



CITY OF RICHMOND

Department of Planning & Development Review *Staff Report*

Ord. No. 2026-106 To authorize a Mosby Court South Redevelopment preliminary community unit plan permitting the development of a residential community of up to 500 dwelling units and up to 25,000 square feet of ground floor commercial area on approximately 12.84 acres of land located at 1804 P Street and 1930 P Street, upon certain terms and conditions, and to repeal Ord. No. 1961-164-144, and all amendatory ordinances thereto. (7th District)

To: City Planning Commission
From: Land Use Administration
Date: May 19, 2026

PETITIONER

The Richman Group on behalf of Richmond Redevelopment Housing Authority (RRHA)

LOCATION

Mosby Court (South)

PURPOSE

The petitioner has submitted a preliminary community unit plan to facilitate the redevelopment of the Mosby Court South community into a mixed-use community with up to 500 dwelling units, amenity, and commercial space. The City's Richmond 300 Master Plan calls for the redevelopment of the Mosby South community by RRHA and their selected development partner. Chapter 30, Division 30, of the Code of the City of Richmond (2020), as amended, defines when a tract of land is eligible to be developed with a community unit plan and establishes the approval process for such plans, which includes the submission of a preliminary community unit plan to be approved by both the City Planning Commission and the City Council.

FINDINGS OF FACT

Site Description

Mosby Court was opened in 1962 by the Richmond Redevelopment and Housing Authority to provide additional public housing following the displacement of over 1,300 residents as a result of the mid-century 17th Street Redevelopment Project. The community was constructed as three separate developments. Mosby South is the southernmost development, indicated by the red star in Figure 1. The Mosby South community includes 106 of the 438 dwelling units for Mosby Court, providing just under a quarter of the total units. The community is located on approximately 12.8 acres of land, just off the Leigh Street Viaduct, bound by Mosby Street, R Street, North 20th Street, and O Street. Martin Luther King Jr. Middle School is across from the site on the west side of Mosby Street, along with Parker Field. The community is also located within a 15-minute walk distance to Jefferson Park and the newly renovated Lucks Field. GRTC Bus Route 5 services the bus stop at Mosby and P Street.

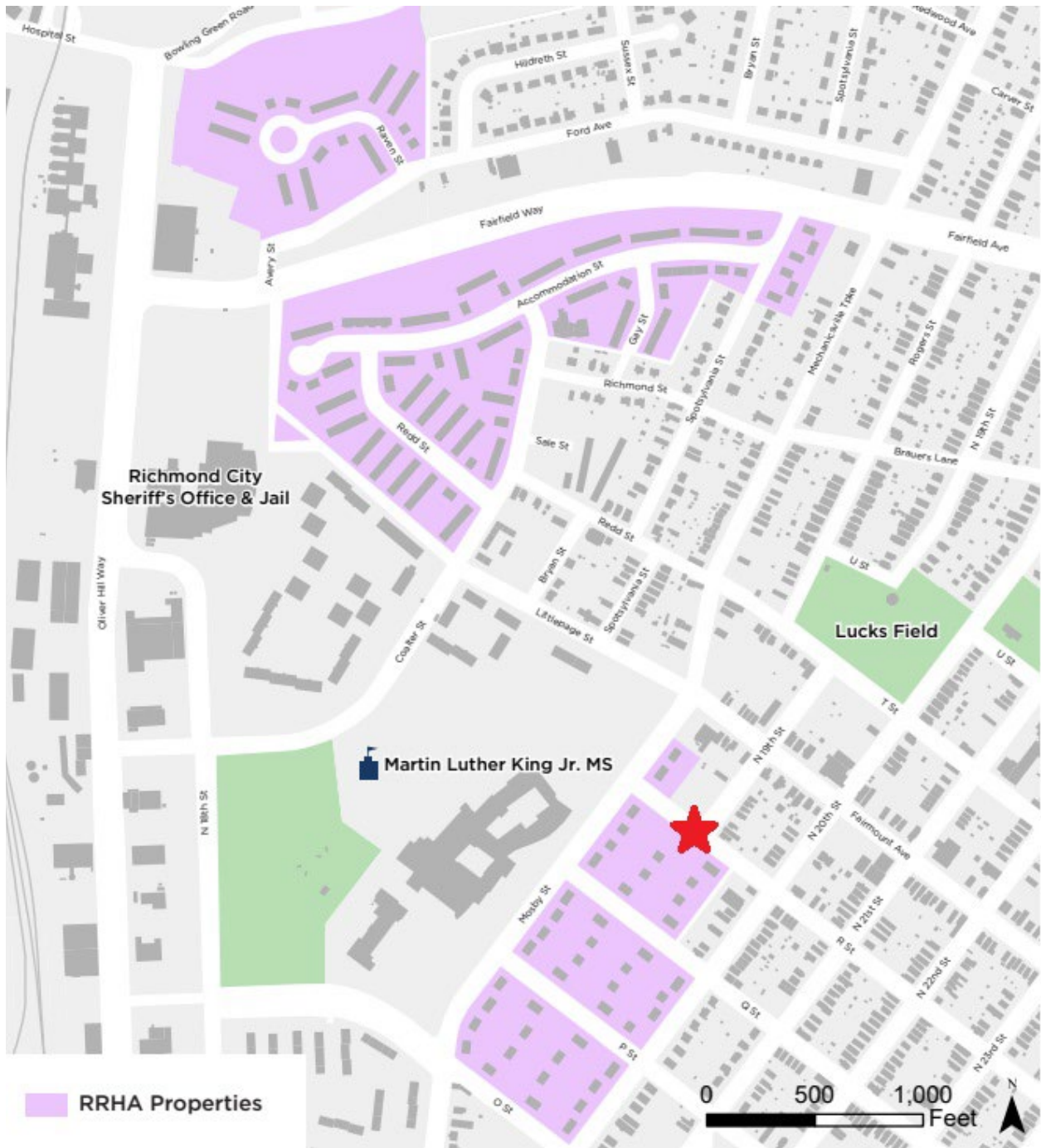


Figure 1. RRHA property dedicated to the Mosby Court Development (Richmond 300, 2020)

Master Plan

The City's Richmond 300 Master Plan designates the future land use for the subject property as Neighborhood Mixed-Use. The property is further designated as a Priority Neighborhood, is located on a Major Mixed-Use Street, and is within a micro node. The property is also located within a mile of other larger nodes, including the Shockoe and Downtown Core National/Regional Nodes and the Jefferson/Marshall/25th and 25th/Nine Mile Neighborhood Nodes. Figure 2 shows the location of Mosby South on the Future Land Use Map, indicated by the red star.

The Neighborhood Mixed-Use designation 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. These neighborhoods are identifiable by the following:

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.

Major Mixed-Use Streets are defined by the following characteristics:

- Carry high volumes of vehicles, pedestrians, and bicycles, through commercial and mixed-use areas
- Prioritize use and density-scaled sidewalks and crosswalks
- Require form elements, such as buildings to the street with parking in the rear, as well as building windows and entrances on the street
- Incorporate streetscape features, such as trees, benches, and trash receptacles
- Ideal locations for transit routes and transit stops
- Prioritize the curbside for walking, bicycling, transit, and short-term parking access and loading for local shops and restaurants

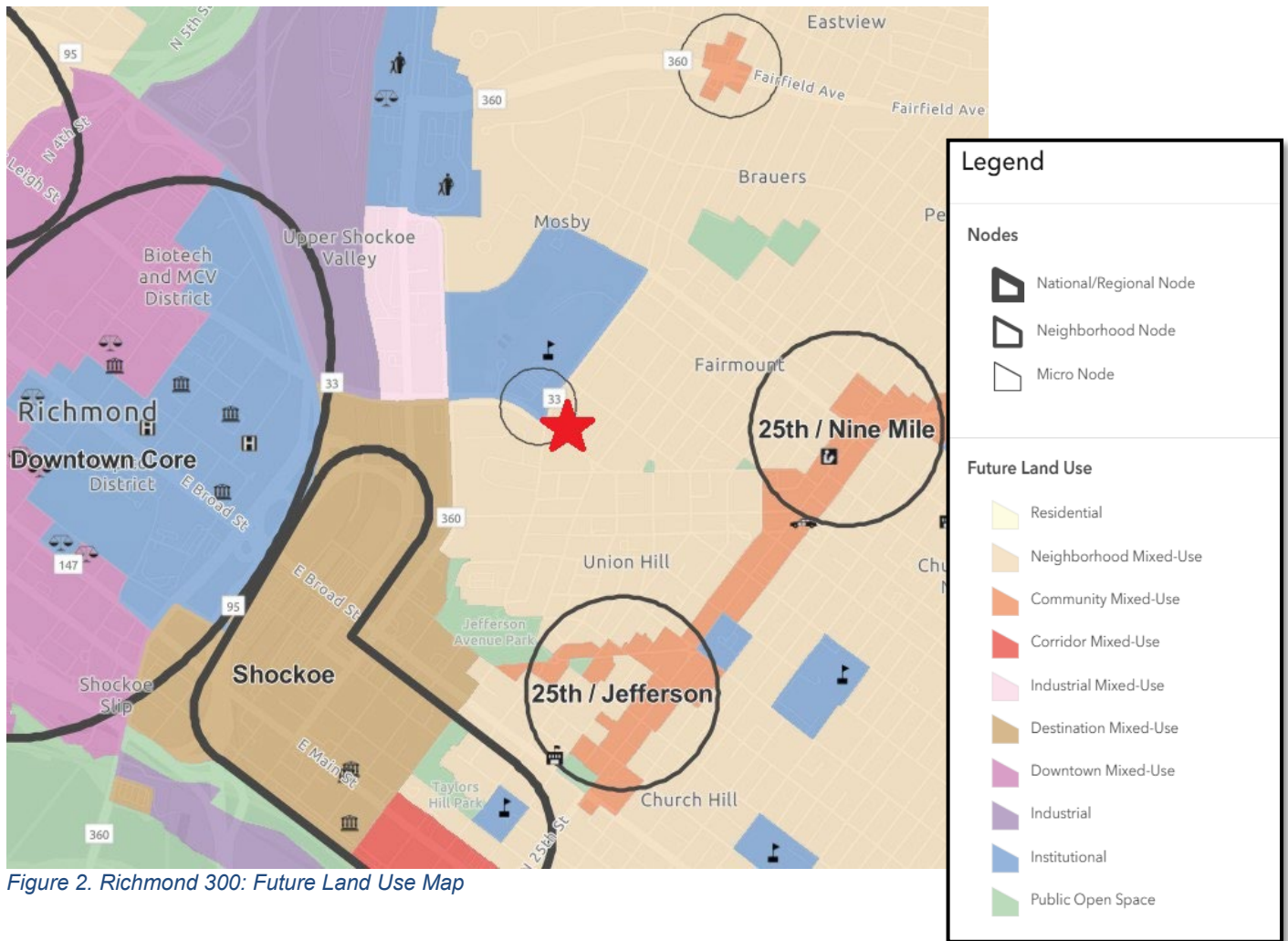


Figure 2. Richmond 300: Future Land Use Map

Proposed Use of the Property

The proposed community unit plan would allow for up to 500 dwelling units and up to 25,000 square feet of commercial and amenity space. Proposed building typologies range from townhomes to mixed-use. Dwelling units are proposed to have between one and three bedrooms and accommodate households at 30%, 60%, 80%, and up to 100% Area Median Income (AMI).

Income Limit Data

The United States Department of Housing and Urban Development (HUD) recently released income limit data for FY 2026. The data shows that the current AMI for the Richmond Metropolitan Area* is \$113,500. The following table provides an income limit summary for 50% and 80% AMI.

Family Size	1-Person	2-Person	3-Person	4-Person
Very Low (50%) Income Limits (\$)	39,750	45,400	51,100	56,750
Low (80%) Income Limits (\$)	63,600	72,650	81,750	90,800

Table 1. FY 2026 Income Limit Area for the Richmond, Virginia HUD Metro FMR Area

*The Richmond, VA HUD Metro FMR Area contains the following areas: Amelia County, VA; Charles City County, VA; Chesterfield County, VA; Colonial Heights city, VA; Dinwiddie County, VA; Goochland County, VA; Hanover County, VA; Henrico County, VA; Hopewell city, VA; King William County, VA; New Kent County, VA; Petersburg city, VA; Powhatan County, VA; Prince George County, VA; Richmond city, VA; Sussex County, VA.

Additionally, the United States Census Bureau releases income related data for more detailed geographies. U.S. Census data shows that in 2024, the median family income, where a family is defined as a household with two or more related individuals, was \$110,863 for the Richmond Metropolitan Area and \$63,390 for the City of Richmond. The data also shows that the median family income for Census Tract 204, where Mosby South is located, was \$38,982. (United States Census Bureau, 2024, Table S1901).

Zoning and Ordinance Conditions

The current underlying zoning for this property is R-53 Multifamily Residential. While zoned R-53, the property was developed under conditions specified in the original community unit plan adopted in 1961. The subject preliminary community unit plan would include the repeal of said ordinance, Ord. No. 1961-164-144.

Chapter 30, Division 30, of the Code of the City of Richmond (2020), as amended, sets forth the regulations that are applicable to community unit plans. Section 30-456.3 establishes that a preliminary community unit plan must contain the following information:

- (1) Maximum number of dwelling units and maximum amount of commercial and residential floor area proposed.
- (2) General character and location of all buildings, structures and open spaces.
- (3) General location of all means of ingress and egress and areas for the parking and circulation of vehicles.
- (4) Specific features of the plan which are intended to ensure compatibility with adjacent development.
- (5) Statement as to the manner in which such plan meets the criteria set forth in Section 30-456.4.

The proposed ordinance contains specific development standards for dwelling and non-dwelling uses and identifies in detail the maximum number of dwelling units and maximum amount of commercial and residential floor area permissible. The attached plan documents show the general character and location of all buildings, structures and open spaces, and the general location of all means of ingress and egress and areas for the parking and circulation of vehicles.

Section 30-456.7 establishes that following the approval of a preliminary community unit plan by the City Council and within a period of time specified in the ordinance adopting such plan, a final plan indicating in detail the proposed layout of the site and character of improvements thereon

shall be submitted to the Planning Commission. The proposed ordinance conditions that a final plan must be submitted within five years following adoption of the preliminary plan.

Neighborhood Participation

The planning process for the redevelopment of the Mosby South community has been and will continue to be a collaborative effort. The City's Richmond 300 Master Plan identifies Mosby Court as a Priority Neighborhood. Mosby Court residents were engaged throughout the planning and adoption process for the master plan. The plan identifies key community engagement strategies for Priority Neighborhoods that stakeholders can use during the redevelopment process. Additionally, the adopted plan highlights the commitment that the City and RRHA have made to "transforming each large public housing development site into a thriving, well-connected, civically engaged, mixed-use, mixed-income development that becomes a community of choice and strengthens the vibrancy of the surrounding neighborhoods" (Richmond 300, 2020, as amended, p. 54).

Following the submittal of the application for the preliminary community unit plan, staff notified the Mosby Tenants Council, area residents and property owners. Staff has received one letter to date regarding the proposal.

RECOMMENDATION

Staff finds that the proposed preliminary community unit plan will further the following goals of the City's Richmond 300 Master Plan:

- (1) Goal 1: Complete Neighborhoods
 - a. Objective 1.3 calls the growth of jobs and housing in Priority Neighborhoods as well as an increase in housing for all income levels. The proposed plan calls for up to 500 dwelling units, in essence quadrupling the number of units. The current density of the site is roughly 8 units per acre, much less than the surrounding neighborhood and typical neighborhoods designated as Neighborhood Mixed-Use. The proposed plan would allow for a density of up to roughly 39 units per acre (assuming max build out). Staff finds that the development will occur in phases, allowing for incremental increases in the density.
- (2) Goal 4: Urban Design
 - a. Objective 4.1 calls for the creation and preservation of high-quality, distinctive, and well-designed neighborhoods. The proposal includes a variety of building typologies that are arranged in a manner that ensures a sensitive distribution of density and height. The plan also includes the re-establishment of 19th Street, restoring the historic street grid and giving each building a street to front on, creating city blocks rather than an isolated community.
 - b. Objective 4.4 calls for an increase in the walkability along all streets. The Mosby South community is located where all residents should be able to walk or roll safely. The proposed plan includes the installation of sidewalks, street trees, and pedestrian scale and/or roadway lighting on all streets within the project boundary, including the reestablished 19th Street. Additionally, short-term and long-term bicycle parking will be provided.
- (3) Goal 6: Land Use and Transportation
 - a. Objective 6.1 also calls for the growth of jobs and housing in Priority Neighborhoods as well as an increase in housing for all income levels.
- (4) Goal 14: Housing
 - a. Objective 14.6 calls for the transformation of the RRHA public housing properties into well designed, walkable, mixed-income, mixed-use and transit-adjacent

communities. The preliminary community unit plan addresses all five of those categories as indicated by the staff findings in this report.

Staff finds that the proposed preliminary community unit will adequately safeguard the health, safety and welfare of the occupants of the adjoining and surrounding property; will not unreasonably impair an adequate supply of light and air to adjacent property; will not unreasonably increase congestion in streets; will not unreasonably increase public danger from fire or otherwise unreasonably affect public safety; and will not diminish or impair the established values of property in surrounding areas.

Therefore, staff recommends approval of the preliminary community unit plan.

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