



# CITY OF RICHMOND

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

**Ord. No. 2023-243:** To authorize the special use of the property known as 2200 Ingram Avenue for the purpose of a residential development, upon certain terms and conditions.

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**To:** City Planning Commission  
**From:** Land Use Administration  
**Date:** September 18<sup>th</sup>, 2023

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### **PETITIONER**

Oak Grove Partners LLC represented by Brian K. Jackson

### **LOCATION**

2200 Ingram Avenue

### **PURPOSE**

To authorize the special use of the property known as 2200 Ingram Avenue for the purpose of a residential development, upon certain terms and conditions.

### **SUMMARY & RECOMMENDATION**

The applicant is requesting a Special Use Permit to allow for residential multi-family, townhomes, and condominiums to be designated as an affordable housing development. The special use permit would allow for (i) a multifamily dwelling containing no more than 250 dwelling units, labeled as "Proposed Multifamily Dwelling" on the Plans, (ii) amenity spaces, and (iii) no more than 15 single-family attached dwellings or multifamily dwellings containing an aggregate of up to 15 dwelling units that are not located on individual lots as shown, on the Plans. The property is currently zoned R-5 Single-Family residential, which does not permit the proposed use. A Special Use Permit is, therefore, required.

Staff finds the proposed single-family attached dwellings would be consistent with the Residential land use designation of Richmond 300. While the proposed multifamily dwelling exceeds the scale of secondary multifamily uses recommended by Richmond 300, it would replace an existing institutional building that already exceeds the scale of surrounding single-family residential uses.

Staff finds that the proposal would be contributing to the recommendations of the City's Master Plan pertaining to Objective 14.3 to "Create 10,000 new affordable housing units for low- and very low-income households over the next 10 years" (Richmond 300, p. 151).

Staff finds that the proposal would be consistent with Objective 14.5 of the City's Master Plan to, "Encourage more housing types throughout the city" by adapting an obsolete, city-owned building into affordable housing (Richmond 300, p. 152).

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 Oak Grove neighborhood between Mason Street and East 21<sup>st</sup> Street. The property is currently a 222,492.7 square foot (5.1 acre) parcel of land improved with a vacant school building.

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

Residential multi-family and townhomes.

### **Master Plan**

The Richmond 300 Master Plan designates the subject property for Residential.

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.

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**

The current zoning for this property is R-5 Single-Family Residential Zoning District. The following conditions of the proposed development do not comply with the current zoning regulations:

Sec. 30-410.1. - Permitted principal uses.  
*Multi-family dwellings are not a permitted use.*

This special use permit would impose development conditions, including:

-The Special Use of the Property shall be as a residential development, substantially as shown on the Plans. The Special Use shall include (i) a multifamily dwelling containing no more than 250 dwelling units, labeled as "Proposed Multifamily Dwelling" on the Plans, (ii) amenity spaces, and (iii) in addition to the multifamily dwelling containing no more than 250 dwelling units, no more than 15 single-family attached dwellings or multifamily dwellings containing an aggregate of up to 15 dwelling units that are not located on individual lots as shown on the Plans.

-No less than 175 parking spaces shall be provided on the Property, substantially as shown on the Plans.

-The height of the Special Use as described in section 3(a)(i) shall not exceed four stories and as described in section 3(a)(iii) shall not exceed two stories, substantially as shown on the Plans.

-All building materials, elevations, and site improvements, including landscaping, shall be substantially as shown on the Plans. Brick, brick veneer, stone, stone veneer, masonry, vinyl, fiber cement, and engineered wood shall be permitted building siding materials for the Special Use as described in section 3(a)(iii). Vinyl siding shall have a minimum wall thickness of 0.044 inches, as evidenced by the manufacturer's printed literature.

-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 public right-of-way.

-Signs on the Property shall be limited to an aggregate of 300 square feet in area and shall not be internally illuminated. Roof-mounted signs shall not be permitted on the Property.

-The Owner shall make improvements within the right-of-way, including the installation of an entrance to Ingram Avenue, two entrances to Joplin Street, and 40 new street trees, substantially as shown on the Plans, which improvements may be completed in one or more phases as approved by the Director of Public Works.

### **Surrounding Area**

The surrounding land uses are primarily residential.

### **Affordability**

The median household income for the Richmond region is currently \$109,400 per year.\* The affordability threshold is 30% of household income towards housing costs, which equates to \$32,820 per year, or \$2,735 per month, or less, to avoid a housing cost burden.

*\*(U.S. Census Bureau, 2023 American Community Survey 1-Year Estimates, Regional)*

Based on the projected pricing provided by the applicant, the rental units are not to exceed 60% of the AMI and the for-sale units are not to exceed 80% of the AMI.

### **Neighborhood Participation**

Staff notified area residents, property owners, and the Oak Grove Civic Association. The applicant has provided letters of support and staff is aware of concerns from the neighborhood regarding the proposal.

**Staff Contact:** Shaianna Trump, Associate Planner, Land Use Administration, 804-646-7319