



## CITY OF RICHMOND

### Department of Planning & Development Review *Staff Report*

**Ord. No. 2023-103:** To authorize the special use of the property known as 112 Carnation Street for the purpose of the assembly and storage of modular dwelling units, upon certain terms and conditions.

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**To:** City Planning Commission  
**From:** Land Use Administration  
**Date:** April 17, 2023

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#### **PETITIONER**

William Gillette, Baker Development  
Representative of the Property Owner

#### **LOCATION**

112 Carnation Street

#### **PURPOSE**

To authorize the special use of the property known as 112 Carnation Street for the purpose of the assembly and storage of modular dwelling units, upon certain terms and conditions.

#### **SUMMARY & RECOMMENDATION**

The subject property is located in the R-3 Residential (Single-Family) zoning district. Manufacturing of modular dwellings is not a permitted use within this zoning district. The proposed site plan also does not meet the zoning requirements for side and rear setback along with lot coverage. The proposed north side setback is 1 foot, whereas 7.5 feet is required. The proposed rear setback is 1 foot, whereas 7.5 feet is required. The proposed lot coverage is 41%, whereas a maximum lot coverage of 25% is required. A Special Use Permit is therefore required.

Staff finds that the proposal would be generally consistent with nearby pattern of development in the area. Several industrial and warehouse uses are located directly north of the subject property and throughout the Midlothian Turnpike corridor. The recommendations of the City's Master Plan pertaining development style within the Residential land use category suggest that new development should be setback from the street and similar to existing patterns of development, which Staff finds the proposed project meets. The recommended Secondary Uses also include institutional uses, which nonprofit offices and provision of services would be considered.

The unique instance of a nonprofit specifically constructing modular dwelling sections for the purpose of affordable housing does not directly fall under the intention for "institutional use," but the use is integral to achieving the Master Plan's Big Move of "Expand Housing Opportunities."

Staff finds that the proposed development would not pose an undue burden on the availability of on-street parking in the area. The proposed use will utilize adjacent parking lot space under ownership by the same nonprofit that owns the subject property.

Staff has also provided conditions of approval that control work hours/noise, light nuisance, exterior material and equipment storage in order to minimize any negative externalities to surrounding residents.

As such, Staff finds that with the ordinance conditions the safeguards contained within the City Charter, relative to the granting of Special Use Permits, are met. 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.

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## **FINDINGS OF FACT**

### **Site Description**

The property is located in the Midlothian neighborhood at 112 Carnation Street, between Midlothian Turnpike and Brookline Street. The property is currently 5085 sq. ft. (0.117 acre) in size. The property is currently vacant.

### **Proposed Use of the Property**

The proposed Special Use Permit would authorize the development of the property to assemble modular dwellings for the benefit of a nonprofit organization that does not meet the side and rear yard along with lot coverage requirements of the R-3 Residential (Single-Family) zoning district. A paved drive area will be provided in front of the building to permit access to the building from the street.

The proposed building will be setback roughly 90 feet from the street, greater than most other structures in the vicinity to reduce impact and facilitate appropriate access by tractor trailer or other delivery vehicles. The proposed lot size will also be similar to other properties in the vicinity.

Evergreen landscaping will be provided for screening purposes between the subject property and adjacent residential and the front street. Lighting will be limited onsite to reduce nuisance to residential neighbors and the proposed building façade will be painted to reduce the industrial feel of the building to better bridge the adjacent residential neighborhoods to nearby industrial uses.

### **Master Plan**

The City's Richmond 300 Master Plan designates a future land use for the subject property as Residential. This designation is defined as a "Neighborhood consisting primarily of single-family houses on large- or medium-sized lots more homogeneous in nature."

Development Style: Houses on medium-sized and large-sized lots in a largely auto-dependent environment. Homes are setback from the street. Future developments continue and/or introduce

a gridded street pattern to increase connectivity. Future single-family housing, accessory dwelling units, duplexes, and small multi-family residential buildings are built to a scale and design that is consistent with existing buildings.

Ground Floor: Not applicable.

Mobility: Bicycle and pedestrian access are prioritized and accommodated. Low residential density means that it is not possible to provide frequent transit within these areas; however, frequent transit may be found at the edges of these areas within more intense future land use designations. Many homes have driveways and/or garages, which are located off an alley behind the home if an alley is present.

Intensity: Buildings are generally one to three stories. Lot sizes generally range up to 5,000 to 20,000+ sq. ft. Residential density of 2 to 10 housing units per acre.

Primary Uses: Single-family houses, accessory dwelling units, and open space.

Secondary Uses: Duplexes and small multi-family buildings (typically 3-10 units), institutional, and cultural. Secondary uses may be found along major streets

### **Zoning and Ordinance Conditions**

Zoning Administration reviewed this request and recommended approval with the following comments:

Zoning and Use: The subject property is zoned R-3 Single-Family Residential district, which does not allow a warehouse use as a permitted principal use. To authorize the use of the property for the construction of a new warehouse building and accessory parking a Special Use Permit is required to be adopted by City Council.

R-3 Feature Requirements: Lot area, lot width, lot coverage, height, and yard requirements are only applicable to permitted principal and accessory uses.

Additional Comments: It is the opinion of zoning staff that the area used for parking and maneuvering a truck and trailer should be paved.

The R-3 zoning district does not permit any type of sign by right for a non-dwelling use established through an SUP. Any signs will need to be authorized through the SUP.

Ordinance language should include the prohibition of any outdoor storage.

The special use permit ordinance would impose development conditions on the property, including:

- The Special Use of the Property shall be as the assembly and storage of modular dwelling units, substantially as shown on the Plans.
- All building materials, elevations, and site improvements shall be substantially as shown on the Plans.
- The Owner shall provide photometric plans prior to the issuance of any building permits. The light intensity at property lines shall not exceed 0.5 foot candles.
- The hours of operation of the Special Use shall be limited to 8:00 a.m. to 6:00 p.m., daily.
- Overnight storage of materials or equipment outside of any onsite structures shall not be permitted.

### **Surrounding Area**

Properties are zoned the same R-3 zone and surrounding land uses include single family detached dwellings to the south, other industrial uses to the north, and entertainment uses to the west.

### **Neighborhood Participation**

Staff notified area residents and property owners of the proposal. No feedback has been received by staff.

**Staff Contact:** Ray Roakes, Planner, Land Use Administration, 804-646-5467