



CITY OF RICHMOND

Department of Planning & Development Review *Staff Report*

Ord. No. 2026-127: To authorize the special use of the property known as 902 North 28th Street for the purpose of up to one single-family detached dwelling and one single-family attached dwelling, upon certain terms and conditions. (7th District)

To: City Planning Commission
From: Land Use Administration
Date: June 16, 2026

PETITIONER

Baker Development Resources

LOCATION

902 North 28th Street

PURPOSE

The applicant is requesting a Special Use Permit to allow one single-family detached dwelling and one single-family attached dwelling. The single-family attached dwelling will be attached to the dwelling at 902 2/3 North 28th Street, which was constructed by-right. The single-family detached dwelling will be situated on a lot that does not meet underlying lot feature requirements. A Special Use Permit is therefore requested to authorize this proposal.

RECOMMENDATION

Staff finds that the proposed project is consistent with City's Master Plan, which identifies the future land use for the subject property as Neighborhood Mixed-Use. Lots within this designation typically have a lot area between 1,500 and 5,000 square feet. The subject property currently has a lot area of over 6,227 square feet. The proposal would split the lot into two parcels, creating a lot pattern more aligned with the future land use designation.

Staff concludes that the proposed ordinance conditions substantially satisfy the safeguards established in the City Charter concerning the granting of Special Use Permits. Specifically, staff finds that the proposed use would not be detrimental to the general welfare of the community involved and would not create congestion in the streets in the area involved.

Therefore, staff recommends approval of the Special Use Permit request.

FINDINGS OF FACT

Site Description

The subject property is located in the Church Hill North neighborhood on the western side of North 28th Street, near its intersection with O Street to the south. The area is 6,227 square feet (0.14 acres). The proposed density is 2 units upon 0.13 acres or roughly 14.2 units per acre.

Proposed Use of the Property

One single-family detached dwelling and one single-family attached dwelling.

Master Plan

The City's Richmond 300 Master Plan designates the future land use for the subject property as Neighborhood Mixed-Use, which is defined as existing or new highly walkable urban neighborhoods that are predominantly residential with a small, but critical, percentage of parcels providing retail, office, personal service, and institutional uses.

Development Style: These areas feature a variety of building types that are close to one another and create a unified street wall. The building size, density, and zoning districts for these areas vary depending on historical densities and neighborhood characteristics. Future development should generally complement existing context. Setbacks, plazas, and parks create a sense of place and community gathering areas. New developments on larger parcels continue or introduce a gridded street pattern to increase connectivity within the neighborhood and to adjacent neighborhoods. In historic neighborhoods, small-scale commercial uses exist today or should be allowed to reestablish. In new neighborhoods, small scale commercial buildings should be introduced.

Ground Floor: Regardless of use, buildings should engage the street with features such as street-oriented façades with windows and door openings along street frontages. Appropriate setbacks, open space, front porches, elevated ground floors, and other features that provide a sense of privacy should be provided for residential uses.

Mobility: Pedestrian, bicycle, and transit access are prioritized and accommodated. Bike parking is provided. New driveways are prohibited on Priority and Principal Street frontages. Vehicular access to parcels should use alleys wherever possible. Parking areas should be located to the rear of street-facing buildings.

Intensity: Building heights are generally two to four stories. Buildings taller than four stories may be found along major streets. Parcels are generally between 1,500 and 5,000 sq. ft.

Primary Uses: Single-family houses, accessory dwelling units, duplexes, small multi-family buildings (typically 3-10 units), and open space.

Secondary Uses: Large multifamily buildings (10+units), retail/office/personal service, institutional, cultural, and government.

Zoning and Ordinance Conditions

The current zoning for this property is R-6 Single-Family Attached Residential. The following features of the proposed development do not comply with the current zoning regulations:

30-412.4. – Lot area and width, density, and unit width

Single-family detached dwellings shall be located on lots of not less than 5,000 square feet in area with a width of not less than 50 feet

The detached dwelling is proposed to be constructed on a lot that is roughly 26 feet in width and 3,458 square feet in area.

30-412.5. – Yards

For uses other than attached dwellings, there shall be a side yard of not less than five feet in width.

The proposed side yards for the detached dwelling are 3.3 feet.

If approved, this special use permit would impose development conditions, including:

- The Special Use of the Property shall be as up to one single-family detached dwelling and one single-family attached dwelling, substantially as shown on the Plans.
- All building materials, elevations, and site improvements shall be substantially as shown on the Plans.
- All mechanical equipment, including heating, ventilation, and air conditioning units, serving the Property shall be located or screened so as not to be visible from any adjoining public right-of- way.
- Prior to the issuance of any building permit for the Special Use, the establishment of no more than two residential lots, substantially as shown on the Plans, shall be accomplished by obtaining the necessary approvals from the City and recording the appropriate plats and deeds among the land records of the Clerk of the Circuit Court of the City of Richmond.

Surrounding Area

The surrounding area is primarily residential.

Neighborhood Participation

Staff notified the Church Hill Central Civic Association, area residents and property owners. Staff has received no letters to date regarding the proposal.

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