



Francisco Landing Holdings, LLC
Rezoning from Downtown Central Business
District (B-1), to Downtown Central
Business District (B-1) with Planned Unit
Development District (B-1/PUD) status

*Staff Report prepared for the City Council Regular Meeting –
 September 25, 2018*

This report is prepared by the City of Hopewell Department of Development Staff to provide information to the City Council to assist them in making an informed decision on this matter.

I. PUBLIC HEARINGS/MEETING:

| | | |
|-----------------------------|----------------|------------------------------------|
| Planning Commission: | July 12, 2018 | Public Hearing held Vote tabled |
| Planning Commission meeting | August 2, 2018 | Recommended Approval 4-0 |

II. IDENTIFICATION AND LOCATIONAL INFORMATION:

| | |
|-------------------------------|---|
| Existing Zoning: | B-1, Downtown Central Business District |
| Proposed Zoning: | B-1/PUD, with Planned Unit Development Status |
| Parcel Size: | 6.63 acres |
| Sub- Parcel I.D. # | |
| 299-0010 | 2.492 acres |
| 299-0005 | 3.6 acres |
| 011-0806 | .540 acres |
| Owner: | City of Hopewell |
| Location of Property: | Appomattox Street, Lots 1 & 2, Copeland Subdivision & Lots 1, 2 and 3, Block 16 B Village Subdivision |
| Election Ward: | Ward 1 |
| Land Use Plan Recommendation: | Downtown Commercial Mixed Use |

Zoning of Surrounding Property: North: B-1
South: B-1
East: R-2
West: B-1/R-2

III. EXECUTIVE SUMMARY:

The City of Hopewell entered into a legally binding Letter of Intent with W.E. Bowman Construction Inc. on the 11th day of July 2017 to analyze the possibility of developing property identified as Lots 1 & 2, Copeland Subdivision and Lots 1, 2 and 3, Block 16 B Village Subdivision, further identified as Sub-Parcel's 299-0005, 299-0010, and 011-0806. The Letter of Intent was renewed on January 5, 2018. As the agent, Francisco Landing Holdings, LLC, is requesting to rezone the above subject property to Downtown Central Business District (B-1) with Planned Unit Development (PUD) status.

IV. FUTURE LAND USE

The Hopewell 2028 Comprehensive Plan, adopted April 24, 2018, identifies the City's downtown as Priority Planning Area 1. The property is also located in the Urban Development Area (UDA). The future land use plan identifies the properties in question as Downtown Commercial Mixed Use. Chapter V of the 2028 Comprehensive Plan provides a description of this land use category.

Description of Downtown Commercial Mixed Use Category

- Encourages mixed-use projects
- Commercial Emphasis with Urban Development Area Designation: Pedestrian Oriented Mixed Retail; Financial Institutions; Personal Services; Professional & General Offices; Entertainment Establishments; Residential Mixed Use
- Retail 0.50-3.00 Floor Area Ratio
- Office 05.0-3.00 Floor Area Ratio
- 800-20,000 Square feet gross floor area

V. APPLICABLE CODE SECTIONS:

The provisions of the Zoning Ordinance that are germane to this rezoning request are found in Article XXI, *Amendments*, and include the following:

Article XXI-A, *Initiation*:

"Whenever public necessity, convenience, general welfare or good zoning practice require, City Council may amend, supplement, or change this ordinance, including the schedule of district regulations and the official

zoning map. Any such amendment may be initiated by resolution of City Council, by motion of the Planning Commission, or by petition of any property owner addressed to City Council."

Article XXI-B, *Action by Planning Commission*

"In recommending the adoption of any amendment to this ordinance, the Planning Commission shall fully state its reasons for any such recommendations, describing any change in conditions, if any, that it believes makes the amendment advisable and specifically setting forth the manner in which, in its opinion, the amendment would be in harmony with the Comprehensive Plan of the City and would be in furtherance of the purpose of this ordinance."

Article VIII. Planned Developments:

See Attachment

VI. SUBJECT PROPERTY:

The subject property is located on Appomattox Street. It includes Lot 1 (Sub-Parcel # 299-0005) and 2 (Sub-Parcel # 299-0010) of the Copeland site, previously the location of Patrick Copeland Elementary. It also includes a corner lot located across the street from the Beacon Theater at the corner of Appomattox Street and Randolph Road (Route 10), identified as Sub-Parcel # 011-0806. A Planned Unit Development is required to have a minimum of five (5) acres. The total acreage of the combined properties is 6.63.

VII. STAFF/ZONING ANALYSIS:

The intent of Planned Unit Developments is to permit development in accordance with a master plan under one ownership or control. Within Planned Unit Developments, the location of all improvements shall be controlled in such a manner as to permit development with the greatest amount of open area and the least disturbance to natural features.

On June 12, 2018 City Council amended Article VIII Planned Developments of the City of Hopewell Zoning Ordinance to allow the B-1 Zoning District to be added as a Zoning Classification where a Planned Unit Development is permitted. The amended ordinance permits higher density, mix of use development in the area designated as the B-1 zoning district.

The development of this PUD will be phased. Phase 1 includes Buildings G-1 & G-2, Plaza, Promenade and storm water management features required for the development. The construction of this phase is estimated to take 12-18 months and is estimated to cost \$15,500,000. A table showing the remaining four phases is provided on page 6 of the concept plan.

Comprehensive Plan

The developer must prove that the proposed development is compatible with the 2028 Comprehensive Plan. The developer has offered a narrative of the relationship of the development to the plan on page 7.

The Planning Commission has reviewed the Concept Plan with the tenants of the Comprehensive Plan, specifically the Land Use Plan/Map, and concluded that it is compatible with the Plan.

Setbacks, Conceptual Plan and Layout

Please read the applicant's narrative regarding the conceptual plan layout on page 3, and the actual layout on Exhibit D.

Land Use Plan

The land use plan is shown on Exhibit D. It shows the location and arrangement of all proposed land uses. Page 3 of the Concept Plan provides a narrative of the land use designations of the plan.

Density

The Zoning Ordinance sets a controlled density of 50 units per acre. A maximum of 300 units are allowed. The applicant is proposing 179 multi-family units. The density requirement is being met.

Open Space

A PUD is required to have open space of not less than fifty (50) percent of the total gross area of the Planned Unit Development. The open space element is defined as area that is not improved with a building, structure, street, road parking area, or sidewalk.

Within the open space, the required developed recreational space shall not be less than ten (10) percent of the total gross area of the Planned Unit Development. The developed recreational space is defined, per the Zoning Ordinance, as the portion of the open space within the boundaries of the PUD which is improved for recreational purposes. Those recreational improvements may include passive and active recreational uses.

The applicant has demonstrated that 50 percent of the development will be open space. See page 4 for a tabulation of the open and recreational space and Exhibit F for an illustration.

Height/Screening

The maximum permitted height for multifamily housing in the B-1 Zoning District for PUD is 50 feet. The applicant has submitted a conceptual design of the building that indicates the buildings will be no more than four story above grade or no more than 50 feet in height excluding additional roof top features that are being considered on the G-1 and G-2 Buildings.

At this time the exact placement and quantity of elements needing screening such as antennas, or utility boxes has not yet been determined. Article XVIII, Development Standards, requires sufficient screening of all utilities that can be seen from a public right of way. Proper screening will also be reviewed by the Downtown Design Review Committee for all buildings and site locations seen from the public right-of-way.

Covenants, Restrictions and Conditions Pertaining to the Use

It is the intent of the developer to convey open spaces (including the plaza, promenade, amphitheater and green space) back to the City for permanent public use following improvement of the open spaces.

According to the plan, the conveyed open spaces will be covered by restrictions such that they will remain public assets and not be at risk of future development. Following the conveyance the city will be responsible for the governance, upkeep and maintenance of the open spaces.

The City will be grant access easements to the developer to allow for future construction, and building and storm water maintenance.

Total Number of Dwelling Units/Percentage of Occupancy by Structures

A concept plan must provide the total number of dwelling units with a breakdown of the number of bedrooms, the percentage of occupied structures on the property, and the total floor area.

Phase I of the development will include Buildings G-1 and G-2 with 75 units and a restaurant. Phase 2, building J will include 50 residential units. Phase 3 will have 54 units for a total residential count of 179 units. Exhibit D and G provide an illustrative representation and table of the bedroom breakdown. The developer has stated that the exact bedroom count is an estimate and will be driven by market demand.

Architectural Sketches

Architectural renderings of buildings G-1 and G-2 have been provided with this plan. The Downtown Design Review Committee (DDRC) is responsible for the review of the erection, reconstruction, alteration or restoration of a building or structure in the B-1 Zoning District. The review board must determine if all elements of design are

compatible with surrounding buildings and the district overall. The Downtown Design Review Committee (DDRC) reviewed the renderings at their July 11, 2018 meeting. The committee approved the use of materials to include brick, light-colored stucco, metal-clad windows framing material, and black metal accents in the construction of Buildings G1 and G2. The committee also approved the height, and rhythm of buildings G1 and G2. They agreed with Staff's observation regarding the computability and differential of the buildings design and found it consistent with the goals of Priority Planning Area I from the 2028 Comprehensive Plan. Before the placement of any future buildings, and improvements such as the promenade, plaza, landscaping, signage, and screening of utilities, the developer must receive approval from the DDRC.

The DDRC utilizes the Zoning Ordinance and design guidelines from the Hopewell Vision Plan, adopted 2003, to review proposed construction and changes to facades.

Timing and Estimated Cost of Offsite Improvements (road, sewer, drainage facilities)

The developer does not anticipate that the development will require meaningful offsite improvements as it has been represented that existing utilities to the site will be sufficient to support the planned improvements. The developer will request that the existing utilities be brought to the property line by the City.

Traffic Impact Analysis

A traffic impact analysis was not required by the Planning Commission.

Unlike, other business/commercial districts in the City, the B-1 district does not require off street parking for land uses. However, the developer in partnership with the City and the Hopewell Downtown Partnership has hired Desmond Design Management, a national specialist in the planning and design of parking and transportation improvements. The firm conducted a phased parking analysis.

The report from Phase I is provided with this report. Phase I is an analysis of the availability of parking for the Planned Unit Development using a shared parking methodology. Phase I does not include land uses or parking associated with the abutting and existing commercial and institutional properties. The impact of these buildings on the project will be evaluated in Phase II.

The Phase I study made the following assumptions:

- **Building E**- A 3,643 square foot structure proposed as a Visitor's Center or other place of assembly.
- **Building F**- A 53,268 square foot residential building containing 54 rental residential units.
- **Building G1 and G-2**- Two buildings totaling approximately 74,529 square feet and containing grade-level commercial space of 6,181 square feet and 75 rental residential units.

- **Building I-** A 11,702 square foot commercial building.
- **Building J-** A 54,496 square foot residential building containing 50 rental residential units.
- 138 parking spaces will be included within the Planned Unit Development across multiple surface lots.
- 33 Curbside spaces along Appomattox Street
- 100 spaces in the City owned lot on the corner of Appomattox Street and Hopewell Street.
- Total spaces = 271

According to the study, a shared parking methodology is a statistical modeling approach that incorporates real-world data on how land uses actually behave and simulates how parking demand for each land use in a development waxes and wanes during the course of day and year. In theory, the result is a parking supply to support the project which is adequate to meet the project's needs without building excess parking spaces. Shared parking models are comprised of industry standards, base parking demand ratios, adjusted to reflect for variations in demand specific to each project's composition and locality, as well fluctuations in demand according to a time of day and year.

If the development was required to provide off street parking, the methodology used to calculate required spaces is based on the use type and/or square footage of the building(s). Article XVIII, Development Standards, Section E. Off-Street Parking and Loading, Sub-section 12, provides these requirements.

| Use Type | Minimum Required | Maximum Required |
|--------------------------------------|--|--|
| One bedroom unit apartment | 1 for each dwelling unit | 2 for each dwelling unit |
| Two bedroom apartment | 1.5 for each dwelling unit, plus 0.25 for each dwelling unit for visitor parking | |
| Three or more bedroom unit apartment | 1.5 for each dwelling unit, plus 0.25 for each dwelling unit for visitor parking | 2.0 for each dwelling unit, plus 0.25 for each dwelling unit for visitor parking |
| Retail Space | 1 for each 200 square feet of gross floor area | |
| Restaurant | 1 per 75 square feet of gross floor areas | 1 per 50 square feet of gross floor area |

Table 1: Article XVIII Section E

The table below shows the analysis of required parking spaces per use type under the current Zoning Ordinance if off-street parking was required in the B-1 Zoning District. It is customary for Staff to allow the minimum requirements to reduce impervious cover associated with a development.

| Use Type | Minimum Spaces Required |
|--------------------------------------|--------------------------------|
| One bedroom unit apartment | 81 |
| Two bedroom apartment | 141 |
| Three or more bedroom unit apartment | 31 |
| Retail Space | 158 |
| Restaurant | 82 |
| Total Parking Spaces | 493 |

Table 2: Off Street Parking Standards under current ordinance

The use of a shared parking analysis methodology considers the behaviors of the user for an entire development during certain days and times based on industry standards. The traditional parking requirements found in most Euclid zoning ordinances considers parking for each use separately, with no consideration of the user’s actual behavior. The parking lot therefore is built for peak usage.

The applicant has identified 271 parking spaces as the available count for this project. The parking analysis shows that adequate parking is provided until Building F is constructed, which is the last building proposed in the phasing. For this reason, the applicant provided a proffer condition that “prior to construction of Building F, additional parking will be addressed with the Planning Commission to its satisfaction.” This could include adequately sized structured parking on the gravel lot, traffic calming to bring nearby surface parking across Route 10 in the equation, clearer definition of the true per unit parking demands, and other commercial efforts to secure nearby dedicated parking for the project.

Chesapeake Bay Preservation Overlay

The subject property is not located within a Resource Protection Area. Lots 1 & 2 are adjacent to Lot 3 of the Copeland Subdivision that is within a RPA and a FEMA Flood Hazard area. Any impacts on environmental sensitive areas will be thoroughly analyzed and must comply with storm water, erosion and sediment control, and Chesapeake Bay Area Preservation standards. The site plan review process is an administrative process and administered by City Departments to include Development, Engineering, Storm Water Management, Fire, and Hopewell Water Renewal. External agencies such as Virginia American Water and Columbia Gas are also included in the review process.

VIII. COMMUNITY INPUT MEETING

Two community input meetings were held on Monday, September 17, 2018. Approximately seventy (70) people were in attendance; 25 during session one and 45 in the second session.

The following questions were asked. *This list may not be exhaustive. Answers shown in red.*

1. How will storm water management be handled? **During site plan review process.**
2. Does the development consider the soils/sands that are present on the site? **Yes, soils must be tested and approved by soils engineer.**
3. The drainage basin is not shown on the engineering plan. **Will review.**
4. The items shown on the engineering plan is incorrect based on my knowledge of the property. **Will review.**
5. There were questions regarding the use of LEED certification of the buildings. **LEED certification is not required and will not be pursued for this project.**
6. There were questions regarding the trains in the City.
7. Do we involve state agencies in review process? **If permits are required, yes, if not, no.**
8. Will you see an increase in traffic on Riverside Avenue? **Possibly, but the project is designed to be pedestrian oriented. Riverside entrance for handicap, elderly.**
9. Is there a separate LLC for this project? **Yes**
10. Do you have a site diagram for Phase I? **No, not separate.**
11. What would this look like if you did not do Building J?
12. How many units? **174- 179**
13. Where is the location of the Amphitheatre and how does this fit in? **Presenter showed participants using illustrations. Partnership with City to explore location of older amphitheater. If not found will discuss building anew.**
14. Would the Amphitheatre be built if there were no development after G1 & G2? **The amphitheater is the last construction in this project. It will not be built until the last building, Building F.**
15. Patrick Copeland School in this area just added 7th Kindergarten class. This should be considered.
16. Can we ask for photos of the Amphitheatre? **yes**
17. Can we name the Amphitheatre after Reuben Gilliam Sr. to honor him for his interest in Patrick Copeland School?
18. Will the residences be pet friendly? **yes**
19. Is the interior upscale to include granite countertops, stainless steel appliances? **yes**
20. What is included in the retail in Phase 1? **Restaurant**
21. Security is an important issue. Has it been considered? **yes**
22. Can you throw in another amenity like a pool? **No** What other amenities are being considered? **None at this time**

VIII. PLANNING COMMISSION RESOLUTION:

At their meeting on August 2, 2018 the Hopewell Planning Commission voted 4-0 *recommending approval, with the proffered condition*, to rezone Sub-parcels 299-0005, 299-0010, and 011-0806 also known as Lots 1 and 2, Copeland Subdivision, and Lots 1, 2 and 3, Block 16 B Village Subdivision, from the Downtown Central Business District (B-1) to a Planned Unit Development (PUD) designation within the Downtown Central Business District.

IX. CITY COUNCIL ACTION:

The Hopewell City Council *approves, approves with conditions, defers or denies* with a vote of _____ - _____ to rezone Sub-parcels 299-0005, 299-0010, and 011-0806 also known as Lots 1 and 2, Copeland Subdivision, and Lots 1, 2 and 3, Block 16 B Village Subdivision, from the Downtown Central Business District (B-1) to the a Planned Unit Development (PUD) designation within the Downtown Central Business District (B-1/PUD).

Attachments:

1. Rezoning Application
2. Conceptual Plan
3. Parking Study
4. Proffered Condition