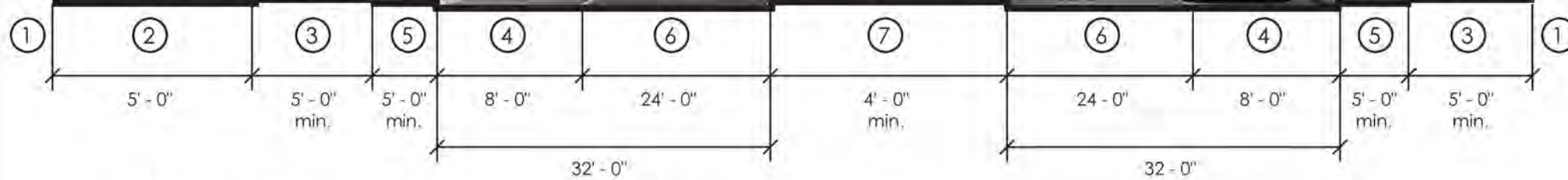
PRIMARY STREET SECTION

KEY

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|--------------------|-----------------|
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| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections

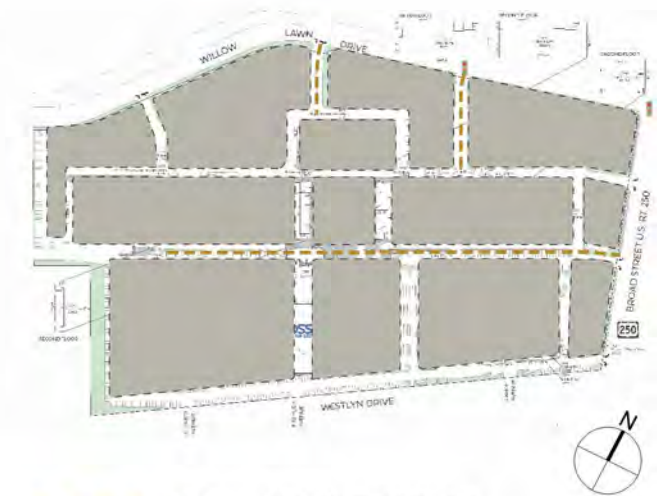




① Streetscape Diagram - Primary Option C
Scale: N.T.S.

Plan

STREETSCAPE MAP



--- PRIMARY STREET SECTION

KEY

- | | |
|--------------------|-----------------|
| ① RESIDENTIAL | ⑥ DRIVE AISLE |
| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections

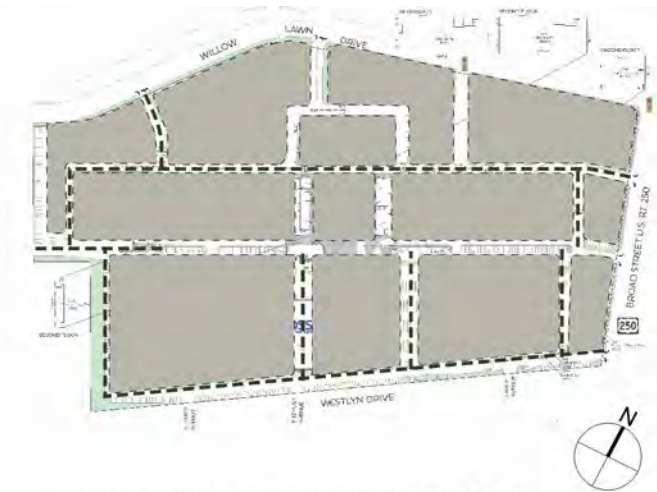




1 Streetscape Diagram - Secondary Option A
Scale: N.T.S.

Plan

STREETSCAPE MAP



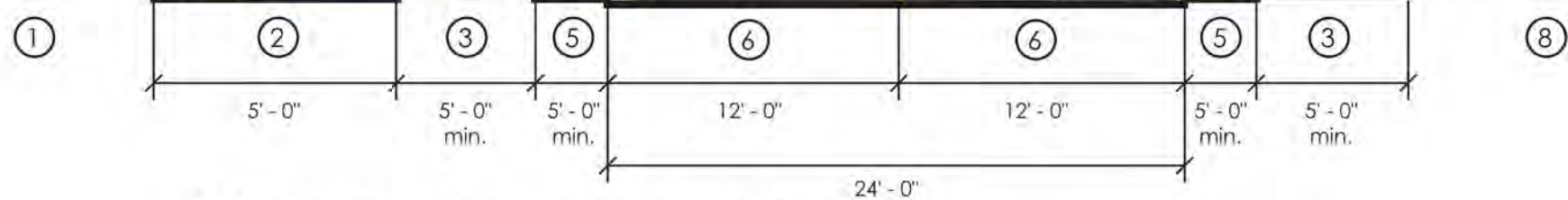
--- SECONDARY STREET SECTION

KEY

- | | |
|--------------------|-----------------|
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| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections

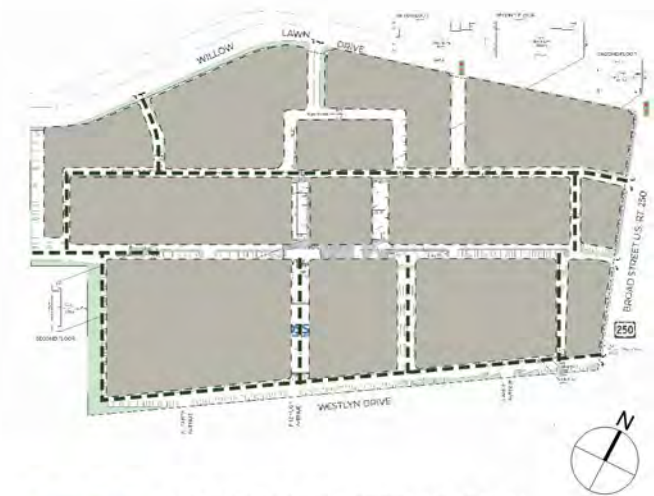




1 Streetscape Diagram - Secondary Option B
Scale: N.T.S.

Plan

STREETSCAPE MAP



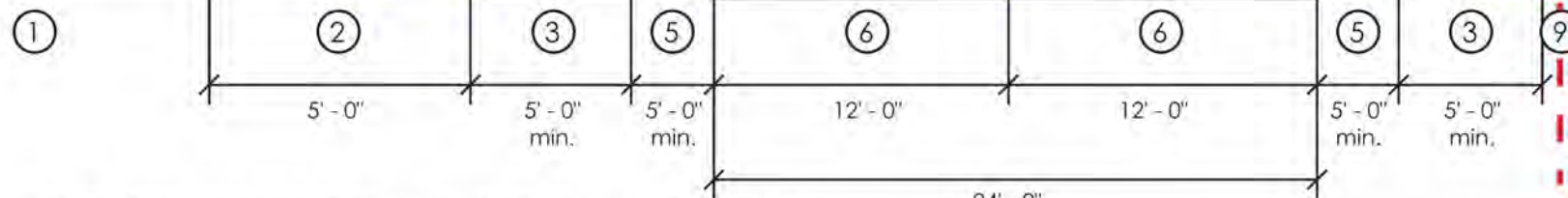
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KEY

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|--------------------|-----------------|
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| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections

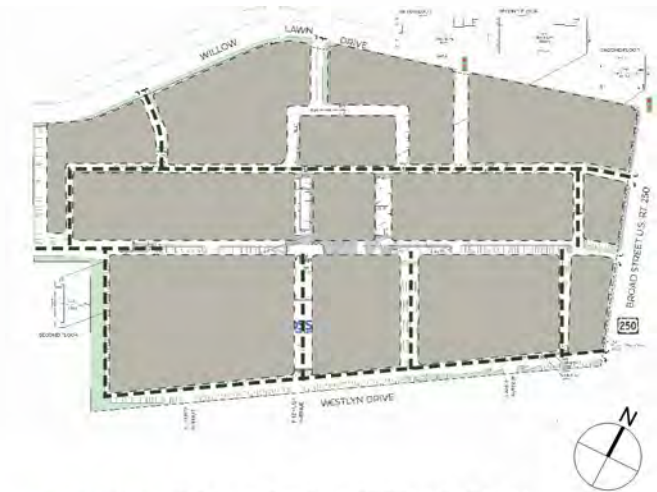




1 Streetscape Diagram - Secondary Option C
Scale: N.T.S.

Plan

STREETSCAPE MAP



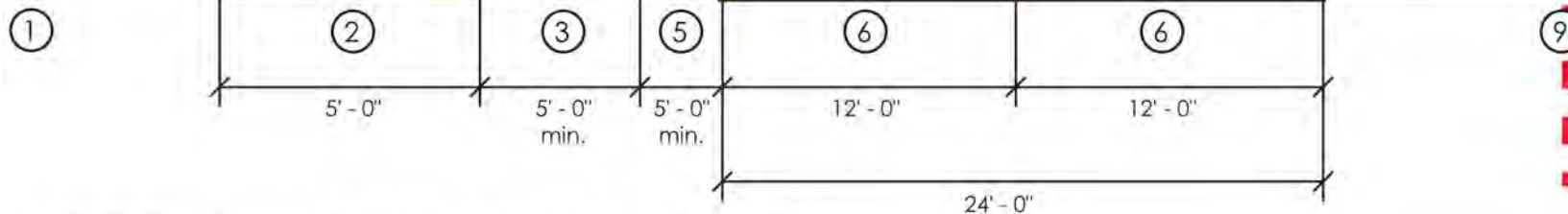
--- SECONDARY STREET SECTION

KEY

- | | |
|--------------------|-----------------|
| ① RESIDENTIAL | ⑥ DRIVE AISLE |
| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections

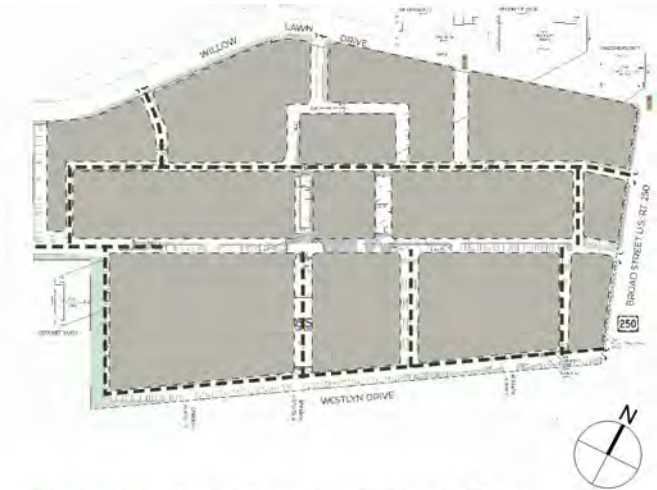




1 Streetscape Diagram - Secondary Option D
Scale: N.T.S.

Plan

STREETSCAPE MAP



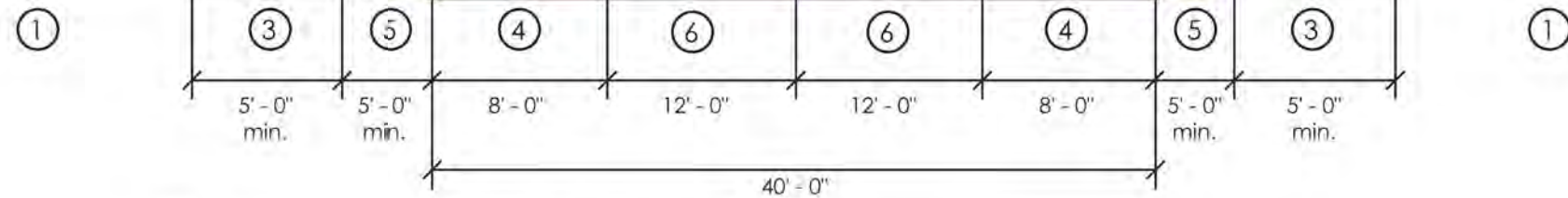
--- SECONDARY STREET SECTION

KEY

- | | |
|--------------------|-----------------|
| ① RESIDENTIAL | ⑥ DRIVE AISLE |
| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections

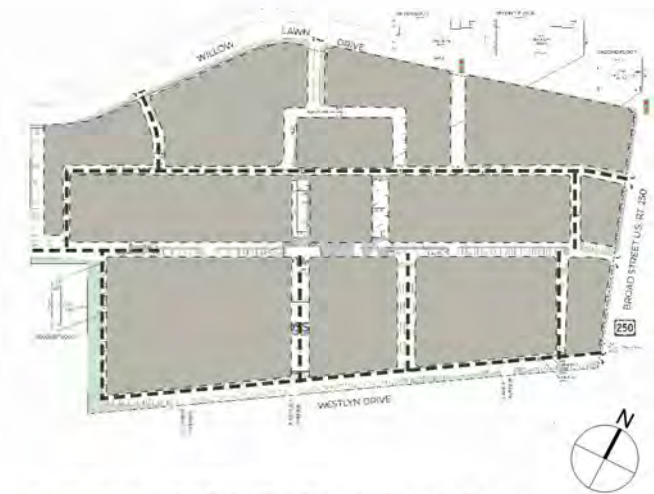




1 Streetscape Diagram - Secondary Option E
Scale: N.T.S.

Plan

STREETSCAPE MAP



--- SECONDARY STREET SECTION

KEY

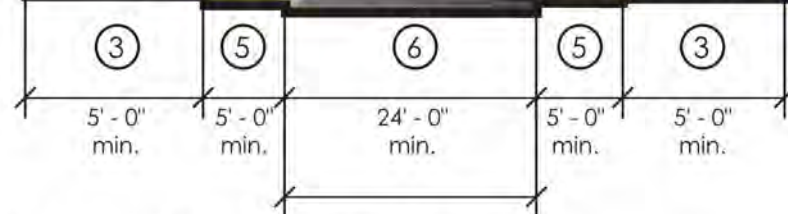
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|--------------------|-----------------|
| ① RESIDENTIAL | ⑥ DRIVE AISLE |
| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections





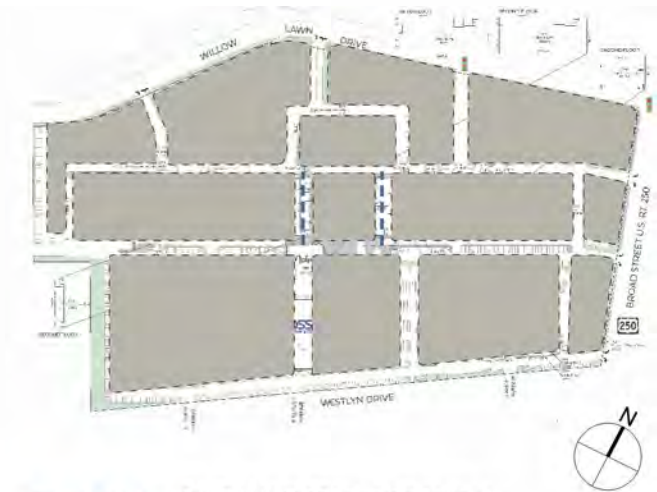
①



① Streetscape Diagram - One Way Option A
 Scale: N.T.S.

Plan

STREETSCAPE MAP



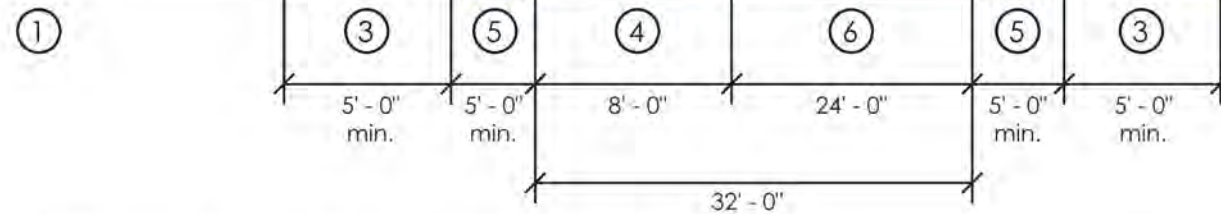
ONE-WAY STREET SECTION

KEY

- ① RESIDENTIAL
- ② LANDSCAPE BUFFER
- ③ 5' SIDEWALK
- ④ PARALLEL PARKING
- ⑤ TREE WELL
- ⑥ DRIVE AISLE
- ⑦ MEDIAN
- ⑧ RETAIL
- ⑨ PROPERTY LINE

Willow Lawn - Streetscape Sections

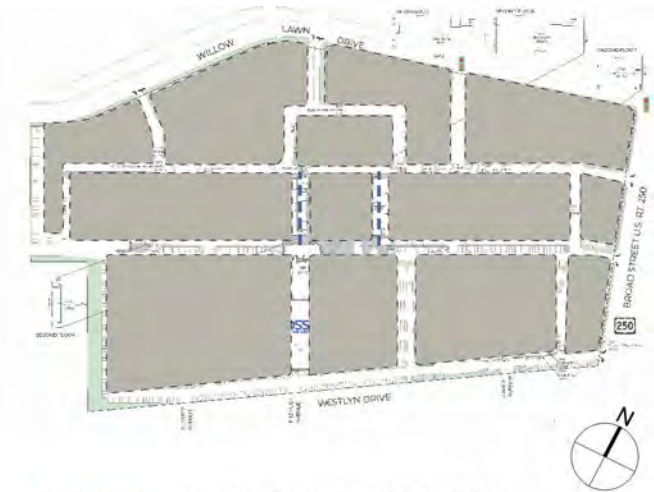




1 Streetscape Diagram - One Way Option B
Scale: N.T.S.

Plan

STREETSCAPE MAP



ONE-WAY STREET SECTION

KEY

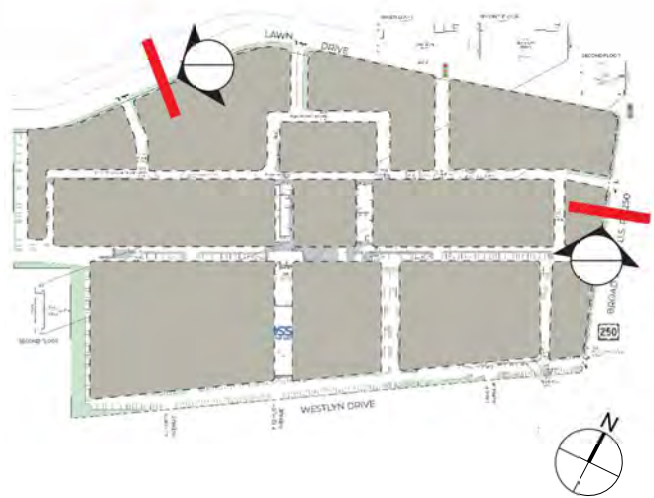
- | | |
|--------------------|-----------------|
| ① RESIDENTIAL | ⑥ DRIVE AISLE |
| ② LANDSCAPE BUFFER | ⑦ MEDIAN |
| ③ 5' SIDEWALK | ⑧ RETAIL |
| ④ PARALLEL PARKING | ⑨ PROPERTY LINE |
| ⑤ TREE WELL | |

Willow Lawn - Streetscape Sections





STREETSCAPE MAP



KEY

- ① RESIDENTIAL
- ② LANDSCAPE BUFFER
- ③ 5' SIDEWALK
- ④ PARALLEL PARKING
- ⑤ TREE WELL
- ⑥ DRIVE AISLE
- ⑦ MEDIAN
- ⑧ RETAIL
- ⑨ PROPERTY LINE

① Streetscape Diagram - Broad Street & Willow Lawn Drive
Scale: N.T.S.

Plan

Willow Lawn



LANDSCAPING & STREETSAPES

Landscaping for Willow Lawn at a minimum will satisfy the County's zoning requirements. Streetscape sections will include street trees, sidewalks, and landscaped buffers. Landscaping will also be provided for the streets with a median. Parking lots will be landscaped and buffer areas along Broad Street and Willow Lawn Drive will be provided. The parking lot landscaping and buffers may include areas for bio-retention of stormwater.

- The overall landscape plan strategy is to establish a vegetation framework and character with street trees along public street frontages.
- Interior Landscaping will be determined with each plan of development with a priority on shade tree canopy where appropriate and low-growing plant materials as accents to soften building frontages, and maintain sight-lines for public safety.
- Water quality features, if needed, may be accommodated within landscape areas as amenities integrated within common areas and open space.
- The common areas will include new shade trees and preservation of selected mature trees. The intent of the mixed-use strategy is to create a better integration of uses within the development and with adjacent land uses through a softening of harsh landscape buffers and barriers.



Table I: Large Shade & Evergreen Tree Examples












Scientific Name	Common Name	Size at Planting	Type	Preferred Locations
 Acer rubrum	Red Maple	Min. 2" cal., B&B.	Large Shade Tree	Bufers Parks/Amenities Parking/Streetscape
 Ginkgo biloba (Male)	Maidenhair Tree	Min. 2" cal., B&B.	Medium Canopy Tree	Parks/Amenities Parking/Streetscape
 Platanus x acerifolia	London Planetree	Min. 2" cal., B&B.	Large Shade Tree	Bufers Parks/Amenities Parking/Streetscape
 Quercus phellos	Willow Oak	Min. 2" cal., B&B.	Large Shade Tree	Bufers Parks/Amenities Parking/Streetscape
 Juniperus virginiana	Eastern Redcedar	8-10" Height	Small Evergreen Tree	Bufers Street Bufer

Table II: Understory Tree & Shrub Examples

Scientific Name	Common Name	Size at Planting	Type	Preferred Locations
 Cornus kousa	Kousa Dogwood	8-10" Height	Understory	Understory Bufers
 Cercis canadensis	Redbud	8-10" Height	Understory / Flowering Tree	Parks/Amenities Bufers
 Ilex glabra	Inkberry Holly	24" height	Evergreen Shrub	Bufers Parking Lot Landscaping Street Bufer
 Ilex verticillata 'Red Sprite'	Red Sprite Winterberry Holly	24" height	Semi-Evergreen Shrub	Bufers Parking Lot Landscaping Street Bufer
 Rhododendron prinophyllum	Rose Azalea	24" height	Semi-Evergreen Flowering Shrub	Bufers Parks/Amenities
 Spiraea sp.	Spirea	24" height	Deciduous Shrub	Bufers Parking Lot Landscaping Street Bufer

*Note: Street tree spacing will be a variable 35' to 50' based upon specific block context and in consideration of sight lines, building setbacks, public spaces, utilities, and visibility to retail frontages.



ELEVATIONS & ARCHITECTURE

The architecture for new buildings will play off the original three-story Miller & Rhoads department store and S&W Cafeteria that now serves as an office building with first floor restaurant uses. Architecture will also be inspired by the various styles existing around the Property and based on more recent contemporary buildings found throughout the County. The illustrations are conceptual in nature and may vary in detail. Buildings constructed on the Property shall be in general conformance with one or more of the illustrations found on the following pages.

The proposed multi-family and mixed-use buildings will be designed with on-site amenities for the residents. All structured parking will be wrapped fully or partially with commercial or residential uses, where feasible and viable, to activate the streets and pedestrian ways to and around the buildings and the site.



TRADITIONAL

- Balanced and symmetrical façade combinations composed of brick, stone, stone wood and stucco. Metal work may be applied for detailing.
- Symmetrical facades and/or with rhythmic balance of secondary attached façades.
- Generally mid to high-rise buildings.
- Windows vary in size with solid stone lintels, sliding sash, with or without muntins. For commercial usage, large windows may be applied.
- Projecting masonry detailing at entrance.
- Shallow or false projecting balconies.
- Roofs are hipped or flat with distinctive traditional parapet or cornice line profiles.





Willow Lawn - Architectural Style Images - Traditional



CONTEMPORARY

- Flexible application of new manufactured and sustainable materials with energy and environmental considerations along with traditional combinations such as metal, concrete, wood, stone and brick.
- The aesthetic is expressed through structural detailing, creative use of surface pattern, color, form and signage.
- Ideal style for any scale building height and footprint.
- Bright open interiors with possible high ceilings are common features.
- Combination of fixed and operable low profile Windows boast abundance of natural light.
- Projecting fixed awnings and balconies.
- High profile exterior building corners with distinctive shapes, colors, lighting and material selections.
- Flat overhanging roofs with distinctive design elements are well adapted for amenity functions and provide opportunity for plant/ green roof system placements.





Willow Lawn - Architectural Style Images - Contemporary



RETAIL & MIXED-USE



HIGHRISE



SITE LIGHTING & FURNITURE

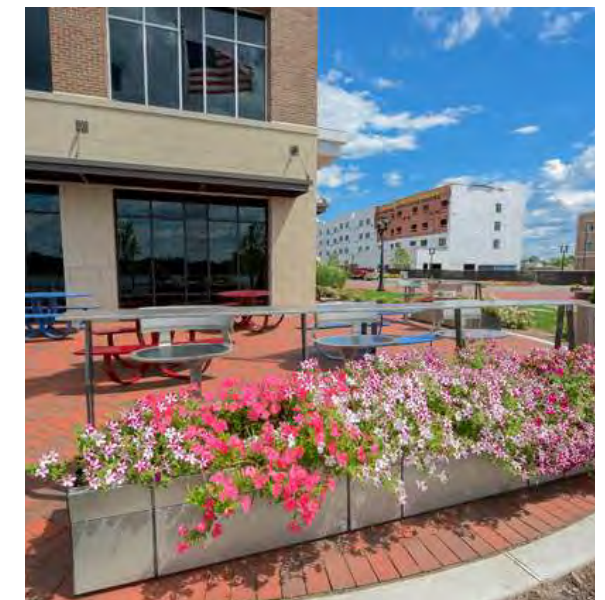
Site Lighting

Pedestrian scaled outdoor lighting will be provided along the private streets, within plazas, and along pedestrian access routes within the open spaces.

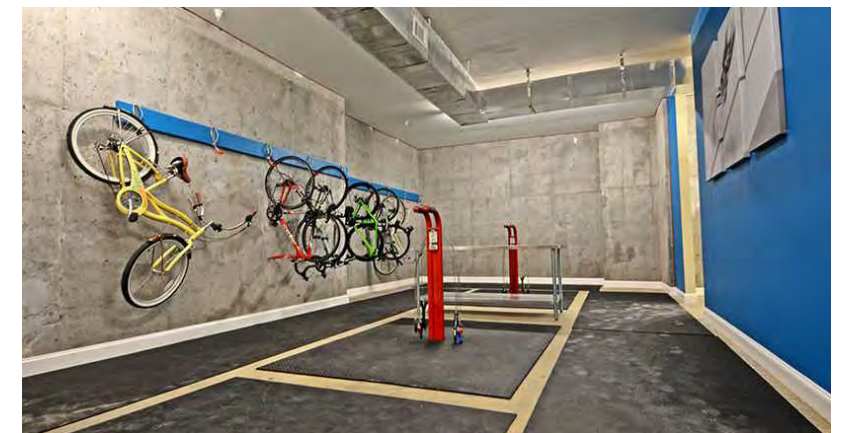
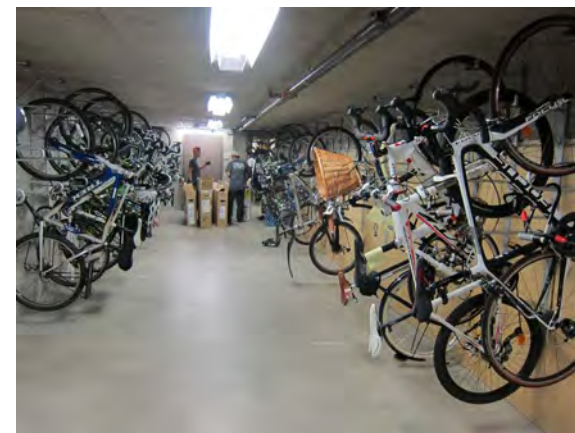
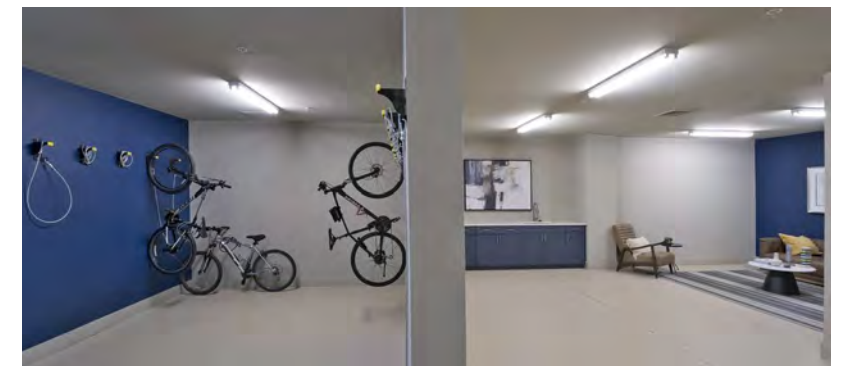
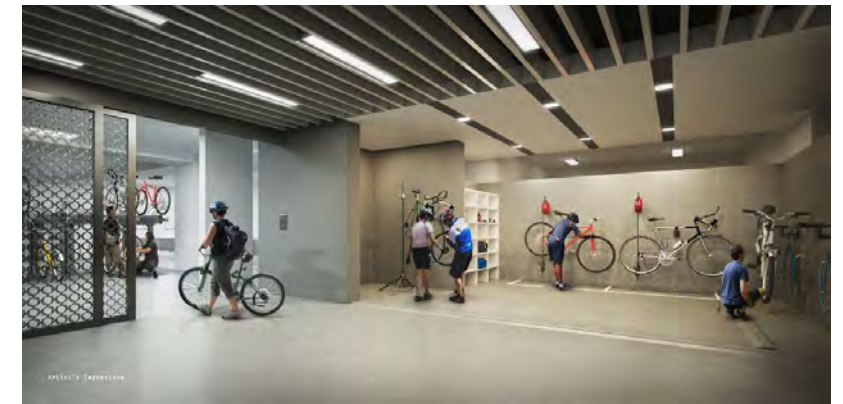
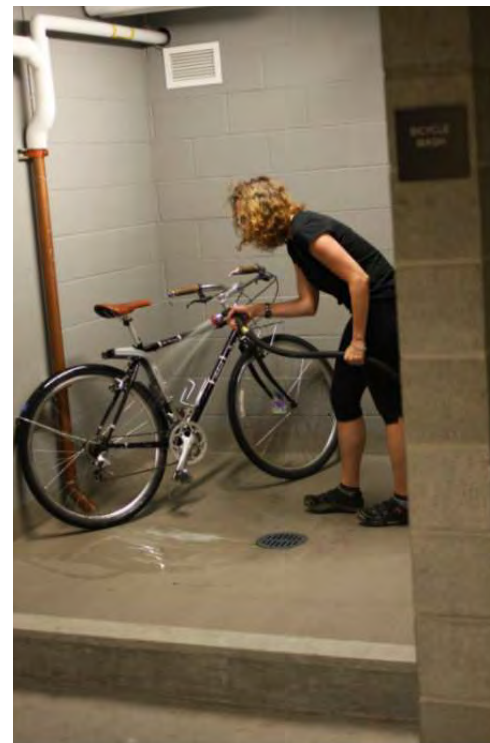
Street Furnishings

Coordinated street furnishings will include trash receptacles, street lighting, planters, and benches. Furnishings will be limited to the curbside or building amenity zones and will not encroach into pedestrian clear zones.

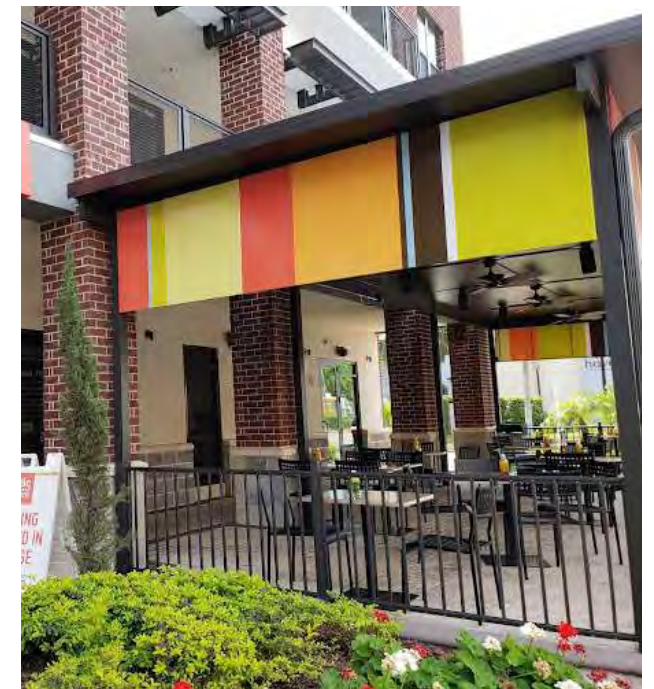
- Plantings, lighting, and benches will be used to promote a pedestrian friendly streetscape.
- Street furniture to be integrated with usable public gathering spaces and along sidewalks support pedestrian life along streets and elevates the quality of the streetscape by providing places for people to sit and gather, deposit litter and store bicycles.
- Site furnishings should be similar style and quality and used to create a cohesive streetscape within the neighborhood.
- Color of the selected furnishings should be compatible to the overall color palette of the neighborhood.
- Pedestrian level lighting will be used to complement the roadway and streetscape lighting and to emphasize safe sidewalks and open space areas.
- All pedestrian walkways and parking areas will be illuminated.

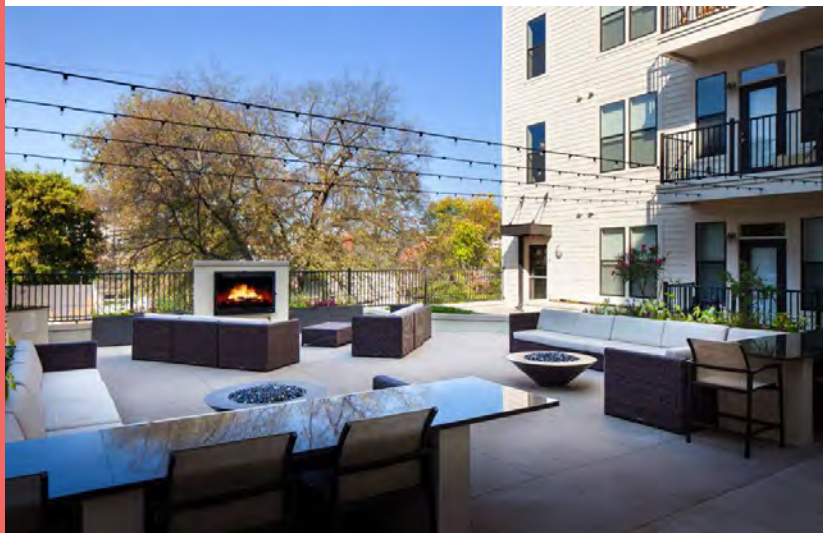


BIKE & PEDESTRIAN FACILITIES



OUTDOOR AMENITY





Willow Lawn - Design Standards - Outdoor Amenity Images





Willow Lawn - Design Standards - Outdoor Amenity Images

PARKING GARAGE CLADDING



Willow Lawn - Design Standards - Garage Cladding Images



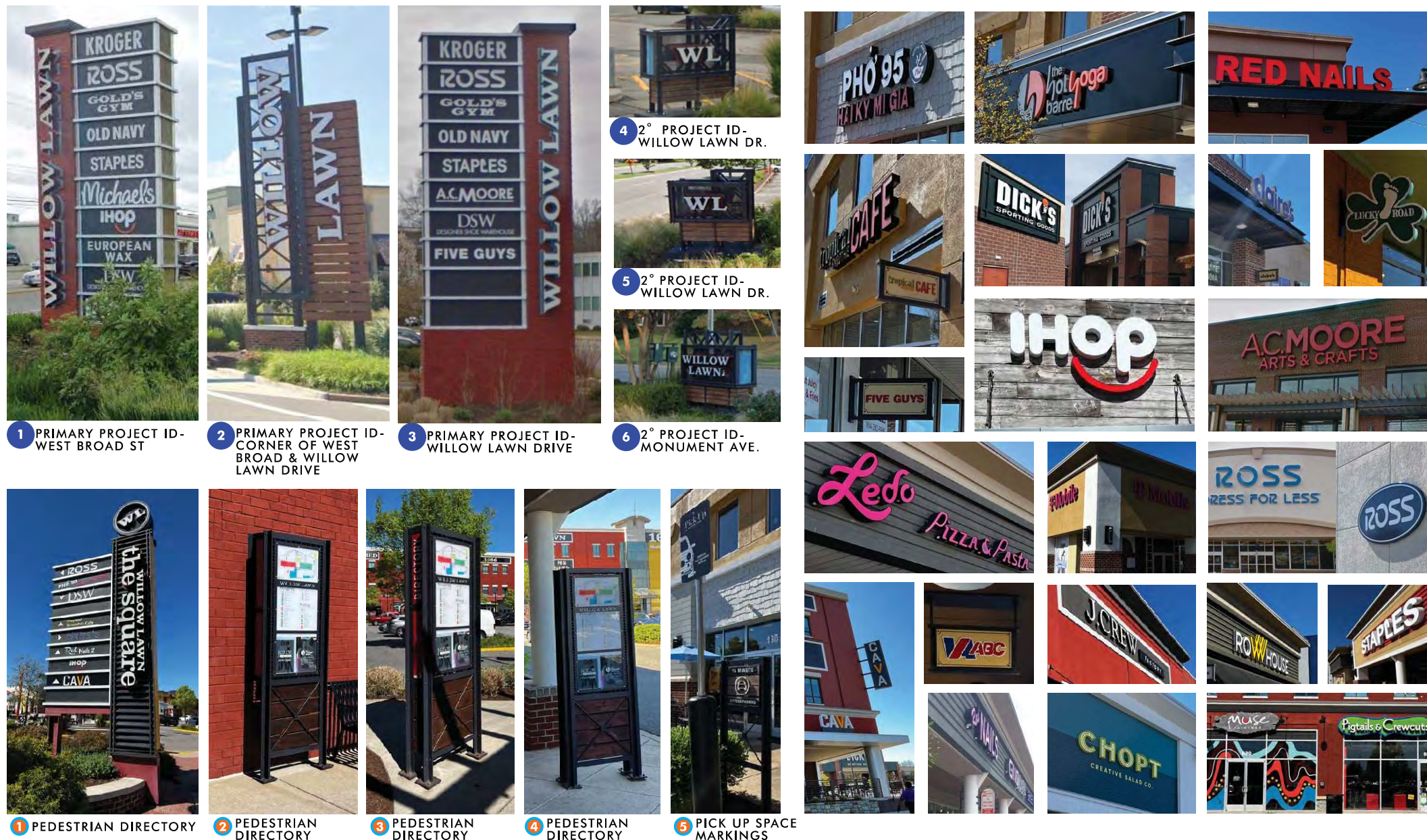
DUMPSTER & HVAC SCREENING



EXISTING SIGNAGE

Signage is one of the most important components of visual information. The purpose of these guidelines is intended to encourage creative and imaginative signage and insure consistency in the placement and arrangement of various types of signage as to avoid visual confusion and disruption. Each component of signage contributes to the overall look and function of the buildings, storefronts and streetscapes which in turn contribute to the overall feel of Willow Lawn.

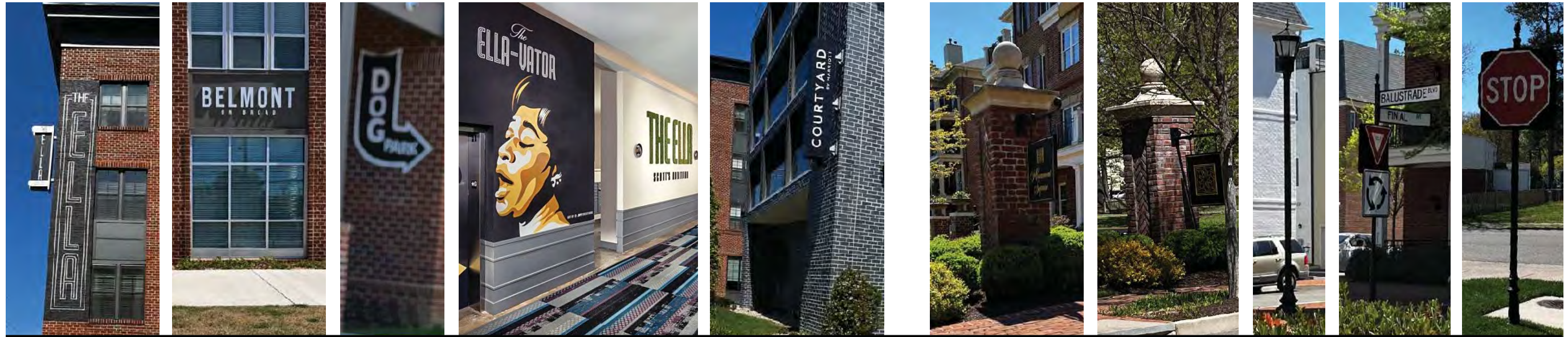
All signs are to be developed within the overall context of appropriate size and proportion to its designated site location and individual building.



EXISTING GRAPHICS



SIGNAGE & GRAPHICS INSPIRATION



NEIGHBORING COMMUNITY- THE ELLA

NEIGHBORING COMMUNITY- MONUMENT SQUARE





1001 Boulders Parkway
Suite 300
Richmond, VA 23225

P 804.200.6500
F 804.560.1016
www.timmons.com

To: Seth Humphreys, Henrico County
From: Steve Schmidt, PE, PTOE
RE: Willow Lawn Redevelopment Parking Analysis
Date: July 12, 2023
Copy: Adena Patterson, AICP (McGuire Woods LLP)

Introduction

Timmons Group (TG) has prepared this overall parking analysis for the proposed Willow Lawn redevelopment located in Henrico County, Virginia.

The approximately 37-acre site is currently zoned B-2 (with a small strip of R-5) and occupied with an approximately 493,000 S.F. shopping center (435,000 S.F. retail space and 58,000 S.F. office space).

The Applicant is seeking to rezone the site to Urban Mixed-Use Planned Redevelopment District (UMU-PD) to permit the redevelopment of the site, over time, into a mixed-use project. For the purposes of this parking analysis, the redevelopment is anticipated to include 435,000 S.F. of retail space, 75,000 S.F. of office space, and 2,250 multi-family residential units.

The following analysis was completed to determine the total number of required parking spaces with the full redevelopment of Willow Lawn. The site will be redeveloped in multiple phases over time and an individual, phase specific parking study will be prepared with each Plan of Development (POD) submission.

The phase specific parking study will include analysis of the parking needs during construction of that phase.

Required Parking per the Henrico County Zoning Ordinance

The Henrico County Zoning Ordinance (Ordinance), with an amended date of April 12, 2022, sets the number of required spaces for each land use. Section 24-5110 sets the base minimum parking requirements based on individual uses as detailed in Table 5110.

Ordinance Section 24-5113 sets the procedure (Applicability and Methodology) for calculating the number of parking spaces for mixed-use developments in lieu of the requirements in Section 24-5110.

Applicability

As detailed in Section 24-5113.A, a mixed-use development may calculate minimum parking requirements based on the potential for the sharing of parking spaces between uses for a maximum potential reduction of 30%.

Methodology

The mixed-use parking requirements will be calculated as detailed in the below excerpt from the Ordinance:

B. Methodology

The following methodology will be used to calculate the required parking:

1. The applicant must determine the minimum parking required for each principal use in the development in accordance with Table 5110: Minimum Number of Off-Street Parking Spaces.
2. The applicant must apply the time-of-day demand factors for each principal use in accordance with Table 5113: Shared Parking Time-of-Day Parking Ratios.
3. The applicant must calculate the sum of each column in the resulting table (rounding up all fractions). These sums represent the total estimated shared demand for each time period throughout a typical day.
4. The highest of the sums of the columns may be used as the minimum amount of parking required for the development.

Step 1 – Base Parking Requirements (Table 5110)

Table 1, below, calculates the required parking spaces for each use based on the rates from Table 5110 for each use.

Table 5110 distinguished between traditional multi-family residential and upper story residential which is residential which is above non-residential uses.

For purposes of this analysis, it was assumed that 50% of the residential units will be in traditional multi-family building and 50% will be upper story residential. It is noted this mix will likely change throughout the redevelopment process and the parking analysis updated with each POD.

As shown in Table 1, the base parking required for the Willow Lawn Redevelopment is 5,086 parking spaces.

Table 1: Required Parking Rates per County Ordinance

Land Use	Amount	Units	Required Parking Per County Code ⁽¹⁾	
			Rate	Required Spaces
Proposed Development				
Multi-Family Dwelling Units	1,125	Units	2.0 spaces/unit	2,250
Upper Story Dwelling Units	1,125	Units	1.0 spaces/unit	1,125
Retail	435,000	S.F.	3.5 spaces/1,000 S.F.	1,523
Office	75,000	S.F.	2.5 spaces/1,000 S.F.	188
Total Required Spaces				5,086

Notes:

1. Per Table 5110 of the Henrico County Zoning Ordinance.

Step 2 – Hourly Variations in Parking (Table 5113)

The Ordinance provides time of day parking ratios that detail the percentage of occupied spaces by use throughout the course of a weekday and weekend. These ratios are detailed in Table 5113 (see below) and indicate, for example, from 7AM to 6PM on a weekday, the residential parking need is 60% of the maximum and the office parking need is 100% of the maximum.

Table 5113: Shared Parking Time-of-Day Parking Ratios						
Use Classification, Category, or Type	Weekdays			Weekends		
	2 AM to 7 AM	7 AM to 6 PM	6 PM to 2 AM	2 AM to 7 AM	7 AM to 6 PM	6 PM to 2 AM
Office	20%	100%	20%	5%	10%	0%
Residential	100%	60%	100%	100%	80%	100%
Retail sales	0%	100%	80%	0%	100%	60%
Personal service establishments	20%	100%	40%	0%	60%	0%
Eating establishments	20%	80%	100%	20%	80%	100%
Hotel or motel	100%	60%	100%	100%	60%	100%
Schools	10%	100%	80%	10%	20%	10%
All other uses	100%					

Step 3 – Hourly Parking Demand

The hourly variations shown in Table 5113 were applied to the required parking shown in Table 1 to yield the required number of spaces by use at various times on a weekday and weekend. The required parking at various times is shown in Table 2.

Table 2: Hourly Parking Demand

	<u>Multifamily Residential</u>		<u>Upper Story Residential</u>		<u>Retail</u>		<u>Office</u>		Required Spaces
	% Parked ⁽¹⁾	Required Spaces	% Parked ⁽¹⁾	Required Spaces	% Parked ⁽¹⁾	Required Spaces ⁽²⁾	% Parked ⁽¹⁾	Required Spaces ⁽²⁾	
<u>Weekday Peak</u>									
2:00 AM to 7:00 AM	100%	2,250	100%	1,125	0%	0	20%	38	3,413
7:00 AM to 6:00 PM	60%	1,350	60%	675	100%	1,523	100%	188	3,736
6:00 PM to 2:00 AM	100%	2,250	100%	1,125	80%	1,219	20%	38	4,632
Weekday Peak Parking									4,632
<u>Weekend Peak</u>									
2:00 AM to 7:00 AM	100%	2,250	100%	1,125	0%	0	5%	10	3,385
7:00 AM to 6:00 PM	80%	1,800	80%	900	100%	1,523	10%	19	4,242
6:00 PM to 2:00 AM	100%	2,250	100%	1,125	60%	914	0%	0	4,289
Weekend Peak Parking									4,289

Notes:

1. Per Table 5113 in the Henrico County Zoning Ordinance.

As shown in Table 2, the weekday peak parking demand occurs from 6:00 PM to 7:00 AM when 4,632 parking spaces are required to meet the demands. The weekend peak parking demand occurs from 7:00 AM to 6:00 PM when 4,289 parking spaces are required to meet the demands.

Step 4 – Minimum Parking Demand by Use

The hourly variations in parking for each use calculated in Step 3 are summarized below in Table 3 and indicate 4,632 parking spaces will be required to meet the parking demands of the Willow Lawn Redevelopment.

The required 4,632 parking spaces are a reduction of 454 (or 9%) over the base requirements calculated in Step 1.

Table 3: Parking Demand Summary

Land Use	Amount	Units	Required Parking with Hourly Variations ⁽¹⁾	
			Weekday Req. Spaces (7AM-6PM)	Weekend Req. Spaces (2AM-7AM)
Proposed Development				
Multi-Family Dwelling Units	1,125	Units	2,250	2,250
Upper Story Dwelling Units	1,125	Units	1,125	1,125
Retail	435,000	S.F.	1,219	914
Office	75,000	S.F.	38	0
Total Required Spaces			4,632	4,289

Notes:

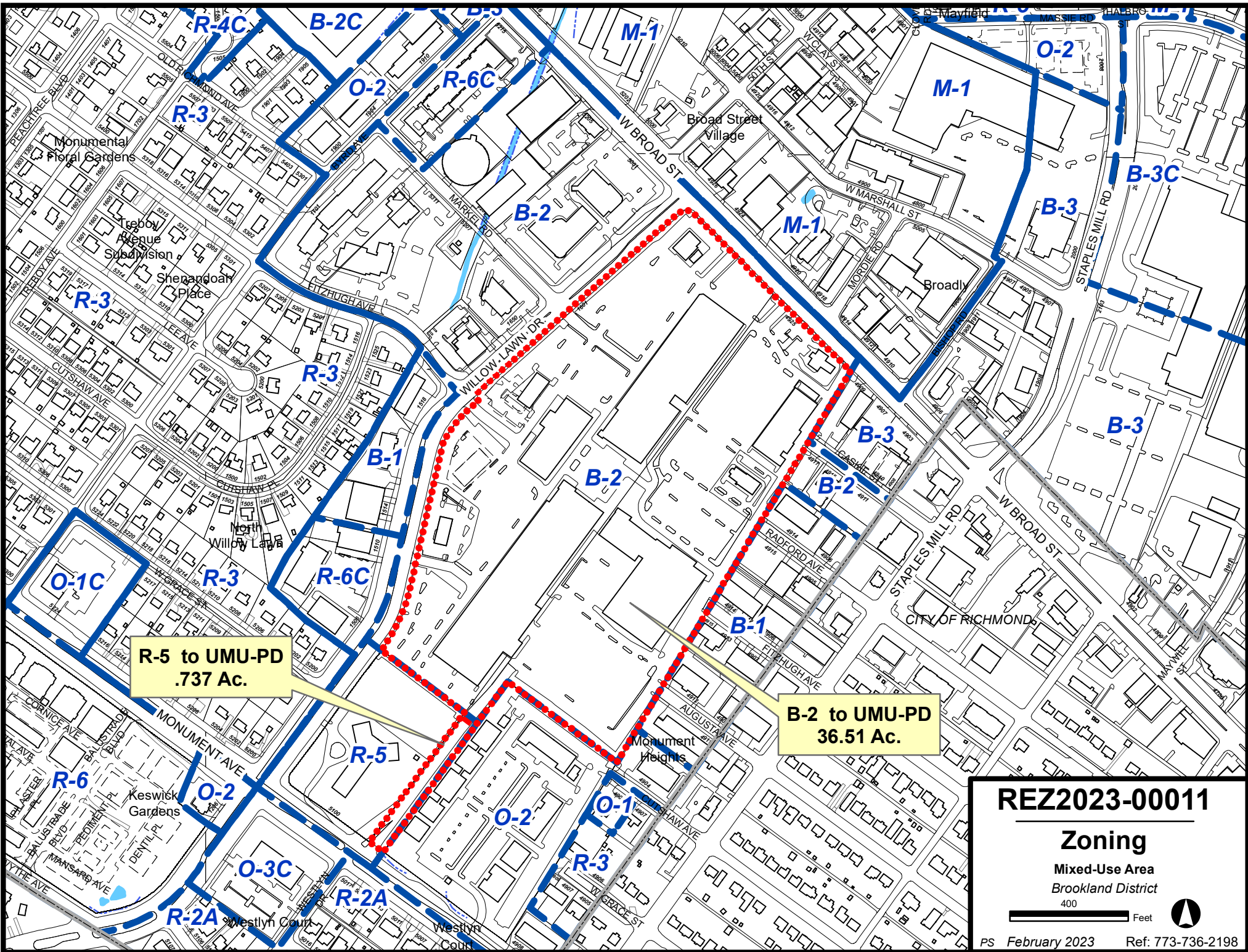
1. See Table 2 for the hourly variation calculations.

Conclusions

As a result of the analysis the following conclusion is offered:

- Based on the current development plans, the Willow Lawn Redevelopment will require 4,632 parking spaces at completion.
 - This represents a 9% reduction from the based ordinance required parking rates.
- The site will be redeveloped in multiple phases over time and an individual, phase specific, parking study will be prepared with each Plan of Development (POD) submission.
 - The phase specific parking study will include analysis of the parking needs during construction of that phase.

Should you have any questions or comments, please contact met at 804-200-6502.



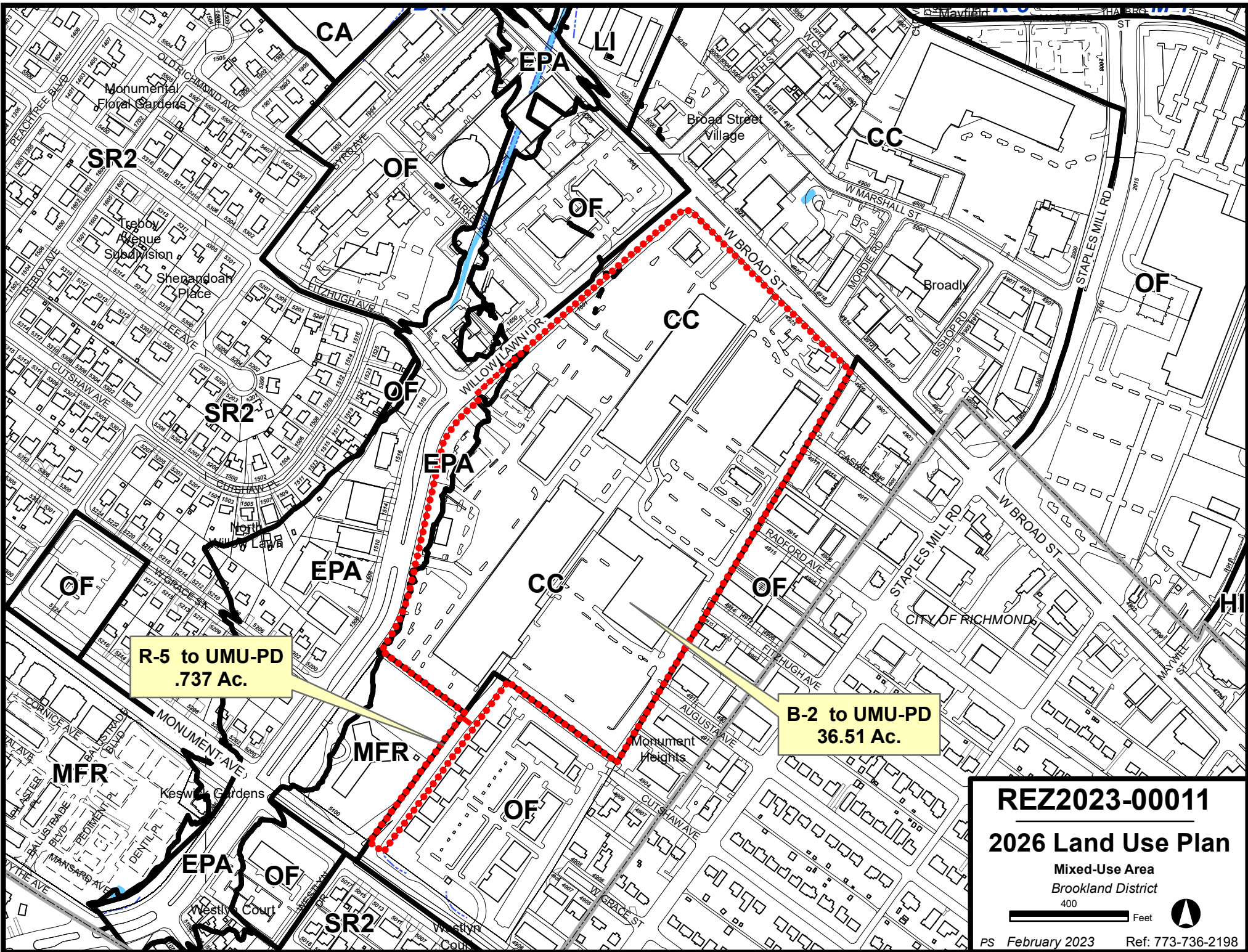
REZ2023-00011

Zoning

Mixed-Use Area
Brookland District

400 Feet

PS February 2023 Ref: 773-736-2198



**R-5 to UMU-PD
.737 Ac.**

**B-2 to UMU-PD
36.51 Ac.**

REZ2023-00011
2026 Land Use Plan
 Mixed-Use Area
 Brookland District
 400 Feet
 PS February 2023 Ref: 773-736-2198