



PUP2023-00018

Gateway Associates of Richmond II, LLC

Staff Report for Planning Commission Public Hearing

Prepared March 26, 2024

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:	November 9, 2023	Deferred at Applicant's Request
	February 15, 2024	Deferred at Applicant's Request
	March 14, 2024	Recommended for Approval
Board of Supervisors	April 9, 2024	Pending

II. IDENTIFICATION AND LOCATIONAL INFORMATION:

Request:	Commercial uses and zoning modifications as part of a master-planned development.
Existing Zoning:	R-6 General Residence District
Acreage:	2.47 acres
Location of Property:	West line of N. Parham Road approximately 240' south of Fargo Road
Magisterial District:	Tuckahoe
Comprehensive Plan Recommendation:	MFR, Multifamily Residential Regency Square Revitalization/Reinvestment Opportunity Special Focus Area
Parcel Numbers:	Part of parcels 753-745-6957 and 753-745-0470
Zoning of Surrounding Properties:	North: O-2 Office District, O-2C Office District (Conditional) South: B-2 Business District, R-2A One-Family Residence District East: O-2 Office District West: R-6 General Residence District, O-2C Office District (Conditional)

III. SUMMARY OF STAFF REPORT COMMENTS:

This is a request to modify and expand a previously approved provisional use permit (PUP) to redevelop part of the Gateway apartment community with a new mixed-use building. The proposed changes would increase the proposed residential density, modify setbacks and parking, and alter resident amenities.

The proposed development is generally consistent with the previously approved PUP and is not anticipated to be detrimental to the surrounding area. Properly conditioned, the proposed development would contain high-quality design elements, new and expanded amenities for the existing apartments, and allow additional services for the nearby community. For these reasons, staff supports this request subject to the conditions in Section IV of this report.

The Planning Commission recommended approval of this request at their March 14, 2024, public hearing.

IV. LAND USE ANALYSIS AND IMPLICATIONS:

The subject property is part of the larger Gateway apartment community, which currently contains 202 units and amenities such as a clubhouse, pool, and tennis courts built in the early 1970s. The apartments are all two-story units with individual exterior entrances. Gateway totals 10.1 acres, and approximately 2.47 acres are included in the PUP request. The property is zoned R-6, and the surrounding area contains a mixture of office and business uses zoned O-2, O-2C, and B-2. This includes the Parham Plaza shopping center, which is located directly south of the project area. Also to the south is a 2.4-acre cemetery, zoned R-2A.

The site is designated Multifamily Residential on the 2026 Future Land Use map, and is also located in the Regency Square Revitalization/Reinvestment Opportunity Area. This special focus area recommends master-planned redevelopment in order to create a “cohesive, walkable neighborhood.”

The applicant proposes to modify the development approved with PUP2019-00015 that allowed the redevelopment of a 2.33-acre portion of the Gateway Apartments property. PUP2019-00015 allowed for the development of a new 5-story mixed-use building with first floor (14,500 square foot) commercial space facing N. Parham Road. Upper stories would contain up to 80 residential units. Redevelopment of the site would remove 20 existing apartment units, resulting in a net gain of 60 new units within the Gateway property. Additionally, a new clubhouse and pool would replace the existing amenities. The 2019 approval also shows two existing access points on N. Parham Road being retained and a sidewalk constructed along the site’s frontage, providing pedestrian access consistent with other recent and planned pedestrian enhancements in the area.

With this request, the applicant proposes an increase in the residential density and building height, reduction in the rear and side yard setbacks, increase in the amount of dedicated commercial square footage, alteration of clubhouse and resident amenities, and removal of an existing access point at N Parham Rad. These proposed changes are detailed below.

- Density – The applicant is proposing to add 20 units for a total of 100 units versus 80 proposed with PUP2019-00015. The density would be 40.5 units per acre.

- Residential Amenities – The community amenities originally proposed in a separate building adjacent to the pool would now be moved to the first floor of the mixed-use building. A 1,500-square-foot Community Space and 8,000-square-foot clubhouse/fitness area, along with a 1,800 square foot lobby would be provided on the first floor. No separate clubhouse is shown on the proposed concept plan.
- Building Height – The 2019 PUP approved a five-story mixed-use building, with commercial on the ground floor and four stories of residential above. The proposed change would allow the development of a six-story, mixed-use building with five stories of residential above ground floor commercial.
- Commercial Use – This request proposes a total of 9,217 square feet dedicated to commercial use, which is a decrease from the 14,500 square feet of commercial approved with the 2019 PUP case. A portion of the area dedicated to commercial use in the 2019 case would be reserved for residential amenities and a 1,500 square foot community space.
- Site Access – The 2019 PUP approval would retain both existing access points at N Parham Road. The concept plan for the current PUP case would remove the existing northernmost access point on N Parham Road. The southernmost access would be retained, as would the access at Starling Drive.

The applicant is requesting modifications to the existing R-6 code requirement for setbacks in the north side yard (10' reduction) and rear yard adjacent to the pool area (14' reduction). Both the front and south side yards would meet setback requirements. These modifications are generally consistent with those of the 2019 case and should provide adequate separation between the proposed development and surrounding properties.

The concept plan shows a reduction in the amount of required parking for the proposed use. Per the zoning ordinance, any modification to parking standards must be accompanied by a parking study which provides justification for the proposed change. The applicant has provided a parking analysis outlining their justification for a reduction in parking spaces. This study shows a total of 201 parking spaces, or approximately 1.58 spaces per unit, which is comparable to parking calculations of similar approved developments.

This request would meet requirements regarding minimum and maximum commercial square footage. The proposed use and increase of 20 residential units are consistent with the previously approved PUP and are anticipated to provide a similar level of impact on infrastructure in the surrounding area. The proposed density is also in keeping with other mixed-use communities recently constructed or proposed in the county.

The submitted documents indicate the proposed buildings and site development would provide a level of quality consistent with other recent developments in the county while also allowing a more urban form of development than would otherwise be possible. This allows for development in keeping with recent trends in the area, including the recent rezoning of a large portion of Regency to Urban-Mixed Use. Details related to pedestrian connectivity would be considered at the time of Plan of Development review. Staff encourages the applicant to continue to explore opportunities for further enhancing pedestrian amenities, both internal to the subject site and between adjacent developments.

Concerns raised by residents at the Planning Commission included potential traffic impacts on N. Parham Road and the surrounding area, pedestrian safety, height of the proposed building, noise associated with the building's height and orientation, and potential precedent-setting

redevelopment of the site. While some of these points of concern are present with the existing approval, the Department of Public Works Traffic Division has not raised concerns about the increase in units.

Overall, the proposed development would be in keeping with the intent of PUP2019-00015 and similar recently approved developments in the county. Additionally, redeveloping the property with higher density and commercial uses on the ground floor would further support the vision of the Regency Square Revitalization/Reinvestment Opportunity Area. For these reasons, staff supports this request subject to the conditions outlined in this report.

1. **Master Plan.** All development on the property must be in general conformance with the Master Plan and all documents listed below, unless otherwise approved at the time of Plan of Development review:
 - a. "County Minimum Landscape Plan" dated August 21, 2023; and
 - b. "Gateway II Site Plan Exhibit" dated November 6, 2023.
2. **Architectural Design.** Any new building must be constructed in general conformance with the plan titled "The Lofts at Gateway – Vol 1 – Mixed Use Building" dated August 16, 2023, unless otherwise approved at the time of Plan of Development Review.
3. **Density.** No more than 100 new residential units must be constructed on the property, consistent with the approved Master Plan.
4. **Unit Type.** No three-bedroom units are permitted.
5. **Commercial Development.** Commercial uses will only be located on the first floor of the building consistent with the approved Master Plan. The following uses will not be permitted:
 - a. automotive filling and service stations including towing service;
 - b. billiard, bagatelle, video game or a bingo parlor, unless accessory to a permitted use;
 - c. flea markets or antique auctions;
 - d. billboards;
 - e. recycling facilities;
 - f. funeral homes, mortuaries, crematories and/or undertaking establishments;
 - g. dance halls;
 - h. truck stops;
 - i. gun shop, sales and repair;
 - j. sign painting shops;
 - k. communication towers, not to include small cells;
 - l. general hospitals, sanitoriums and charitable institutions for human care;
 - m. adult businesses as defined by Section 24-3 of the Henrico County Code;
 - n. establishments whose primary business is check cashing and/or the making of payday loans as defined and regulated by Sections 6.1-432 et seq. and 6.1-444 et seq. of the Code of Virginia (the foregoing must not preclude banks, savings and loans or similar financial institutions that are not regulated by the foregoing Virginia Code sections);
 - o. car title loan operations;
 - p. fuel pumps associated with permitted uses;
 - q. any use utilizing a drive-thru service window; and,
 - r. motels or motor lodges.

6. **Sidewalks.** Sidewalks must be provided along all public street frontages, and internal pedestrian connections from new development areas must be provided to such sidewalk.
7. **Pedestrian Lighting.** Site lighting must be designed to provide lighting for pedestrians along N. Parham Road in a manner approved at the time of lighting plan review.
8. **Crime Prevention.** Prior to occupancy of any structure containing commercial or office uses, the applicant and the Crime Prevention Unit of the Division of Police shall conduct a security survey of the property. The applicant must implement mutually agreed upon security recommendations.
8. **Commercial Hours of Operation.** Hours of operation for any non-residential uses, not including residential amenities, must be limited to B-2 District standards.
9. **Parking Plan.** Parking may be reduced in accordance with the parking plan titled "Gateway II – PUP2023-00018", dated November 2, 2023, but shall in no case be less than the number of provided spaces as shown in Table 1 of the reference document. Any plan of development submitted for the property shall include a tabulation of all parking required per a licensed engineer's determination. Shared parking information, including updates to the parking calculations demonstrating the parking rate is meeting the needs of approved development on the property, shall be provided with each plan of development, or as requested by the Director of Planning. Each plan of development submitted shall identify the location and means of creating additional parking that could accommodate the difference between the reduced parking standard approved by this permit and the standards contained in the Henrico County Code.

This request was recommended for approval by the Planning Commission at their March 14, 2024, public hearing.

V. COMPREHENSIVE PLAN ANALYSIS:

2026 Comprehensive Plan Recommendation:

The 2026 Comprehensive Plan's recommended future land use for the site is Multifamily Residential. The site is also located in the Regency Square Revitalization/Reinvestment Opportunity Special Focus Area. This request is generally consistent with these designations.

Vision, Goals, Objectives, and Policies:

This request is most consistent with the following goals, objectives, and policies of the 2026 Comprehensive Plan.

- Land Use & Community Character Objective 3: Encourage new growth and development that takes into account location and availability of infrastructure and services.
- Land Use & Community Character Objective 8: Encourage diverse mixtures and forms of development to support the economic tax base of the county.
- Land Use & Community Character Objective 16: The County will increase the quantity of housing units near employment centers.
- Land Use & Community Character Objective 22: The County will encourage complementary multi-family residential areas that enhance overall land use development through their proximity to an arterial roadway, shopping areas and primary service facilities.

VI. PUBLIC SERVICE AND SITE CONSIDERATIONS:

Major Thoroughfare and Transportation:

Traffic Engineering has no objections to this request.

Drainage:

All proposed improvements must comply with all applicable Public Works plan of development requirements. Land disturbance greater than 2,500 sq feet will require a Comprehensive Grading Plan and an Agreement in Lieu of an Erosion and Sediment Control Plan. The site is located within 50/10 detention area and must comply with applicable regulations. The site must comply with applicable stormwater quality and quantity requirements. No more than 50 residential lots are allowed upon a single access point. No more than 82 residential units are allowed upon a single access point. Traffic Engineering will determine if any right-of-way dedication or road improvements are required.

Public Utilities:

A 12-inch County water is located in Parham Road. The existing on-site 6-inch waterline may need to be upgraded to provide adequate fire protection. County Sewer is located on site. The proposed use may produce sewer flows that will exceed the capacity of the existing sewer lines. Therefore, an analysis of the downstream sewer system will be required to determine the needed upgrades.

Schools:

This provisional use permit proposes to develop 100 apartment units. This development would have 10 studio units, 45 one-bedroom units, and 45 two-bedroom units, as shown in the proposed floorplan layouts included in the application.

School Level	School Name	2022 Membership	Functional Capacity	Studio/1-Bedroom Yields	2-Bedroom Yields	Total Student Yields
Elementary	Ridge	455	528	2.97	9.00	11.97
Middle	Quioccasin	1,025	1,356	1.71	4.23	5.94
High	Freeman	1,803	1,760	4.13	5.09	9.22
<i>* At Development Buildout</i>		Total Students:		8.81	18.32	27.13

Based on September 30, 2022, membership and capacity figures shown above, Ridge Elementary is currently at 86.2% of capacity. The analysis shown above indicates the proposed development would potentially yield an additional 11.97 elementary students once the development has reached complete build out. Ridge is nearing capacity and will be monitored as this development and others in the area reach build out.

Quioccasin Middle is currently at 75.6% of capacity. The analysis shown above indicates the proposed development would potentially yield 5.94 additional middle school students. Quioccasin is not currently in danger of being over capacity and is not projected to become over capacity in the next five years.

Freeman High is currently at 102.4% of capacity. The analysis shown above indicates the proposed development would potentially yield an additional 9.22 high school students. Freeman High is currently over capacity and is projected to continue being over capacity for the next five years. Trailers, additional instructional space, redistricting, and/or other capacity relief options will be needed in the future at the high school level.

Division of Fire:

No comments on this request.

Division of Police:

The applicant is encouraged to contact and work with the Community Services Unit with the Police Division for crime prevention techniques and Crime Prevention Through Environmental Design (CPTED) concepts as a plan of development (POD) is drafted for submission to the County for review.

Recreation and Parks:

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

Libraries:

This request falls within the service area of the Tuckahoe Area Library that was part of the 2000 bond referendum. Presently this 53,000 sq. ft. facility, opened in October 2006, offers expanded meeting, study, and conference room space; digital media lab; enhanced children's and teens' space plus a drive up pickup/drop off services. As these types of developments continue to be built and the population in the area continues to grow, Tuckahoe Area 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.

PARKING REQUIREMENTS:

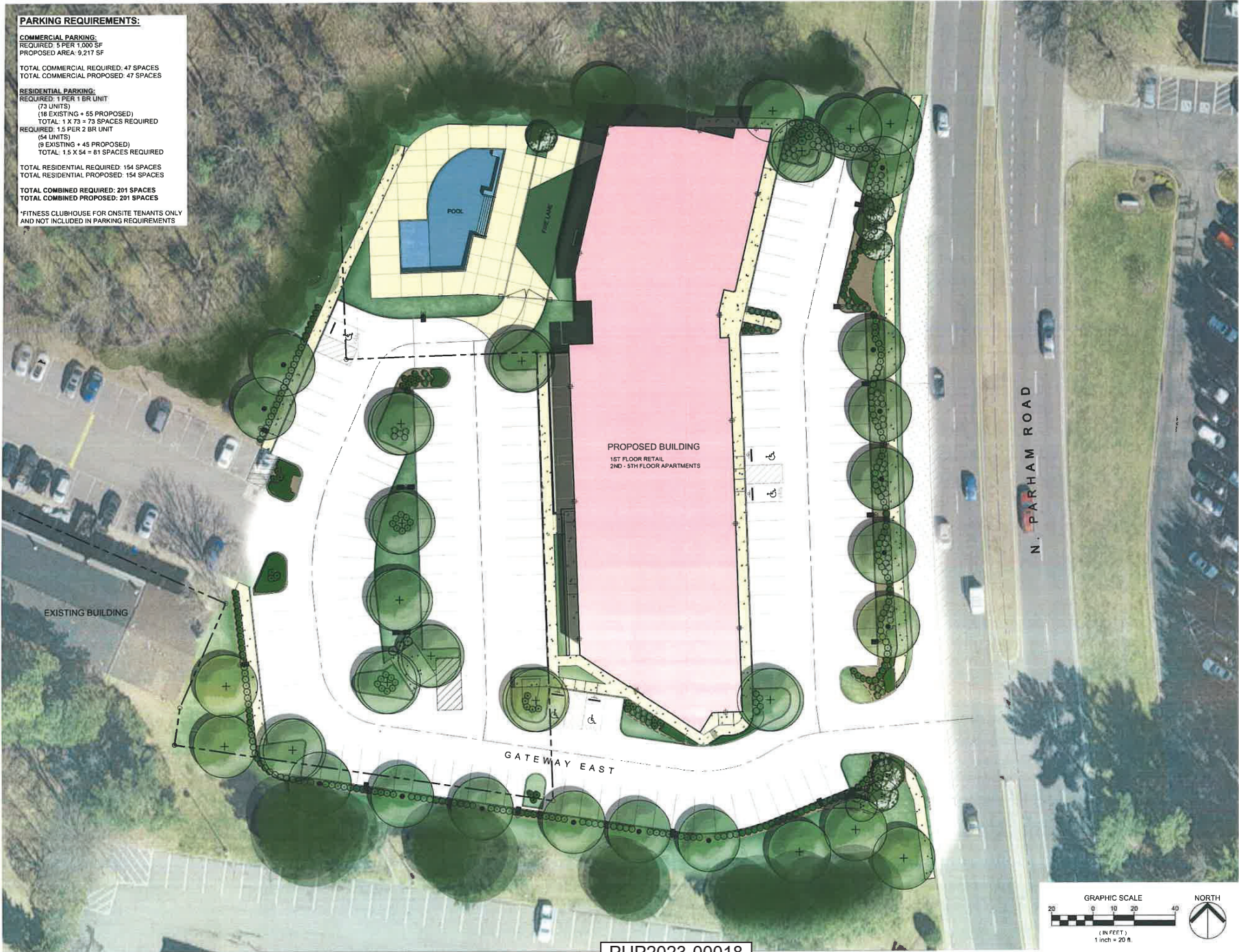
COMMERCIAL PARKING:
 REQUIRED: 5 PER 1,000 SF
 PROPOSED AREA: 9,217 SF
 TOTAL COMMERCIAL REQUIRED: 47 SPACES
 TOTAL COMMERCIAL PROPOSED: 47 SPACES

RESIDENTIAL PARKING:
 REQUIRED: 1 PER 1 BR UNIT
 (73 UNITS)
 (18 EXISTING + 55 PROPOSED)
 TOTAL 1 X 73 = 73 SPACES REQUIRED
 REQUIRED: 1.5 PER 2 BR UNIT
 (54 UNITS)
 (9 EXISTING + 45 PROPOSED)
 TOTAL 1.5 X 54 = 81 SPACES REQUIRED

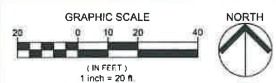
TOTAL RESIDENTIAL REQUIRED: 154 SPACES
 TOTAL RESIDENTIAL PROPOSED: 154 SPACES

TOTAL COMBINED REQUIRED: 201 SPACES
TOTAL COMBINED PROPOSED: 201 SPACES

*FITNESS CLUBHOUSE FOR ONSITE TENANTS ONLY
 AND NOT INCLUDED IN PARKING REQUIREMENTS

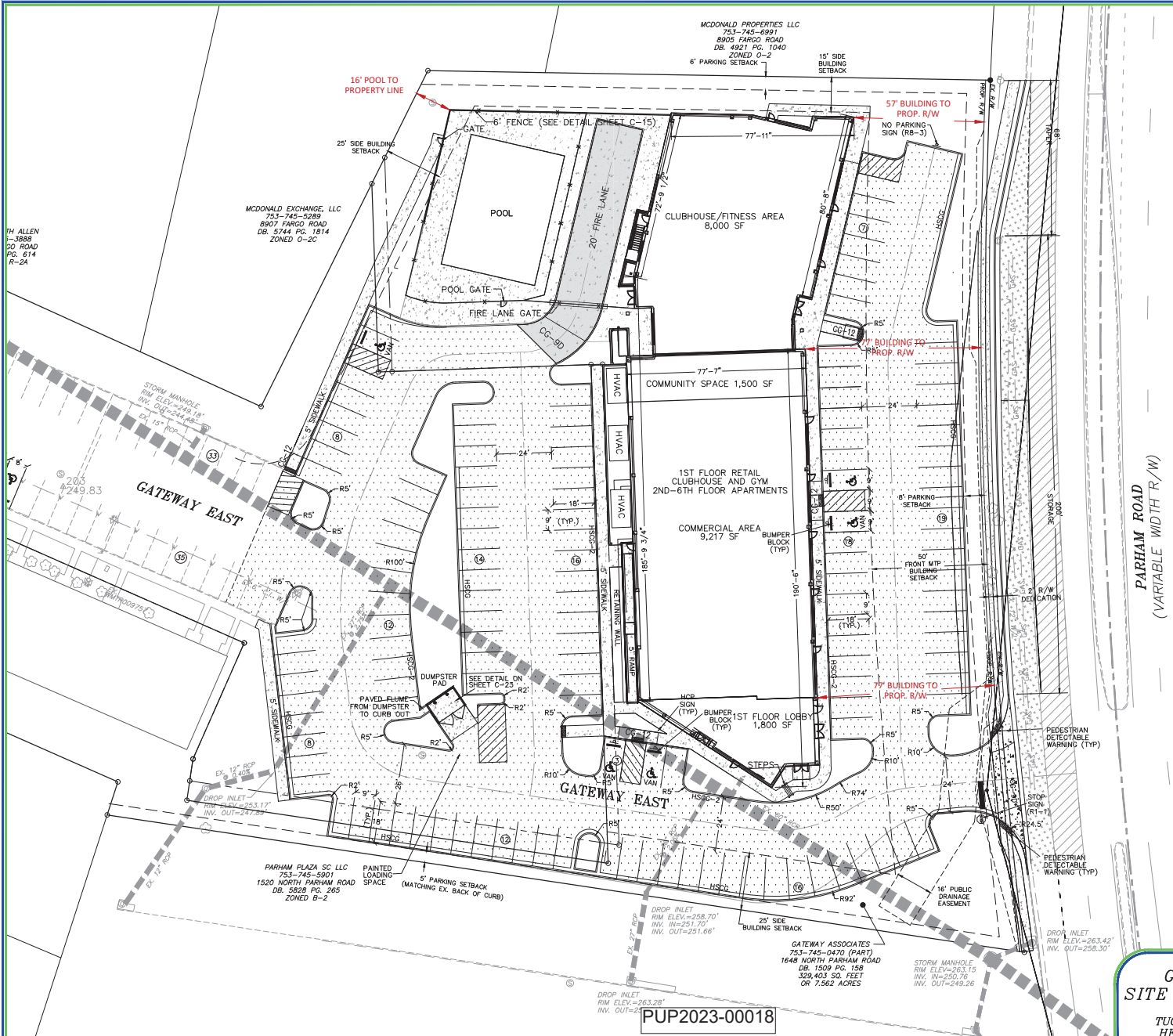


PUP2023-00018



GATEWAY APARTMENTS
 1648 N. PARHAM ROAD
 HENRICO COUNTY, VIRGINIA

DESIGNED BY: HRR/EGG
 CHECKED BY: RJB
 DATE: AUGUST 21, 2023



PARKING REQUIREMENTS

REQUIRED PARKING

COMMERCIAL:
 -REQUIRED: 5 PER 1,000 SF
 -PROPOSED AREA: 9,217 SF
 -TOTAL REQUIRED: 47 SPACES

RESIDENTIAL:
 -REQUIRED: 2 PER DWELLING UNIT
 -EXISTING: 27 DWELLING UNITS
 -PROPOSED: 100 DWELLING UNITS
 -TOTAL REQUIRED: 254 SPACES

PROPOSED PARKING

COMMERCIAL:
 -REQUIRED: 47 SPACES
 -PROPOSED: 47 SPACES

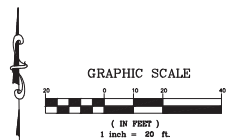
RESIDENTIAL:
 -REQUIRED: 254 SPACES
 -PROPOSED:
 -1 PER 1 BR UNIT AND STUDIO: 73 SPACES
 -1.5 PER 2 BR UNIT: 81 SPACES
 -TOTAL: 154 SPACES

TOTAL PROPOSED: 201 SPACES

* FITNESS/CLUBHOUSE FOR ONSITE TENANTS ONLY AND NOT INCLUDED IN PARKING REQUIREMENTS

*PREVIOUSLY APPROVED HAD 40 1BR AND 40 2BR PROPOSED FOR THE 2ND - 5TH FLOORS. THE CONCEPTUAL 2ND - 6TH FLOORS WILL HAVE 10 STUDIO, 45 1BR, AND 45 2BR.

PARHAM ROAD
 (VARIABLE WIDTH R/W)



**GATEWAY II
 SITE PLAN EXHIBIT**

TUCKAHOE DISTRICT
 HENRICO, VIRGINIA

Townes
 SITE ENGINEERING
 1 Park West Circle, Suite 108
 Midlothian, Virginia 23114
 Phone: (804) 748-3011 Fax: (804) 748-2590
 Website: www.ctownes.com
 ASK US HOW
 DATE: 11/06/2023 PROJECT#: 20190215

PUP2023-00018



BASKERVILL, P.O. BOX 400, RICHMOND, VA 23210-0400

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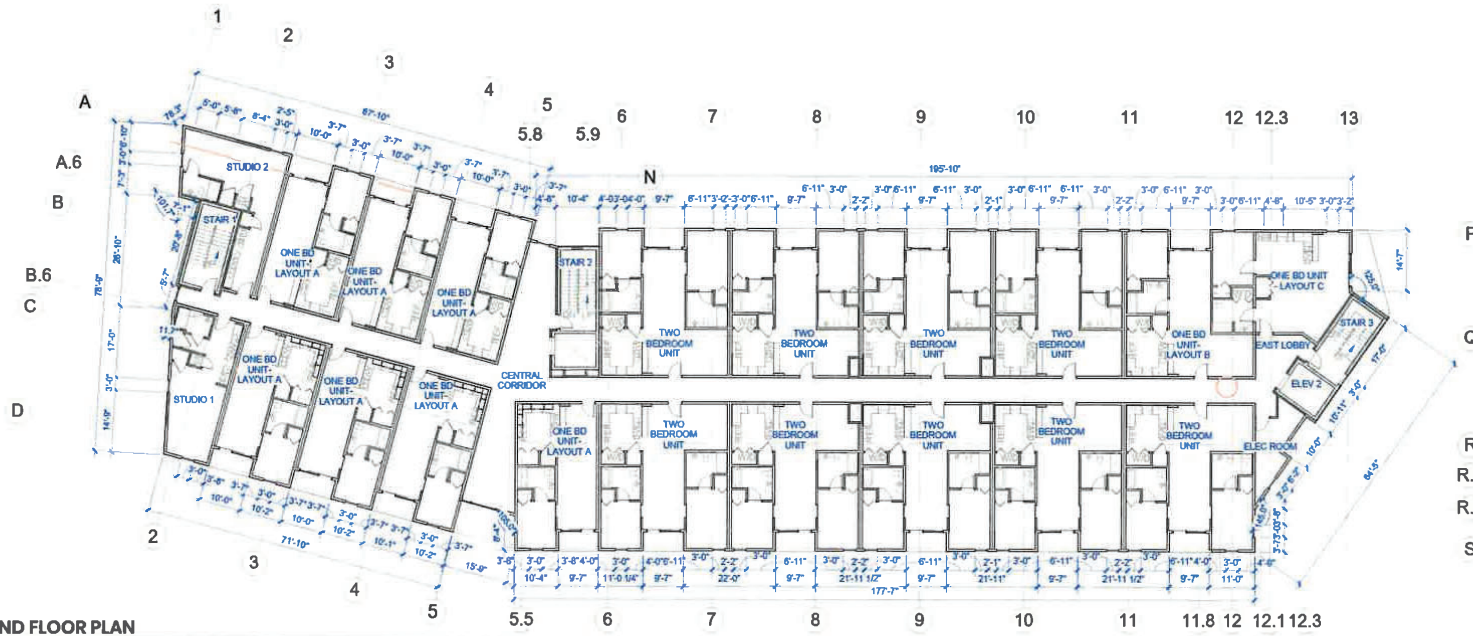
PROJECT NUMBER
2.190689.0

**THE LOFTS AT
GATEWAY - VOL 1 -
MIXED USE BUILDING**
1848 N PARHAM RD, RICHMOND, VA 23220

ISSUE
**08/16/2023 -
POD SUBMITTAL**

PUP2023-00018

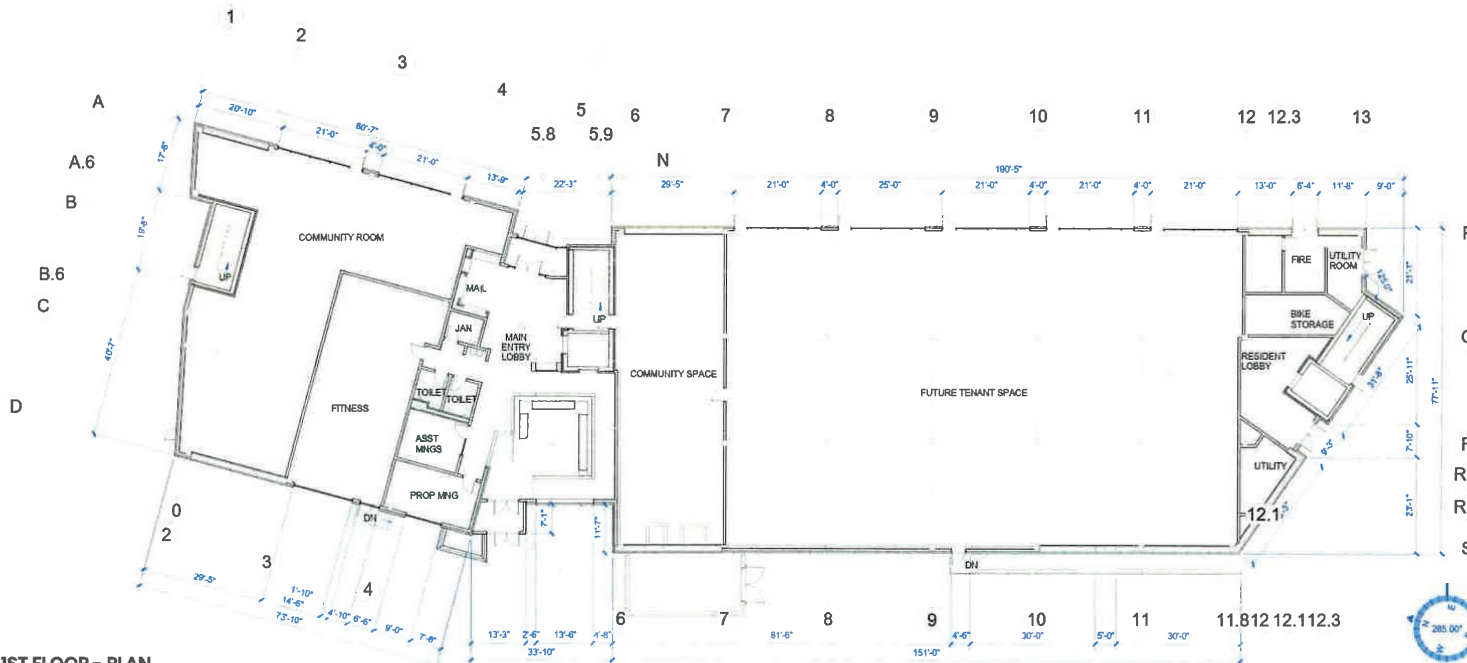
ELEVATIONS
A5



4C 2ND FLOOR PLAN

SCALE: 1/8" = 1'-0" DRAWING REF: A5

BASKERVILL, P.O. BOX 400, RICHMOND, VA 23108-0400



4A 1ST FLOOR - PLAN

SCALE: 1/8" = 1'-0" DRAWING REF: A6

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PROJECT NUMBER
2.190689.0

**THE LOFTS AT
GATEWAY - VOL 1 -
MIXED USE BUILDING**
1648 N PARHAM RD, RICHMOND, VA 23220

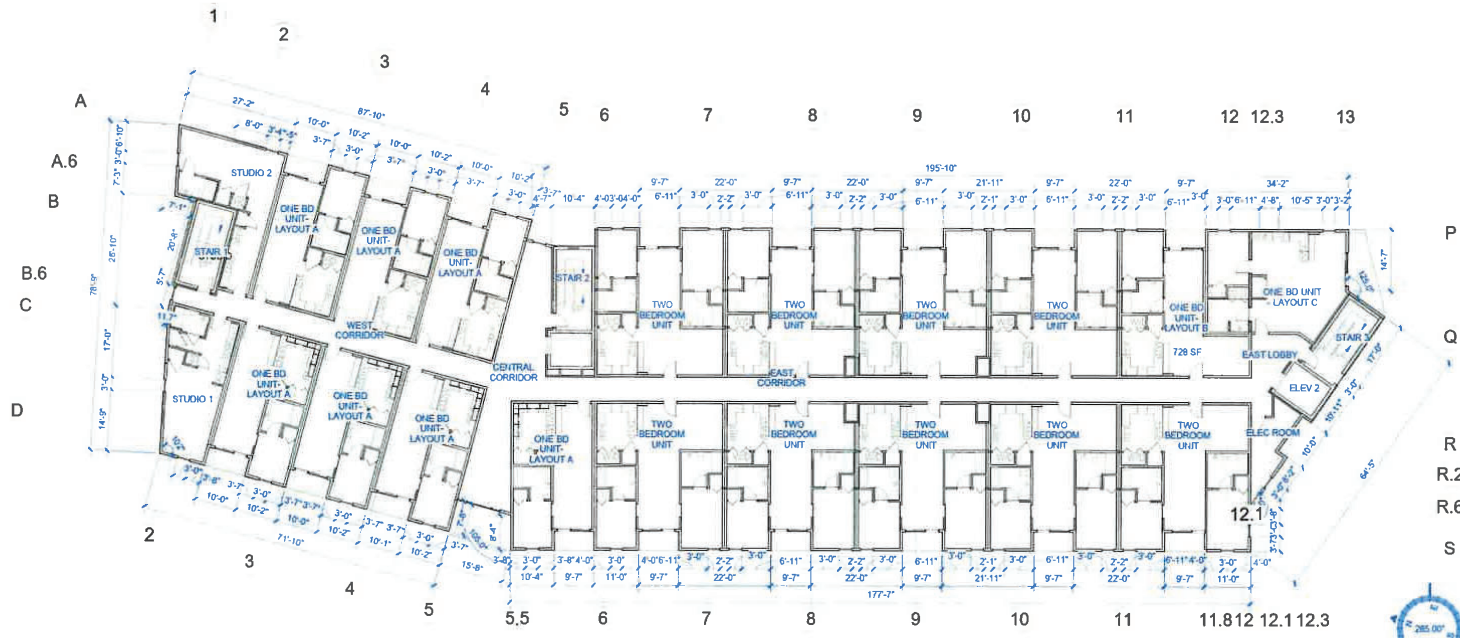
ISSUE
**08/16/2023 -
POD SUBMITTAL**

1ST & 2ND FLOOR - PLAN

A1



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PROJECT NUMBER
2.190689.0

THE LOFTS AT GATEWAY - VOL 1 - MIXED USE BUILDING
 1648 N PARHAM RD, RICHMOND, VA 23226

ISSUE
08/16/2023 -
POD SUBMITTAL



3RD & 4TH FLOOR - PLAN

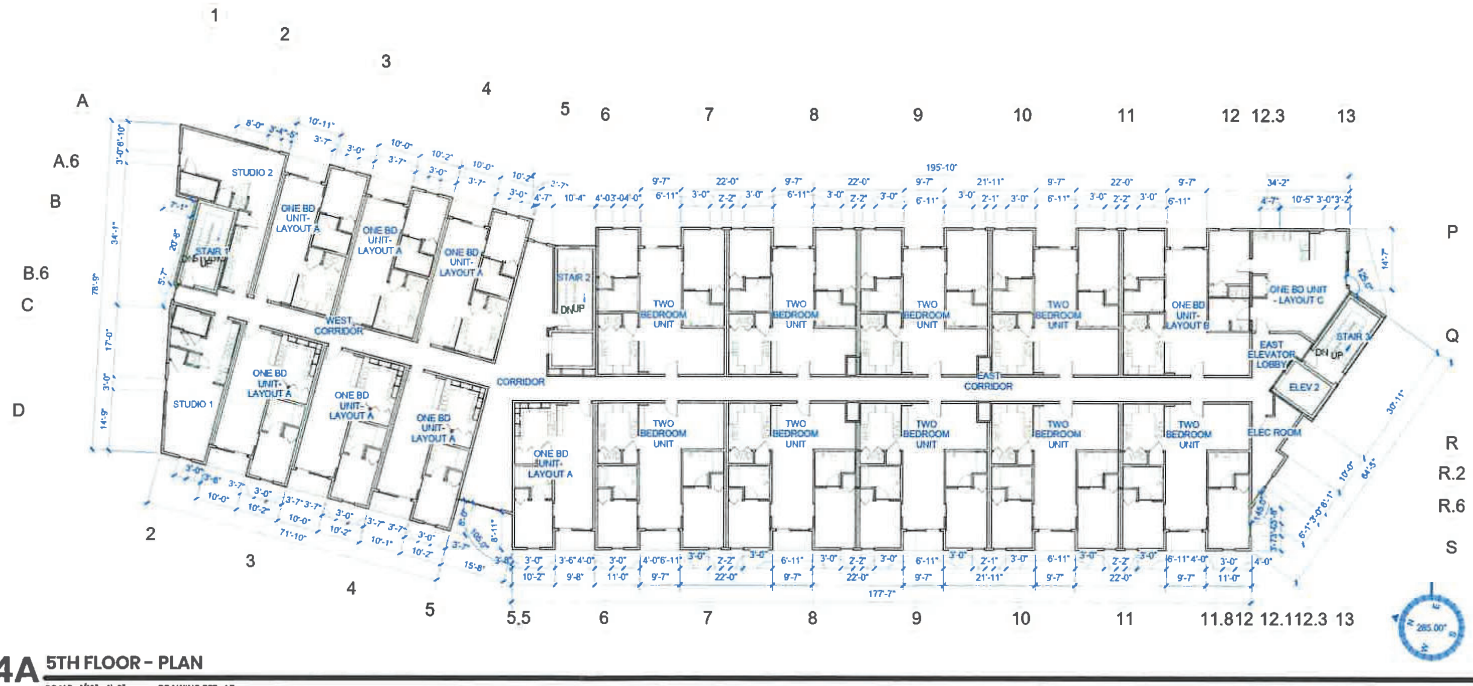
A2



4C 6TH FLOOR - PLAN

SCALE: 1/16" = 1'-0" DRAWING REF: A5

BASKERVILL, P.O. BOX 400, RICHMOND, VA 23218-0400



4A 5TH FLOOR - PLAN

SCALE: 1/16" = 1'-0" DRAWING REF: A5

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PROJECT NUMBER

2.190689.0

**THE LOFTS AT
GATEWAY - VOL 1 -
MIXED USE BUILDING**

1648 N PARHAM RD, RICHMOND, VA 23229

ISSUE

08/16/2023 -

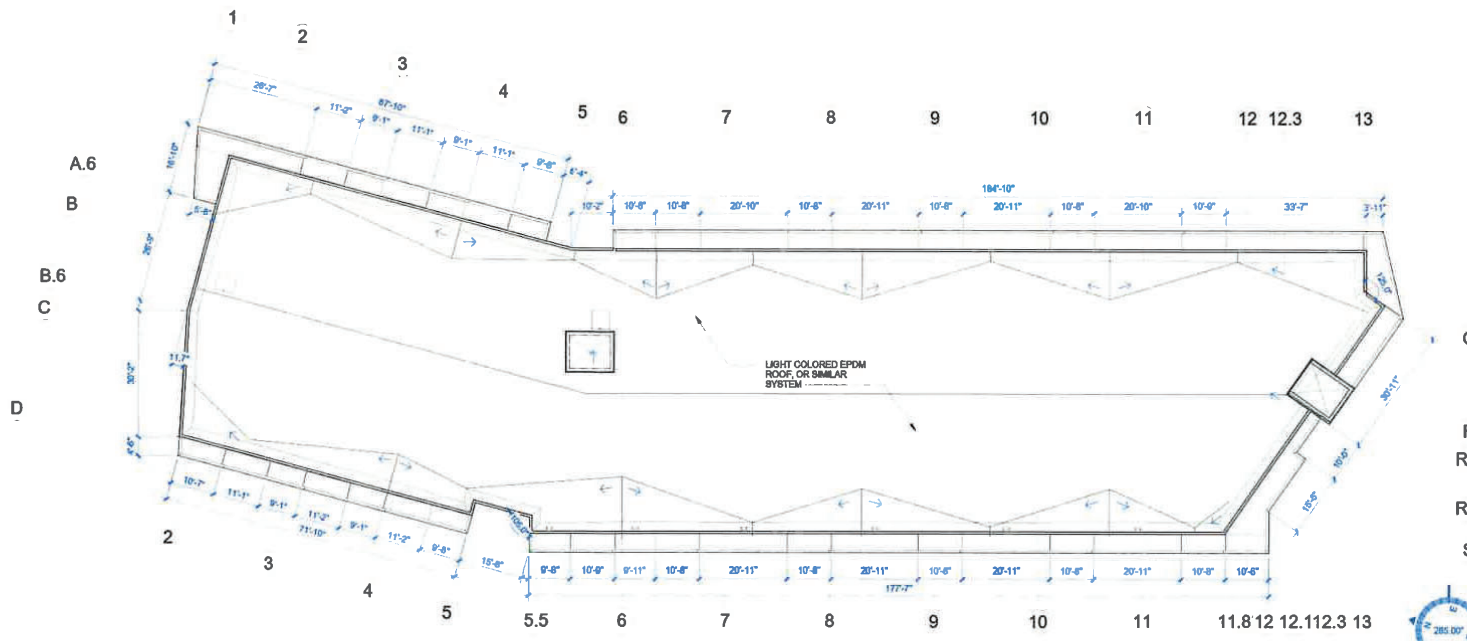
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5TH & 6TH FLOOR - PLAN

A3

THE LOFTS AT GATEWAY - VOL 1 - MIXED USE BUILDING

1048 N PARHAM RD, RICHMOND, VA 23229



4A ROOF PLAN
SCALE: 1/16" = 1'-0"



To: Gateway Associates
From Brian Mitchell
Re: Gateway II – PUP2023-0018
Date: November 2, 2023

Introduction

Townes Site Engineering has conducted a parking analysis for the proposed mixed-use project of Gateway II, located in the Tuckahoe District of Henrico County, Virginia. The proposed development will consist of a mix of uses, including 100 dwelling units and 9,217 square feet of commercial area. Parking will be shared with 27 units that will remain (the “Existing Units”) for a total of 127 units for this parking analysis. The Existing Units and its associated parking have already received approval pursuant to PUP2019-00015 approved in 2019 to calculate parking at 1 space per 1 bedroom unit and 1.5 spaces per 2 bedroom unit.

The proposed development will provide, when combined with the Existing Units and its associated parking, a total of 201 parking spaces. The following analysis was completed to determine if the proposed parking spaces will adequately provide for the parking needs of the proposed development and the Existing Units as a whole.

Parking Analysis

Required Parking per the Henrico County Zoning Ordinance

The existing Henrico County Zoning Ordinance (the “Ordinance”) sets the number of required spaces for each land use. The subject property is zoned R-6, and with approval of a PUP, relief from certain standards can be achieved, including parking requirements, as set forth in the Ordinance.

ITE Parking Generation

The Institute of Transportation Engineers (ITE) Parking Generation, 6th Edition, contains data on parking demands for specific uses based on studies nationwide, including for mid-rise multi-family dwelling units (land use code 221) and for the existing 27 units to remain which are two story and classified as low-rise multifamily dwelling units (land use code 220). The equations or average peak parking rates contained in the ITE Parking Generation report (general urban/suburban designation) were used to calculate the parking demand for the proposed development and the Existing Units as shown below on Table 1.

As shown on Table 1, the 201 parking spaces will more than adequately support 127 dwelling units (proposed development and the Existing Units) and up to 9,400 square feet of commercial space, with a surplus of 28 spaces on weekdays and 31 spaces on Saturdays. ITE data indicates Sunday parking demands for residential and commercial uses are much lower than weekday and Saturday demand and therefore, Sunday has not been included in the analysis.

1 Park West Circle, Suite 108, Midlothian, VA 23114
804-748-9011 Fax 804-748-2590
www.cctownes.com

PUP2023-00018



TABLE 1: PARKING RATE CALCULATIONS

Land Use	Amount	Units	Required County Rate	Parking Code Required Spaces	Requirement ITE Code	Parking Weekday Avg. Rate	Demand Weekday Spaces	ITE Saturday Avg. Rate	Saturday Spaces
Proposed Multi-Family Dwelling Units 2+ bedrooms (mid rise)	100	Units	2 spaces per unit	200	221	1.13 spaces per unit	113	1.04 spaces per unit	104
Existing Multi-Family Dwelling Units (low rise)	27	Units	2 spaces	54	220	1.26 spaces per unit	34	1.33 spaces per unit	36
Commercial	Up to 9,400	SF	5 space per 1,000 sf	47	822	2.77 spaces per 1,000 sf	26	3.19 spaces per 1,000 sf	30
Total Required Spaces				301			173		170
Provided Spaces				201			201		201
Surplus Spaces				(100)			28		31

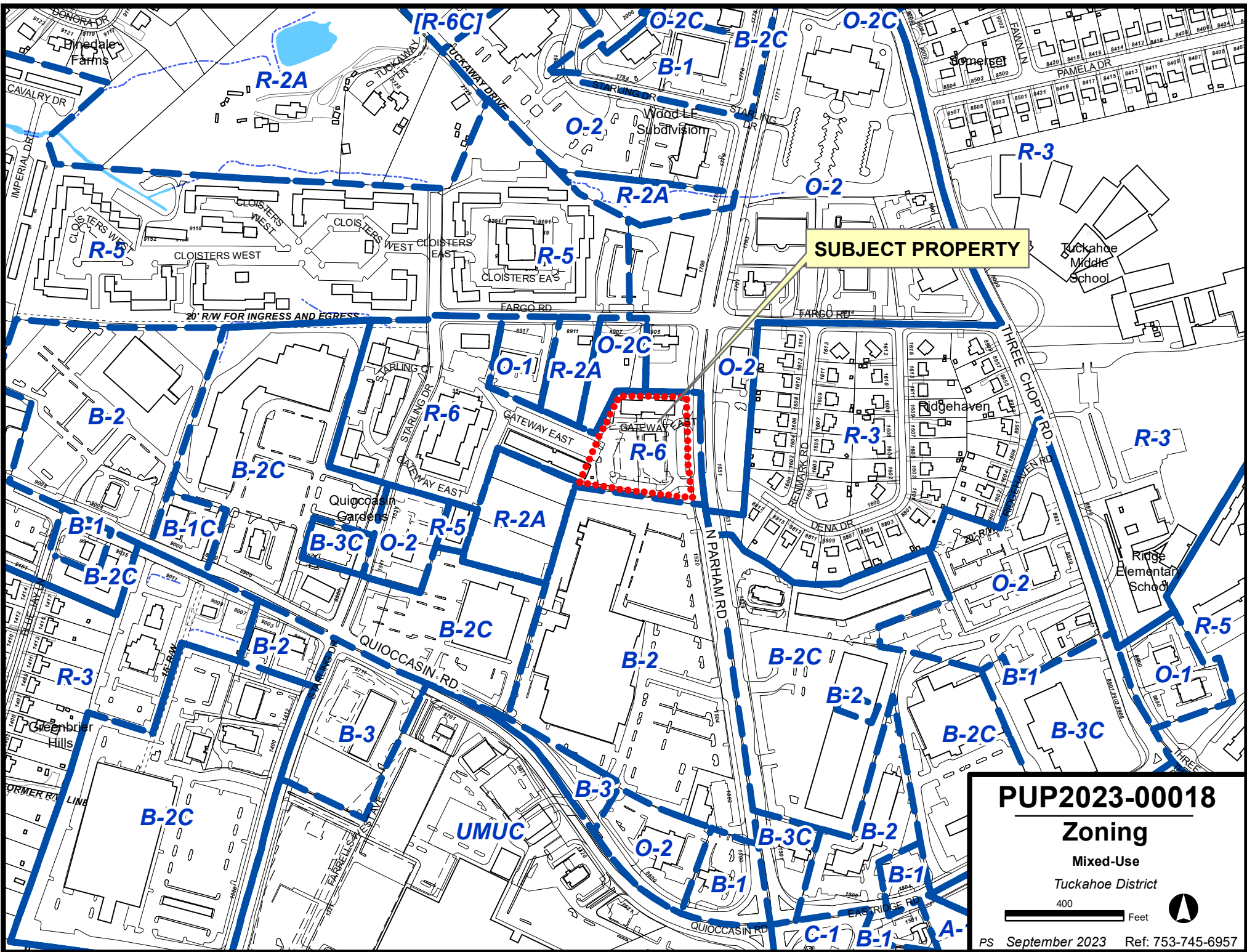
Conclusion

As a result of the analysis set forth on Table 1, there is sufficient parking provided on site for the proposed development and the Existing Units to accommodate the peak parking demands on both weekdays and Saturdays.

Should you have any questions, please call me at (804) 748-9011.

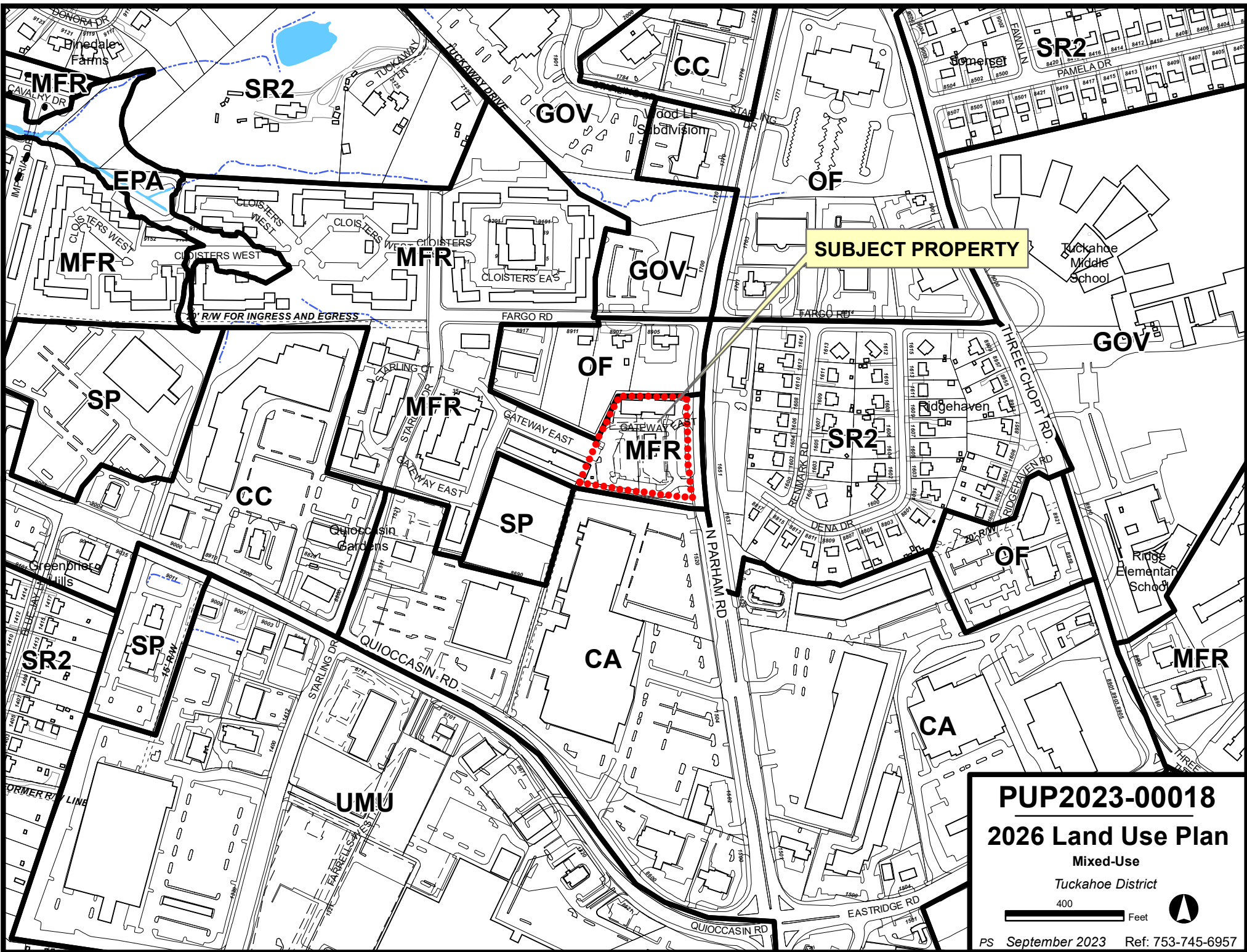
Sincerely,

Brian Mitchell, P.E.



SUBJECT PROPERTY

PUP2023-00018
Zoning
Mixed-Use
Tuckahoe District
400 Feet



SUBJECT PROPERTY

PUP2023-00018
2026 Land Use Plan
 Mixed-Use
 Tuckahoe District
 400 Feet