APPENDIX 1: ANALYSIS

Historic Maps 128

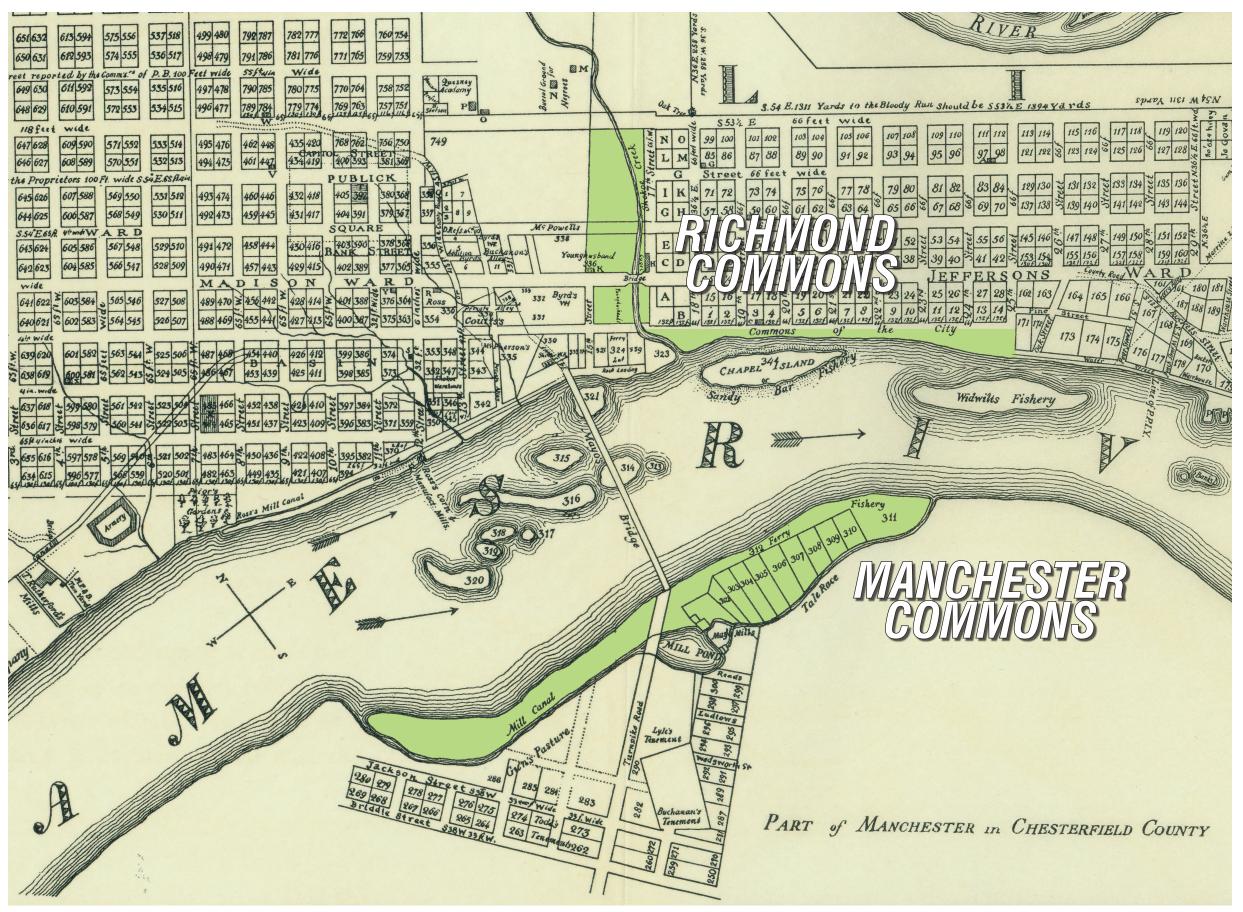
Analysis Maps 136

Scenic Resources 172

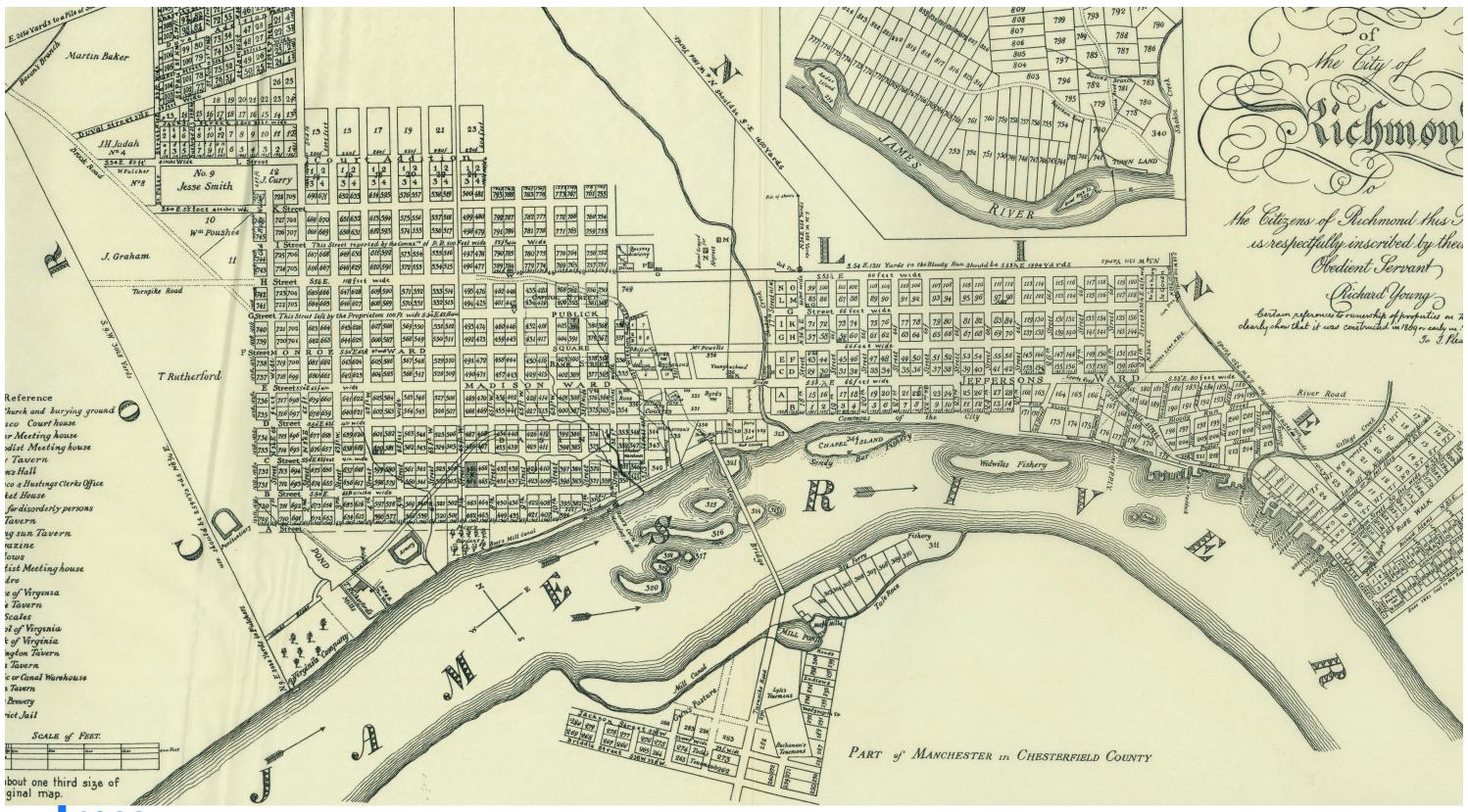
ORIGINAL CITY COMMONS

Richmond enjoys a wealth of historic maps and photographs documenting the evolution and remaking of the James River waterfront. The 1809 Richard Young map has been adapted to illustrate the location of the Richmond Commons on the north bank and Manchester Commons on the south bank, both of which were commonly available to all for commerce, grazing, and recreation

IMAGE: Detail of Plan of the City of Richmond, Richard Young I CITY OF RICHMOND DEPARTMENT OF PUBLIC WORKS.

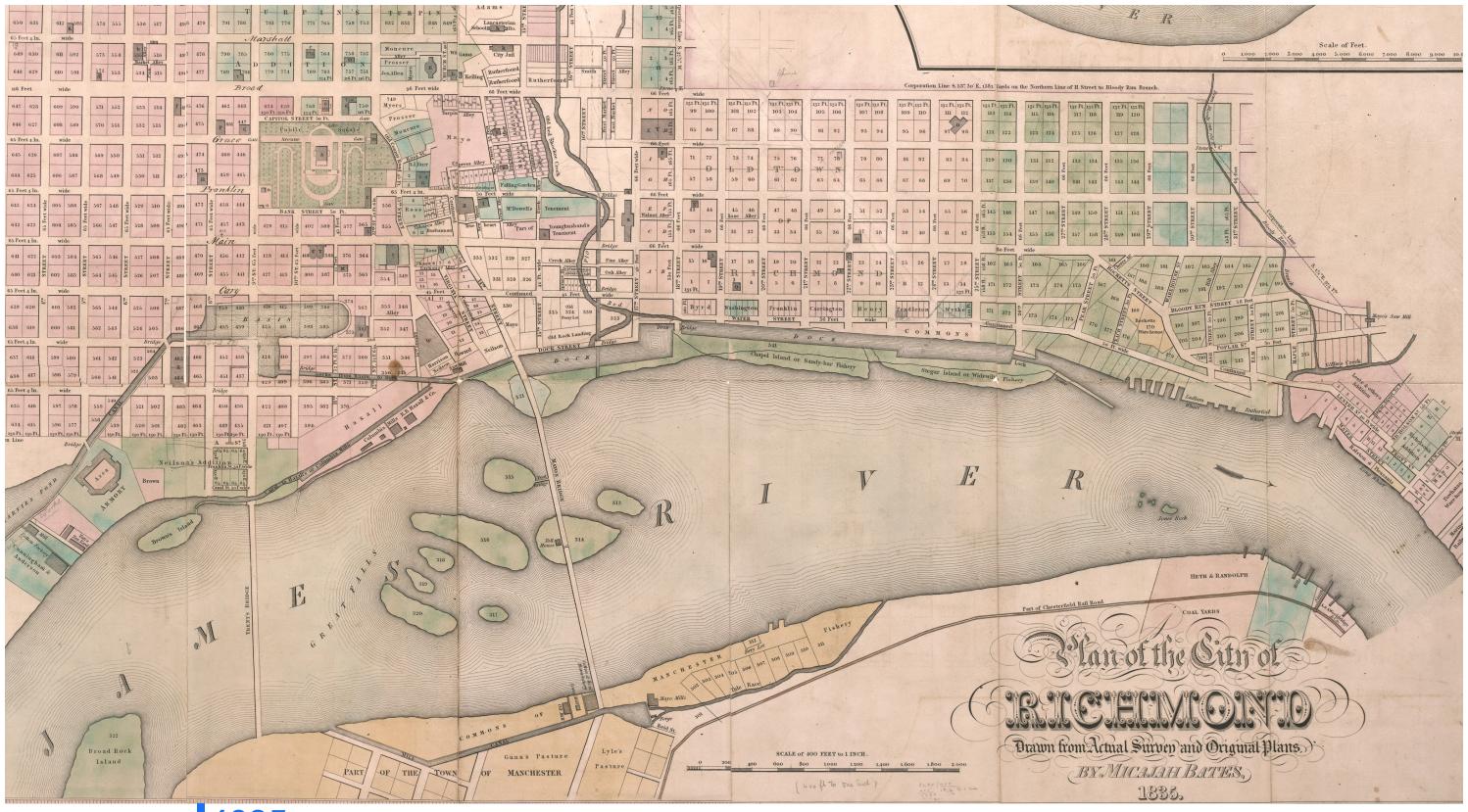


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1809 Plan of the City of Richmond, Richard Young | CITY OF RICHMOND DEPARTMENT OF PUBLIC WORKS

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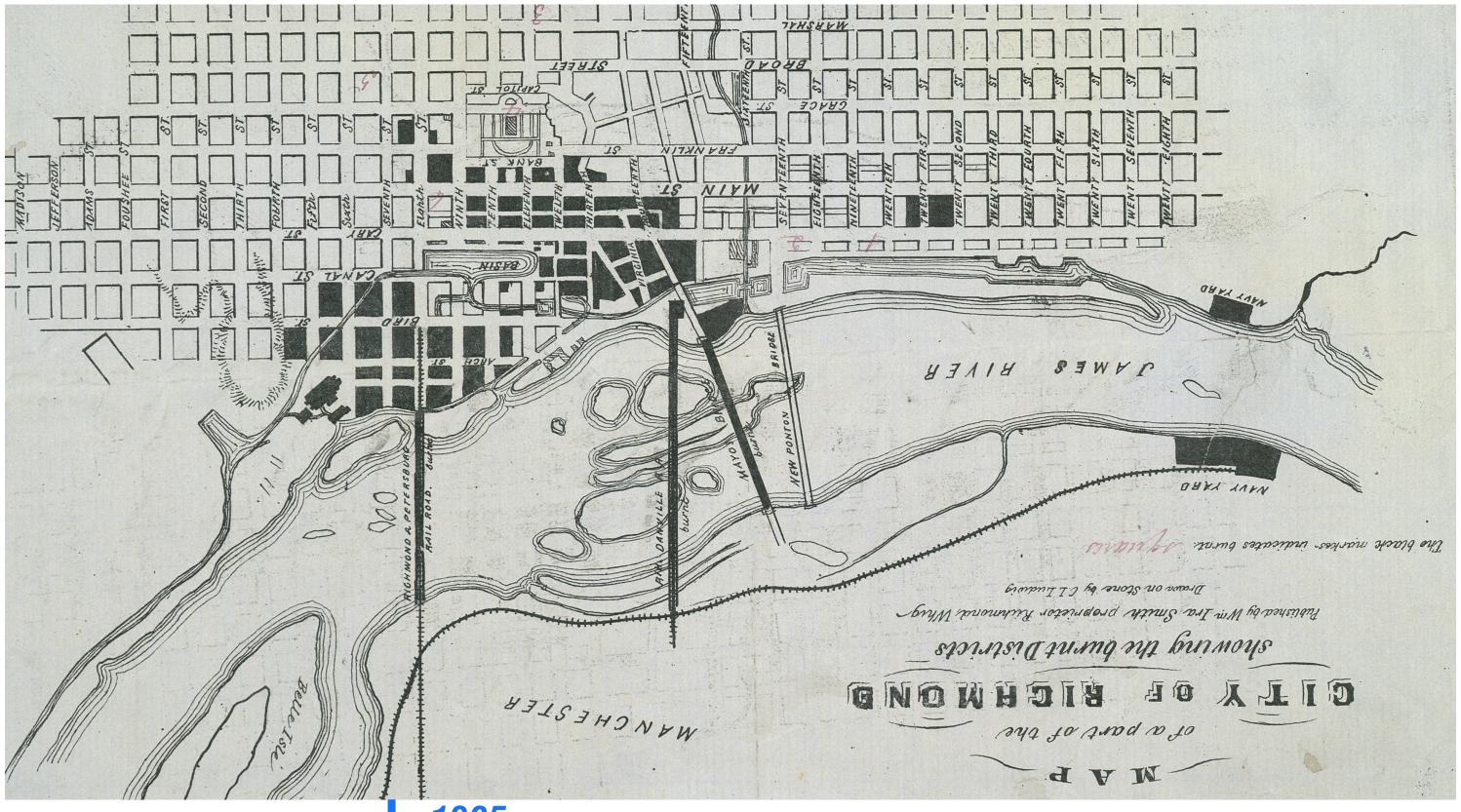
1835 Plan of the City of Richmond, Micajah Bates | VIRGINIA HISTORICAL SOCIETY

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1856 Map of the City of Richmond, M. ELLYSON I VALENTINE RICHMOND HISTORY CENTER

1800 1850 1900 1950 2000



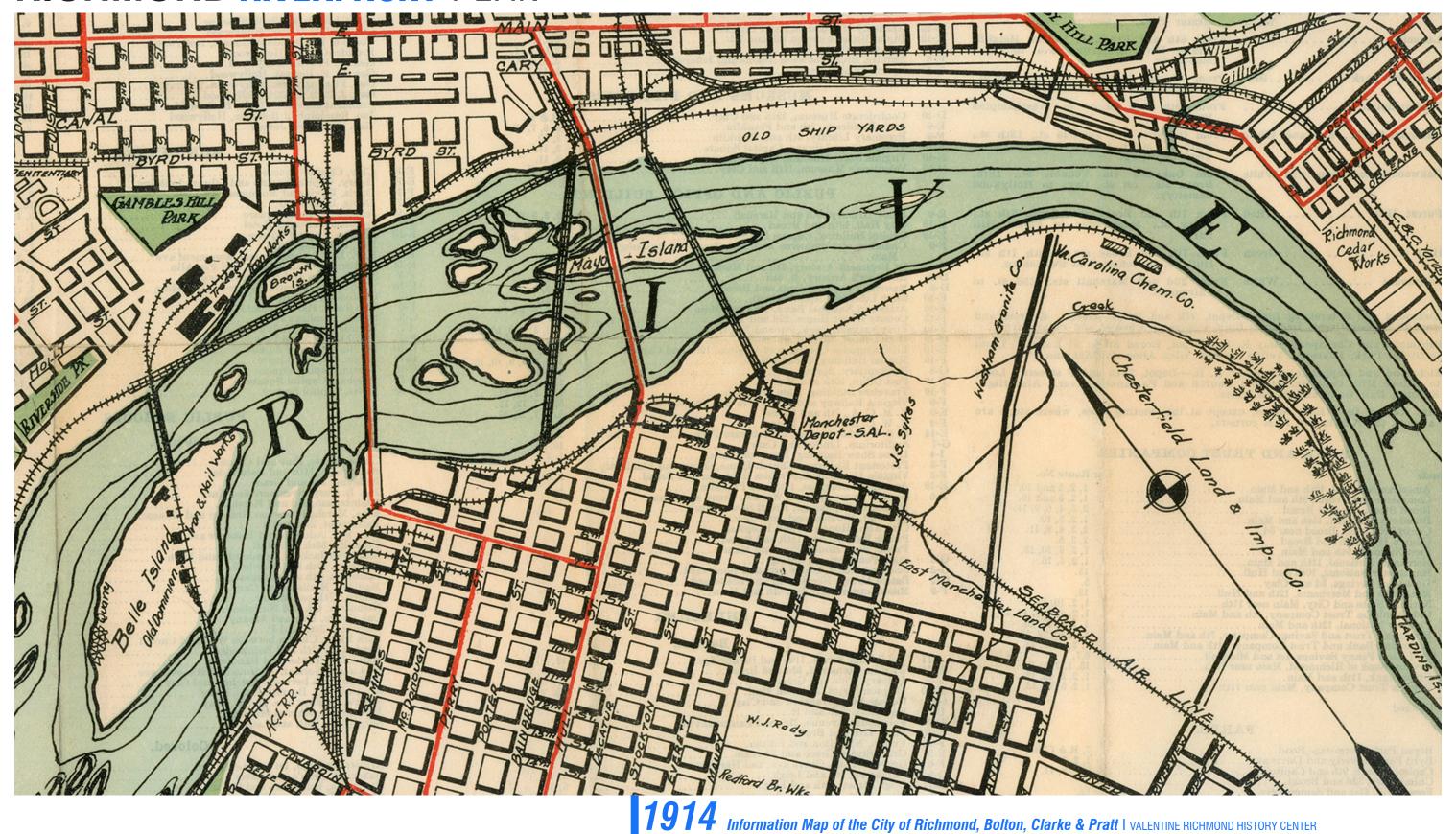
C. 1865 City of Richmond showing the burnt districts (oriented upside down, north up) I LIBRARY OF VIRGINIA

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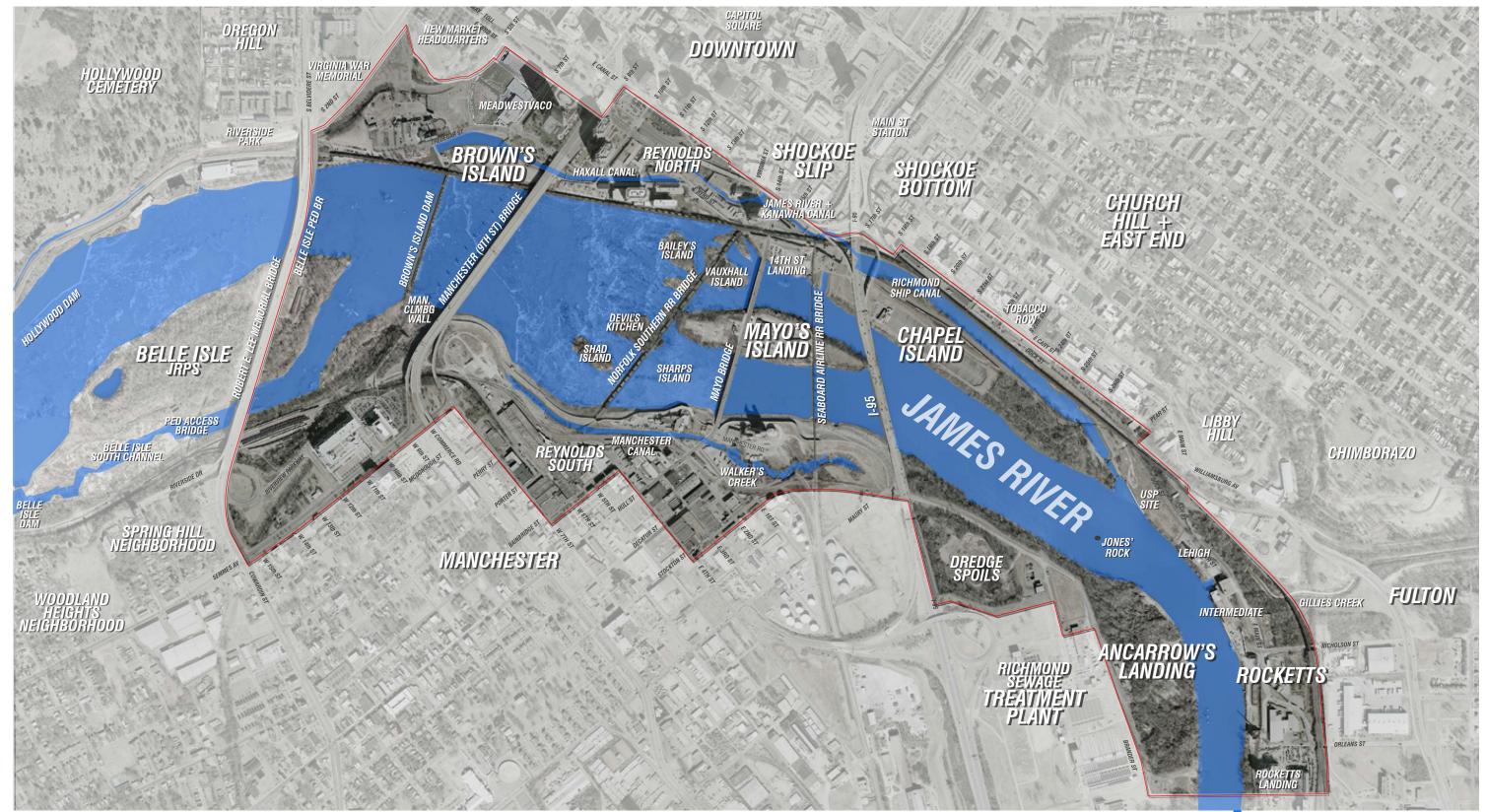
1890 Map of Richmond, Manchester, and Suburbs, F. W. Beers I VIRGINIA HISTORICAL SOCIETY

1850 1950 2000 1800 1900



1850 1900 2000

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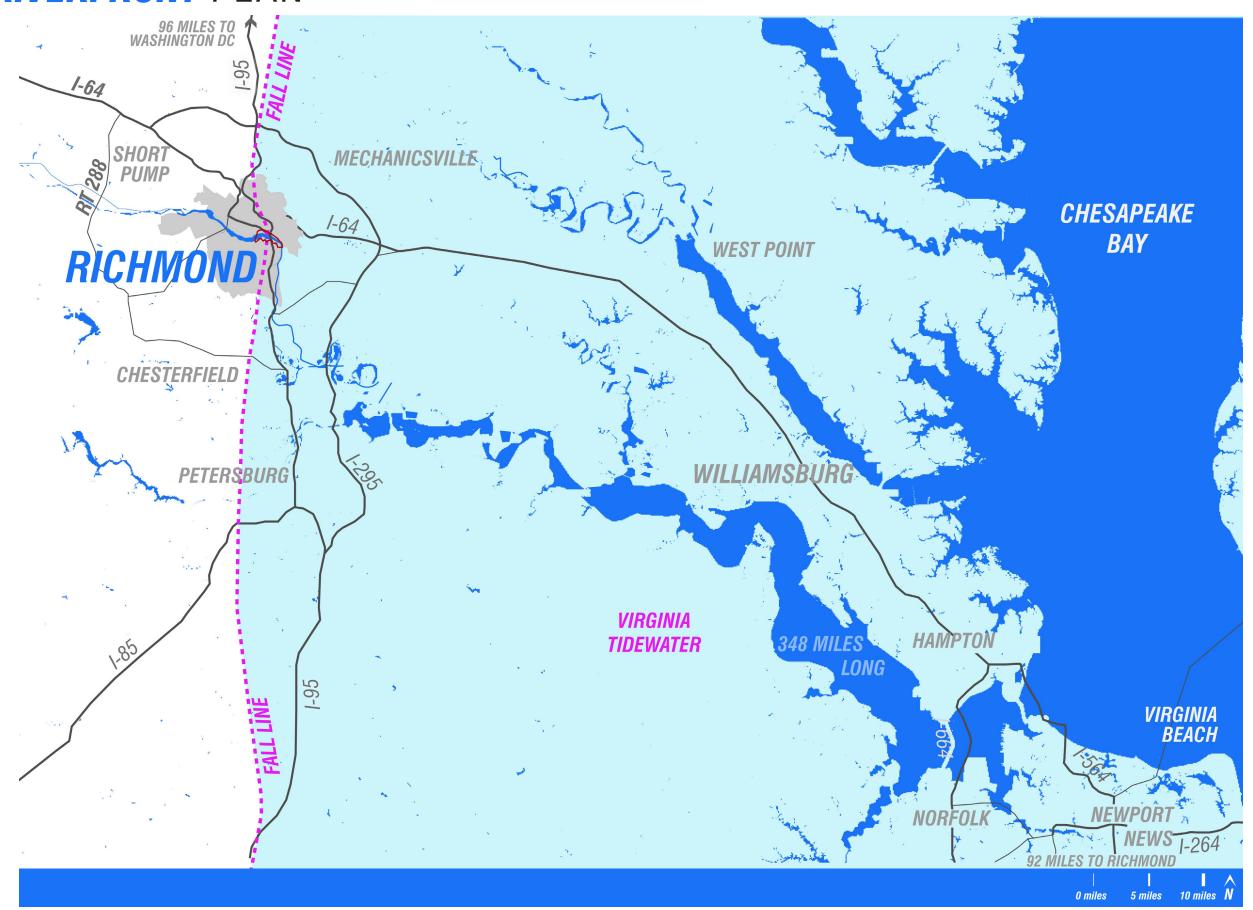
2012

1800 1850 1900 1950 2000 2000 1950 1950 1950 2000 **1**

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REGIONAL CONTEXT

Richmond was originally sited to coincide with the fall zone, the line of rapids marking the farthest upriver extent of tidal change, approximately 100-river miles from the Chesapeake Bay. The fall zone constitutes the visible transition between soft coastal lands and hard piedmont uplands. The rapids both limited coastal transit, and powered water-generated industry, making Richmond a strategic location.



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ONE RIVER ONE STATE ONE CITY

Richmond is positioned on the James River, the longest river in the Commonwealth at 384-miles in length. The river has historically separated Richmond from Manchester. Even though annexation erased the municipal distinction, the perception of barrier remained as intense industrial activity made the Riverfront more back-of-house.

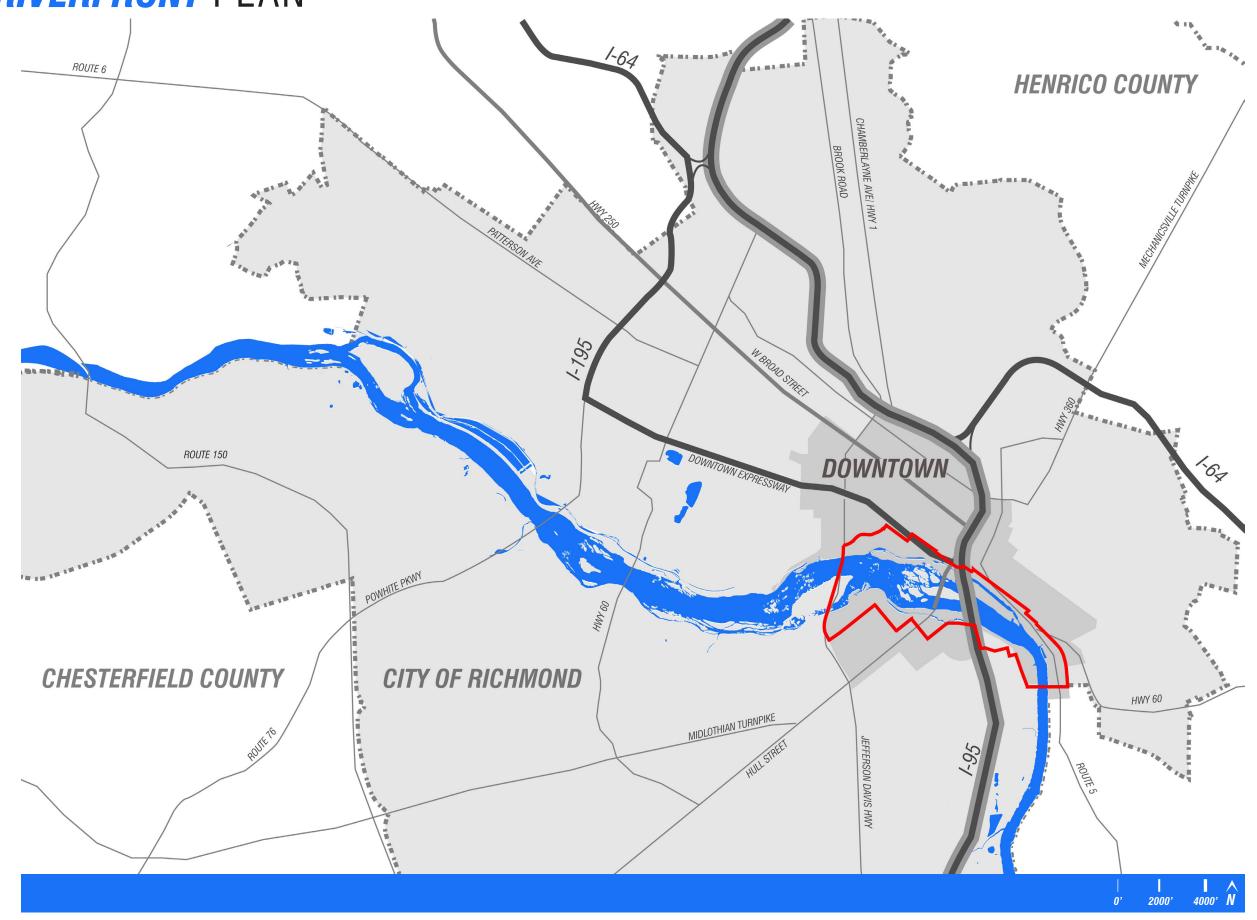
National economic and regulatory shifts in the late 20th Century transformed the Richmond Riverfront into a post-industrial landscape rich in tangible artifacts, multiple historical narratives, and recovering flora and fauna.

Consequently, the Richmond Riverfront has incrementally attracted more recreational activity and development, drawn to the natural wildness of the James River.



ROADS

At a regional scale, the Riverfront is bisected by Interstate 95, the primary east coast vehicular corridor. The expansive infrastructure of I-95 and Downtown Expressway bridges, ramps and grade changes provides expedient vehicular travel; however, it constrains pedestrians and cyclists by creating significant physical barriers to accessing the Riverfront. The Lee Bridge was retrofitted to include a popular and well-used pedestrian suspension bridge, suggesting potential for a similar structure beneath the I-95 James River Bridge.



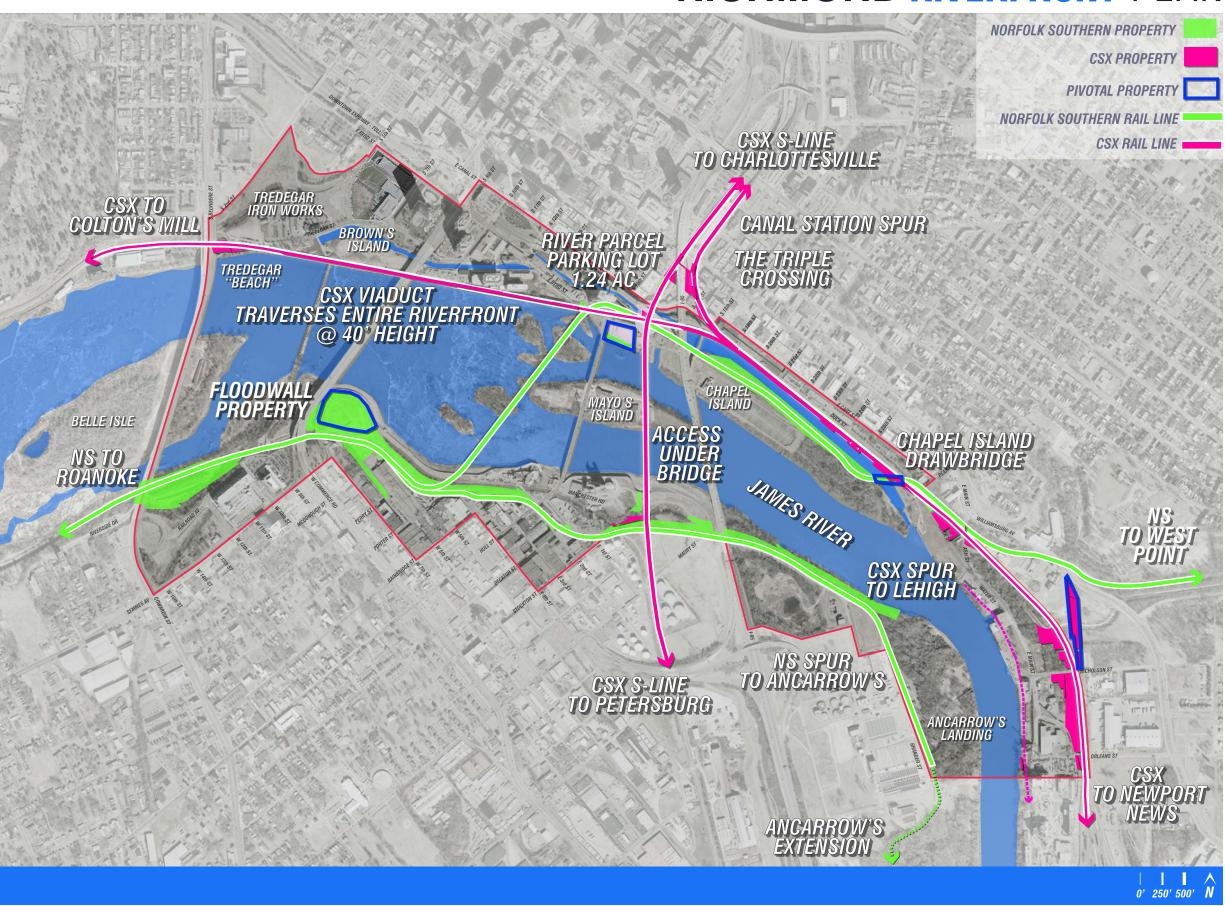
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RAILROADS

CSX and Norfolk Southern railroads each have two primary lines that crisscross the Riverfront. The combination of at-grade parcels and overhead viaduct infrastructure poses a barrier for pedestrian access to and along the Riverfront. CSX has successfully coordinated with the City to allow passage of the Virginia Capital Trail along Tobacco Row.

Norfolk Southern owns two pivotal properties, one at 14th Street, and the other at the Manchester Floodwall, both of which figure prominently in future Riverfront improvements. The Missing Link and drawbridge at Great Shiplock Park are two Norfolk Southern properties that should be reconfigured for public passage without ownership transfer.

CSX owns a pivotal parcel within the Fulton Gas Works site that bears acquisition to make the larger property developable. Property acquisition and access should be negotiated with an eye toward resolving other access and easements, such as a future Norfolk Southern expansion south from Ancarrow's Landing.



26 NOVEMBER 2012

RICHMOND RIVERFRONT PLAN

NEIGHBORHOODS

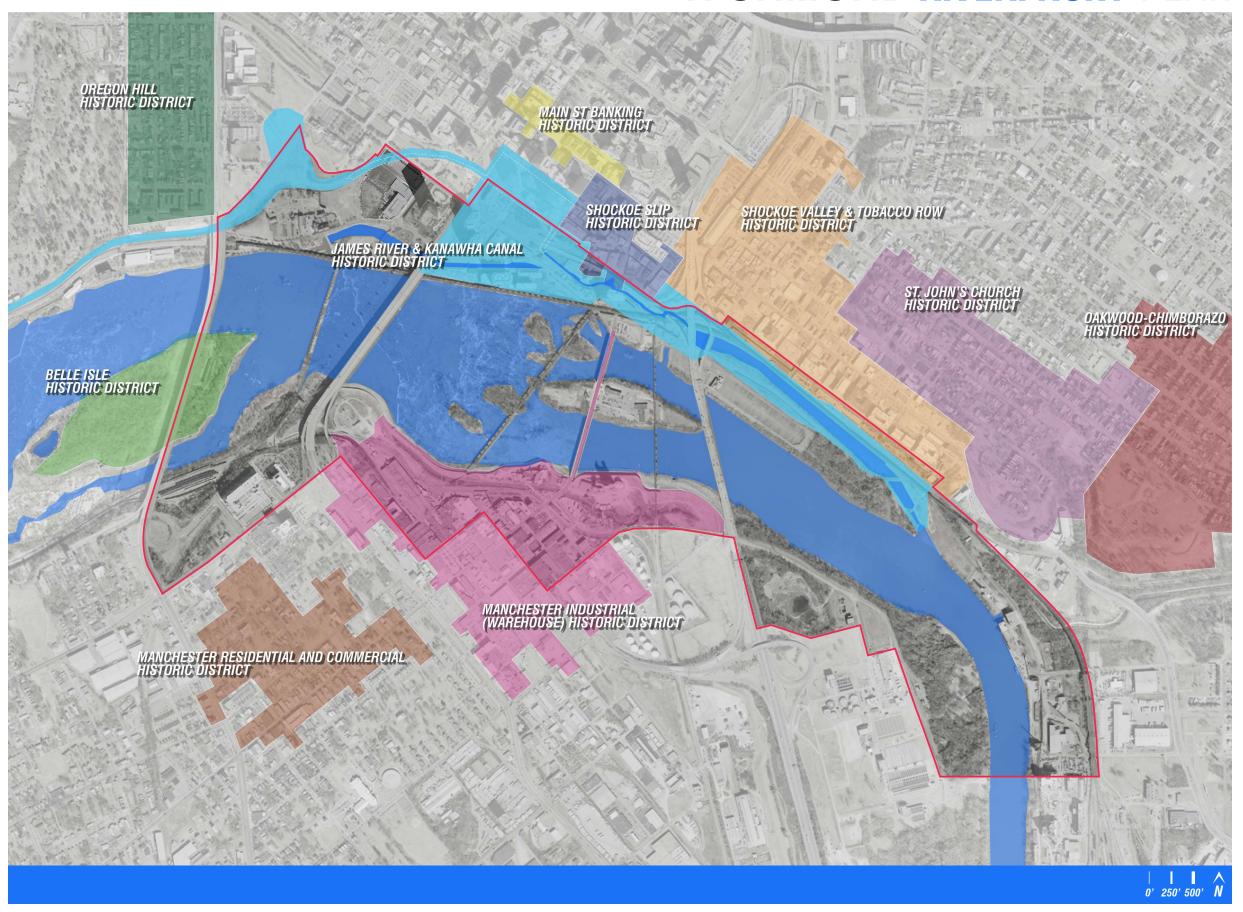
The James River provides a common border to a number of Richmond neighborhoods. The Plan recognizes that each neighborhood has a unique history and character that in turn influences the program and land use of the Riverfront. This diversity of neighborhood land use, ranging from industrial to residential to public infrastructure-dominant provides valued cues to way finding as one traverses the Riverfront.



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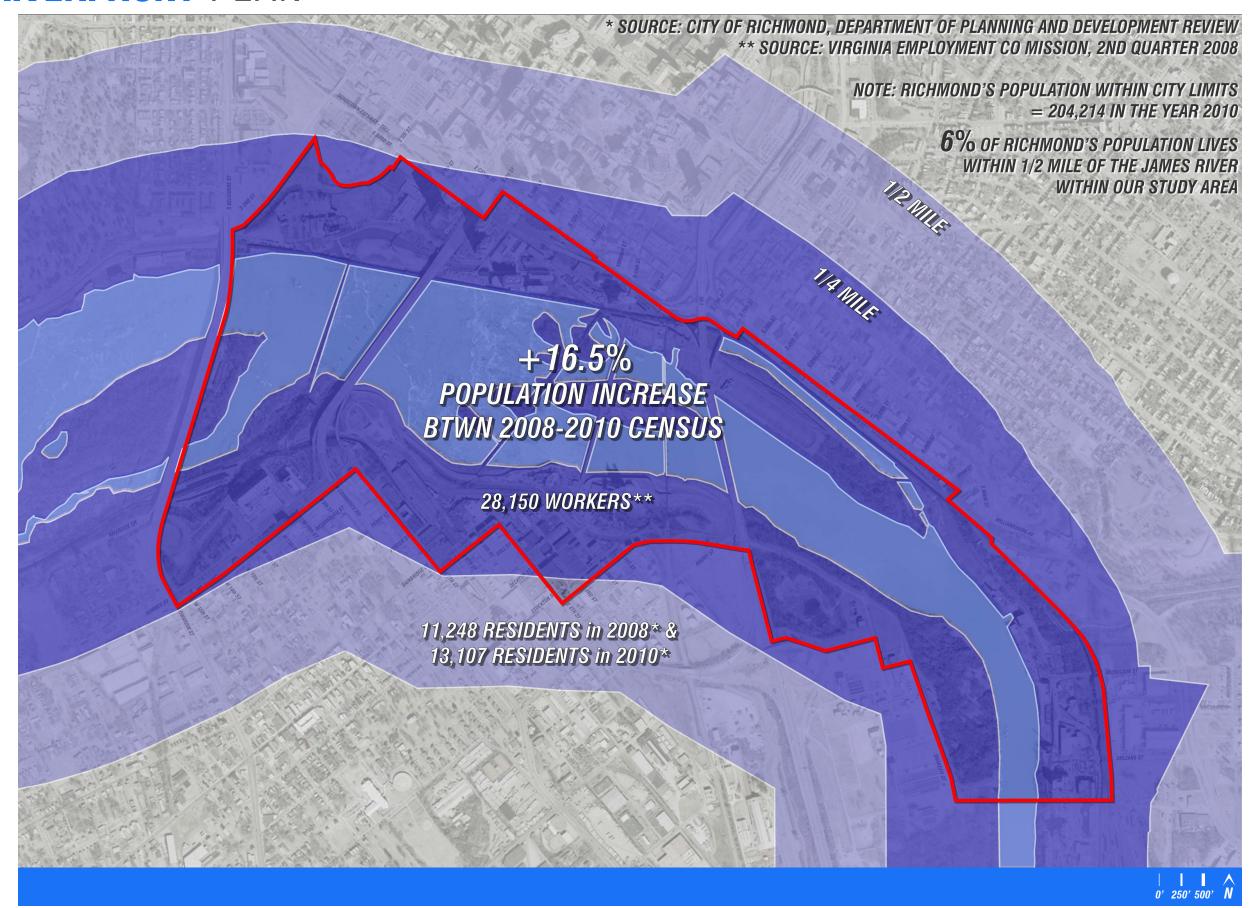
HISTORIC DISTRICTS

Richmond's long history has ensured that there is a wealth of historic architecture. This history is well preserved in the many State and Federal historic districts that are in close proximity to or within the Riverfront project area. The Riverfront Plan recognizes the value of these spectacular historic resources. The redevelopment efforts along the Riverfront are sensitive to protecting and promoting the appreciation for these assets.



POPULATION

Reflecting the shift of industrial activity to outlying locations, residential occupancy downtown has increased in the preceding 5 years. This is evidence of a rediscovery of the Riverfront as a positive element of Richmond, providing the primary attractor to development of both commercial and residential development. While the majority of Richmond residents live more than a half mile beyond the James River, census data indicates that the numbers are increasing at double digit rates within the half mile.



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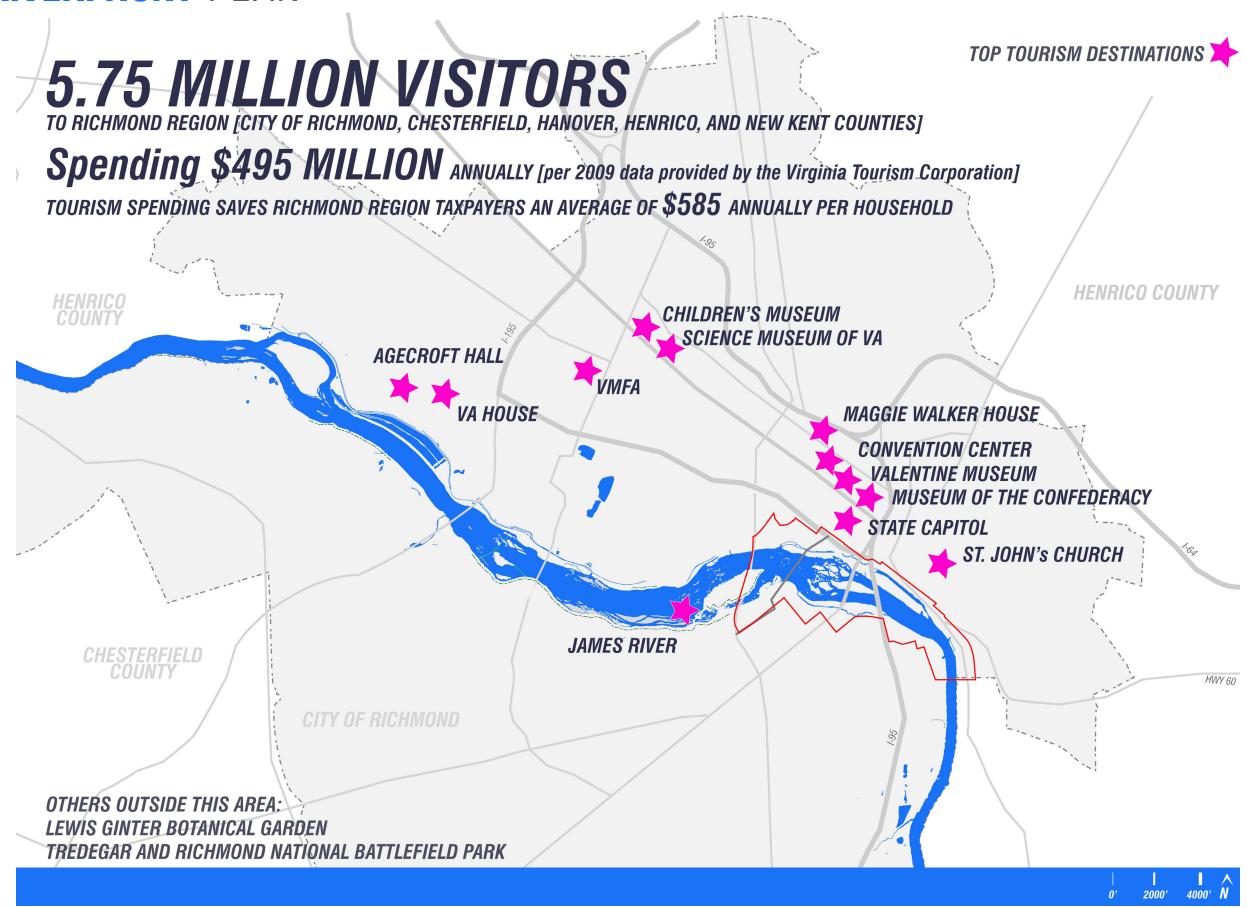
WATER NAVIGATION

Existing sites for watercraft launch and recovery begin at Ancarrow's Landing where literally hundreds of boats a day are launched during fishing season. The 14th Street Takeout is a key raft recovery location. There are numerous opportunities from Belle Isle to Rocketts Landing to configure additional public water access locations capable of integrating pedestrian viewing of the river with physical launch and landing of non-motorized, personal recreational watercraft. Kayaks, standup boards, canoes and rafts run the upriver stretch of the Riverfront, with the objective of gaining access to the Haxall Canal and James River & Kanawha Canal. Sculls, sailboats and motor boats operate below 14th Street, while canal boats circulate within the James River & Kanawha Canal. The long-term goal is to return tall ships to the lower James River & Kanawha Canal, via a renewed navigation channel, operable locks and drawbridge.



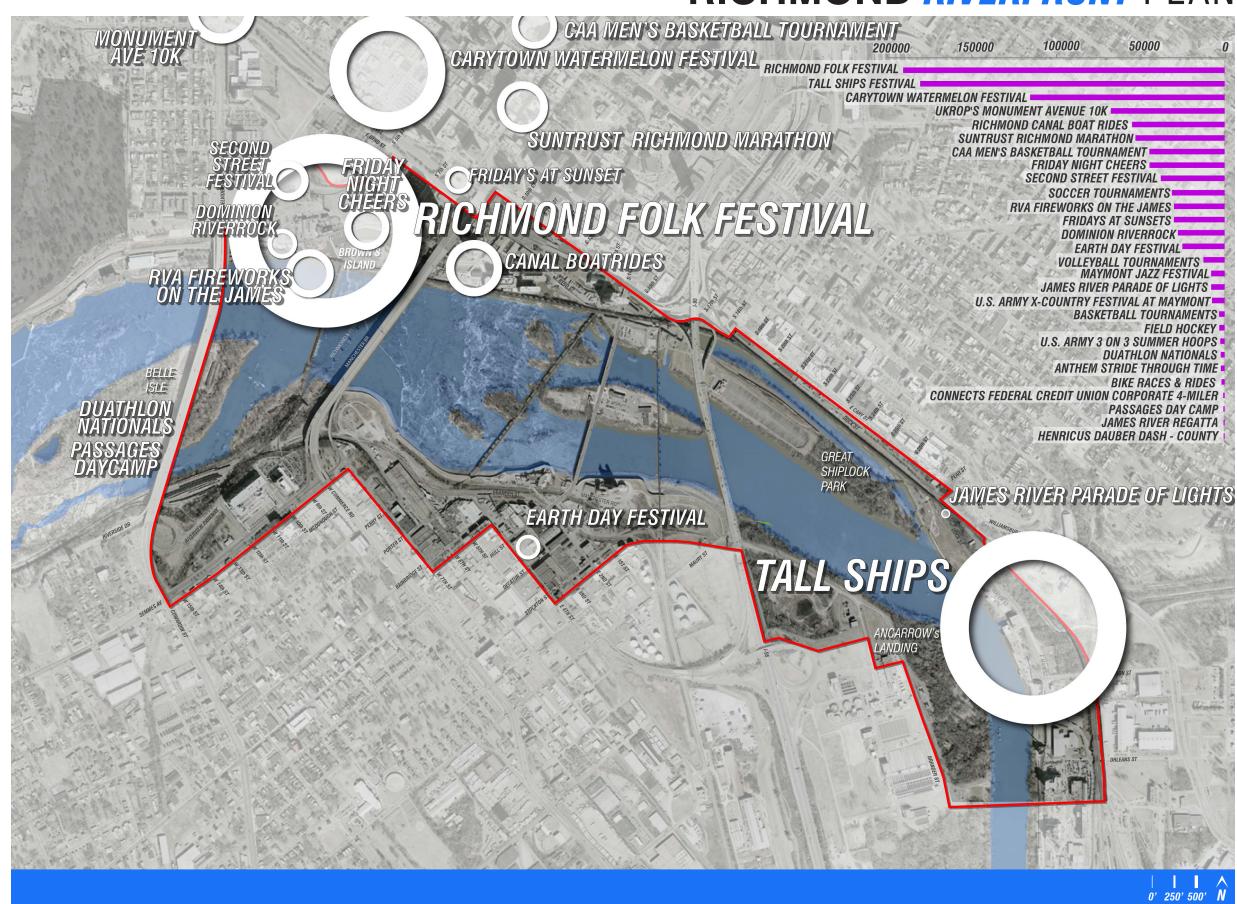
TOURISM

The top tourist destinations are all beyond the boundary of the Riverfront Plan, though resident and suburban visitors overwhelmingly express positive comments on the need to protect and expand the natural resources and recreational potential of the James River as it courses through downtown Richmond. Infill redevelopment and upgrade to the public realm jointly reinforce the Riverfront as a tourism anchor destination for the City and the surrounding region.



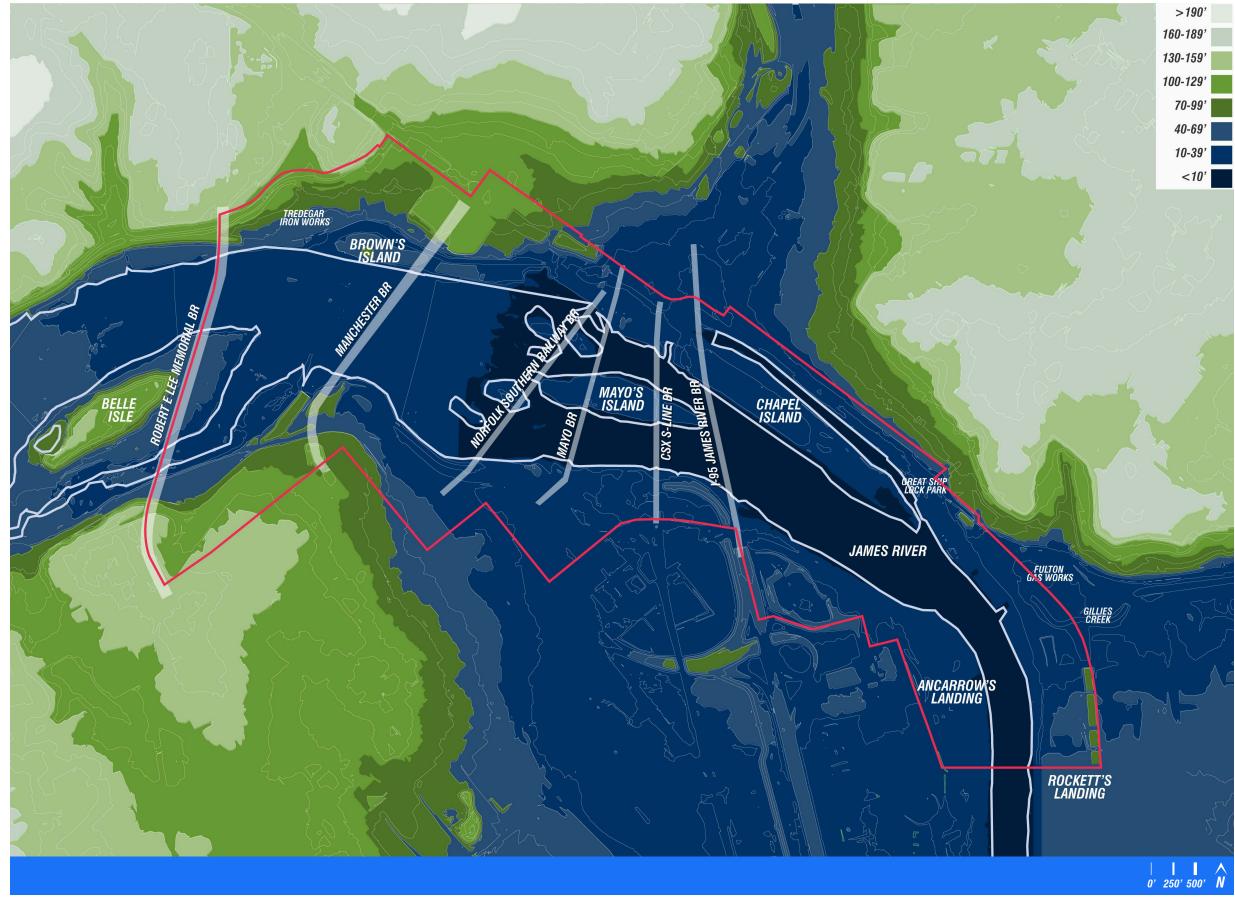
ATTRACTIONS

Dozens of events occur in Richmond each year, though few occur at the river. The two largest in recent years, the Richmond Folk Festival, and the Tall Ships Festival (held once in 2007), have been staged on the Riverfront. Assembling flexible and adaptive open spaces capable of accommodating tens of thousands of attendees is difficult in a largely built-out Riverfront. However, the plan has identified several pivotal places where additional large-scale events can be accommodated within the Riverfront.



TOPOGRAPHY

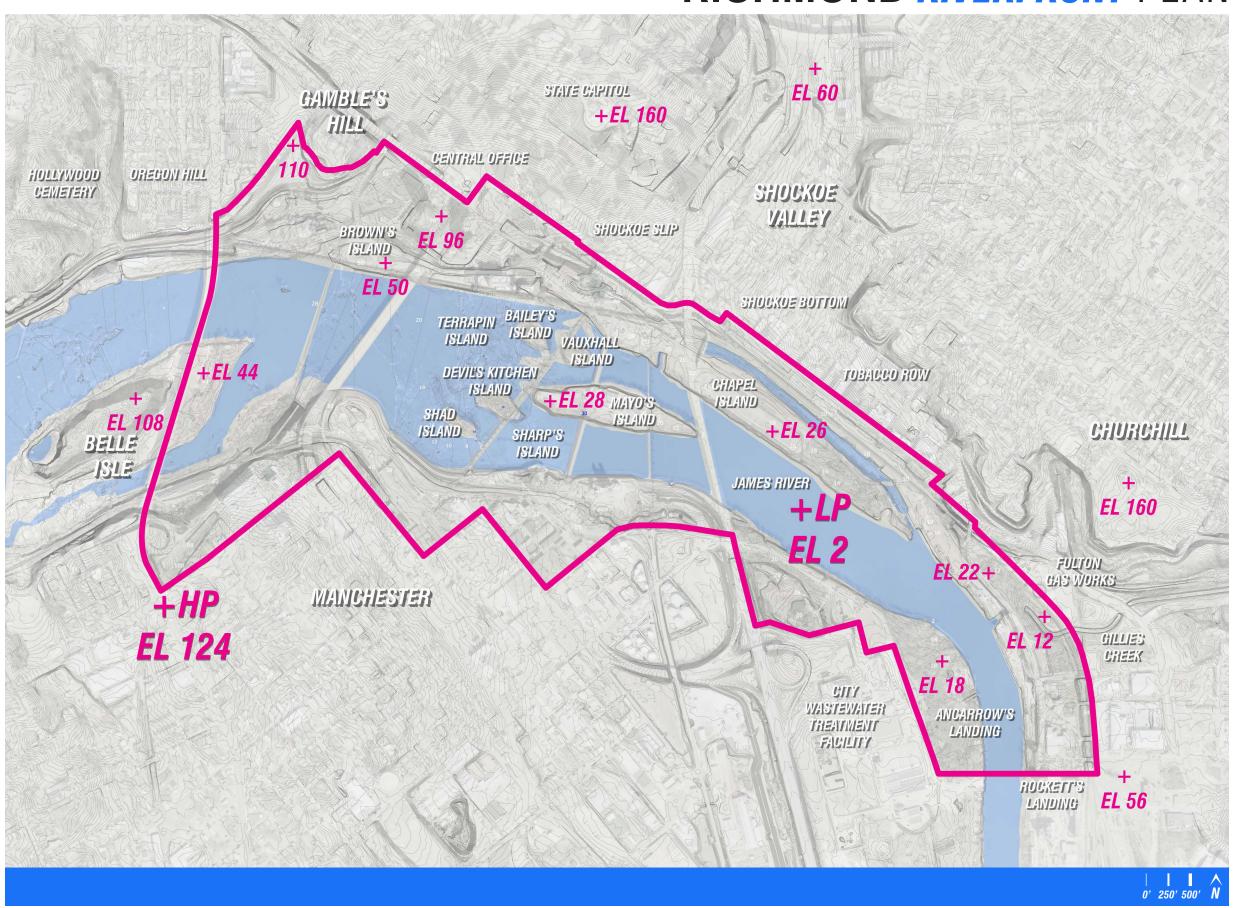
The hills of Richmond confine the James River to a comparatively deep, narrow valley as it flows through the rapids of the Falls of the James. Below the Falls, the river valley broadens out across Manchester with tributary valleys up Shockoe Valley and Gillies Creek. The James River drains a large portion of Virginia, from the Appalachians to the Chesapeake Bay.



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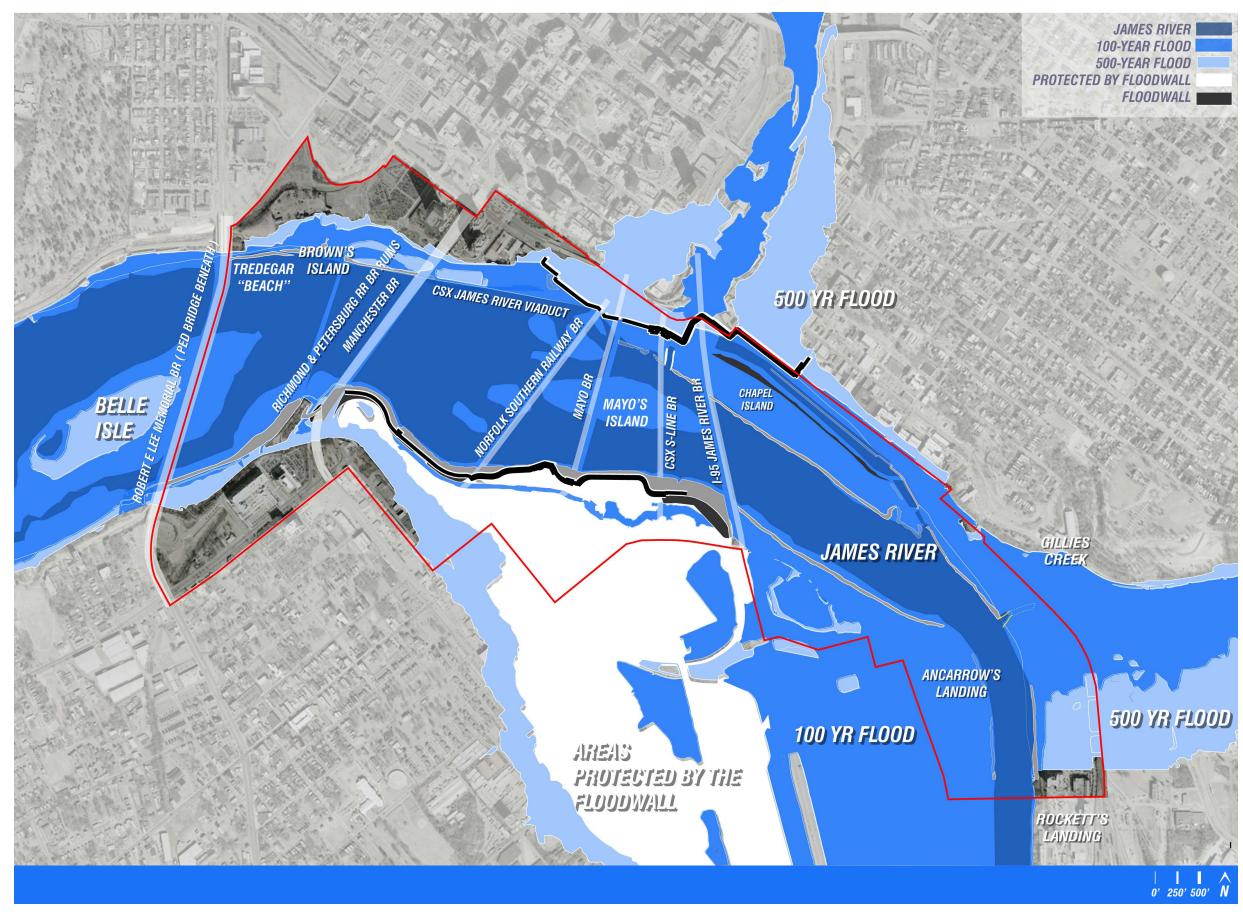
ELEVATIONS

The James River descends nearly 30 vertical feet in elevation between Belle Isle and Chapel Island, a drop evidenced by the rapids of the Falls of the James. Despite an elevation of more than 25-feet above the lower river, Mayo's Island as well as all the other islands are subject to extreme flooding. Surrounding hills are much higher than the river, offering valuable views of the river, particularly those from Church Hill, Gamble's Hill, and Oregon Hill.



FLOODPLAIN

The 1990s floodwalls between the Manchester Bridge and 21st Street, on both sides of the river, were installed to protect 750 acres within Shockoe Valley and Manchester from flood events of on average 280 years. Larger flood events may impact these areas. The floodwalls, 4,500-feet long on the north bank and 2,000 feet long on the south, correspond with the length of Mayo's Island, suggesting that the destructive force of historic floods prior to the floodwalls may be intensified as floodwaters are constricted between these two walls.

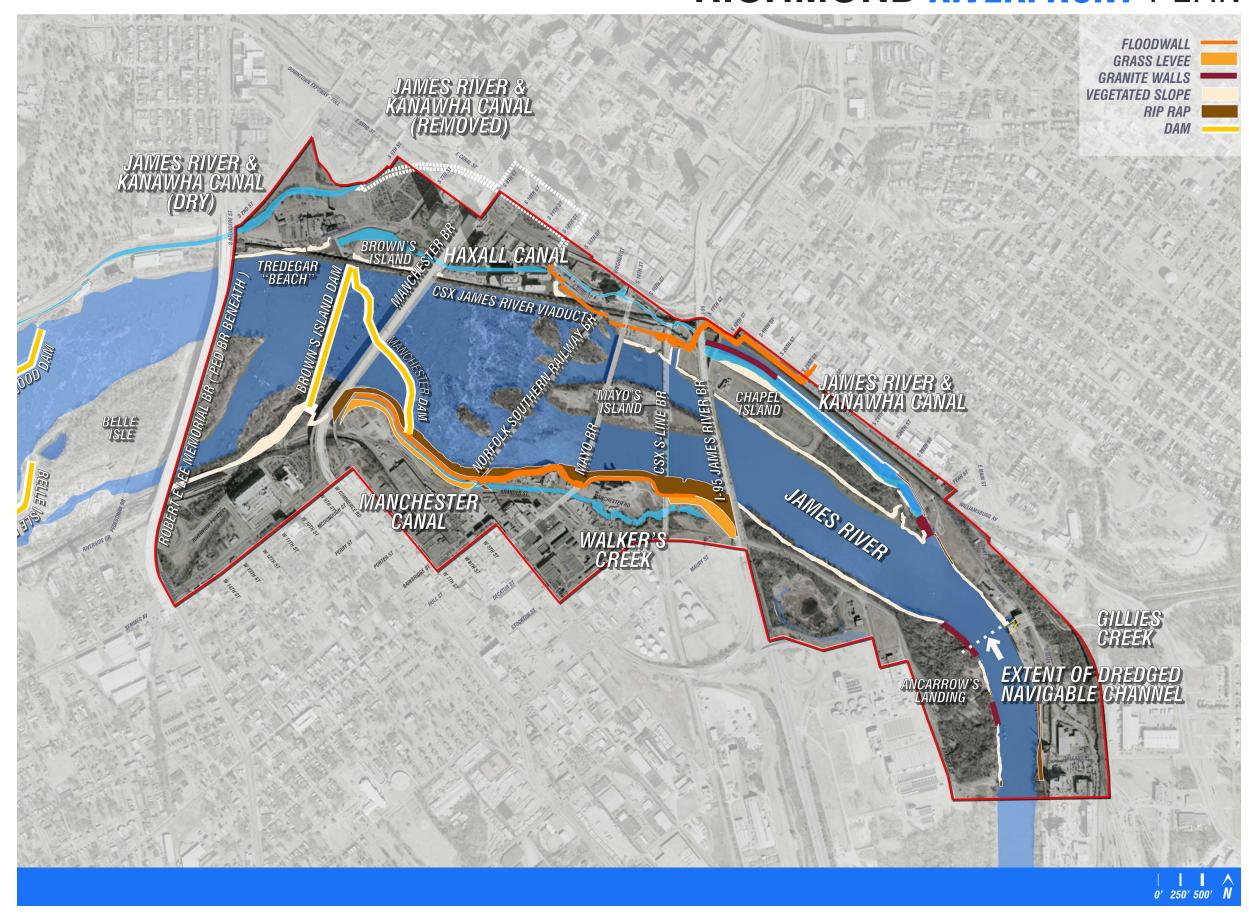


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FLOODPLAIN STRUCTURES

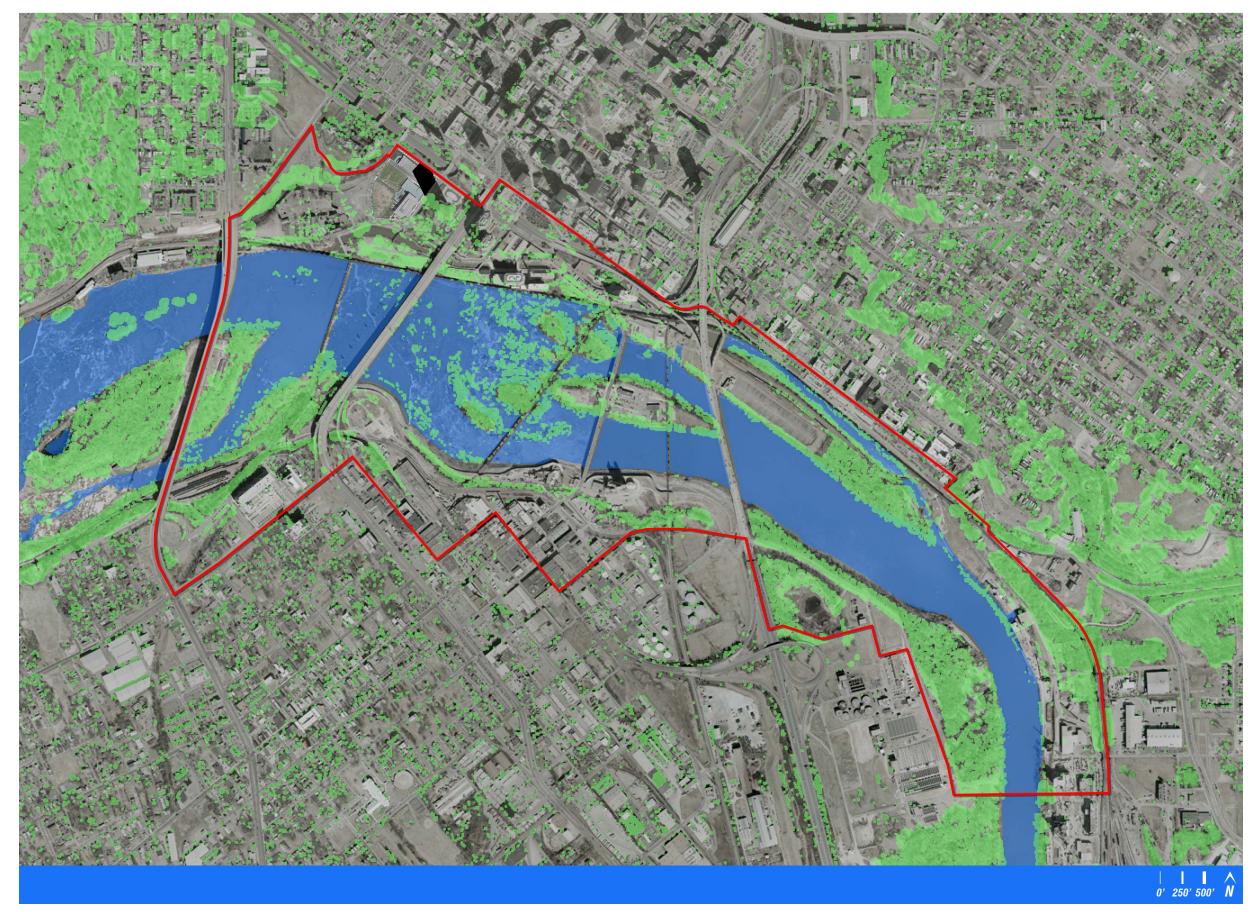
The floodwalls range from 5-feet to 30-feet in height, and are the most visible components of a larger flood protection system including a rip rap and earthen levee, overlooks, floodgates, and expansive ponding areas.

A series of dams crisscross the river diverting channel flow toward various former hydro-power structures and canals. The Haxall Canal, and the James River & Kanawha Canals are both faced with a combination of concrete and granite.



EXISTING CANOPY

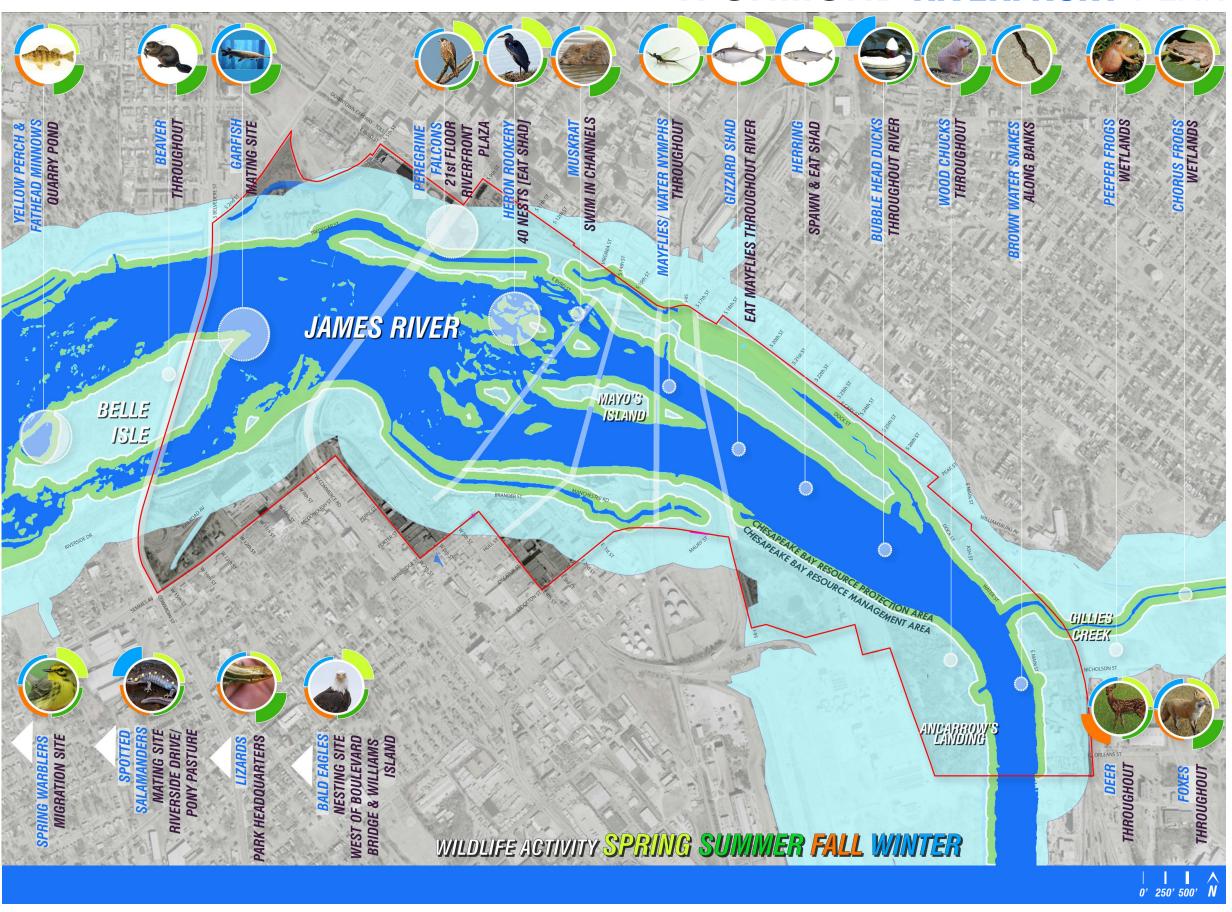
Richmond enjoys one of the rare occurrences nationally of a significant river corridor perceived as being largely natural, literally steps away from downtown. The combination of steep topography, seasonal flooding, and transition of industry away from the floodplain has allowed for an incremental, self-seeding re-foresting of the Riverfront. This tree canopy is a mix of natives and invasive species contributing prominently to the visual perception of the natural wildness of the James River. The tree canopy contributes to the cooling of the City, provides much needed shade for visitors, and important habitat for a wide range of fauna.



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ECOLOGY

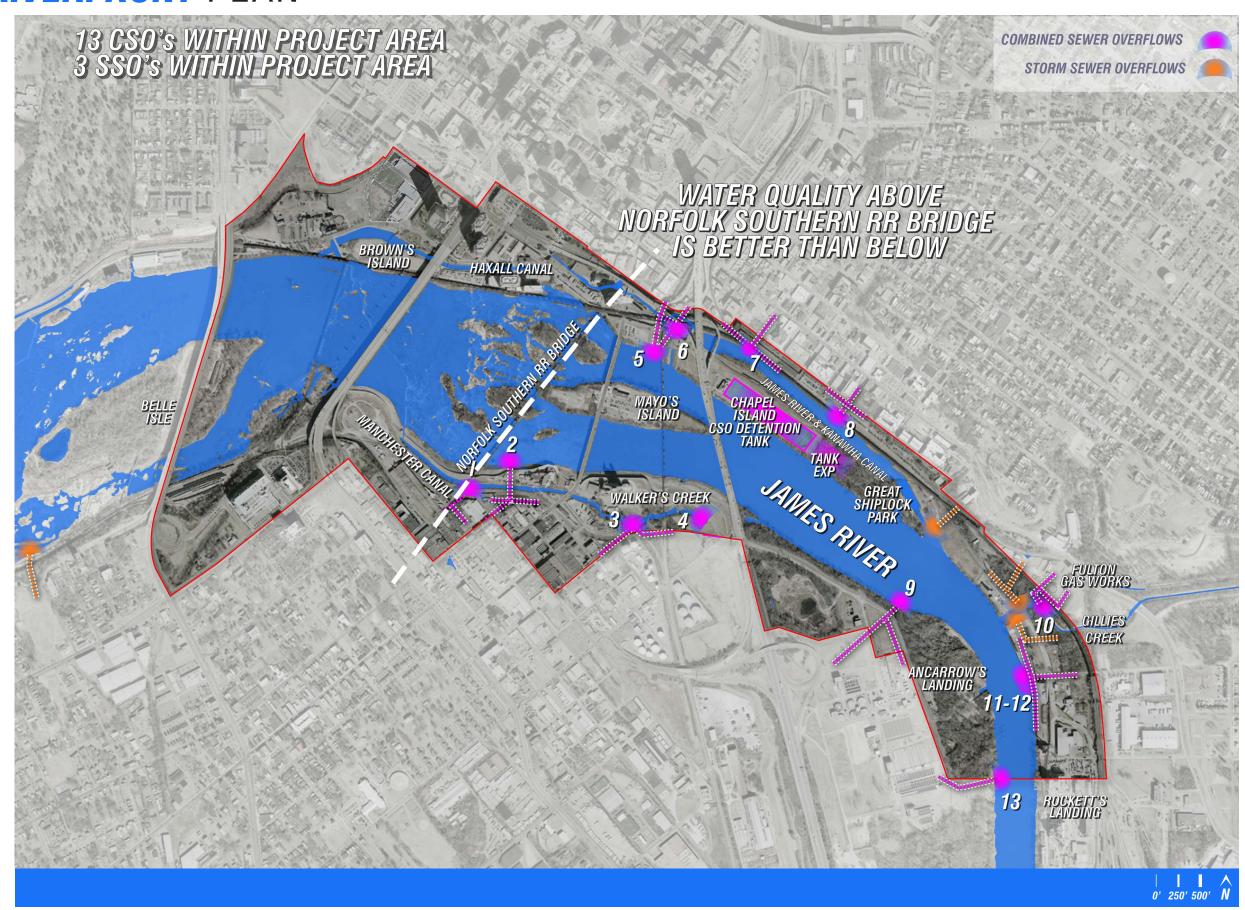
A diverse matrix of fish, amphibian, avian and mammal species make their home in the Richmond stretch of the James River corridor. While many are present all year, there are seasonal cycles, such as the spring shad run, which are visibly prominent and trigger an increase in seasonal fishing. Improvements in water quality, reduction in pervious surfaces, and expansion of the tree canopy and associated flora will further accelerate the strengthening of the interconnected habitat food web. The diagram maps individual species and records the season during which they are most noticeably active.



SEWER OVERFLOW

Combined Sewer Overflow (CSO) is the discharge of partially-treated sanitary sewage and storm water from a point source into a stream or river through a regulator or from retention facilities, resulting in the discharge of pollutants that sometimes, but not always, exceeds water quality standards. These overflows occur both above and below the fall line of the James River within the City of Richmond. The City operates retention basins and tunnels to store excess flow beyond what the treatment facility can process. Stored combined sewage is then released to the south bank sewage treatment facility for full tertiary treatment. When storm events exceed 2/10ths of an inch per hour partially treated sanitary sewage and stormwater are released into surface waters including creeks and the James River.

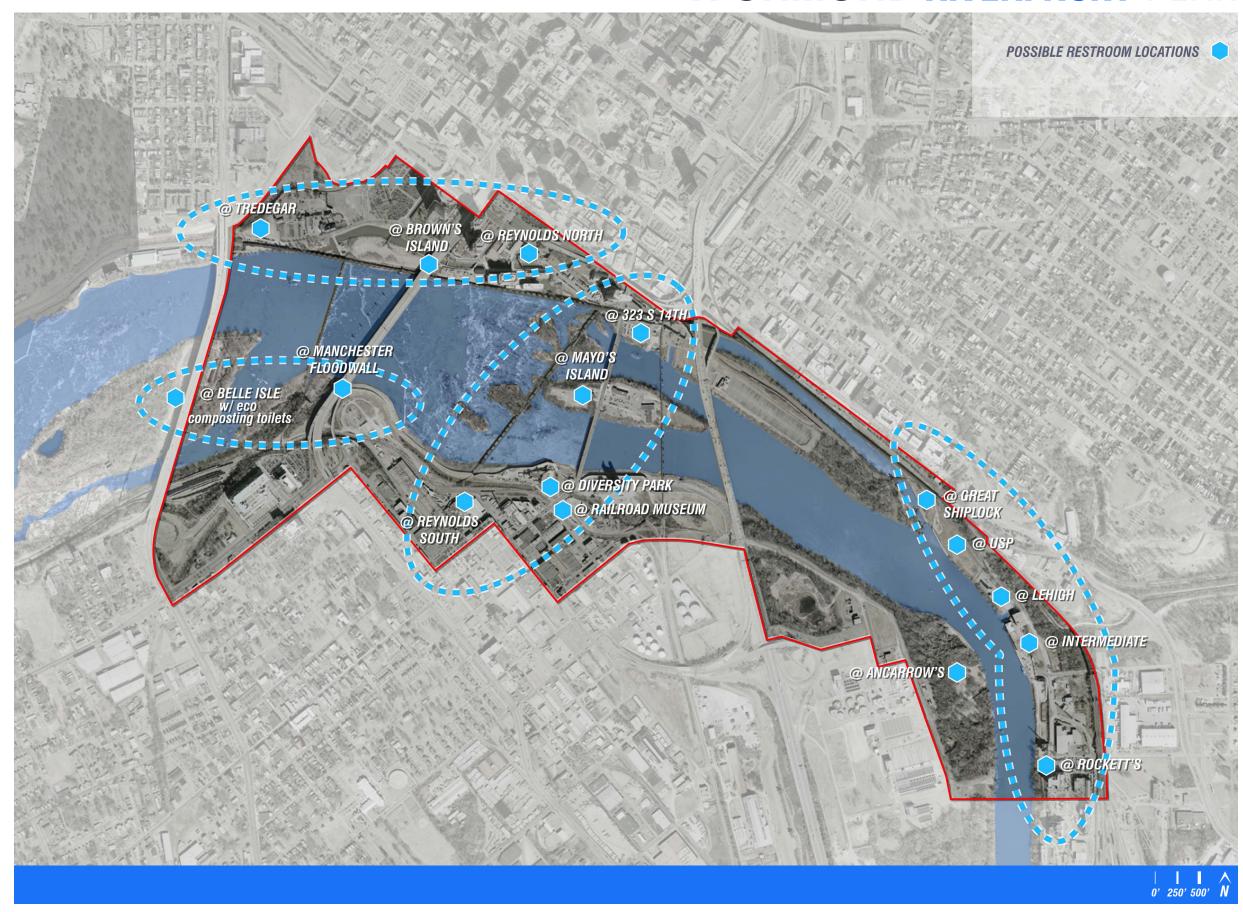
The City of Richmond continues to work toward completing a State Water Control Board schedule for compliance including a scheduled expansion of the Shockoe Retention Basin on Chapel Island. Gillies Creek is impaired for e coli bacteria and the City plans additional combined sewer improvements beyond those installed in the 2000s completing infrastructure improvement projects in 2017 pending completion of the water quality standards coordination process with the Department of Environmental Quality and securing funding within the affordability cap in the State Water Control Board Special Order by Consent (2005). Public utilities projects in the City's approved Combined Sewer Overflow Long Term Control Plan (2002) are anticipated to continue the water quality improvement of the James River.



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RESTROOMS

The absence of adequate restrooms along the James River is a deterrent to family and public use of the Riverfront. Operationally, public restrooms are costly to maintain and are often magnets for illegal activities. Permanent facilities in a floodplain are expensive and risk catastrophic inundation and damage. The reality is that removable, rental portable toilets are often the most cost effective, least desirable, though often necessary. Several private developers have responded positively to the concept of incorporating publicly-accessible restrooms into their developments, taking on the responsibility of maintenance and security. A single, permanent restroom facility in each of the four designated elliptical zones would be desirable, with portable toilets maintained there until that reality occurs.



REGIONAL PARKS

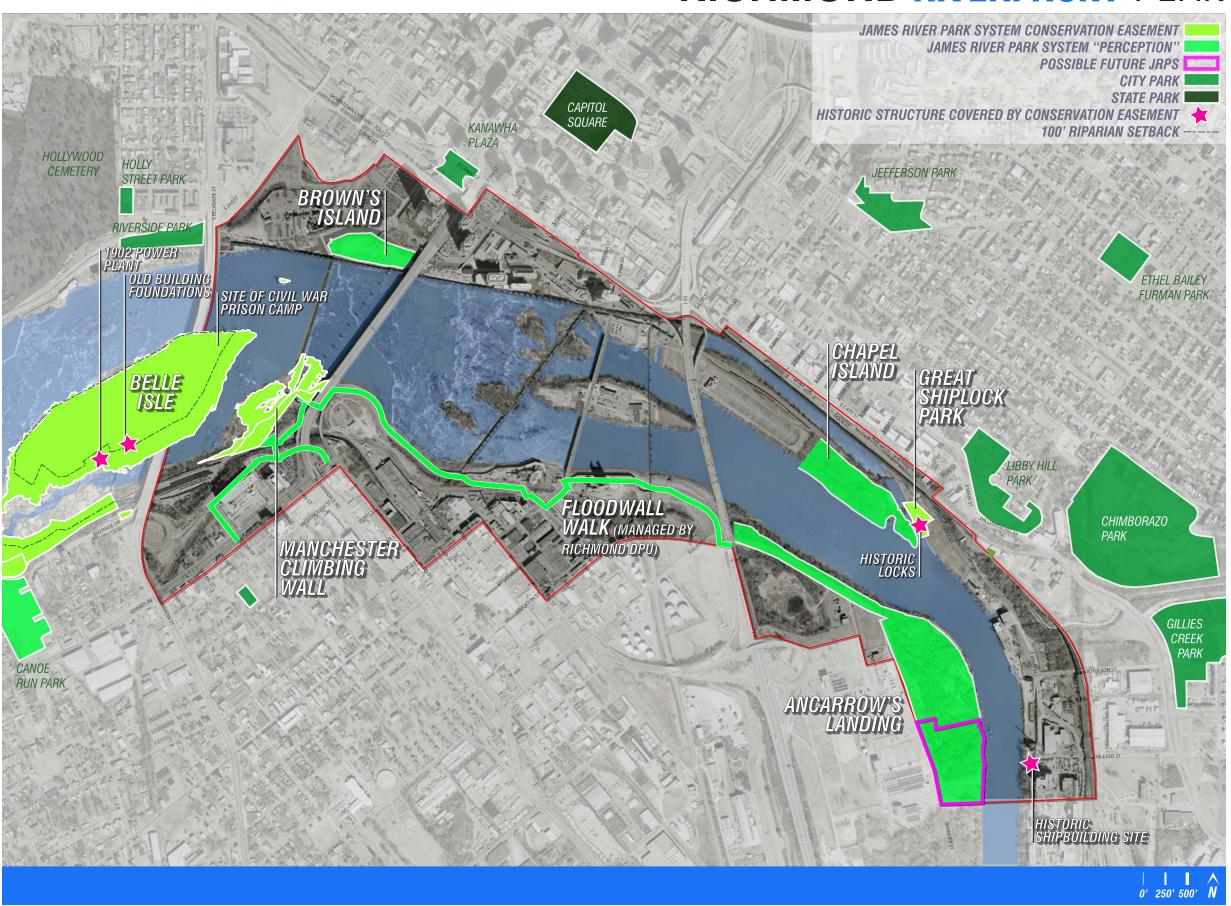
The 280-acre James River Park System, managed by the Department of Parks, Recreation and Community Facilities, is one component of a larger constellation of park properties with a variety of owners, distributed across the greater Richmond area.



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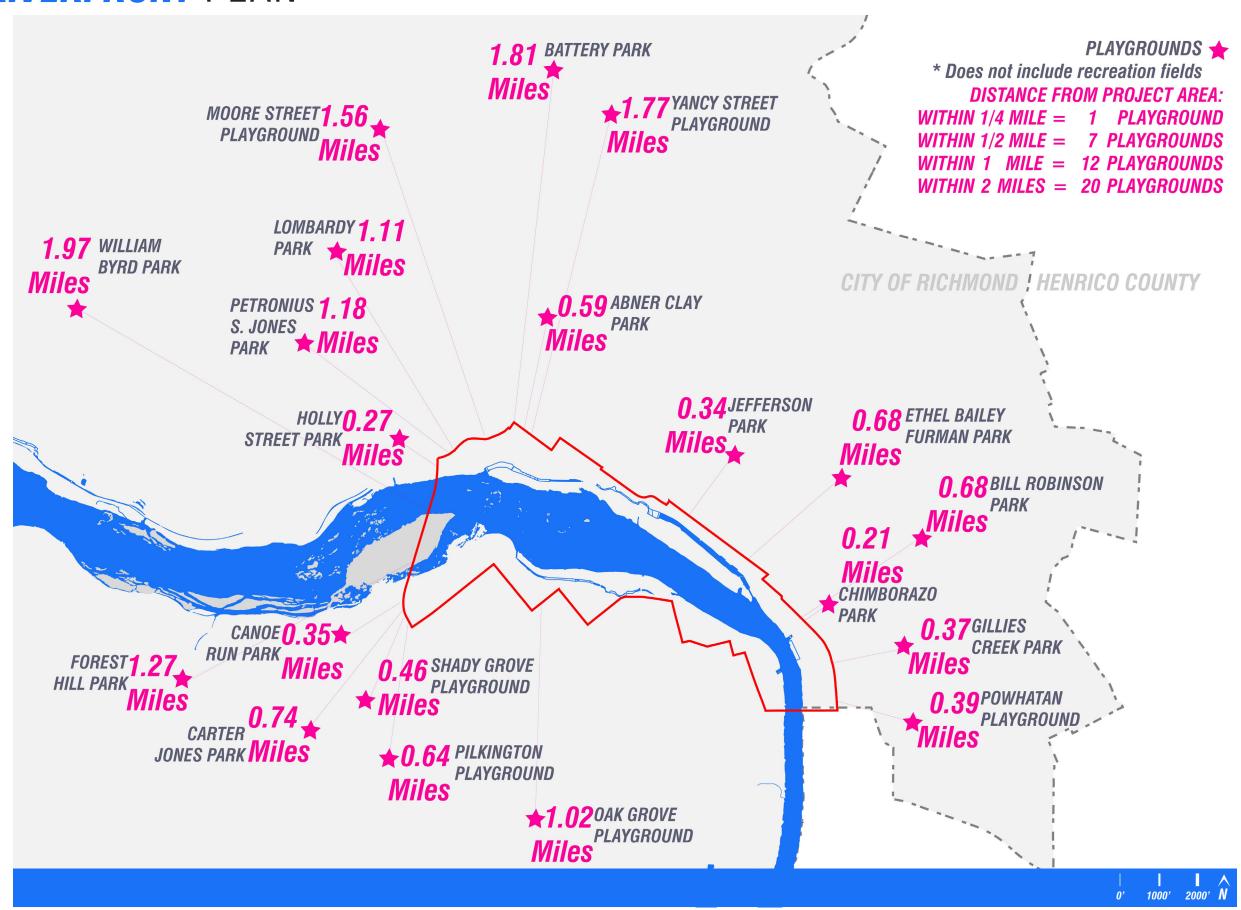
RICHMOND PARKS

The James River Park System Conservation Easement applies to select parks, while other City parks are not included. For instance, there is the misperception that Brown's Island, Chapel Island and Ancarrow's Landing are part of the system, though they are not subject to the same restrictions. Venture Richmond manages Brown's Island, while Ancarrow's Landing is managed as a municipal park. The Department of Public Utilities manages Chapel Island and floodwall property. Analysis shows that future infrastructure improvements, both public and private, need to allow for public pedestrian passage to and along the river.



RICHMOND PLAYGROUNDS

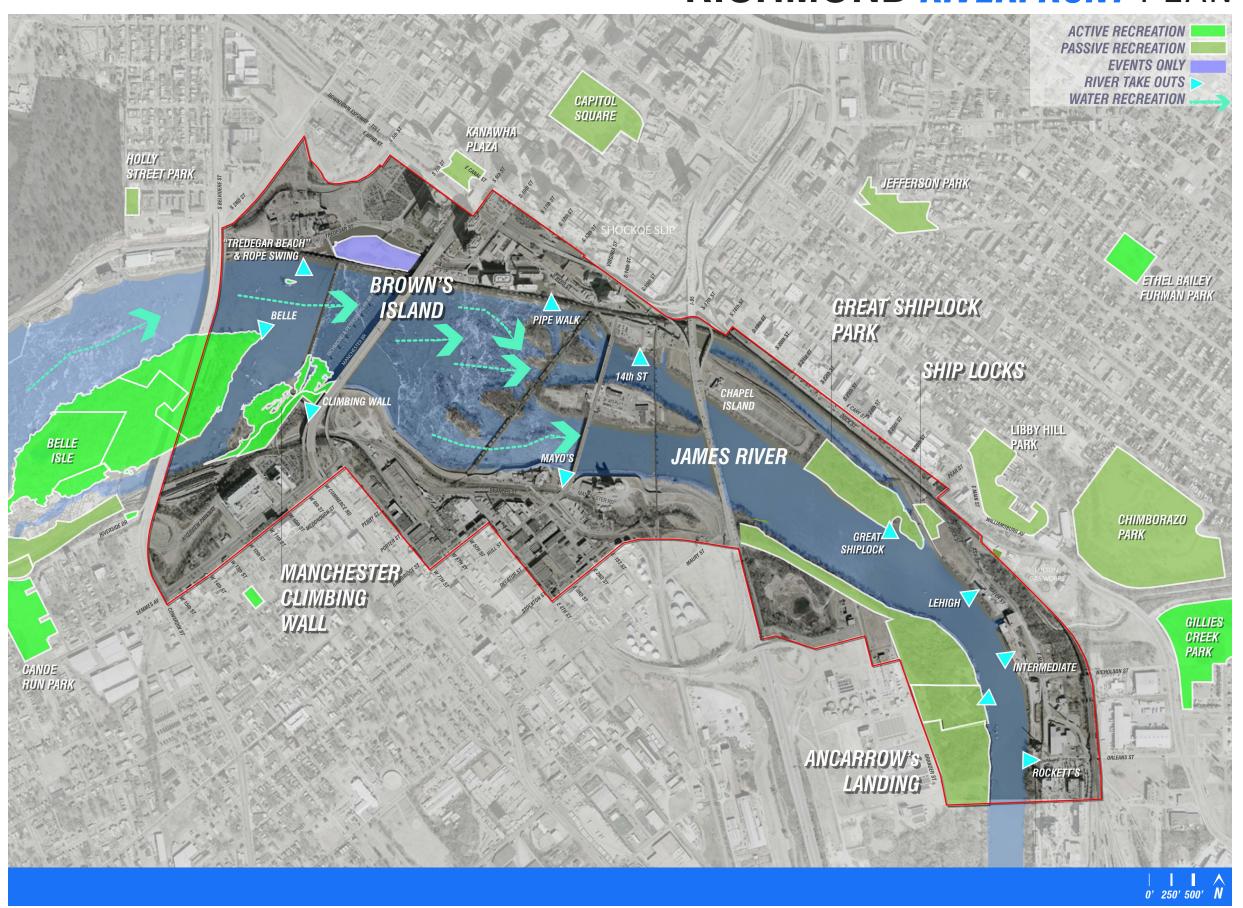
With at least 20 playgrounds within 2-miles of the Riverfront, none are closer than a quarter mile to the study area. This is a salient discovery in that virtually all cities include at least one playground to attract families and children to participate in downtown activity, if only as an opportunity to burn off excess youthful energy. The Richmond Riverfront will need to provide a more diversified range of amenities to attract families. Playgrounds are one such amenity that can provide a safe, attractive and age-appropriate destination for families to spend time at along the Riverfront, broadening their exposure to the James River and setting in motion a life-long "River City" experience.



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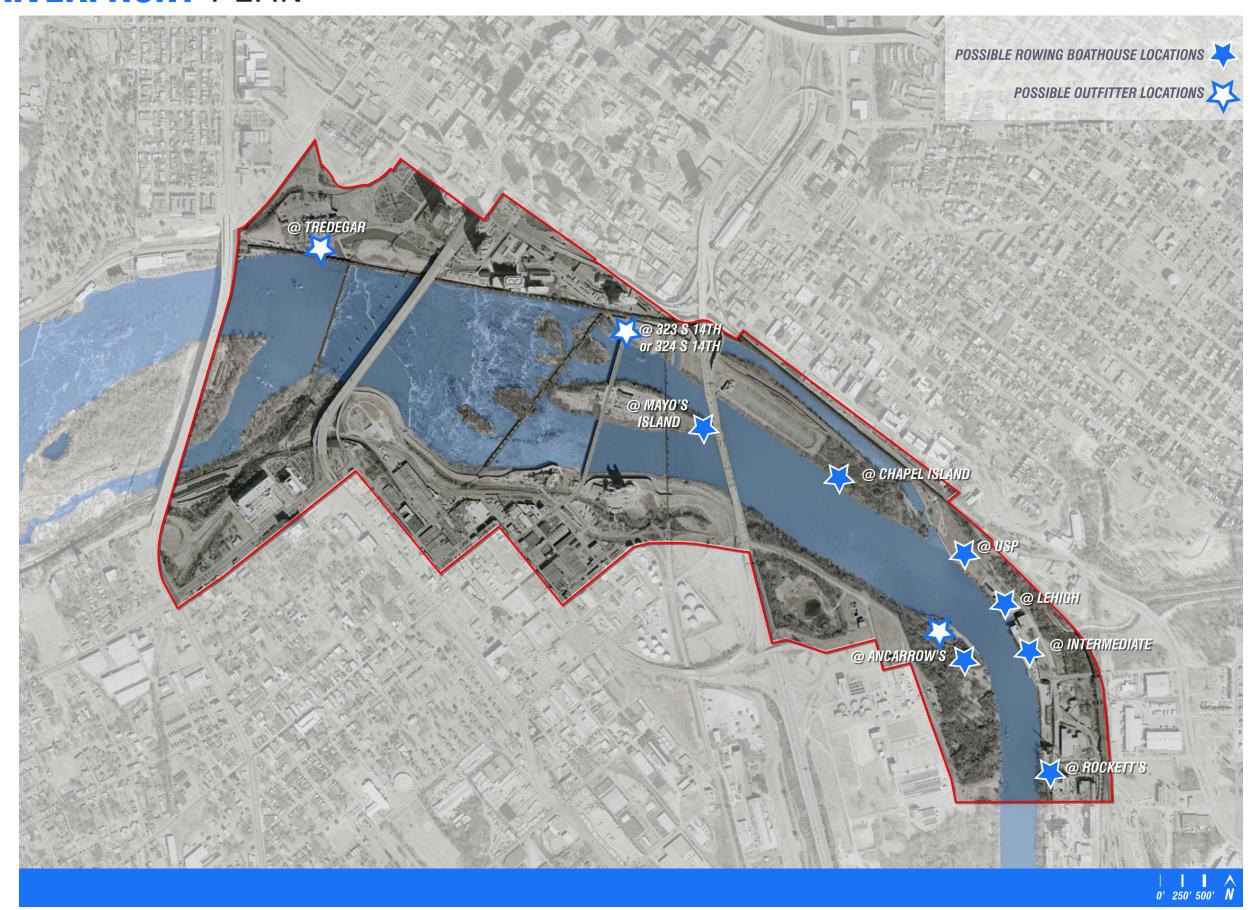
ACTIVE / PASSIVE RECREATION

The majority of parks within the study area appear passive while the majority of recreational activity is directional, focused on movement along trails, through rapids, or climbing surfaces. These passages of concentrated movement channel through larger passive properties, blurring the distinction between passive and active parks along the Richmond Riverfront. Primary river recreation occurs through the rapids, while flat water activity occurs below the rapids, with each requiring different launch and takeout accommodations. Fishing is typically concentrated downriver of Mayo's Island, with recreational and sport fishing boating launched from Ancarrow's Landing. Brown's Island, generally a passive space, is also the primary event space capable of hosting thousands.



BOATHOUSES

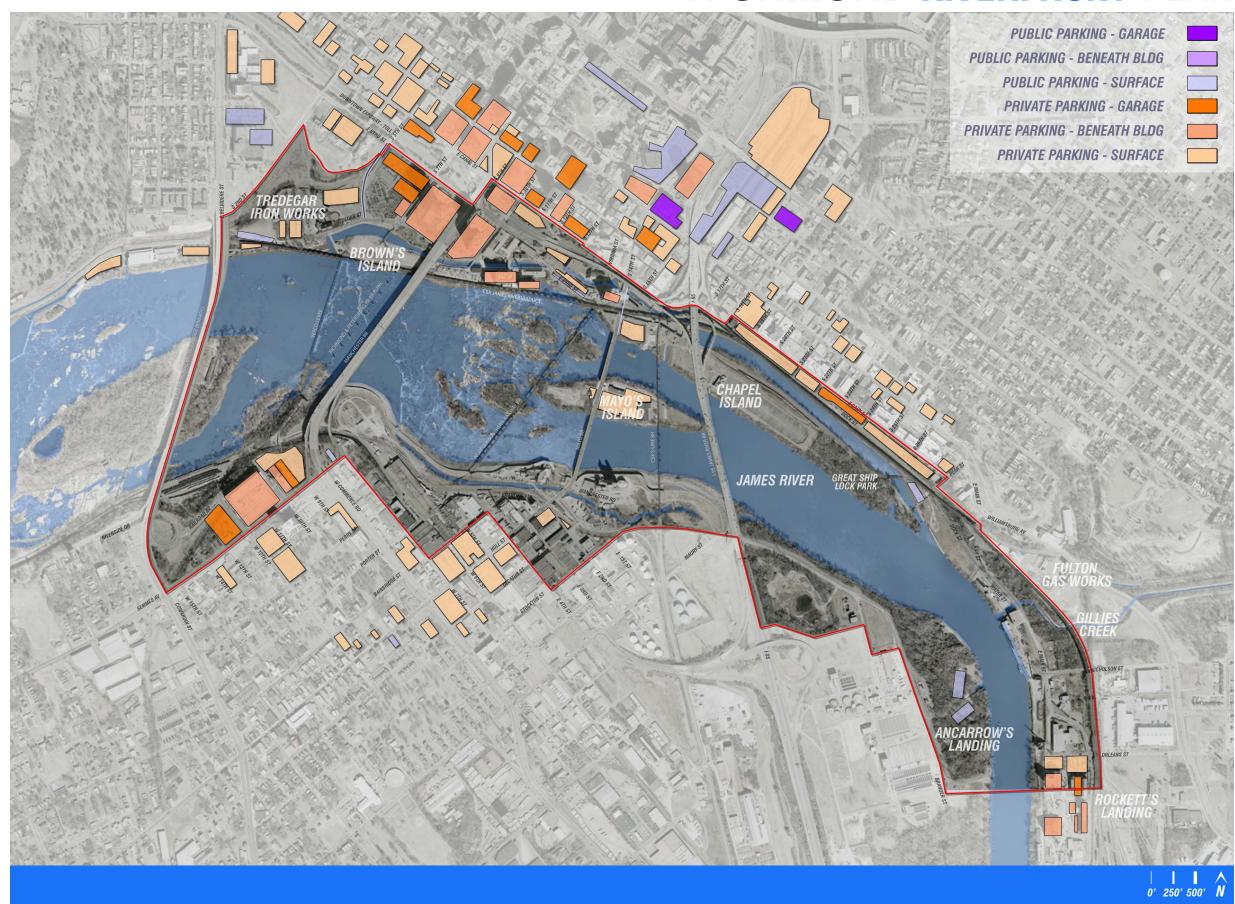
The Virginia Boat Club (VBC) boathouse historically occupied a prime location on Mayo's Island, though was swept away in the catastrophic 1972 flood. The VBC currently share space with other clubs, jointly occupying a space within Rocketts Landing. Anticipating that these groups will eventually outgrow this venue, alternate sites for a new shared space gravitate toward the curve of the river, between Rocketts Landing and Chapel Island. Ample vehicular access, parking, affordable rent, and adequate personal safety are among key requirements for a successful new site. Flat water access is mandatory, with the downriver tip of Mayo's Island the farthest upstream possible site. A single, future boathouse would ideally be positioned along the arc of the river between Great Shiplock and Rocketts Landing.



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PARKING

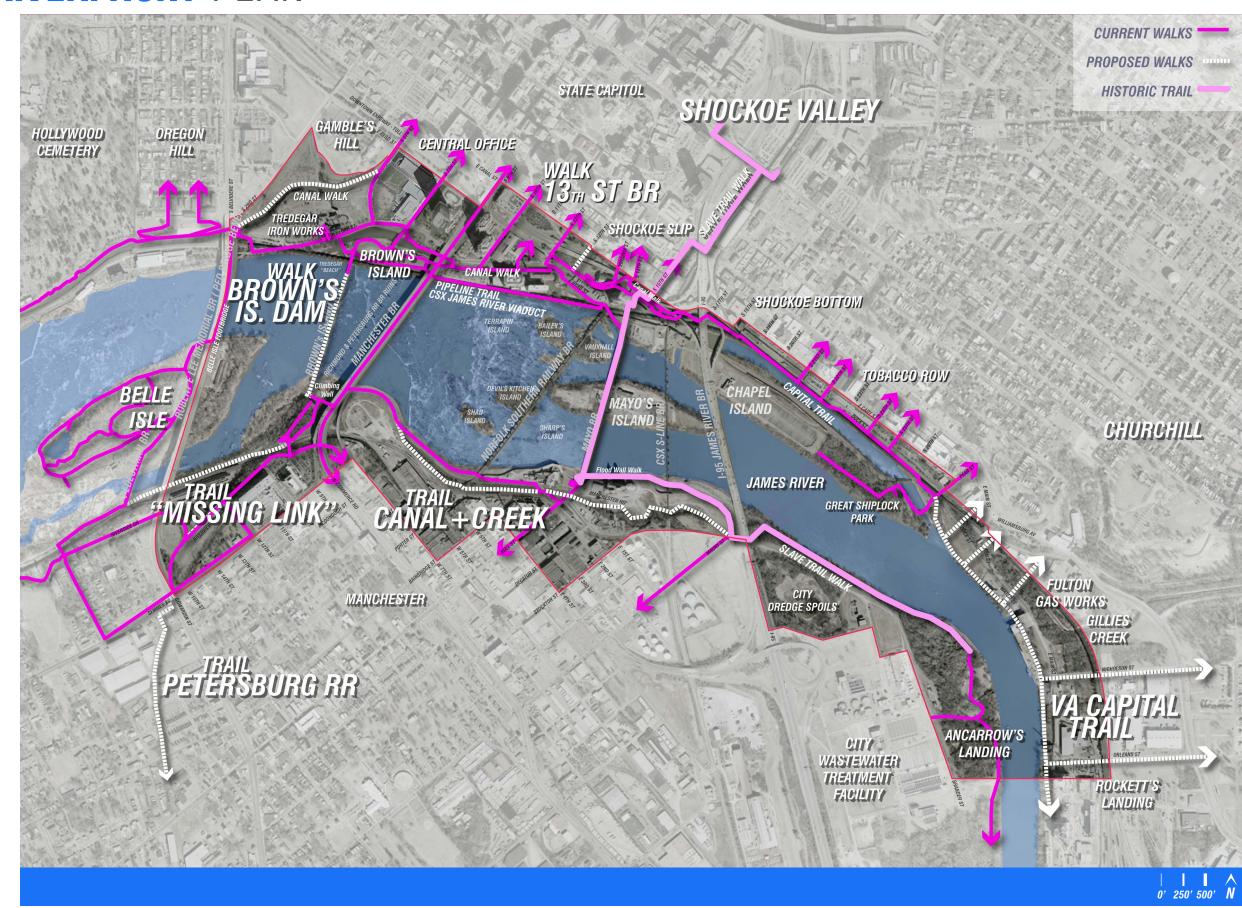
Downtown Richmond has abundant parking options, ranging from surface lots to structured parking garages. The primary public complaint is that there is not enough affordable parking in close proximity to the James River. The average response to this observation is that additional parking should not be built at the expense of existing public open space, or in place of potential public realm improvements. The absence of a downtown-wide parking authority works against a coordinated strategy for making sure privately-operated lots and garages are reasonably accessible for Riverfront access. Peak hour, on-street parking restrictions on downtown arterial streets works against encouraging residents, workers, and visitors to remain downtown after 5pm, and merits additional study for adjustment.



PEDESTRIAN CONNECTIONS

Despite sizable obstacles to accessing the Riverfront, there are a remarkable number of routes to and along the river, including connections to neighborhoods, to regional and national trails, and marked narrative trails.

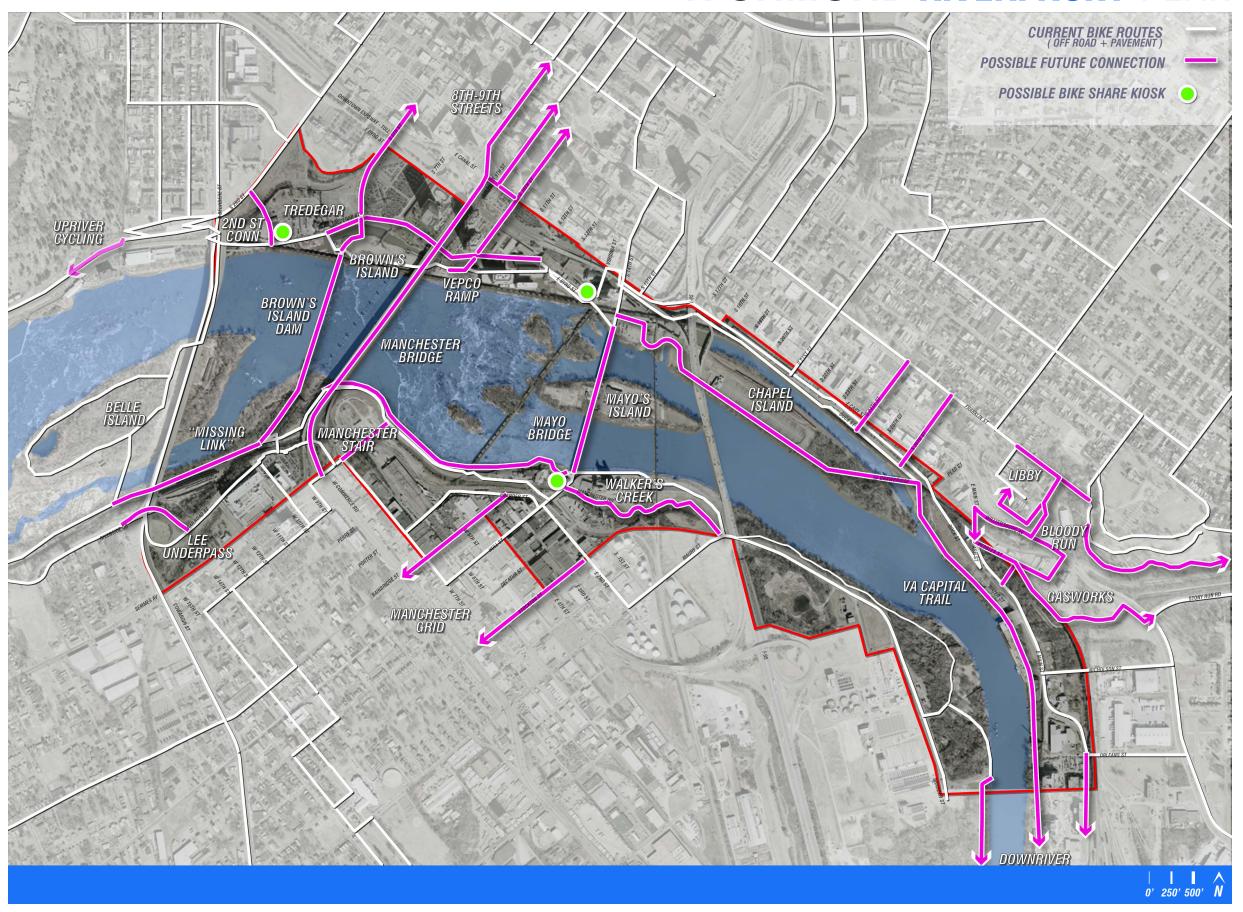
Strategic links, loops, routes and connections for improvement were identified, as well as the need for a cohesive, consolidation of wayfinding signage.



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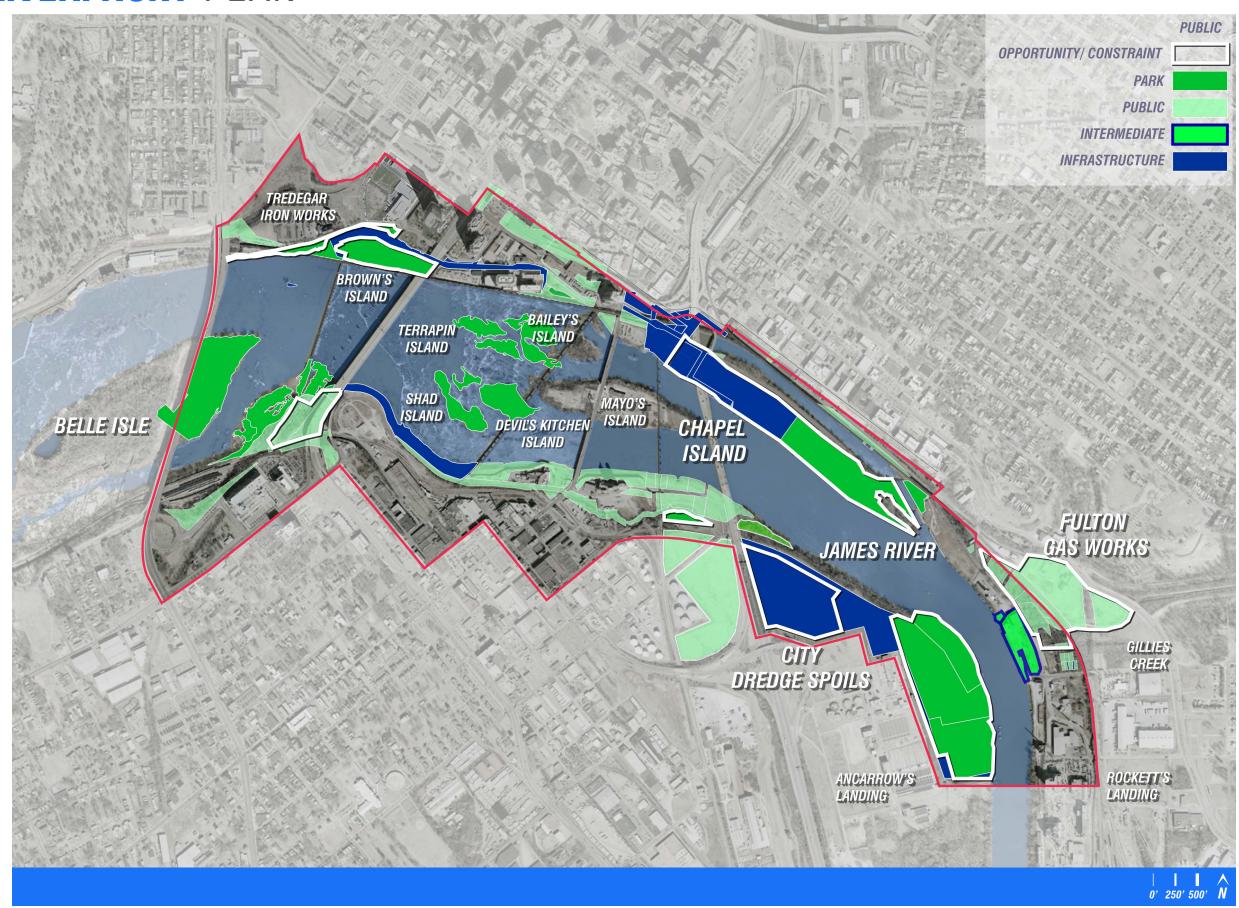
CONNECTIONS

Current designated bike routes across the river total exactly one: the Belle Isle Pedestrian Bridge. Four possible additional routes include: rehabilitation of the Brown's Island Dam; Conversion of the Manchester Bridge stair to a universally-accessible route; sharrows (shared lane markings) or dedicated bike lanes on Mayo Bridge; and a new suspension bridge retrofitted beneath the I-95 Bridge. These cross river connections, along with a long list of additional street grid bike lane improvements would reinforce the accessibility and attraction of bike traffic throughout Richmond.



PUBLIC PROPERTY

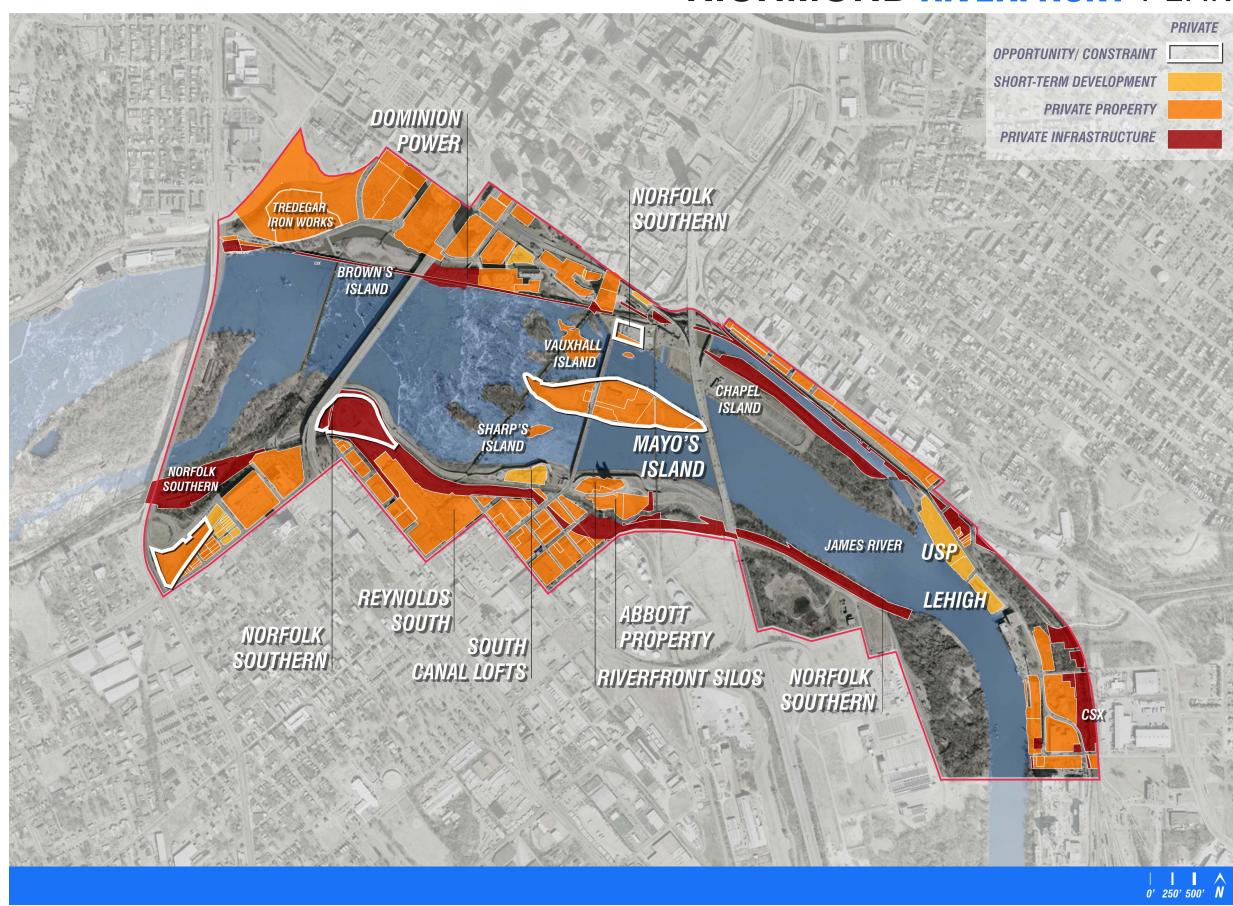
The City of Richmond owns a large portion of the Riverfront, either as park or public infrastructure properties. Some of these properties are densely wooded, while others are underutilized post-industrial landscapes, and others dedicated to flood control structures. The Commonwealth of Virginia owns the majority of the James River, and associated rapids and riparian corridor subject to seasonal exposure. Select properties may be repurposed, adapted for dual use, or sold for redevelopment.



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PRIVATE PROPERTY

Private property ownership within the Riverfront ranges from small parcels to large consolidated groups of parcels, some with obvious development potential while others face significant, infrastructure and flood constraints to any feasible market-driven development potential. Notably, Norfolk Southern and CSX railroads hold a number of linear and satellite parcels with varying degrees of railroad activity currently taking place. Limited public access along or across remains an objective.

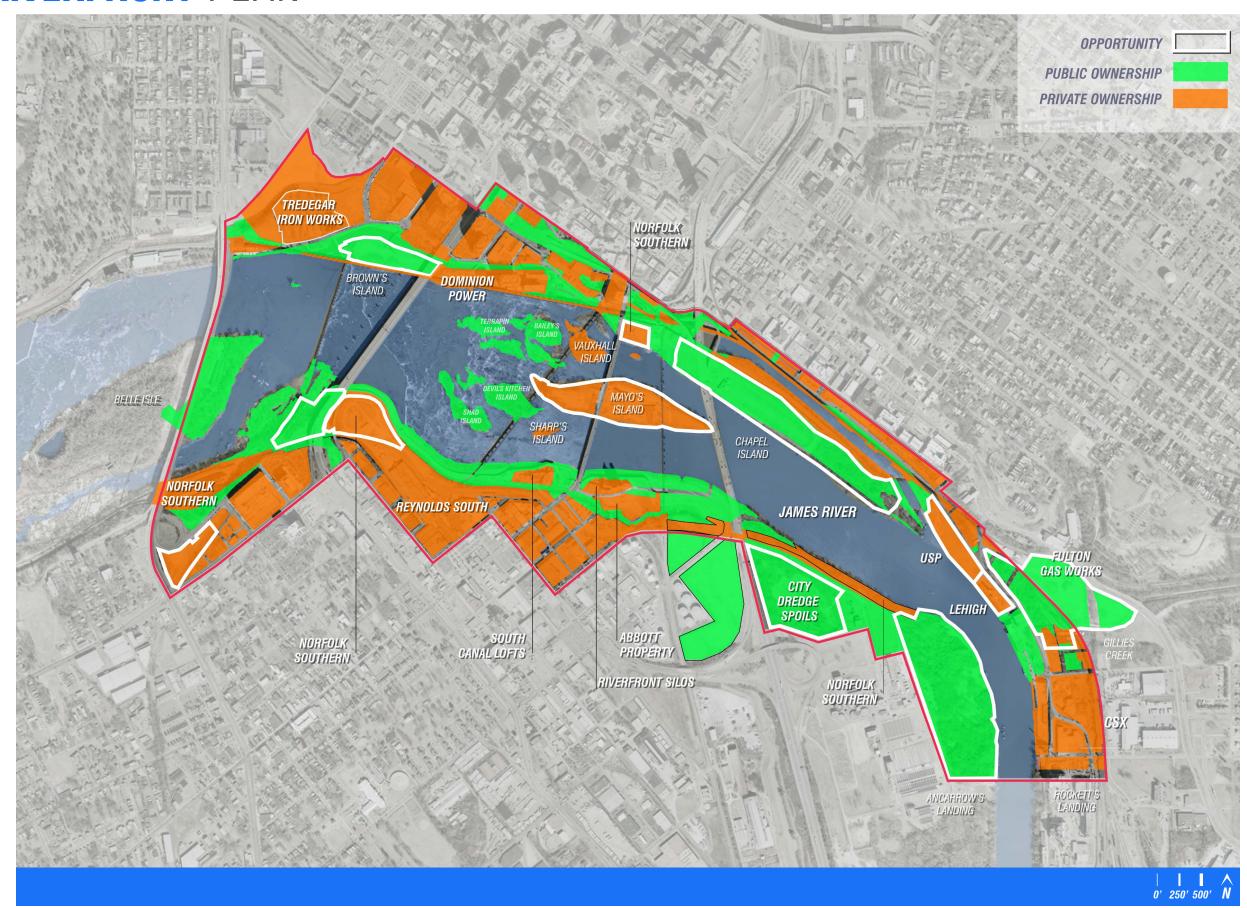


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PUBLIC + PRIVATE PROPERTY

The analysis of current use, constraints and opportunities identifies a broad distribution of parcels across the Riverfront that could potentially be repurposed for public realm improvements.

Other parcels that would otherwise be pivotal parcels for public realm improvements are tied-up in infrastructure and unlikely to be adapted to public use or redevelopment.



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PUBLIC ART

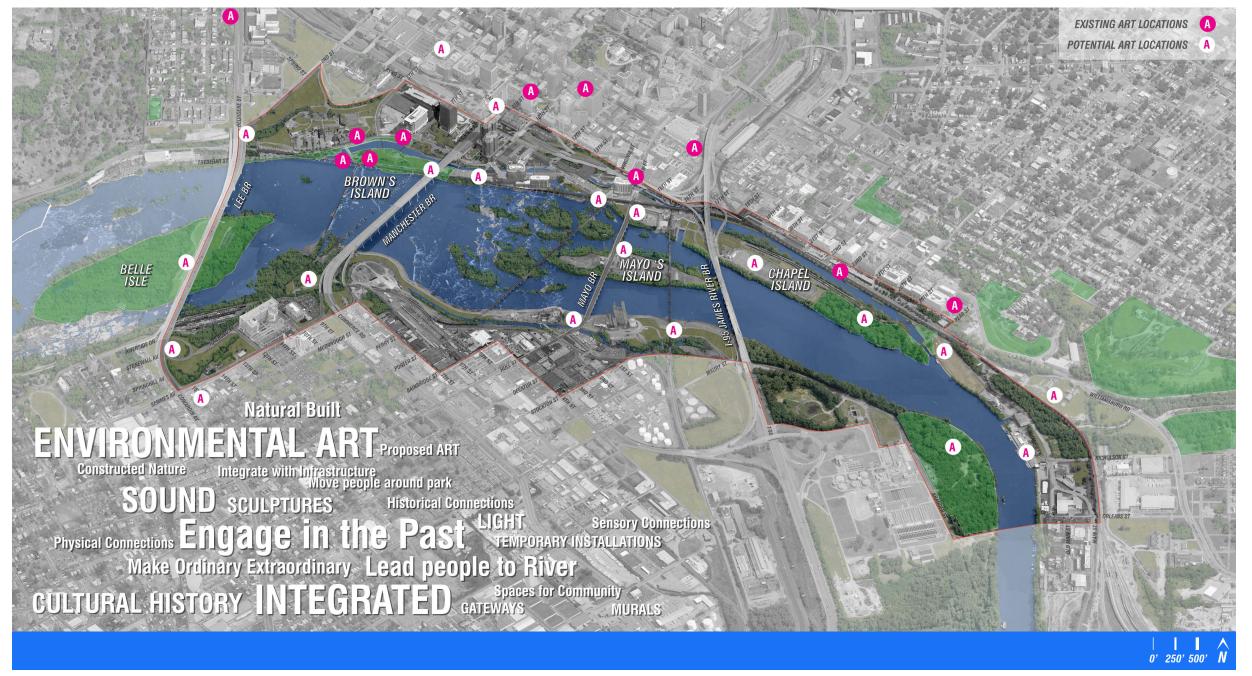
A diversity of public art installations occur throughout downtown and surrounding neighborhoods, though are surprisingly absent from the Riverfront, except at or adjacent to Brown's Island. Richmond has a vibrant arts community encompassing a broad range of organizations, which coordinate temporal, transitory, and permanent installations. Opinions necessarily vary about whether future art installations in the Riverfront should speak directly to the river history, ecology, and phenomenology, or more broadly embrace cultural and conceptual objectives not readily related to the James River. Wider-spread consensus is that Riverfront art should actively engage Richmond's substantial industrial infrastructure, encouraging visitors to interact with the installations.











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LIGHTING

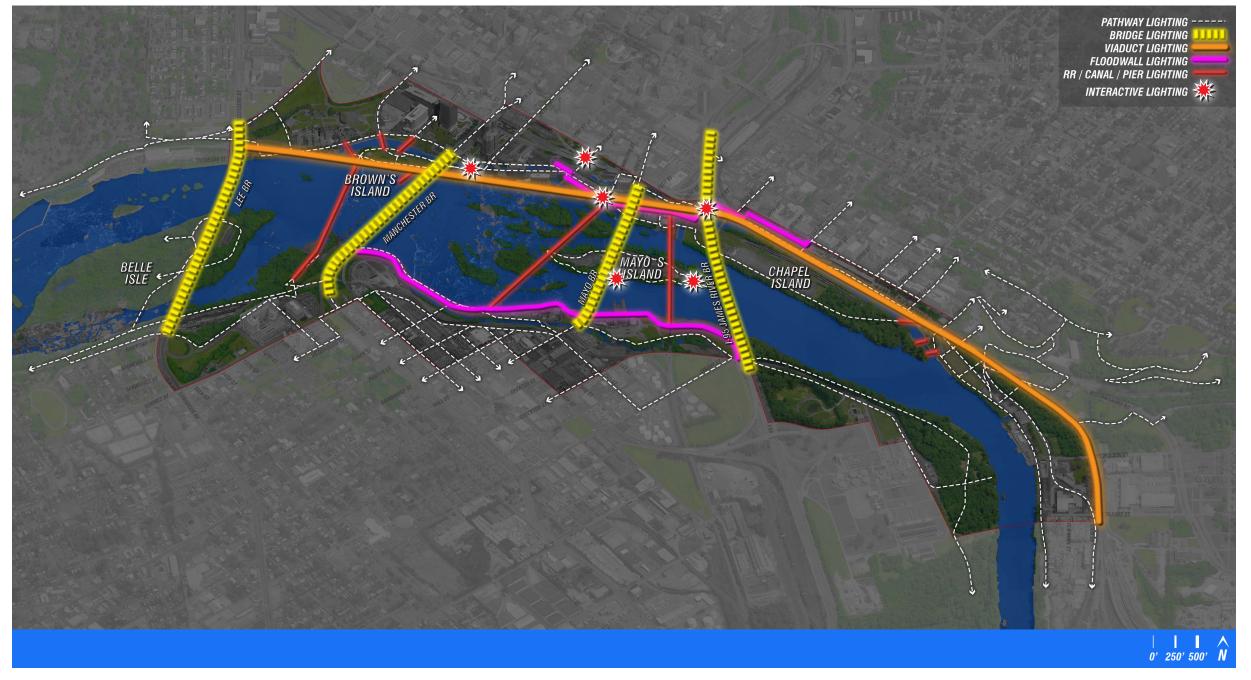
Great opportunity existis for expanding public lighting on the Riverfront. Basic pedestrian lighting should be provided for all connections, so that the Riverfront is accessible and safe. In addition, artistic lighting installations are a great way to integrate public art with a utilitarian urban need. Lighting installations would enliven the vehicular and railroad bridges that cross the river, the CSX railroad viaduct along the Riverfront, as well as the floodwall on both sides of the James. Interactive lighting installations would also enhance the Riverfront experience after dark, particularly along the Canal Walk, where restaurants and cafes offer evening destinations. The Riverfront should be a dynamic landscape corridor in all seasons and at all times of day.







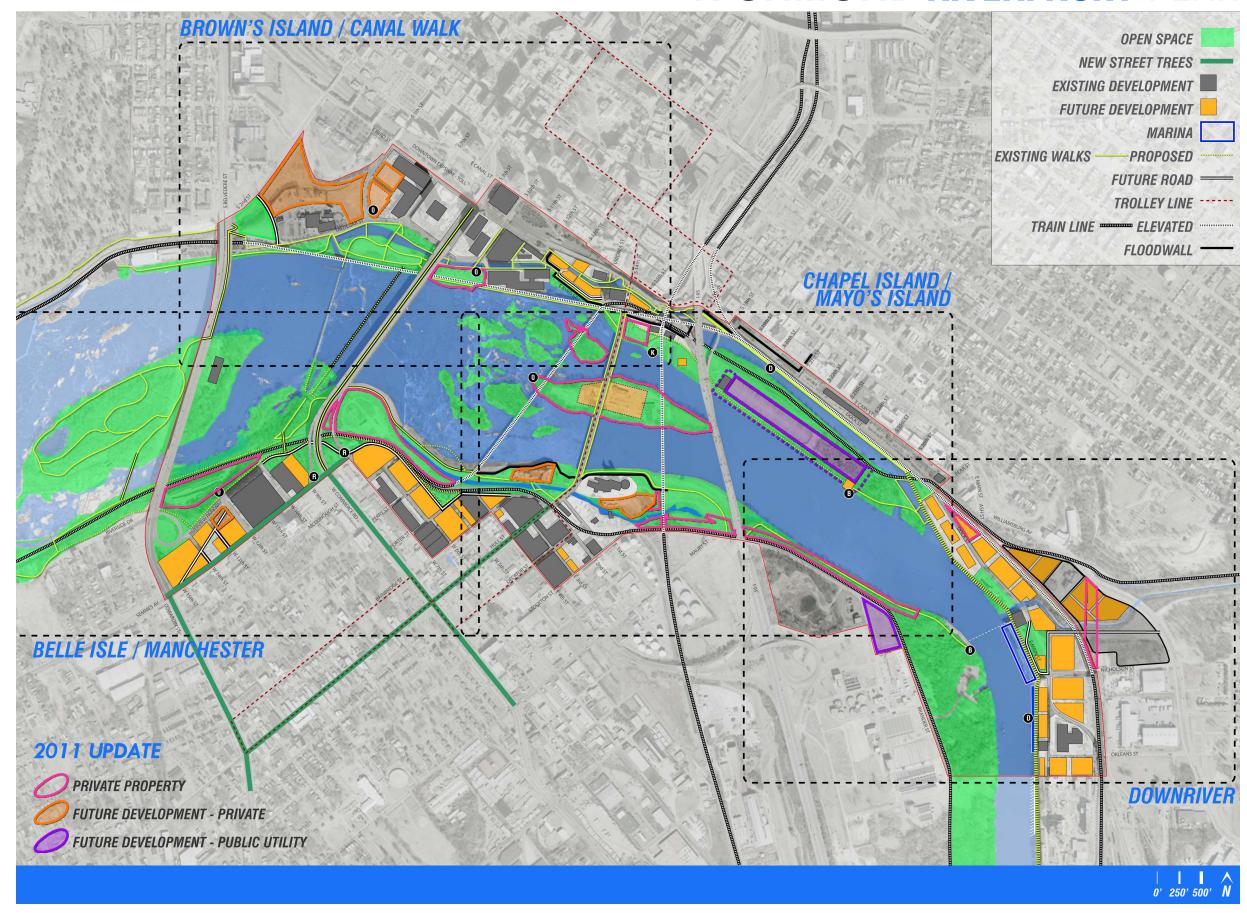




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2009 DOWNTOWN MASTER PLAN

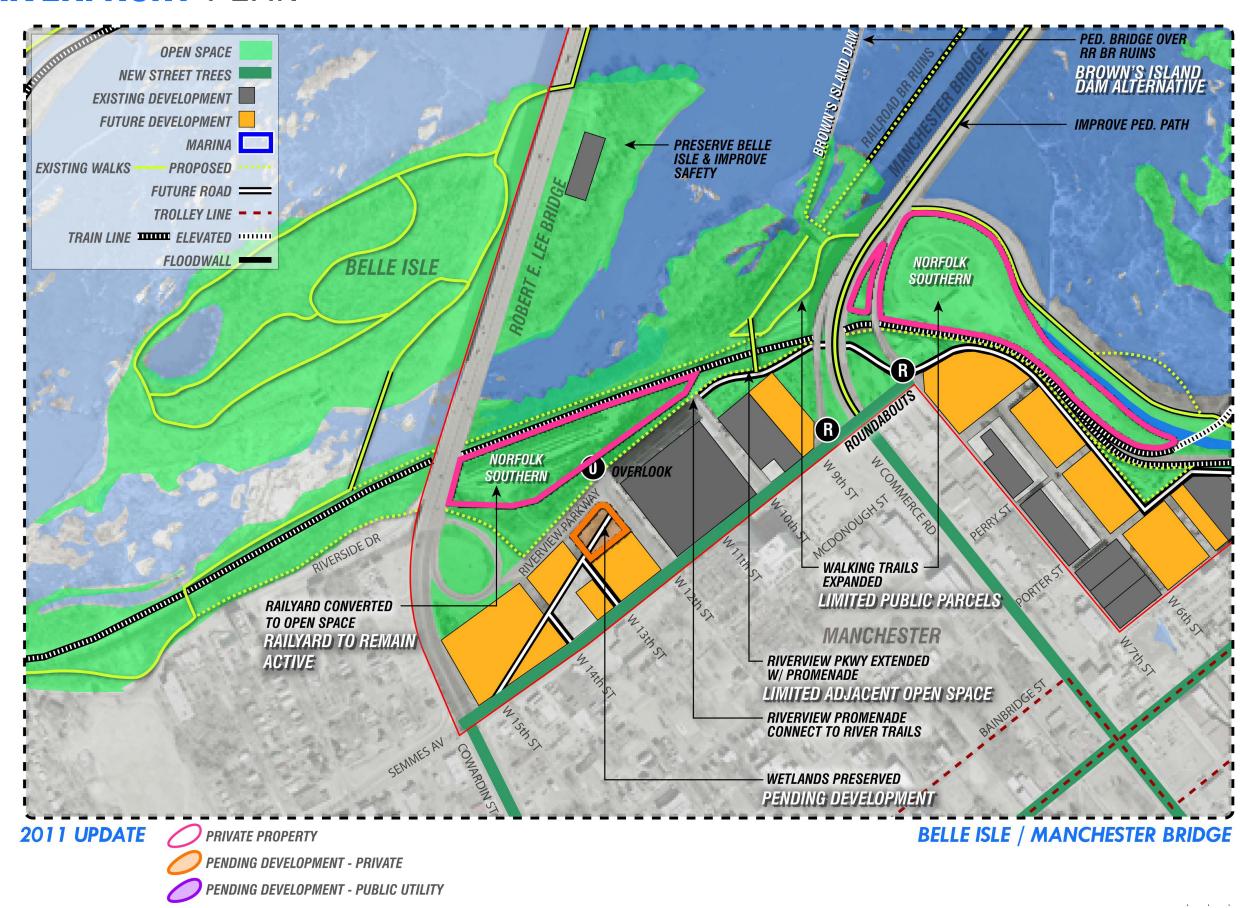
The Richmond Riverfront Plan was conceived to build upon the 2009 Downtown Plan by Dover Kohl, bringing greater focus and thinking to further integrating the Riverfront as a common destination rather than barrier.



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2009 DOWNTOWN MASTER PLAN BELLE ISLE / MANCHESTER

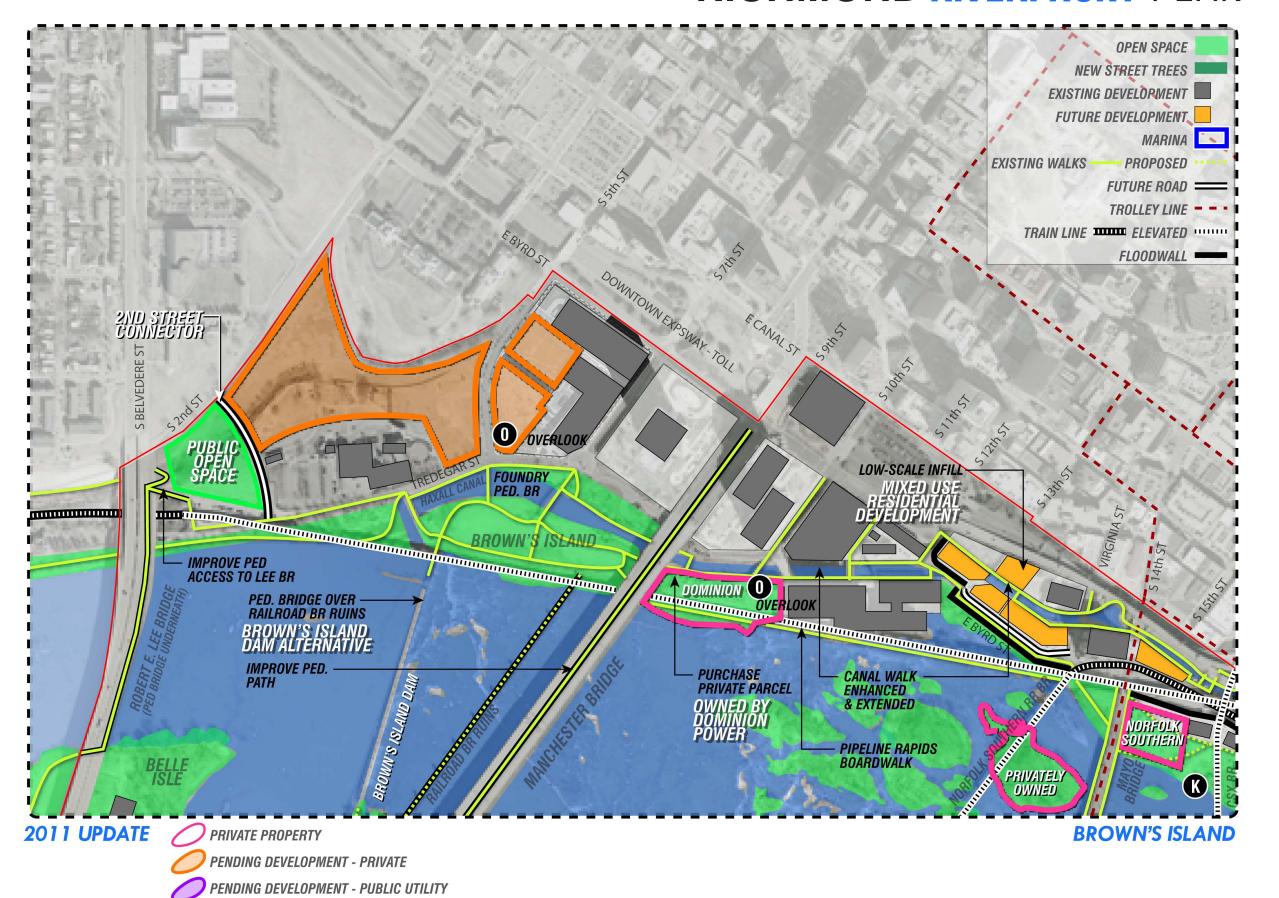
The primary distinction between the 2009 Downtown Plan and the Riverfront Plan in this area is to adapt the Brown's River Dam as a pedestrian walk, rather than the less intact Richmond & Petersburg Railroad Bridge.



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2009 DOWNTOWN MASTER PLAN BROWN'S ISLAND / CANAL WALK

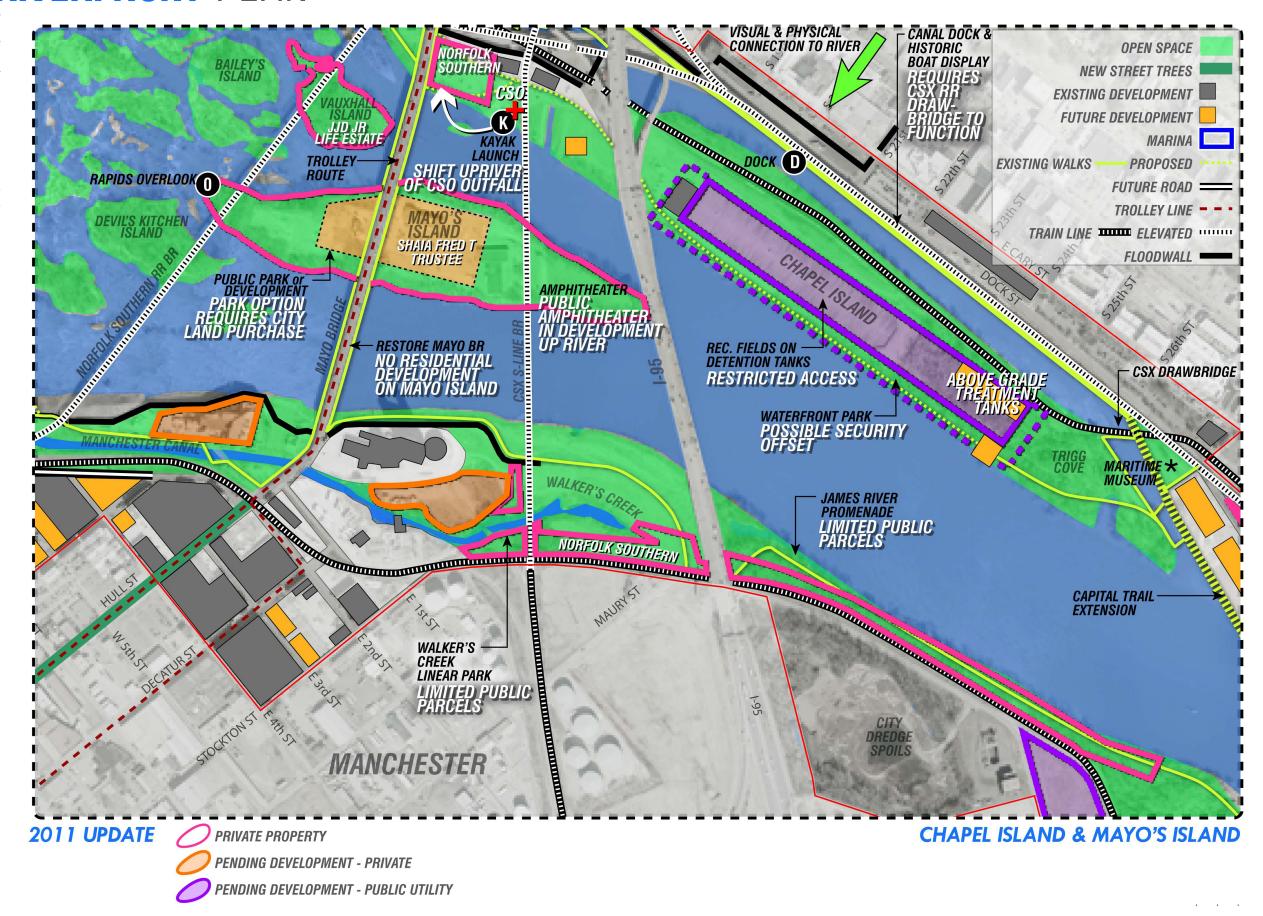
The main distinction between the 2009 Downtown Plan and the Riverfront Plan in this area is the anticipated construction of the 2nd Street Connector immediately upriver of the Tredegar Iron Works, and the anticipated conversion of NewMarket property to public landscape at Tredegar Green. Other notable differences include the reenvisioning of Brown's Island to be more urban and therefore more a part of the daily participation in Richmond City life. This recognizes the recent opening of the new pedestrian bridge to the island, and anticipates greater access down to the river, but acknowledges that the elimination of the Dominion substation at 10th Street is unlikely. On the south bank, the 2012 Plan recognizes the long-term reality of the floodwall, and the opportunity to replace the rip rap with engineered flood control terraces accessible to people.



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2009 DOWNTOWN MASTER PLAN CHAPEL ISLAND / MAYO'S ISLAND

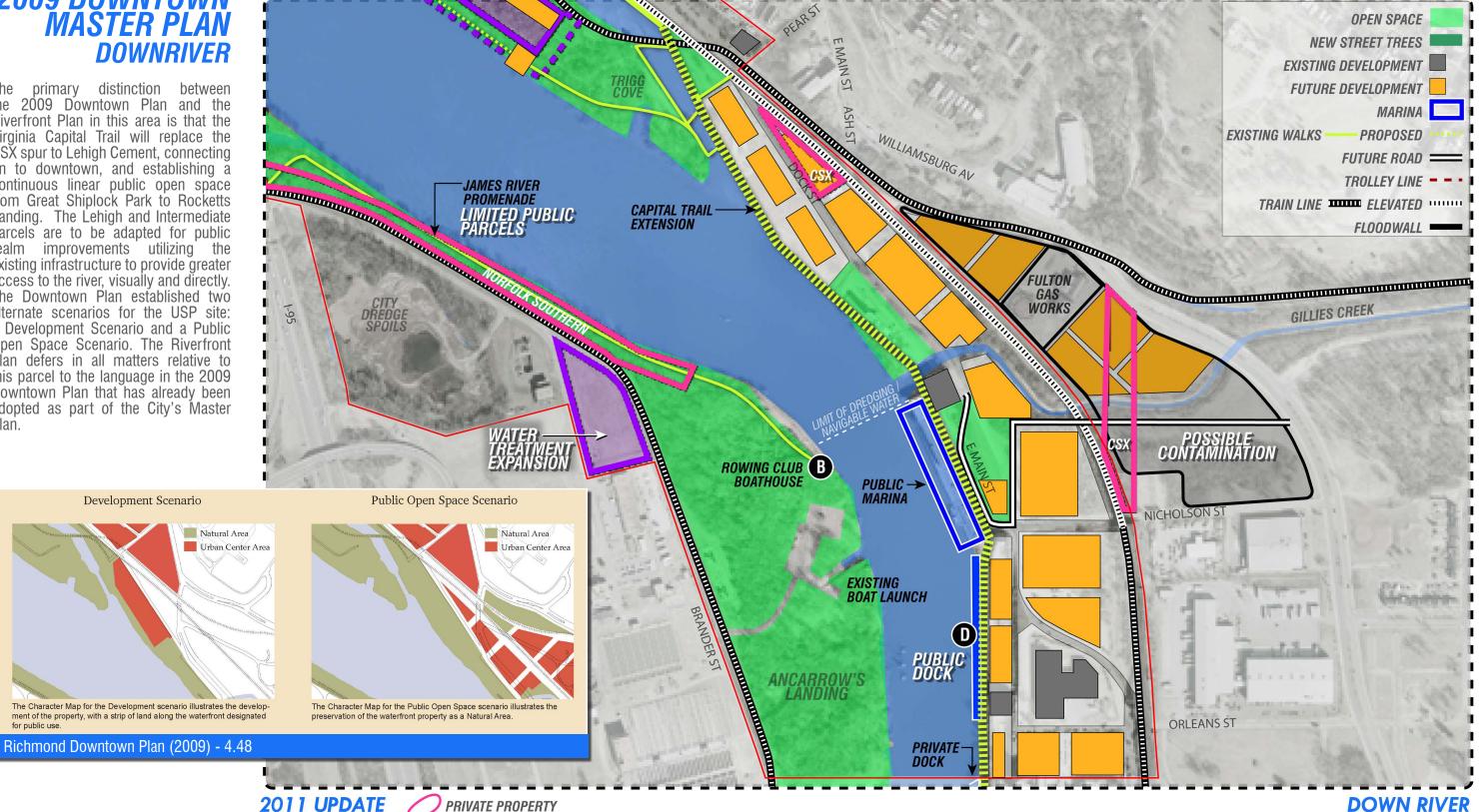
The fundamental distinction between the 2009 Downtown Plan and the Riverfront Plan in this area is the 2012 Plan advocacy to acquire Mayo's Island for public open space. The Federal Paper Board Co. at the Manchester Floodwall is in the process of being adapted for residential reuse, and therefore is unlikely to be repurposed for public open space.



2009 DOWNTOWN MASTER PLAN **DOWNRIVER**

The primary distinction between the 2009 Downtown Plan and the Riverfront Plan in this area is that the Virginia Capital Trail will replace the CSX spur to Lehigh Cement, connecting on to downtown, and establishing a continuous linear public open space from Great Shiplock Park to Rocketts Landing. The Lehigh and Intermediate parcels are to be adapted for public realm improvements utilizing the existing infrastructure to provide greater access to the river, visually and directly. The Downtown Plan established two alternate scenarios for the USP site: a Development Scenario and a Public Open Space Scenario. The Riverfront Plan defers in all matters relative to this parcel to the language in the 2009 Downtown Plan that has already been adopted as part of the City's Master

Development Scenario



PRIVATE PROPERTY PENDING DEVELOPMENT - PRIVATE PENDING DEVELOPMENT - PUBLIC UTILITY **DOWN RIVER**



INTRODUCED: October 22, 2012

AN ORDINANCE No. 2012-202-190

To adopt an amendment to the Master Plan for the City of Richmond, adopted by the City Planning Commission on Nov. 6, 2000, and by the City Council by Ord. No. 2000-371-2001-11, adopted Jan. 8, 2001, to be known as the "Richmond Riverfront Plan."

Patron – Mayor Jones (By Request)

Approved as to form and legality by the City Attorney

PUBLIC HEARING: NOV 12, 2012 AT 6 P.M. FINAL PUBLIC HEARING: NOV 26, 2012 AT 6 P.M.

WHEREAS, the City Planning Commission approved and certified a Master Plan for the City of Richmond on November 6, 2000; and

WHEREAS, by Ordinance No. 2000-371-2001-11, adopted January 8, 2001, the Council of the City of Richmond approved a Master Plan for the City of Richmond pursuant to a request by the City Planning Commission that the Council adopt a Master Plan; and

WHEREAS, by Ordinance No. 2004-296-299, adopted November 8, 2004, the Council of the City of Richmond adopted a Downtown Plan as part of the Master Plan for the City of Richmond pursuant to a request by the City Planning Commission; and

AYES:	9	NOES:	00	ABSTAIN:	
ADOPTED:	NOV 26, 2012	REJECTED:		STRICKEN:	

WHEREAS, by Ordinance No. 2008-208-227, adopted October 13, 2008, and Ordinance No. 2009-117-157, adopted July 27, 2009, the Council of the City of Richmond adopted amendments to the Downtown Plan; and

WHEREAS, the City Planning Commission held public hearings on July 2, 2012, and September 4, 2012, for the purpose of receiving public comments relative to proposed amendments to the Master Plan, with such amendments collected in a document entitled "Richmond Riverfront Plan" and dated September 4, 2012, a copy of which is attached to this ordinance; and

WHEREAS, by resolution dated September 4, 2012, a copy of which is attached to this ordinance, the City Planning Commission adopted the proposed amendments; and

WHEREAS, it is the consensus of the Council that it is in the best interest of the City of Richmond that the Council, for and on the behalf of the City of Richmond, consent to and adopt the aforesaid amendments to the Master Plan;

NOW, THEREFORE,

THE CITY OF RICHMOND HEREBY ORDAINS:

- § 1. That the amendments to the Master Plan, which shall be known as the "Richmond Riverfront Plan," as adopted by the City Planning Commission at its meeting on September 4, 2012, be and are hereby adopted as set out in its resolution of that date.
- § 2. That the Richmond Riverfront Plan supersedes all versions of the Downtown Plan and other parts of the Master Plan adopted prior to the effective date of this ordinance with which it conflicts.
 - § 3. This ordinance shall be in force and effect upon adoption.

ATRUE COPY:
TESTE:
AND MANderson

City Clerk

