



Application for **SPECIAL USE PERMIT**

Department of Planning and Development Review  
Land Use Administration Division  
900 E. Broad Street, Room 511  
Richmond, Virginia 23219  
(804) 646-6304  
<http://www.richmondgov.com/>

Application is hereby submitted for: (check one)

- special use permit, new**
- special use permit, plan amendment**
- special use permit, text only amendment**

**Project Name/Location**

Property Address: \_\_\_\_\_ Date: \_\_\_\_\_

Tax Map #: \_\_\_\_\_ Fee: \_\_\_\_\_

Total area of affected site in acres: \_\_\_\_\_

(See **page 6** for fee schedule, please make check payable to the "City of Richmond")

**Zoning**

Current Zoning: \_\_\_\_\_

Existing Use: \_\_\_\_\_

**Proposed Use**

(Please include a detailed description of the proposed use in the required applicant's report)

Existing Use: \_\_\_\_\_

Is this property subject to any previous land use cases?

Yes  No  If Yes, please list the Ordinance Number: \_\_\_\_\_

**Applicant/Contact Person:** \_\_\_\_\_

Company: \_\_\_\_\_

Mailing Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_

Telephone: \_( ) \_\_\_\_\_ Fax: \_( ) \_\_\_\_\_

Email: \_\_\_\_\_

**Property Owner:** \_\_\_\_\_

If Business Entity, name and title of authorized signee: \_\_\_\_\_

(The person or persons executing or attesting the execution of this Application on behalf of the Company certifies that he or she has or have been duly authorized and empowered to so execute or attest.)

Mailing Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip Code: \_\_\_\_\_

Telephone: \_( ) \_\_\_\_\_ Fax: \_( ) \_\_\_\_\_

Email: \_\_\_\_\_

**Property Owner Signature:** \_\_\_\_\_

*T. Preston Lloyd, Jr.*  
T. Preston Lloyd, Jr., Acting Under Special Power of Attorney

The names, addresses, telephone numbers and signatures of all owners of the property are required. Please attach additional sheets as needed. If a legal representative signs for a property owner, please attach an executed power of attorney. **Faxed or photocopied signatures will not be accepted.**

**NOTE:** Please attach the required plans, checklist, and a check for the application fee (see Filing Procedures for special use permits)

# WILLIAMS MULLEN

Direct Dial: 804.420.6000  
plloyd@williamsmullen.com

August 2, 2023

City of Richmond Department of Planning and Development Review  
City Hall, 900 East Broad Street, Room 511  
Richmond, Virginia 23219

Re: Special Use Permit Application – 2201 McDonough LLC & 322 W. 22nd Street LLC

Ladies and Gentlemen:

This firm is counsel to 2201 McDonough LLC and 322 W. 22nd Street LLC (together, the “Applicants”), the respective owners of the subject property described on the table of parcels enclosed herewith as Exhibit A (the “Property”), on whose behalf we submit the enclosed the materials referenced on Exhibit B (collectively, the “Application”) to request approval of the special use of certain property pursuant to Section 30-1050.1 et seq. of the Code of the City (the “Code”). This letter will serve as the Applicant’s Report.

## **Subject Property & Current Zoning**

The Property is characterized by multiple parcels located south of Semmes Avenue in the Swansboro neighborhood of the City, as more particularly identified on the table attached as Exhibit A. The Property is comprised of approximately 6.6748 acres, located immediately adjacent to a residential community developed by an affiliate of the Applicant and known as “Belle Heights” (the “Phase I SUP”), adopted by City Council on February 25, 2019.<sup>1</sup> As depicted on the enclosed conceptual plan, the Property also contains unimproved portions of existing public rights of way, which are requested to be vacated per a request to the Department of Public Works being filed concurrently with this application.

This area is located at the convergence of several established residential neighborhoods, including Swansboro, Spring Hill, Woodland Heights, and Manchester. Portions of the Property were previously compromised by a former manufactured home site that is currently unimproved, a recently demolished former 2-story vehicle service structure, and other currently vacant property.

## **Proposed Special Use**

The Applicants propose the special use of the Property as residential uses, as authorized in the R-63 Multifamily Urban Residential District and subject to the corresponding applicable zoning district regulations. The Property is currently zoned M-1 Light Industrial District, R-6 Single Family Attached

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<sup>1</sup> For the avoidance of doubt, two parcels comprising the Property of this Application were previously approved as part of the Phase I SUP are Parcel ID S0000301007 and S0000360011, which together were identified as “Future B-6 Uses” on the Conceptual Site Plan. These parcels are included with and defined as part of the “Eastern Section” for the purposes of this Application.

Residential District, and OS Office Service District. Notwithstanding any contrary provision of the City Code, the Property shall be developed subject to the following additional conditions:

1. A plan of development shall be required for development of all uses as specified in Sec. 30-446.2 per Article X of Chapter 30 of the City Code.
2. Plan(s) of development shall be evaluated to determine if building design is in line with the following form elements:
  - a. Building Locations. Building locations shall be in general conformance the layout shown on the Conceptual Master Plan, provided however that alterations to the building locations may be approved by the Director of Planning and Development Review upon a finding that the revised location is consistent with the goals and priorities of the Richmond 300 Master Plan.
  - b. Semmes Avenue streetscape. The project shall include at least one pedestrian access to Semmes Avenue, as generally shown on the Conceptual Master Plan.
  - c. Quality design and materials. Building materials and architectural features shall be of comparable or superior quality to those comprising the townhomes in Belle Heights, as approved by the Director of Planning and Development Review or their designee.
  - d. Woodland Heights step-back. Building(s) along the westernmost boundary line of the Property shall be designed with appropriate step-backs to mitigate a height differential with existing single-family residential structures located immediately to the west, as generally shown on the Conceptual Massing Exhibits.
3. Permitted uses. In addition to those uses permitted in R-63 district, single-family attached dwellings and uses and structures shall be permitted, subject to the following:
  - a. Appropriate agreements and covenants approved by the City Attorney provide for the perpetuation and maintenance of all areas to be held in common ownership by property owners within such developments;
  - b. Architectural style, dimensions and lot configuration shall be generally consistent with the dwellings approved pursuant to the Phase I SUP;<sup>2</sup> and
  - c. A plan of development shall be required as set forth in Sec. 30-446.2 per Article X of Chapter 30 of the City Code.
4. Minimum multifamily unit size. Multifamily buildings shall not be subject to any minimum floor area for each dwelling unit.
5. Usable open space. Usable open space of not less than ten percent of the area of the lot shall be provided for multifamily dwellings.
6. Height. Multifamily buildings shall not exceed five stories in height; provided, however, that building heights shall be stepped down in general conformance with the Conceptual Massing Diagram.

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<sup>2</sup> For avoidance of doubt, lot widths of not less than 16 feet and not greater than 24 feet shall be deemed to be in general conformance with the dimensions of lots for the attached dwellings approved pursuant to the Phase I SUP.

**Conformance with Richmond 300 Master Plan**

The proposed Application presents an opportunity to redevelop infill areas adjacent to Belle Heights, which will allow for commercial, retail, and multifamily dwellings, integrating with and enhancing the existing neighborhood to foster a true mixed-use community. As further described below, the proposed special use of the Property is consistent with the City’s vision for future land use set forth in the Richmond 300 Master Plan, adopted by City Council on December 14, 2020 (the “Master Plan”), which designates the majority of the Property as “Neighborhood Mixed-Use.”

<b>Richmond 300 Master Plan: Vision</b>	<b>Key Elements of SUP Application</b>
<p>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.</p>	<p>Belle Heights represents the conversation of an existing, anachronistic island of industrial uses to a diverse mix of residential uses (townhome &amp; multifamily) with office, retail and restaurants. The Property comprising this Application must be viewed in the context of the larger Belle Heights development. In contrast with the initial development of the community, which only includes single-family attached housing, this Application proposes to include multifamily housing, thus promoting a diversity of housing option for residents.</p>
<p>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 new neighborhoods, small scale commercial buildings should be introduced.</p>	<p>Multifamily will be oriented to face the street wall of Semmes Avenue, which represents a “major street” abutting the project. At street level, the project will appear to be approximately 3-4 stories. The drop in topography away from Semmes Avenue will allow the project to include greater density without presenting the visual impact of height at the street. As shown on the conceptual plan, the project will foster pedestrian connectivity to Semmes Avenue, providing access to transit options and Canoe Run Park and the James River Park System (Buttermilk Trail), which are located immediately across Semmes Avenue from the Property.</p>
<p>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.</p>	<p>Multifamily buildings will engage with the street along McDonough Avenue. Step-backs will facilitate a transition from urban form to single-family residential along the western edge, as shown on the Conceptual Massing Exhibit.</p>

<p>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.</p>	<p>No new roadway connections are proposed to Semmes Avenue or Cowardin. This will mitigate traffic impacts to existing public roads within Swansboro. Regarding traffic generation, the use of this portion of the Property with additional multifamily residential units represents a net decrease in the maximum potential peak hour traffic generated when compared to other B-3 and M-1 uses permitted by-right, such as office. The Property is located immediately adjacent to bicycle lane improvements recently constructed along Semmes Avenue and GRTC transit service, offering additional means of transportation connectivity. Parking will be provided on-site via surface parking.</p>
<p>Intensity: Building heights are generally two to four stories. Buildings taller than four stories may be found along major streets (see Street Typologies Map). Parcels are generally between 1,500 and 5,000 sq. ft.</p>	<p>Taller heights are appropriate in this location due to (i) the location of the project on a “major street”, (ii) the size of the parcels, and (iii) the unique topographic conditions of the site that will mitigate the visual impact of height on adjacent uses. The step-back requirements for the project creates a transition from multifamily buildings fronting on Semmes to the massing of existing single-family detached residences located west on Semmes Avenue, and with buffer separation from the existing single-family attached residences approved in the initial phase.</p>
<p>Secondary Uses: Large multifamily buildings (10+units), retail/office/personal service, institutional, cultural, and government.</p>	<p>The proposed special uses will allow multifamily uses in up to 5-story buildings. The proposed development will utilize public water and sewer, both of which presently serve the Property. Poor drainage of the northern portion of Property has led to periodic flooding issues following periods of heavy precipitation. These deficiencies will be addressed through upgrades to the existing stormwater runoff facilities, in conformance with applicable federal, state and local laws and regulation. The proposed configuration of the potential multifamily structures reflects the topography of the site, allowing for mitigation of stormwater runoff.</p>

### **Charter Requirements**

Based on the foregoing, the proposed use on the Property meets the criteria set forth in Section 17.11(b) of the Charter of the City that the Application is not (i) detrimental to the safety, health, morals and general welfare of the community involved; (ii) tend to create congestion in streets, roads, alleys and other public ways and places in the area involved; (iii) create hazards from fire, panic or other dangers; (iv) tend to cause overcrowding of land and an undue concentration of population; (v) adversely affect or interfere with public or private schools, parks, playgrounds, water supplies, sewage disposal, transportation or other public requirements, conveniences and improvements; or (vi) interfere with adequate light and air.

### **Conclusion**

The proposed special use permit authorizes a project that will further catalyze the significant growth and revitalization of a key infill location in Historic Swansboro, which is presently undergoing significant reinvestment and development after decades of decline. The proposed exceptions to the zoning ordinance will allow consistent density of residential uses with the Neighborhood Mixed-Use future land use designation in a quality design befitting this prominent site location, consistent with the land use policy priorities of City Council evidenced in the Richmond 300 Master Plan and Riverfront Plan. The proposed Project is consistent with the character of the surrounding properties and meets each of the criteria set forth in Section 17.11(b) of the Charter of the City of the Charter of the City.

Thank you for your consideration of this matter. Please confirm your determination that the Application has been received and deemed complete by your office, and kindly contact us should you have any questions or require additional materials.

Very truly yours,

/s/

T. Preston Lloyd, Jr.

cc. Mr. Will Allen, Harper Associates (via email)  
The Hon. Stephanie Lynch, Councilperson for 5<sup>th</sup> District (via email)  
Kevin J. Vonck, Ph.D., Director, Department of Planning and Development Review (via email)

Enclosures

EXHIBIT A

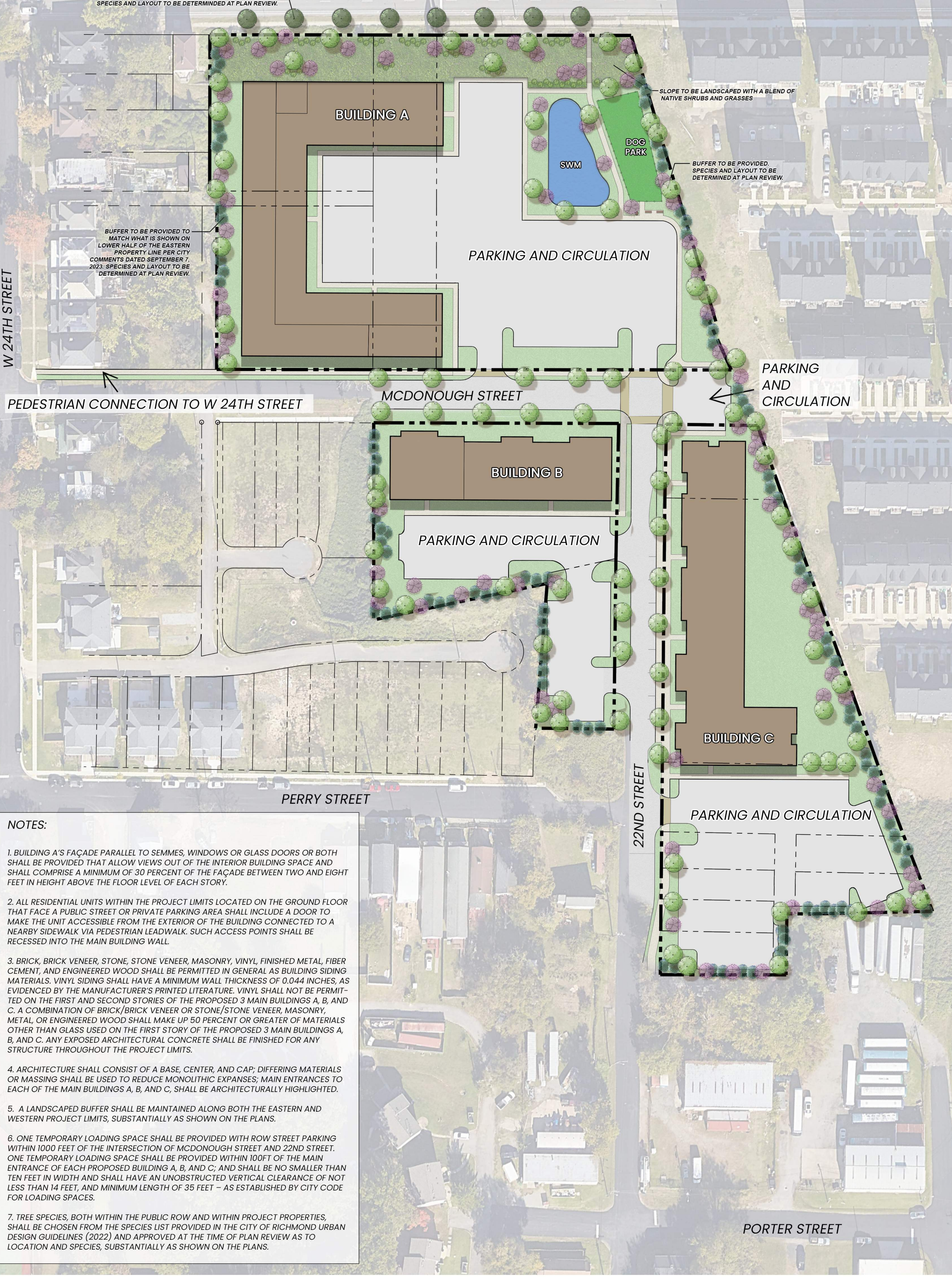
Table of Parcels

<b>Owner</b>	<b>Address</b>	<b>Tax Parcel ID</b>	<b>Acreage</b>	<b>Existing Zoning</b>
2201 McDonough LLC	2201 McDonough St.	S0000492001	1.6	OS
2201 McDonough LLC	2300 Semmes Ave.	S0000493002	0.527	R-6
2201 McDonough LLC	2301 McDonough St.	S0000493007	0.527	R-6
2201 McDonough LLC	2310 Semmes Ave.	S0000493001	0.058	R-6
2201 McDonough LLC	2310A Semmes Ave.	S0000493021	0.012	R-6
322 W 22nd Street LLC	322 W. 22 <sup>nd</sup> St.	S0000491024	0.906	M-1
322 W 22nd Street LLC	315 W. 22 <sup>nd</sup> St.	S0000489001	0.154	M-1
322 W 22nd Street LLC	307 W 22nd St.	S0000489005	0.561	M-1
322 W 22nd Street LLC	301 W 22 <sup>nd</sup> St.	S0000489012	0.342	M-1
322 W 22nd Street LLC	302 W 22 <sup>nd</sup> St.	S0000491038	0.2439	M-1
322 W 22nd Street LLC	2100 Perry	S0000418001	0.081	M-1
322 W 22nd Street LLC	222 W. 21st St.	S0000418003	0.082	M-1
322 W 22nd Street LLC	211 W. 22nd St.	S0000418019	0.083	M-1
322 W 22nd Street LLC	215 W. 22nd St.	S0000418021	0.083	M-1
322 W 22nd Street LLC	217 W. 22nd St.	S0000418022	0.083	M-1
322 W 22nd Street LLC	219 W. 22nd St.	S0000418023	0.083	M-1
322 W 22nd Street LLC	221 W. 22nd St.	S0000418024	0.102	M-1
322 W 22nd Street LLC	301 W. 22nd St.	S0000489012	0.342	M-1
322 W 22nd Street LLC	302, 304, 306, 308, and 310 W. 22nd St.	S0000491038	0.2439	M-1
322 W 22nd Street LLC	307 W. 22nd St.	S0000489005	0.561	M-1



# SEMMES AVENUE

STREET TREES TO BE PROVIDED PER CITY GUIDELINES. FINAL SPECIES AND LAYOUT TO BE DETERMINED AT PLAN REVIEW.



SLOPE TO BE LANDSCAPED WITH A BLEND OF NATIVE SHRUBS AND GRASSES

BUFFER TO BE PROVIDED. SPECIES AND LAYOUT TO BE DETERMINED AT PLAN REVIEW.

BUFFER TO BE PROVIDED TO MATCH WHAT IS SHOWN ON LOWER HALF OF THE EASTERN PROPERTY LINE PER CITY COMMENTS DATED SEPTEMBER 7, 2023. SPECIES AND LAYOUT TO BE DETERMINED AT PLAN REVIEW.

W 24TH STREET

PEDESTRIAN CONNECTION TO W 24TH STREET

PARKING AND CIRCULATION

PARKING AND CIRCULATION

MCDONOUGH STREET

PERRY STREET

22ND STREET

PARKING AND CIRCULATION

PORTER STREET

- NOTES:**
1. BUILDING A'S FAÇADE PARALLEL TO SEMMES, WINDOWS OR GLASS DOORS OR BOTH SHALL BE PROVIDED THAT ALLOW VIEWS OUT OF THE INTERIOR BUILDING SPACE AND SHALL COMPRISE A MINIMUM OF 30 PERCENT OF THE FAÇADE BETWEEN TWO AND EIGHT FEET IN HEIGHT ABOVE THE FLOOR LEVEL OF EACH STORY.
  2. ALL RESIDENTIAL UNITS WITHIN THE PROJECT LIMITS LOCATED ON THE GROUND FLOOR THAT FACE A PUBLIC STREET OR PRIVATE PARKING AREA SHALL INCLUDE A DOOR TO MAKE THE UNIT ACCESSIBLE FROM THE EXTERIOR OF THE BUILDING CONNECTED TO A NEARBY SIDEWALK VIA PEDESTRIAN LEADWALK. SUCH ACCESS POINTS SHALL BE RECESSED INTO THE MAIN BUILDING WALL.
  3. BRICK, BRICK VENEER, STONE, STONE VENEER, MASONRY, VINYL, FINISHED METAL, FIBER CEMENT, AND ENGINEERED WOOD SHALL BE PERMITTED IN GENERAL AS BUILDING SIDING MATERIALS. VINYL SIDING SHALL HAVE A MINIMUM WALL THICKNESS OF 0.044 INCHES, AS EVIDENCED BY THE MANUFACTURER'S PRINTED LITERATURE. VINYL SHALL NOT BE PERMITTED ON THE FIRST AND SECOND STORIES OF THE PROPOSED 3 MAIN BUILDINGS A, B, AND C. A COMBINATION OF BRICK/BRICK VENEER OR STONE/STONE VENEER, MASONRY, METAL, OR ENGINEERED WOOD SHALL MAKE UP 50 PERCENT OR GREATER OF MATERIALS OTHER THAN GLASS USED ON THE FIRST STORY OF THE PROPOSED 3 MAIN BUILDINGS A, B, AND C. ANY EXPOSED ARCHITECTURAL CONCRETE SHALL BE FINISHED FOR ANY STRUCTURE THROUGHOUT THE PROJECT LIMITS.
  4. ARCHITECTURE SHALL CONSIST OF A BASE, CENTER, AND CAP; DIFFERING MATERIALS OR MASSING SHALL BE USED TO REDUCE MONOLITHIC EXPANSES; MAIN ENTRANCES TO EACH OF THE MAIN BUILDINGS A, B, AND C, SHALL BE ARCHITECTURALLY HIGHLIGHTED.
  5. A LANDSCAPED BUFFER SHALL BE MAINTAINED ALONG BOTH THE EASTERN AND WESTERN PROJECT LIMITS, SUBSTANTIALLY AS SHOWN ON THE PLANS.
  6. ONE TEMPORARY LOADING SPACE SHALL BE PROVIDED WITH ROW STREET PARKING WITHIN 1000 FEET OF THE INTERSECTION OF MCDONOUGH STREET AND 22ND STREET. ONE TEMPORARY LOADING SPACE SHALL BE PROVIDED WITHIN 100FT OF THE MAIN ENTRANCE OF EACH PROPOSED BUILDING A, B, AND C; AND SHALL BE NO SMALLER THAN TEN FEET IN WIDTH AND SHALL HAVE AN UNOBSTRUCTED VERTICAL CLEARANCE OF NOT LESS THAN 14 FEET, AND MINIMUM LENGTH OF 35 FEET – AS ESTABLISHED BY CITY CODE FOR LOADING SPACES.
  7. TREE SPECIES, BOTH WITHIN THE PUBLIC ROW AND WITHIN PROJECT PROPERTIES, SHALL BE CHOSEN FROM THE SPECIES LIST PROVIDED IN THE CITY OF RICHMOND URBAN DESIGN GUIDELINES (2022) AND APPROVED AT THE TIME OF PLAN REVIEW AS TO LOCATION AND SPECIES, SUBSTANTIALLY AS SHOWN ON THE PLANS.





# SEMMES AVENUE

PARCEL ID: S0000493002  
2201 MCDONOUGH LLC  
2300 SEMMES AVENUE

R.O.W. TO BE ABANDONED

PARCEL ID: S0000492001  
2201 MCDONOUGH LLC  
2201 MCDONOUGH STREET

PARCEL ID: S0000493007  
2201 MCDONOUGH LLC  
2301 MCDONOUGH STREET

R.O.W. TO BE ABANDONED

EXISTING CITY R.O.W.  
TO BE USED FOR PARKING -  
MAINTAINED BY PROPERTY OWNER  
UNDER AGREEMENT WITH THE CITY

16' R.O.W. TO BE MAINTAINED,  
BALANCE TO BE PROVIDED  
FROM PARCEL: S0000493007

W 24TH STREET

MCDONOUGH STREET

R.O.W.

PARCEL ID: S0000491024  
322 W 22ND STREET LLC  
322 W 22ND STREET

PARCEL ID: S0000489001  
322 W 22ND STREET LLC  
315 W 22ND STREET

PARCEL ID: S0000489005  
322 W 22ND STREET LLC  
307 W 22ND STREET

PARCEL ID: S0000491038  
322 W 22ND STREET LLC  
302 W 22ND STREET

22ND STREET

EXISTING CITY R.O.W.  
TO BE USED FOR PARKING -  
MAINTAINED BY PROPERTY OWNER  
UNDER AGREEMENT WITH THE CITY

PERRY STREET

R.O.W.

PARCEL ID: S0000418024  
322 W 22ND STREET LLC  
221 W 22ND STREET

PARCEL ID: S0000418023  
322 W 22ND STREET LLC  
219 W 22ND STREET

PARCEL ID: S0000418022  
322 W 22ND STREET LLC  
217 W 22ND STREET

PARCEL ID: S0000418021  
322 W 22ND STREET LLC  
215 W 22ND STREET

PARCEL ID: S0000418001  
322 W 22ND STREET LLC  
2100 PERRY STREET

PARCEL ID: S0000418003  
322 W 22ND STREET LLC  
222 W 21ST STREET

R.O.W.

PORTER STREET



# SEMMES AVENUE

W 24TH STREET

PEDESTRIAN CONNECTION TO W 24TH STREET

MCDONOUGH STREET

PARKING AND CIRCULATION

PERRY STREET

22ND STREET

PARKING AND CIRCULATION

PORTER STREET

BUILDING A

SWM

DOG PARK

PARKING AND CIRCULATION

BUILDING B

PARKING AND CIRCULATION

BUILDING C

### LEGEND:

- 5 FLOORS
- 4 FLOORS
- 3 FLOORS

SCALE: 1" = 40'

MASSING PLAN  
MAY 2024

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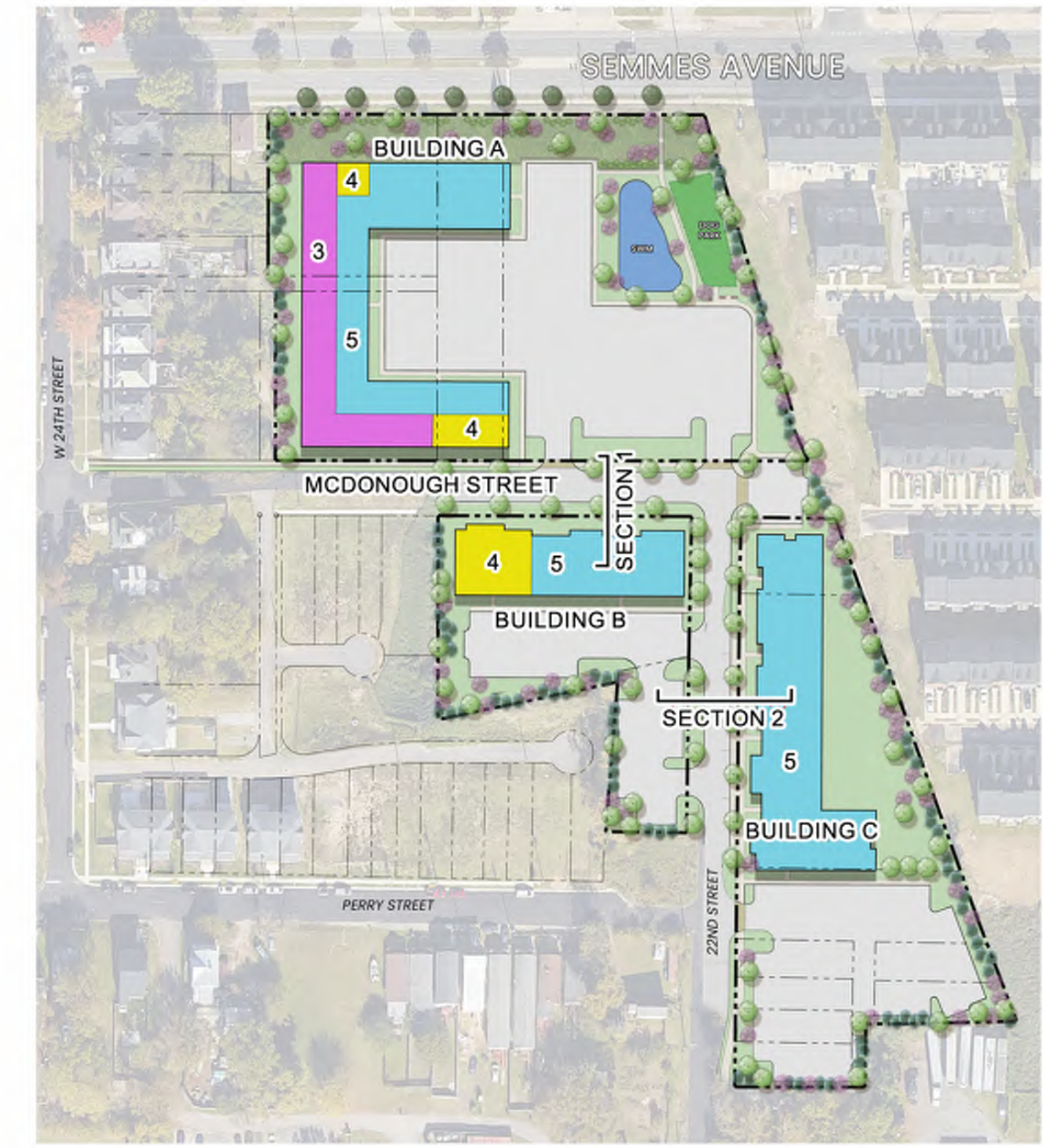




SECTION 1



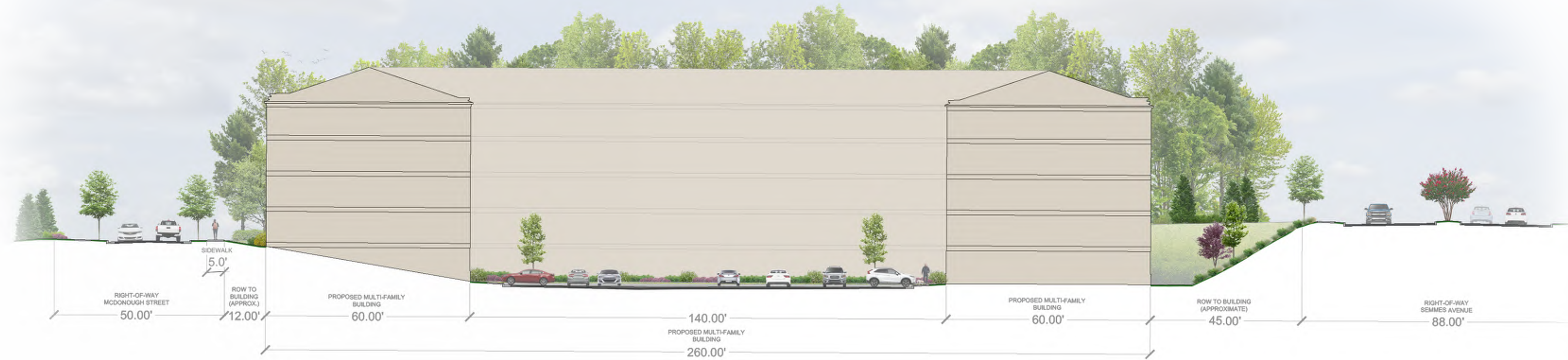
SECTION 2



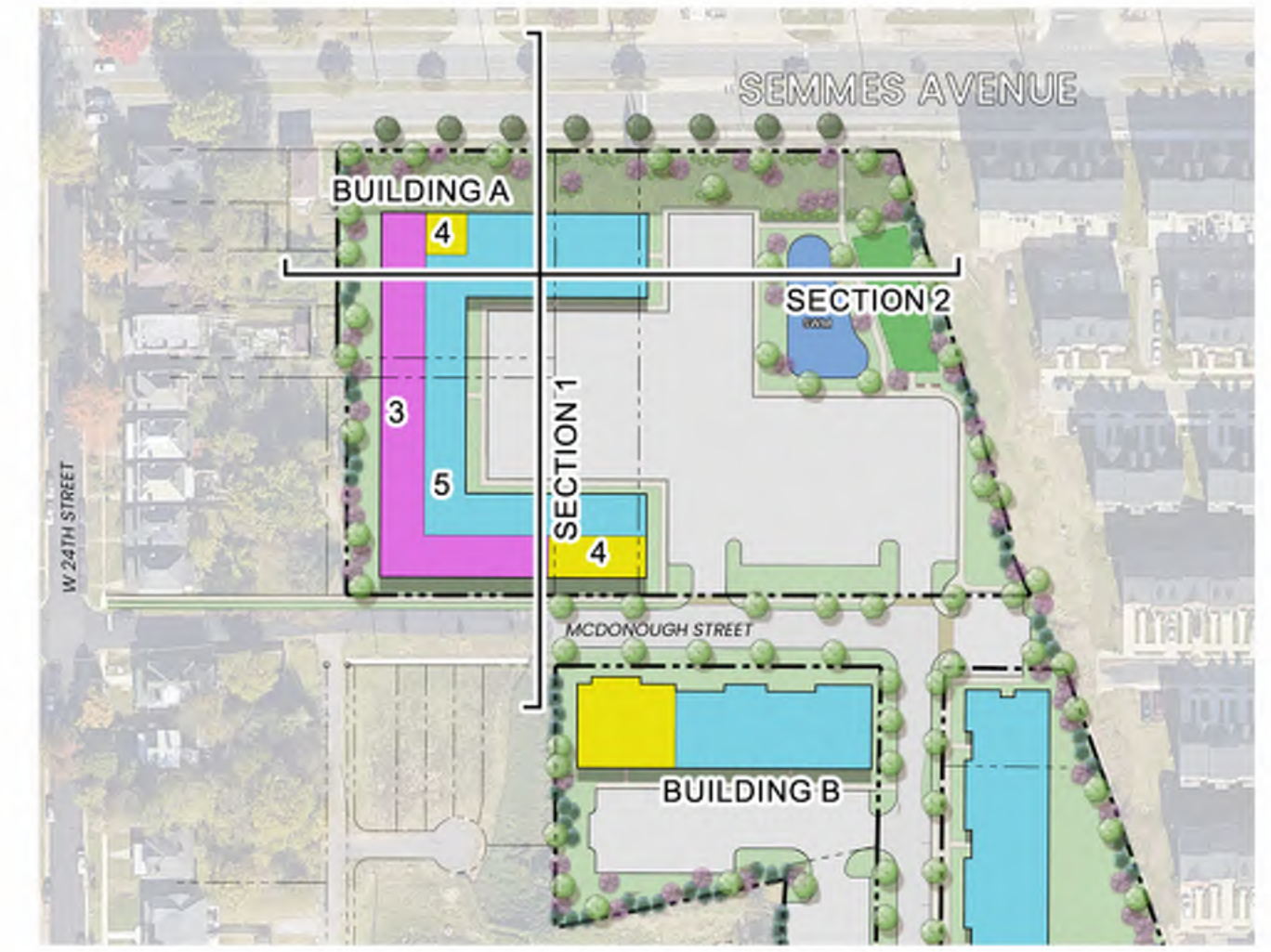
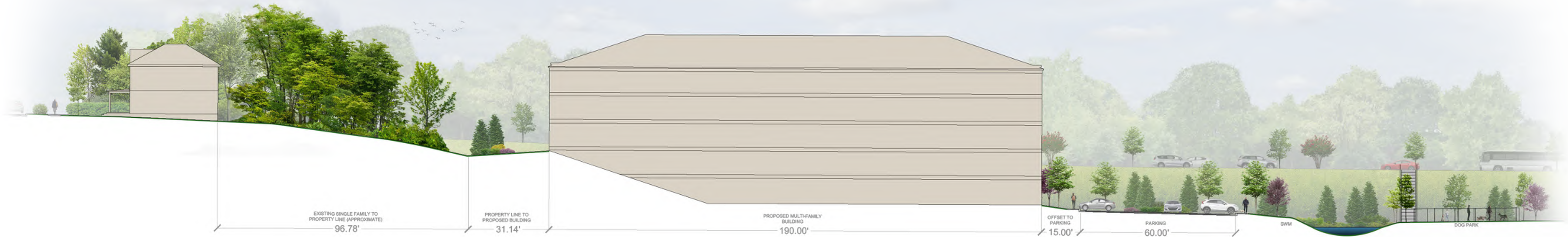
SECTION KEY



SECTION 1



SECTION 2



SECTION KEY

SUP-077005-2022 2201 MCDONOUGH ST.

CITY OF RICHMOND, VIRGINIA



2300 SEMMES SECTIONS

MAY 2024 PAGE 5 OF 6



Kimley»Horn



# SEMMES AVENUE

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BUILDING A

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BUILDING C

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22ND STREET

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PORTER STREET

