

Shockoe Bottom Land Use and Development Strategy Richmond, Virginia

Adopted by the Richmond City Planning Commission
November 15, 1999

Approved by the Richmond City Council
January 10, 2000



Prepared By
City of Richmond
Department of Community Development
Comprehensive Planning Division
Assisted by AS&A and the Project Team

This project was funded in part from a grant from the National Park Service, U.S. Department of the Interior through the Virginia Department of Historic Resources. Regulations of the U.S. Department of the Interior strictly prohibit unlawful discrimination on the basis of race, color, national origin, age or handicap in its federally assisted programs. Any person who believes he or she has been discriminated against in any activity described above should write to: Director, Equal Opportunity Program, U.S. Department of the Interior, National Park Service, P.O. Box 37127, Washington, D.C. 20013. The contents of this report do not necessarily reflect the views or policies of the Department of the Interior, nor does the mention of any trade names or commercial products constitute endorsement or recommendation by the Department.

ACKNOWLEDGMENTS

City Planning Commission

Willard M. Scribner, Chairperson
Ellen F. Robertson, Vice Chairperson
Robert E. Comet
Ann W. Cox
J. Terry Cox
Stephen V. Donahue
Dr. Calvin D. Jamison
Kenneth S. Johnson
W. Randolph Johnson, Jr.

City Council

Timothy M. Kaine, Mayor
Rudolph C. McCollum, Jr., Vice-Mayor
Joseph E. Brooks
John A. Conrad
Sa'ad El-Amin
Rev. Gwen C. Hedgepeth
W. Randolph Johnson, Jr.
Delores L. McQuinn
Reva M. Trammell

City Manager

Dr. Calvin D. Jamison

Department of Community Development

S. Mark Strickler, Acting Director
David M. Sacks, Principal Planner
Heywood Harrison, Senior Planner
Peggy A. Shifflett, Senior Graphics Designer

Shockoe Bottom Planning Committee

William H. Abeloff
Tobacco Row/Forest City Representative

Eric Anderson
Shockoe Bottom Residents Association

Viktoria Badger
Principal Transportation Planner, City of Richmond

Kathy Emerson, Executive Director
Farmers' Market Commission

Bill King/Larry Ochs
Church Hill Association

Lynne Lancaster, Department of Economic Development,
City of Richmond

James McCarthy, Executive Director
Richmond Riverfront Development Corporation

Lucy Meade, Director of Business Development,
Richmond Renaissance

Mark R. Merhige
Shockoe Bottom Developer

Scott Poates
Shockoe Bottom Merchants Association

Christopher P. Scott
Shockoe Bottom Merchants Association

Larry Shifflett
Shockoe Bottom Merchants Association

Terry Stroud
Shockoe Bottom Merchants Association

Richard H. Stutts
Shockoe Slip Merchants Association

David White
Shockoe Bottom Merchants Association

Project Team

Prepared by the City of Richmond Department of Community Development with the assistance of:

Al Siff and Associates McKinney and Company Jon P. Weersing and Associates
Michael Baker, Jr. Inc. Frazier and Associates

Funded in part by:

- A Community Development Block Grant (CDBG) from the U.S. Department of Housing and Urban Development through the City of Richmond.
- A grant from the National Park Service, U.S. Department of the Interior through the Virginia Department of Historic Resources.
- A grant from the Virginia Department of Highways and Transportation through the Metropolitan Planning Organization (MPO).

TABLE OF CONTENTS

Chapter I

Background	I-1
What is Shockoe Bottom	I-1
Purpose of a Land Use and Development Strategy	I-3
The Planning Process	I-4

Chapter II

Profile of Shockoe Bottom	II-1
Historical Context	II-1
Shockoe Bottom Today	II-3
Transportation	II-4
Pedestrian Circulation	II-5
Parking	II-7
Community Facilities	II-9
Public Safety	II-11
Architectural Character	II-11
Development Activities and Trends	II-12
Constraining Factors	II-15
Existing Land Use	II-17
Current Zoning	II-21

Chapter III

The Shockoe Bottom Plan	III-1
Goals For Shockoe Bottom	III-1
Land Use Plan	III-3
Zoning	III-4
Area Land Use Policies and Zoning Strategies	III-5
Transportation, Parking, and Pedestrian Circulation	III-23
Preservation of Neighborhood Character	III-28
The Preferred Option to Achieve Design Objectives	III-31

Chapter IV

Plan Implementation Strategies	IV-1
Strategies Requiring Immediate Action	IV-1
Strategies to be Implemented in Years 2000 – 2005	IV-2

APPENDICES

Concept of new “Mixed Use – Business” District	A-1
Concept of new “Mixed Use – Residential” District	A-2
Areas Visions and Suggested Implementation Measures Tables	B-1
Estimated Costs to Implement Plan Recommendations	C-1

FIGURES

Existing Characteristics	I-4, II-18
Street Map	II-4
Existing Off Street Parking	II-6
Historic Districts Map	II-10
Shockoe Creek Flood Plain Map	II-14
Existing Land Use Map	II-16
Current Zoning	II-20
Land Use Plan	III-2
Area Map A	III-6
Area Map B	III-10
Area Map C and A/C	III-14
Area Map D	III-18
Area Map E	III-20
Vehicular Circulation Map	III-22
Illustrative Plan	III-24
Generalized Representation of Proposed Zoning Strategy	A-5

Shockoe Bottom
Land Use and Development Strategy



Chapter II Profile of Shockoe Bottom

Shockoe Bottom is a distinct urban area. The earliest roots of the City of Richmond can be traced to Shockoe Bottom. It was between current 18th and 25th Streets that William Byrd first laid out the town in 1737. Entering the river west of 17th Street, Shockoe Creek served as a formidable barrier to western expansion. The town was incorporated by act of the General Assembly in 1742, with the creek forming the westernmost boundary and encompassed one-fifth of a square mile and 250 inhabitants. This character has been the driving force behind the growth and investment experienced in Shockoe Bottom in recent years. In order to fully appreciate the uniqueness of Shockoe Bottom, this chapter includes an examination of the role the area has played in the overall development of the City. This chapter describes the history of Shockoe Bottom, the land uses and existing infrastructure and development activity and trends. Some of the issues and challenges affecting the future planning of Shockoe Bottom will also be reviewed.

Historical Context

The Shockoe Bottom area encompasses Richmond's earliest residential, commercial and manufacturing activities. Much of the area has been rebuilt since its 18th century settlement. The name "Shockoe" comes from the name of a creek (now covered) which



Union Row, East Main Street, 1902-12

formed the western boundary of the original settlement. Shockoe Bottom has played a significant role in the history of Richmond.

Founded in 1707 by Colonel William Byrd, and incorporated in 1742, Richmond became a regional marketplace in the latter part of the 18th century when it was designated Virginia's new capital. The growth of the canal and railroad systems in the 19th century, helped Richmond become one of the leading commercial cities of the South and the nation's center for the processing of tobacco products. During the Civil War, Richmond was the capital of the Confederacy, as well as the chief manufacturing center for the Southern war effort.

The Shockoe Bottom area's approximately 530 buildings are representative of a variety of important historic themes, such as manufacturing, general business, trade, transportation, government, literature, and architecture. Within its boundaries, Shockoe Bottom presents a microcosm of Richmond's evolution from village to metropolis.

The early 1800's ushered in a rebuilding of Shockoe Bottom. The frame storefronts that existed along lower Main Street were gradually replaced by brick buildings that had living quarters above the stores. The "Union Row" of three stories with attics along Main Street, west of the Stone House, represented a

classic example of this type of construction. Unfortunately, this row was demolished in 1913, but similar rows are still visible at 22nd and Main Street.

Factories began to be developed in the early 1800's. The early breweries and soap and candle manufacturers paved the way for the construction of five tobacco factories that were completed in 1853. Several of these original factory buildings, such as the William H. Grant factory at 1900 East Franklin Street, are still standing. The increasing industrialization of the area, along with the effects of primitive waste disposal and polluted air, resulted in the gradual exodus of the residential population east to Church Hill and to the west.

Factory development culminated at the end of the 19th century and the beginning of the 20th century with the construction of the line of tobacco factories/warehouses between Main and Cary Streets from 19th Street to Pear Street. This area reflected Richmond's dominant role in the tobacco industry and is known as "Tobacco Row".

After the Civil War, the Trigg Shipbuilding Company located on Chapel Island in 1898, on the site of an old iron works. Industrial operations on the island continued in a limited way until the city obtained control of the island in 1955.

Shockoe Bottom Land Use and Development Strategy

Within the past 20 years, Shockoe Bottom has experienced a substantial change, which it is currently undergoing. The relocation of tobacco manufacturing from the area signified the beginning of the transformation of Shockoe Bottom away from a blue collar, manufacturing district to an area becoming increasingly dominated by small professional offices, restaurants, specialty retail shops and residences.



Shockoe Bottom Today

Shockoe Bottom, in combination with Shockoe Slip and Church Hill, represents one of the largest areas reflecting the architectural character of “Old Richmond.” This is an important factor in attracting rehabilitation financing and in marketing the renovated properties. Shockoe Bottom’s industrial beginnings remain evident today. Within the District, approximately 95 properties are still committed to manufacturing or warehouse use. An estimated 26 industrial buildings survive from the 19th century. Although a major portion of the existing building stock was constructed from the turn of the century to 1925, only 20 structures were built in the period



since 1954. Today, active manufacturing operations in the area include printers, garment/costume makers, set design/construction, a bakery, a major produce distributor, a new sound studio and industrial machine tool establishments.

Completion of the flood wall along the southern edge of the District as far east as 21st Street has already contributed to the area’s transformation. Increased property sales, as well as substantial activity related to the adaptive reuse of former warehouse and industrial buildings is evidence of this transformation. From the time the flood wall was announced to the present, some 37 tax credit projects, with a total value exceeding \$30 million have been executed. In the past five years, approximately 132 (nearly one-fourth) of all properties in Shockoe Bottom have changed ownership. Less than 10 percent of the parcels are owned by absentee (out of state) individuals or corporations, a further indication of the area’s strength.

Shockoe Bottom is a historic, urban neighborhood, built upon two centuries of public infrastructure supporting the movement of people and goods. The area also provides public places such as parks and community facilities. While land uses, and needs of modern society continuously change, frequently the public infrastructure does not keep pace. The street network in particular has potential to both enhance and detract from a community. Today, in Shockoe

Bottom, the vehicular network, the pedestrian environment, and particularly parking have a substantial impact on how Shockoe Bottom functions and its marketability as a location for commerce, residents and a visitor destination.

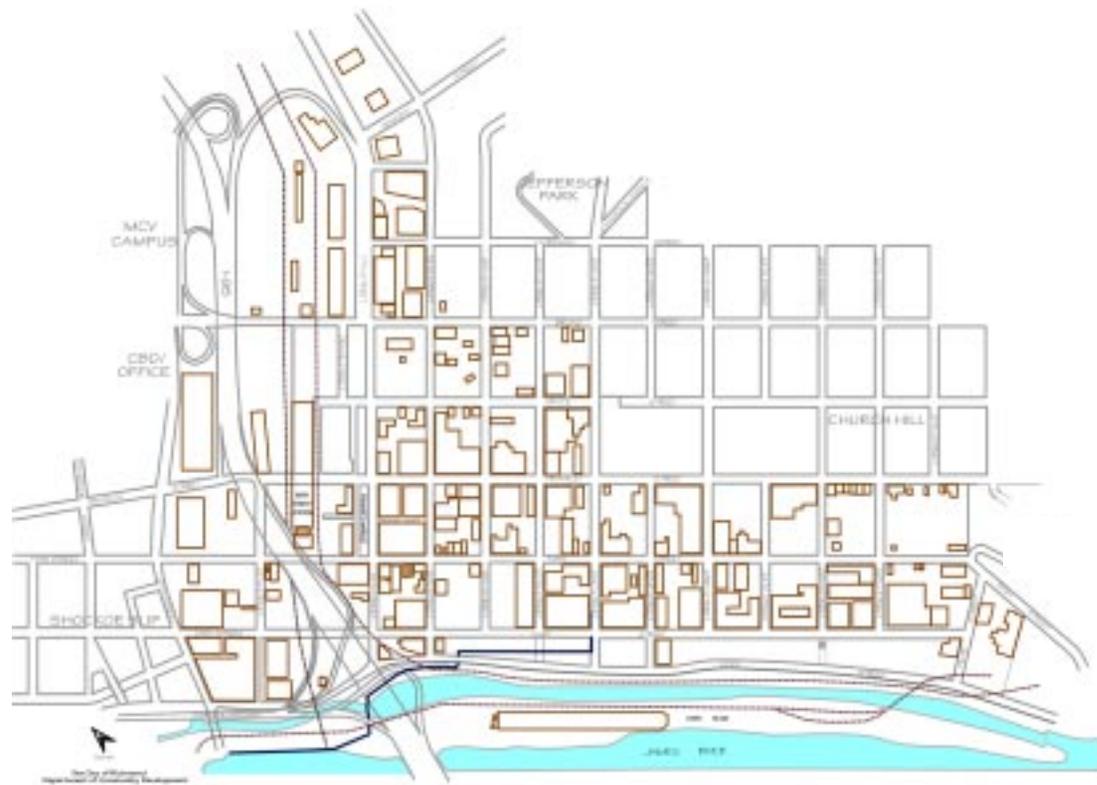
Transportation

Street Network: The street network in Shockoe Bottom is a traditional grid system that can be accessed from Interstate 95 via exit ramps at 15th and 17th Streets. Additional access points include the primary east-west vehicular corridors of Cary Street, Main Street, Dock Street, and Broad Street. The primary north-south vehicular corridor is 21st Street, the only street within Shockoe Bottom that provides two-way access from Marshall Street to Dock Street.

Additional north-south vehicular access is provided on 17th and 18th Street, but 18th Street has a section of one-way pattern north of Grace Street. Seventeenth (17th) Street is not a primary vehicular corridor because of its configuration from Main Street to Franklin Street and a conflicting one-way pattern at Grace Street. Fourteenth (14th) Street, a north-south arterial street to the west of Shockoe Bottom provides important truck and other vehicular linkage to the east-west traffic corridors.

The remaining streets are local streets that provide access to various forms of development in Shockoe Bottom.

General Vehicular Circulation: Despite the ease and the use of the traditional grid system, Shockoe Bottom has a number of inconsistent one-way street



STREET NETWORK

patterns. The one-way system, while often enhancing traffic flow, as well as vehicular and pedestrian safety, results in a confusing transportation pattern and limited access to many block faces. Specific problem areas include:

- 17th Street: Traffic is directed into itself at Grace Street. As a result, vehicles are forced to turn at Grace Street. This confusing pattern results in vehicle operators cutting through parking lots north of the Farmers' Market to achieve their destination.
- 18th Street: A short section of 18th Street from Grace to Broad Street is one-way north and works in conjunction with the one-way south on 17th Street. This street is capable of carrying additional two-way traffic.
- 19th Street: From Grace Street to Main Street, 19th Street is one-way south. There is no corresponding one-way northbound street. This street is capable of carrying two-way traffic.
- Franklin Street: From 17th Street to 20th Street, Franklin Street is one-way west. There is no corresponding one-way street east. This street is capable of carrying two-way traffic.
- Grace Street, Ambler Street, and Franklin Street: These present a series of one-way streets that provide access to parking and buildings

adjacent to Main Street Station. These are primarily low-volume streets and could be converted to two-way to serve a civic “festival” space parking or other space developed in this location.

The other one-way streets in Shockoe Bottom operate more effectively. 17th Street between Main Street and Franklin Street was evaluated for its ability to accommodate two-way traffic. It currently operates in an effective one-way couplet with the western half of 17th Street that is located between the Farmers' Market and several restaurants. The southbound portion of 17th Street has the potential for operating as a multi-function space, supporting festivals and events associated with the Farmers' Market, while providing a needed vehicular link at other times.

The transportation strategy in Chapter IV describes suggested modifications to the street network, including streets recommended for two-way movement.

Truck Routing: Trucks use US routes. Existing truck routes in Shockoe Bottom use two US Routes; US Route 60 and US Route 360. US 60 truck traffic is routed through Shockoe Bottom along Main Street from the west. US 60 trucks travel along Main Street

to 21st Street where they travel north to Marshall Street. Trucks then travel east to 23rd Street and turn South to Broad Street. US 60 then travels to the east through Church Hill.

US 360 truck traffic enters Shockoe Bottom from the south via the 14th Street Bridge. It is routed to the west on Main Street, turns north on 18th Street, and continues on 18th Street through the district. The southbound movement of US 360 is routed on 17th Street to Grace Street to 18th Street using a section of the one-way couplet.

Trucks generally use many of the roads in Shockoe Bottom. The available data on truck routes and levels of usage in the Bottom pertains to usage of 18th Street. These data indicate that about 10 percent of the total traffic along this corridor is truck traffic. Truck restrictions in Shockoe Bottom are difficult to enforce since many trucks are local delivery trucks destined to facilities located in Area A and Area A/C. The recommended routing of trucks is described in Chapter III.

Pedestrian Circulation

Shockoe Bottom generates a significant amount of pedestrian traffic. Downtown office workers walk to restaurants, visitors walk from parking lots to various businesses and visitor attractions, and

Click here to view
OFF STREET PARKING
FIGURE 2

residents walk to both employment opportunities and local businesses. Although almost all of Shockoe Bottom is served by public sidewalks, there are a number of areas and conditions which discourage pedestrian circulation. While substantial investment has occurred in recent years, some critical pedestrian links remain inadequate. Both sidewalk quality, lighting and other street amenities, complementary of the quality of the environment, often do not exist. There is not a consistent type and level of lighting and sidewalk paving throughout Shockoe Bottom. This is particularly important to Tobacco Row residents who must use Main and Cary Streets, the most important pedestrian link between the *Farmers' Market Area*, which contains the entertainment/restaurant activities, and the *Residential Area*.

Currently there are no good pedestrian connections from Tobacco Row to the *Farmers' Market Area*, from Shockoe Bottom to Shockoe Slip or from Shockoe Bottom to the Canal Walk. These shortcomings should be the highest priority for remedy in the near future in anticipation of the increased pedestrian traffic resulting from the Multi-modal Transportation Center at Main Street Station and the Canal Walk.

At the present time, the largest concentration of pedestrian traffic is in the *Farmers' Market Area*. Restaurants and other entertainment uses located in the area generate most of the pedestrian traffic. This

foot traffic is expected to increase with the revitalization and increased activities of the Farmers' Market and additional rehabilitation of buildings in the area. New lighting, reconstruction and upgrading of sidewalks, and streetscape improvements will be needed throughout the *Farmers' Market Area* to accommodate the anticipated rise in pedestrian traffic.

Sidewalk encroachment for outdoor service by some restaurant establishments has restricted pedestrian movement on the existing sidewalk in the 1700 block of Main Street with apparently little or no design consideration given to the impact on pedestrian circulation. Careful evaluation of the existing sidewalk widths and other streetscape amenities should be taken into consideration during the encroachment approval process to ensure that outdoor dining spaces do not become impediments to pedestrian movement.

Streetscape improvements already in place along 18th Street between Main Street and Grace Street are intended to accommodate the existing heavy pedestrian traffic that occurs within that part of the district, especially on weekends. However, access to the core area of Shockoe Bottom is usually gained by parking at locations removed from the core and walking to it. These pedestrian routes also need to be improved if the area is to retain its development momentum. Specific recommended sidewalk and lighting

improvements are described in Chapter IV.

Parking

The Off-Street Parking map, Figure 3, depicts the location and type of current off-street parking, and the location and restrictions associated with on-street parking spaces.

A total of 6,820 parking spaces are located in Shockoe Bottom. Of these spaces, 5,626 (82% of total) are off-street spaces and 1,194 (18% of total) are on-street spaces. The on-street spaces are restricted in many locations. Some spaces are not available during the morning or late afternoon peak periods and many other spaces are limited to one or two hours.

Surface parking lots that are available to residents, employees and visitors are widely scattered throughout the area, but they are inconvenient to use, and poorly lighted.

The table on page II-8 shows the supply and demand equations for the Areas that have been delineated for Shockoe Bottom. The demand figures provided are based on the assumption that the buildings were fully occupied. Currently, not all buildings are fully occupied, yet there is a perception of a parking shortage in the core areas of Shockoe Bottom. As

buildings are rehabilitated and redeveloped, the perception of a lack of parking supply will intensify.

Parking Supply and Demand in the Shockoe Bottom Area

The total parking space demand generated by land uses within Shockoe Bottom is 7,684 spaces. The demand exceeds the existing supply by 864 spaces. The greatest need for additional parking occurs adjacent to the state office buildings on the western edge of the study area, and in the heart of the Farmers' Market area. Parking deficits also exist in the blocks that are located along the edge of the *Transition Area (A/C)*, and in the *Residential Area C*.

The notion of excess parking supply, however, is somewhat deceiving. Excess parking exists because of large surface parking lots in the *Broad Street Corridor (Area B)* and the parking deck located on 14th and Cary Streets in the *Shockoe Slip (Area E)*. These parking areas serve primarily as parking supply for the State office complex and MCV facilities to the west on Broad Street and for *Shockoe Slip*. The excess capacity that does exist in these Areas is used to meet parking demand not generated within Shockoe Bottom.

The preliminary data indicate that there is a lack of

parking within the *Farmer's Market Area*, which contains many of the restaurant, retail, and entertainment establishments that draw people to Shockoe Bottom. The lack of parking in the *Farmer's Market Area* means that people have to park in other areas that are remote to their destination.

Where there is excess parking space, the quality of parking is often substandard. In the evening, there is excess parking in the Broad Street Corridor and Shockoe Slip but the substandard on-site conditions and the substandard conditions of the surrounding streetscape limits widespread use. These are certainly factors that most people consider when looking to park and gain access to the *Farmer's Market Area*, an area already generating more parking demand than it can handle. Thus, the primary need in Shockoe Bottom is to provide:

- Additional, adequately lit, and well designed parking areas at the western and northern edges of Area A, and accessible (within 400 to 500 feet) to the core

uses.

- Improved lighting, on-going maintenance and safety features for parking locations in other areas.

The Canal Walk along Dock Street and the Multi-modal Transportation Center are two immediate projects that will have an effect on the transportation system in Shockoe Bottom with respect to parking and related pedestrian movement.

Parking Demand and Supply in the Shockoe Bottom Area			
Area	Supply	Demand	Surplus/Deficit
A	2,062	2,975	-913
A/C	400	773	-373
A & B	236	78	158
B	1,115	462	653
B & A/C	52	44	8
C	1,086	1,481	-395
D	-	-	-
E	1,571	345	1,226
State	298	1,526	-1,228
TOTAL	6,820	7,684	-864

The primary impact of the Canal Walk will be to increase the demand for parking and a related increase in pedestrian activity in Shockoe Bottom. Parking decks and pedestrian improvements to improve access to the Canal Walk are included in the plan to address the impacts of the Canal Walk.

Activation of Main Street Station re-introduces extensive rail passenger service to downtown Richmond. Amtrak train service is planned to begin in 2001 with four to six trains daily to Washington, DC and Newport News, Virginia, and will serve an estimated 68,400 passengers in the first year of operation. Amtrak service is projected to increase to 16 to 17 trains per day by the Year 2005 and serve an estimated 232,900 passengers. The demand for long term parking to serve these passengers will be met by a new parking deck west of Main Street Station at the current site of the state Consolidated Laboratories and by a surface parking facility under Interstate 95. Short-term parking demand for cars is to be provided by the surface lot east of Main Street Station.

Greyhound bus service, as part of the Multi-modal Transportation Center, is also scheduled to be located at Main Street Station in year 2005. Long and short-term parking generated by Greyhound bus service will be minimal and will share the parking areas provided as part of the re-activation of Main Street Station.

Bus usage at the facility will be as significant as the current station on the Boulevard, which serves over 800,000 riders annually, half of which transfer to other buses in Richmond. Up to 65 buses serve the Boulevard station daily.

No bus maintenance facilities are proposed to be relocated to the Multi-modal Transportation Center. All Greyhound bus movements will be concentrated west of Main Street Station. The incorporation of Greyhound bus service in the Multi-modal Transportation Center should not generate any adverse effects on the Shockoe Bottom transportation network. However, the Multi-modal Transportation Center should be monitored to ensure that there are no negative spillover effects such as Amtrak parking on local streets, or heavy Greyhound bus traffic within the pedestrian areas.

Community Facilities

Currently community facilities serving, or available to, Shockoe Bottom property owners, residents and visitors are limited to the following Recreation and Parks Facilities:

- Canal Walk: A key element of the Canal restoration provides for pedestrian circulation from the Tredegar Iron Works/National Park Service Visitor Center at the west end of the canal to Great Ship Lock Park at the east end of the canal, the entire length of the

restoration effort.

- Great Ship Lock Park: A small passive park at the eastern end of the canal corridor at the beginning of the City Dock section of the James River and Kanawha Canal
- Taylor's Hill Park: An area of open space at the northeast corner of Franklin and 20th Streets adjacent to the Transition Area at the northeast corner of Franklin and 21st Streets. The severe topography of the site precludes development of the park.
- Farmers' Market: An open air public, providing an outlet for fresh farm products, produce, specialty foods, arts and crafts, as well as antiques and collectables. The Farme's Market also includes a variety of family events throughout the year.
- Jefferson Park: A passive park at the northeast edge of the *Broad Street Corridor* area. The park lies in the Church Hill neighborhood and provides open space and play area.
- Main Street Station: In the planning stages for development as a multi-modal transportation center.

Click here to view
HISTORIC DISTRICTS MAP

FIGURE 3

Public Safety

While not noted as a “high crime” area, Shockoe Bottom has benefited from police efforts to control increased vehicular cruising and heavy crowds on weekends and during some festival activities in the *Farmers' Market Area*. The potential for crime and accidents is increased by poor lighting, confusing circulation patterns, poor sight lines at many intersections and a lack of safe off-street parking in the area.

Architectural Character

The desire to preserve Shockoe Bottom’s rich architectural history has resulted in the designation of the *Shockoe Valley and Tobacco Row National Register District*, the *Shockoe Valley City Old and Historic District*, and *St. John’s National Register District* and *City Old and Historic District*. Shockoe Bottom is almost entirely covered by these districts.

One focus of this plan is to identify one or more methods to preserve the wealth of architecture in Shockoe Bottom as revitalization occurs. The history of urban development is replete with the sacrifice of architectural character, or the sacrifice of the building elements that provide that character. More often than not this sacrifice is condoned in the exuberance and enthusiasm for “new” development. The buildings that generate this character are a valuable resource and care must be exercised to preserve them.

Types and Boundaries of Current Historic Designations

There are currently two general types of historic

designations within the Shockoe Bottom study area. In parts of the area, these designations overlap one another but do not have the same borders. These two designations are known as the *National Register District*, and *City Old & Historic District* and are shown the *Historic Districts map*, Figure 4. A more detailed description of the implication of these two types of designations is included in the Appendix.

The Shockoe Valley & Tobacco Row National Register District: This designation covers most of what commonly is known as Shockoe Bottom. It is a state and federal designation and includes approximately 400 buildings in this district. It does not require any design review process unless the property owner decides to take advantage of state and federal tax credits that are available under this designation or otherwise use federal funds (i.e. Community Development Block Grant) for rehabilitation.

Shockoe Valley Old & Historic District: Only a small section of the *National Register District* (18th to 21st Streets and Franklin to Marshall Streets) is included in this City of Richmond designated district. Any exterior change to the property of property owners within this district is subject to review by the City of Richmond Commission of Architectural Review.

Saint John's Church National Register and Old and Historic District: This historic district is immediately adjacent to Shockoe Bottom. The oldest historic district in the City, its boundaries begin at 21st Street and at the alley north of Main Street and continues north to include Broad Street. The City designated

Old and Historic District and the Federally and State designated *National Register District* maintain essentially the same boundaries.

Individual Landmarks and other structures: There are also several properties within the *National Register District* that also are individually listed on the *National Register*. They are:

- Old Stone House (Edgar Allen Poe Museum), built prior to 1740 at 1916 East Main Street is the oldest structure in the City of Richmond.
- Adam Craig House built in c.1787, on the northwest corner of Grace and 19th Streets.
- Mason’s Hall built in 1787, at 1807 East Franklin Street is the oldest Mason Hall in continuous use in the United States.
- 17th Street Market established in 1780 is the oldest continuous farmer’s market in the



country.

- Pace-King house built in 1860 at 205
- North 19th Street.
- Main Street Station built in 1900 at 1520 East Main Street.
- Seaboard Bldg built in 1909 at 1500 East
- Franklin Street

Development Activities and Trends

Over the past decade with the anticipated completion of the James River Floodwall and a growing interest in Shockoe Bottom, the area experienced a significant amount of private investment and development activity. Much of this was facilitated by historic preservation tax credits, the City's real estate tax abatement program and by a general awareness of opportunity and commerce of Shockoe Bottom in a historic and desirable environment. There has also been an abundance of older, mostly manufacturing buildings of appropriate quality and style to provide rehabilitation and business location opportunities. This trend is expected to continue as industrial uses relocate, continuing to add opportunities, and as investment tax credits and the local tax abatement programs remain.

There are several significant projects in the planning or development stages which are expected to have a significant presence and influence in Shockoe Bottom.

The Multi-Modal Transportation Center at Main Street Station: Main Street Station is expected to become a regional transportation hub by 2005. With passenger rail service and eventually intercity bus service and high speed rail to the Northeast corridor, the activities associated with the station can potentially generate both positive and negative impacts for Shockoe Bottom. The development plans for Main Street Station provide for most of the primary



vehicular access and parking, interstate bus service, and the main pedestrian entrance to occur on the west side of the Station. Although the station will bring hundreds of thousands of patrons through Shockoe Bottom, the vast majority will be simply passing through or making transfers to other bus routes. The impact of the bus patron market on the existing Shockoe Bottom businesses will likely be reflective of a small minority of total ridership using the station. The Main Street Station will add to the demand for parking in Shockoe Bottom. This demand will come from both employees and patrons requiring both long and short-term parking. The opportunity to address short-term parking allows for providing short-term visitor parking for Shockoe Bottom, as well.

In order to maximize the potential of the station, it is important to create certain pedestrian amenities, such as drop off areas, plazas and enhanced sidewalk connections. A drop off area and a surface parking area are currently recommended under elevated Interstate 95 and the railroad trestles across from the station front. Grading of the area to accommodate the surface parking will be needed to allow walkways to provide pedestrian access to the station and pedestrian linkages to the Shockoe Slip area by way of Cary Street.

Canal Walk: The Canal Walk Project includes 17th Street as a major pedestrian link to the Canal. Increased pedestrian traffic in the area is anticipated as visitation to the Canal increases with development and activity along the Canal. Parking demand will

also likely increase, and additional parking will ultimately need to be provided to support further Canal Walk development.

Eventually, the canal walk will extend east to Great Ship Lock Park and along the edge of the James River to the City limits. The theme and programming along this stretch of the canal will be slightly different as there will not be the adjacent development of the magnitude expected along the section west of 17th Street. There are, however, opportunities to link the canal walk and canal boat operations with the Tobacco Row development and enhancements to Chapel Island.

Tobacco Row: An adaptive reuse project in this area is using historic tax credits to convert the abandoned tobacco factories and warehouses into a mixed residential commercial area. Tobacco Row may be the most powerful single influence on development in the Shockoe Bottom District. Since 1988, the project has added more than 600 housing units to the area.

Tobacco Row properties will continue to be converted from factory/warehouse buildings to buildings that are predominantly residential use. The Tobacco Row housing units are anticipated to number more than 1,000 in the next five to six years. It is also anticipated that some existing floor space will be developed for office and commercial uses. The ability of the owners to meet the requirements for parking on their current properties (some within existing buildings) will aid in the effort to maintain the architectural character of Tobacco Row and the



Click here to view
SHOCKOE CREEK FLOOD PLAN MAP

FIGURE 4

surrounding area.

It is likely that the Tobacco Row development will also include a substantial retail component on the north side of Main Street to serve the growing residential markets of Shockoe Bottom and Church Hill.

Population growth, anticipated to continue as a result of adaptive reuse and in-fill construction over the next ten to twenty years, will exert a substantial impact on development in Shockoe Bottom. This population growth is expected to generate a market for more commercial and service uses, along with other amenities, such as active recreation areas, to meet the daily needs of a residential population. Population growth is expected to make the area more appealing for office use and provide market support for the revitalization of the Farmers' Market as it seeks to re-establish itself as more than a produce market outlet. A mature population may also deter the growth of drinking establishments with very limited menus that cater to a younger population. The consequences of an abundance of these establishments have recently begun to exert a negative image within the pedestrian oriented part of the district.

Constraining Factors

Despite the positive directions and optimism seen in Shockoe Bottom, there are a number of factors which constrain some of the positive opportunities expected in the Bottom.

The Shockoe Creek Flood Plain: Although sub-

stantially diminished with the construction of the flood plain, it was not entirely eliminated, as shown on Figure 4. Within the floodplain, residential development is not permitted unless some provision for access during times of flooding can be provided.

Loving's Produce: Loving's Produce is a major distributor of produce to restaurants and institutions in the Richmond region and operates about 30 trucks to sustain the business. This distribution business sits beside the Old Main Street Station property and was once served by a rail siding that crossed Broad Street and paralleled Crane Street. Rail service has been discontinued and tractor-trailer trucks now supply inventory for the business. The company also owns several other parcels in the immediate vicinity (a total of approximately 4.6 acres) and parks its fleet of some 30 trucks used to supply its regional customers, on one of the parcels at 17th and Grace Streets.

Continuous long-term use of this wholesale operation will deter revitalization of the area. The acquisition and relocation of Loving's Produce to another location in the City of Richmond that is suitable for a produce distribution business needs to be part of the strategy for redevelopment in Shockoe Bottom.

Commonwealth of Virginia: Both a powerful neighbor and a property owner in the western part of Shockoe Bottom, the Commonwealth of Virginia is a major factor in the strategy to achieve successful development of the Multi-Modal Transportation Center and Shockoe Bottom. The Commonwealth

controls the Main Street Station site proposed to be developed by the City of Richmond as a multi-modal transportation center.

No less important, is the impact of state employees on the available parking spaces in the western part of the Shockoe Bottom District. These employees park their vehicles in the area from 15th to 18th Streets between Main and Broad Streets and preempt the daytime parking spaces that would normally be available to visitors to commercial establishments in the Shockoe Bottom District. These employees park their vehicles in the area from 15th to 18th Streets between Main and Broad Streets and preempt the daytime parking spaces that would normally be available to visitors to commercial establishments in Shockoe Bottom. Therefore, a development strategy must be developed to include the Commonwealth regarding joint use of their existing parking facilities and the development of a parking structure or parking structures to serve the immediate daytime needs of the Commonwealth. This strategy will require persistent, on-going effort to convince the State to undertake the development required to eliminate the State employee impact on parking in the district.

**Click here to view
EXISTING LAND USE MAP**

FIGURE 5

Existing Land Use

Shockoe Bottom is comprised of a mixture of land uses, with general concentrations of types within five closely defined areas. The extent of these uses is shown on the Existing Land Use Map, Figure 5. In the westernmost portion, particularly within a three block radius of the Farmers' Market, there is a mix of retail/commercial, residential, office and public uses. Industrial and warehousing uses dominate the area around 21st Street, generally in the center of Shockoe Bottom, while the eastern portion is dominated by the former Tobacco Row warehouses and factories, most of which have recently been, or are in the process of being converted to residential use.

The existing land use pattern and recent trends in land uses can best be described within the following defined areas of the District: (see Predominant Existing Characteristics Map, page II-16).



Farmers' Market

Area A - Farmers' Market Area:

This area is characterized by small buildings (generally not more than three stories in height) that are defined by individual storefronts. General commercial uses predominate, including a proliferation of local restaurants, bars and places that provide live music. These establishments are concentrated around 17th Street, 18th Street, and the 1700 blocks of Main and Franklin Streets. The predominance of these uses has resulted in the public identifying this area as an entertainment district. A majority of the buildings are at least two stories in height; some three stories. In some cases, upper floors are devoted to restaurant uses, particularly in the core of the district. The largest operational commercial uses in Shockoe Bottom are concentrated in Area A.

Retail uses are scattered throughout the Area particularly along 17th and 18th Streets and, in almost all cases, occupy their building's ground floor. Some auto service uses are located along 18th Street. Adaptive reuse of buildings for residential units has occurred primarily on upper floors of buildings along the southern edge of the area. Major public uses include the Main Street Railroad Station (currently occupied by State offices), the Farmers' Market, and the Farmers' Market surface parking area. Surface parking lots are also located on the fringe of the area, mostly to the west, with the State parking lots surrounding the Main Street Station property.

Many uses in the area are housed in buildings that were constructed prior to 1900. At least three of these older buildings are considered threatened

because they are vacant and in poor condition.

Area B - Broad Street Corridor:

This area, north of Broad Street, along 17th and 18th Streets is made up of substantial buildings designed for industrial/commercial uses which are not all occupied. A few commercial and office uses front the Broad Street corridor from the west project boundary to 18th Street and beyond. Broad Street from 18th Street eastward serves as an edge to the district. The buildings tend to be larger; however, almost one-half are single story buildings. Much of the land area is not developed, is used for surface parking, and gives the Broad Street corridor an open, unplanned character. Nearly half of all the buildings in Area B are vacant.

Area C - Residential Area:

East of 19th Street, the buildings on the south side of Main Street start to lose their individual storefront character, steadily progressing to the larger tobacco warehouse/factory buildings constructed in the late 19th and early 20th centuries. Only one new structure has been constructed since 1927, a new apartment building built in 1997, on the southwest corner of Main and Pear Streets. Most of the structures in this area, south of Main Street, are two- and three-stories in height; only two structures are single-story. Building use is varied: nine buildings are still used for manufacturing or warehousing, three buildings are used for offices, eight buildings are primarily in retail and restaurant use, and four former factory/warehouse buildings have been converted to multi-family residential. Earlier demolitions have

Click here to view
PREDOMINANT CHARACTERISTICS MAP
FIGURE 1

resulted in gaps in the urban block face and, in some instances, left no block face at all. Surface parking areas exist, primarily to serve the multi-family units.

Area A/C - Transition Area:

This overlaps the Farmers' Market and the Residential Area and reflects its nature as a transition area between the smaller commercial buildings and mixed uses in Area A and the larger tobacco warehouses/factory buildings in Area C, the easternmost portion of the study area.

The district's most historic properties are located in the transition area. The Pace-King House on 19th street is currently used as office space. The Stone House, home of the Edgar Allen Poe Museum is located on East Main Street. The Shockoe Bottom Arts Center is located in a former factory/warehouse at the southeast corner of Grace and 20th Streets, offering the potential for the creation of a cultural focus along with the Edgar Allen Poe Museum two blocks to the south. East of 20th Street the buildings become larger and are more industrial in scale and character. A substantial amount of land within this area is undeveloped and affords an opportunity for infill development. Indicative of the area's diversity are the warehouses and manufacturing facilities in this area that appear to have been constructed between 1940 and 1954.

Area D - Canal Related Area: This area, which includes Chapel Island, forms the southern edge of Shockoe Bottom. The Canal Related Area extends from 14th Street on the west, to just beyond Pear Street on the east, and between the northern right-of-way line of Dock Street and the Floodwall on the north to the James River on the south. The canal runs through the entire length of this area. Land uses are industrial and public. Industrial use reflects the presence of the Norfolk Southern Railroad through Chapel Island and the CSX elevated tracks on the trestle that runs parallel to Dock Street as far as Pear Street. At Pear Street, both railroads turn slightly to the north where Norfolk Southern crosses under Ash Street and CSX crosses over Ash Street.

Chapel Island encompasses four significant public uses:

- a city park on the eastern third of the island, accessed across the canal lock from Great Ship Lock Park.
- a Norfolk Southern rail line and small rail yard on the southern edge of the island adjacent to the canal.
- a covered storm water retention basin; an essential element of Richmond's waste water treatment program.
- a small canal boat marina and maintenance facility.

Area E - Shockoe Slip Gateway Area:

Area E falls mostly outside the study area. It begins at 12th Street on the west, terminates at the western edge of Interstate 95 on the east, and lies between Canal Street on the south and Main Street on the north. This area incorporates most of the revitalized commercial and retail properties of Shockoe Slip area and significant parcels of both vacant land (the result of private demolition) and surface parking. A large privately-owned parking deck is located at the northeast corner of 14th and Cary Streets. The developed area between 14th Street, Cary Street, Dock Street, and the elevated tracks to Main Street Station is in predominately commercial use.

Click here to view
EXISTING ZONING MAP
FIGURE 6

Current Zoning

Existing zoning in Shockoe Bottom consists primarily of M-1 Light Industrial and B-5 Central Business Districts, with M-2 Heavy Industrial zoning south of Cary Street. The zoning pattern is very irregular, with many instances of B-5 and M-1 existing on abutting properties and directly across streets. Historically, the entire area was zoned Industrial.

The current zoning pattern is a result of numerous individual sites and small areas having been rezoned from M-1 to B-5, in accordance with city policy to accommodate adaptive reuse projects. Rezoning actions that have taken place since 1985 are mostly concentrated in the area west of 21st Street. The rezoning actions were primarily to enable residential use and eliminate off-street parking requirements for non-residential uses. In 1985, the portion of the Tobacco Row area between Main and Cary Streets east of 24th Street was rezoned to B-5 to accommodate residential adaptive reuse. B-5 zoning in that portion of Shockoe Bottom has since been expanded. Although the area's zoning was studied in 1979, there has been no comprehensive rezoning of the Shockoe Bottom area since the 1960 City-wide rezoning effort.

M-1 Zoning District

M-1 zoning has been recognized for some time as inappropriate for most of the Shockoe Bottom area. It allows a broad range of potentially incompatible land uses, prohibits residential use of any type, and

includes parking requirements that may be excessive for much of the area. M-1 zoning contains no design standards, guidelines or review process, and generally does not reflect what is envisioned as the future land use and character of the area.

The City's policy has been to encourage rezoning from M-1 to B-5 by considering individual requests from property owners. The piecemeal rezoning approach has resulted in an irregular overall zoning pattern. However, many property owners have sought to retain M-1 zoning because of its perceived greater flexibility and its accommodation of existing industrial uses.

B-5 Zoning District

The B-5 District was created, and first applied in 1976, for purposes of encouraging adaptive reuse in the Shockoe Slip area and to distinguish the area from the central business area. The B-5 District is generally considered to have been effective in enabling the successful development of Shockoe Slip. The B-5 zoning permits residential use above the ground floor of buildings with no density or floor area limits, and requires off-street parking only for residential and hotel uses. Only one parking space per four dwelling units is required for residential uses.

Other notable features of the B-5 District are:

- fairly restrictive, pedestrian-scale sign



- standards, including prohibition of free-standing signs and billboards
- prohibition of most “heavy” business and highway oriented business uses
 - prohibition of “drive-up” facilities, such as ATM machines, banks, drug stores and fast food restaurants
 - a broad range of permitted retail, personal service and office uses.

Another unique feature of the B-5 District is a provision to accommodate improvement, reconstruction and limited expansion of existing nonconforming light industrial uses. This provision is intended to ease the transition from industrial to other uses in mixed-use areas undergoing change. It enables existing industrial and warehouse use of buildings to continue without most of the typical nonconforming use restrictions until such time as adaptive reuse can occur. This provision may be particularly useful in portions of Shockoe Bottom as a means of easing land use transitions over time.

The B-5 District has been relatively effective in accommodating the early stages of adaptive reuse in Shockoe Bottom. However, with the creation of a more definitive long range plan and development strategy for the area, substantive modifications in to current zoning provisions will be needed for the longer term development of the area. Particular shortcomings of the B-5 District for application in

most portions of Shockoe Bottom are:

- no design guidelines or review process exists to aid in preserving the area’s character
- the current 60-foot height limit that is not consistent with the predominant character of buildings in much of Shockoe Bottom
- no parking requirements for most uses, but a parking requirement for residential use that may be lower than what is normally needed for large-scale and infill residential projects
- prohibition of ground floor residential use
- no density or bulk regulations for new infill residential development
- lack of provisions to promote a pedestrian orientation.

Chapter III The Shockoe Bottom Plan

The Land Use and Development Strategy for Shockoe Bottom is intended to describe a future, desired condition, as well as provide guidance for achieving this vision. This objective has been expressed in the Vision for Shockoe Bottom contained in the 1997 *Downtown Plan*. This plan for Shockoe Bottom, appropriately, provides land use and development guidance with far more specificity than any City-wide or Downtown-wide plan. This chapter of the plan addresses land use, transportation, architectural character, parking, urban design, and zoning and provides specific policy guidance and development strategies for each. As described in the previous chapter, the land use pattern in Shockoe Bottom varies greatly depending on the particular area. Similarly, the community desires and visions for these areas and the development and regulatory strategies must reflect these differences. The land use element of this Plan, therefore, is presented for six areas, since distinct strategies have been developed and tailored to each. Along with the land use recommendations, each area has a specific corresponding zoning strategy.

The Shockoe Bottom District will play several important roles in the future of Downtown. It will become an even more diverse and distinctly mixed use neighborhood, as well as the center of Richmond's transit system. The district will continue to support a lively arts and entertainment community, and will be home to a substantially greater number of residents. The Shockoe Bottom District will continue to evolve in a manner that respects its architectural character and protects the historic context of the area and surrounding neighborhoods...

City of Richmond *Downtown Plan*
October, 1997

Goals For Shockoe Bottom

Three major goals for Shockoe Bottom have been established, which reflect the vision of the *Downtown Plan* and the community's desires for this area. All of the policies and strategies in this Plan have their foundation in one or more of these goals.

Land Use

Retain Shockoe Bottom as a mixed use area with specific emphases and limitations tailored to specific areas of Shockoe Bottom.

Architectural and Community Character

Maintain elements of the historic character which define Shockoe Bottom for both private development and public spaces.

Transportation

Enhance the opportunity and environment of street level pedestrian activity; facilitate the efficient movement of vehicles; and provide parking opportunities.

Click here to view
LAND USE PLAN GOES HERE
FIGURE 7

Land Use Plan From its historic roots to the present-day, Shockoe Bottom has always been an area of mixed uses. In the last ten years since the beginning of floodwall construction, a trend has emerged that indicates a shift from an industrial and commercial emphasis to one of retail, commercial and residential uses. A strong public use presence has also been developing as a result of State and City activity. The State is seeking office space and employee parking, while the City is interested in reestablishing passenger train service at the Main Street Station, continuing efforts to link and restore segments of the James River and Kanawha Canal, and revitalizing and expanding the Farmers' Market. All of this public activity is focused at the western and southern edges of Shockoe Bottom and the retention and limited expansion of the public land use is warranted to achieve the district goals.

The Land Use Plan for Shockoe Bottom retains the concept of "mixed use" that evolved with its initial development just east of Shockoe Creek in 1707. A mix of residential, commercial, and industrial buildings has remained a part of Shockoe Bottom's land use pattern to this day. However, the land use plan recognizes, and builds upon, the gradual shift towards a commercial and residential emphasis to a continuation of the gradual phase out of manufacturing, distribution and warehousing uses.

Land Use Plan Map

The Land Use Plan Map, on the facing page, provides a depiction of the predominant land uses envisioned for Shockoe Bottom and a graphic presentation of the policies, development guidelines and strategies contained throughout the Plan. It also consolidates the land use recommendations provided for each of the Areas within Shockoe Bottom.

More specific land use policies, and the strategies on which they are based, is provided in later pages in the description for each of the areas.

Zoning Adoption of appropriate zoning implementation measures is needed to achieve the land use goals and to implement the Land Use Plan for Shockoe Bottom. Zoning objectives and strategies, including creation of two new zoning district classifications, are described in concept form in the following section for each of the Areas in Shockoe Bottom. They are derived from the “Areas Visions and Recommended Implementation Measures” tables included in the Appendix.

The measures shown on the tables, and repeated in discussions for each Area, represent a consensus reached through discussion of issues at numerous community meetings over a one-year period. They have been refined and modified, as needed, to reflect accepted zoning practices and the context of the City of Richmond’s Zoning Ordinance. These measures have been developed into specific zoning concept recommendations.

The suggested zoning concepts are intended to retain a “mixed use” character for each area and help achieve Area “visions.” The concepts reflect the differences in land use and development character envisioned among the various Areas. The final steps in implementing the zoning strategies are for the City to:

1. Use the concepts as a guide to develop specific amendments to the zoning ordinance (Chapter 32 of the City Code)

2. Revise the Official Zoning Map to apply the proposed zoning measures to the appropriate areas within Shockoe Bottom.

Keys to implementation of the Area visions are: (1) ensuring that the scale and character of infill development are appropriate to each area, and (2) preserving the character of the area - especially its historic properties. Achieving these objectives will depend largely on application of design guidelines and a design review process.

It is critical that the zoning measures described here be developed and applied in concert with design and preservation measures, if the overall implementation strategies are to be effective and applied in an efficient manner.

**Area Land Use Policies and
Zoning Strategies**

The following pages outline land use policies and zoning strategies recommended to achieve the vision described for each Area.

Click here to view
AREA A MAP
FIGURE 8

The Vision

The Farmers' Market district will continue to be an area of high pedestrian activity, with amenities necessary to support this level of activity. Special events and festivals will overtake vehicular space, when needed, to support these activities. Entertainment uses will play a major role, including nighttime activity. Visitation to Shockoe Bottom plays a major role with multiple tourist destinations in the district. The urban fabric of this area will expand to encompass adjoining vacant land.

The historic character of buildings will remain, with complementary new construction. The emphasis will remain on mixed land uses with first floors of buildings devoted to restaurants, offices, retail and personal services. The scale of uses, particularly new development, will complement the scale of existing storefronts.

Additional public parking will be available for visitors and patrons of the new Main Street Station.

The Farmers' Market will continue to be the primary focus for events and public activity.

Main Street Station will be an active transportation hub with minimal traffic impact on Shockoe Bottom.

Area A –Farmer’s Market Area

The Farmers' Market Area is quite different from the rest of Shockoe Bottom, as it appears to have been the most predominantly mixed use area in Shockoe Bottom. The Farmers' Market Area contains a majority of the two and three story buildings originally designed for first floor commercial use with residences above the first floor. These are generally found along Main, 17th, Franklin and 18th Streets and are ringed by larger buildings designed for manufacturing and other nonresidential uses. This has been, and will continue to be, the area that generates the most pedestrian traffic in Shockoe Bottom. It is intended that the proposed land uses for this Area support, sustain and encourage continuity of this mix of uses.

Commercial, residential and public uses are predominant in this area. The planned Multi-modal Transportation Center (with Main Street Station as its base), the Commonwealth of Virginia, and the Farmers Market are the three dominant public uses in the area.

Land Use Policies

- Vehicle oriented uses and features such as drive-in or drive-through facilities and auto service uses are not appropriate, and should be discouraged. Curb cuts from the street should be discouraged, with the exception of access to large parking facilities. Small

parking areas should be located in centers of blocks, accessed from alleys wherever possible.

- Adequate space to support the increased role of festivals and events in attracting visitors and promoting a positive image should be made available. The most appropriate location for multi-function space is the Farmers' Market parking lot, which should be programmed for events, as needed, and used for short- term parking at all other times.
- Mixed uses within the commercial core of this area, with first floor retail, personal service or restaurant uses should be encouraged. Ground floor residential uses should be discouraged. New commercial development should be of a scale compatible for this area.
- Encourage the incorporation of retail activity oriented to travelers at the multi-modal transportation center at Main Street Station. Parking structures associated with Main Street Station should be developed with the opportunity for first floor retail uses where they abut or face other retail uses.
- Infill development in this Area for small scale retail, office or service uses, or any combination of those uses.

- Residential development should continue through adaptive reuse of the large warehouses that remain in the area.
 - Entertainment uses designed to attract large crowds should not be permitted to expand eastward beyond the 18th Street frontage.
 - Infill development should be required to be generally compatible with surrounding development in design, massing, setbacks, scale and materials.
 - Design review beyond the existing Old and Historic District to include the remainder of the *Farmers' Market Area* should be required
- Apply building height limit consistent with predominant existing heights
 - Discourage vehicle-oriented land uses and site features
 - Limit driveways and curb cuts
 - Prohibit off-street parking between buildings and streets
 - Prohibit building setbacks from street, unless consistent with adjacent sites.
 - Address character of any setback area via design review process
 - Do not apply off-street parking requirements for most uses
 - If parking is required for any use, apply dimension, access and location standards for efficient use of surface and in-building parking
 - Provide public visitor parking (by City or others)
 - Apply pedestrian-scale business sign standards; prohibit off-premise signs and billboards.

Zoning Objectives

In order to achieve the vision and to promote implementation of the land use policies for the *Farmers' Market Area* (Area A), zoning measures based on the following objectives should be applied.

- Encourage mixed uses (per “vision”), and discourage ground floor residential
- Limit the scale of individual commercial uses, but enable sufficient flexibility
- Require landscaping and other improvements for surface parking areas and implement through a design review process

Zoning Strategy

The suggested zoning strategy for the *Farmers' Market Area* is application of a modified version of the current Urban Business District (UB) contained in the City's zoning ordinance. The intent of the UB District is to accommodate an intense pedestrian-oriented urban commercial area that is compatible with nearby residential neighborhoods, and which promotes retention of the scale and character of the area. The intent is similar to the vision for this Area.

Modifications should be made to the UB District to accommodate Area A to include the deletion of off-street parking requirements for most uses, allow changes to permitted uses and site development standards. These modifications would not be appropriate in areas of the City already zoned UB. Due to a few key differences between the current UB District regulations and the land use and zoning objectives for the *Farmers' Market Area*, a new district similar to the UB District should be created. Although the new district could be characterized as "mixed use-business", it might also be titled "Urban Business - 2" to reflect its similarity to the UB District.

Click here to view
AREA B MAP
FIGURE 9

The Vision

The Broad Street Corridor will function as an attractive gateway to, and linkage with, Shockoe Bottom, VCU/MCV Hospital complex, State and City government campuses, and Church Hill neighborhoods. A variety of land uses will continue, with adaptive re-use of industrial buildings north of Broad Street, along 17th and 18th Streets. East of 18th Street will retain a more residential emphasis as a gateway into Church Hill. Infill development along Broad street will be of compatible design, with minimal setbacks. Although a major transportation corridor for accessing the central business district and Interstate 95, Broad Street will be free of typical inter-change related development.

Area B - Broad Street Corridor

The Broad Street Corridor, west of 18th Street, is comprised of land uses that are, or were, industrial and commercial. These uses were supported for many years by the C&O Railroad facilities and service siding that paralleled 17th Street but no longer exist. The nonresidential uses were housed in substantially constructed buildings that appear to be capable of undergoing adaptive reuse for office, retail related commercial activity and residential use.

The type and scale of development east of 18th Street was residentially oriented and land use proposals for this segment of Area B reflect a policy to maintain that residential scale of development through a mix of office and residential use.

Land Use Policies

- Encourage infill development of residential uses along 19th Street between Broad and Marshall Streets and along Marshall Street at the base of Jefferson Park.
- Encourage office development as a primary use between 17th and 18th Streets with commercial (limited retail and residential use allowed). Existing industrial use is intended to be phased out over a period of time. This area is currently the southern end of an industrial nonresidential corridor that extends northward, up the entire length of 17th Street.

- The two long, low brick buildings, originally designed and used for rail freight service, along 17th Street, offer historically significant buildings appropriate for retail, office or personal service type uses.
- The Broad Street corridor frontage from Interstate 95 to midway between 18th and 19th Streets (the east line of McDonald’s restaurant and the renovated Bathhouse offices) is appropriate for commercial use.
- Residential land use is proposed along Broad Street in keeping with the character of Broad Street development east of 19th Street.
- Commercial uses such as transient housing (including motels) and fast food operations that cater to interstate traffic should be discouraged.
- Parking decks and parking lots are appropriate.
- All mixed uses consistent with the vision should be encouraged.
- Residential, office, retail and other commercial uses that do not require "drive-through" facilities should be encouraged.

- Design review should be provided for the entire Broad Street corridor to retain the visual character of the corridor and prevent inappropriate infill design.
- Limited automobile related uses may be appropriate, however quality design and minimum curb cuts should be applied.

Zoning Objectives

The Broad Street Corridor (Area B) is the most complex of the Areas. As the Area vision describes, there is varying emphasis of land use and character among three sections of the Area. No one section is large enough or distinct enough to warrant creation of a new zoning district classification. More than typical zoning, the key to implementation of the vision for the Area is proper regulatory control of scale and character for new infill development and preservation of historic properties.

Regulatory controls are needed to: (1) address the large amount of vacant and underutilized land in portions of the Area; (2) protect the character of historic properties throughout Shockoe Bottom; and (3) stabilize the importance of the Area as a gateway to Shockoe Bottom, the Downtown Area and Church Hill. In parts of the Area not already included within the City Old and Historic District, this must be accomplished through application of an appropriate design review process which incorporates design guidelines.

Zoning Objectives

Specific zoning objectives for the Broad Street Corridor Area are:

- Encourage mixed uses (per “vision”):
 - permit residential, office, retail, adaptive reuse and parking decks and lots
 - prohibit, or significantly restrict, “drive-through” uses
 - allow, but apply clearly defined standards for, vehicular oriented land uses
- Discourage, or limit, uses that attract Interstate through traffic
- Require landscaping and other improvements for surface parking areas and implementation through Plan of Development or a design review process
- Apply sign controls appropriate to intended land uses but generally less restrictive than Area A
- Prohibit or substantially limit freestanding signs
- Apply controls and/or design guidelines to:
 - provide building setback consistency, and limit curb-cuts and driveways
 - require buildings to occupy most of lot width

- maintain building heights consistent with predominant existing development

Zoning Strategy

The zoning strategy for the *Broad Street Corridor* is to amend the Zoning District Map to apply a combination of B-5 Central Business, RO-2 Residential Office and the new “Mixed Use - Residential” District proposed for the Residential Area. No new zoning classifications, or amendments to existing classifications, are proposed specifically for the *Broad Street Corridor Area*. The zoning districts should be applied in a manner that closely reflects the Land Use Plan and vision for the Area.

Re-mapping would generally consist of the following (with adjustments for detailed boundaries as needed):

- Rezoning from M-1, Light Industrial and B-5, Central Business to the new “Mixed Use - Residential” District, the area fronting Broad Street east of 19th Street and fronting 19th, 20th and 21st Streets south of Broad Street. The strategy is to promote mixed use with residential and office emphasis per the Land Use Plan.
- Rezoning of the area north of Broad Street from M-1, Light Industrial to RO-2 Residential Office. This strategy is to promote mixed residential with office use per the Land Use Plan. This represents an extension

of existing RO-2 zoning east of 21st Street.

- Rezoning from M-1, Light Industrial to B-5 Central Business, the portion of the Broad Street Corridor generally west of 19th Street and northward to Venable Street. The strategy is to promote adaptive reuse of commercial and industrial buildings for mixed residential, commercial, and office use. Existing light industrial and warehouse uses made nonconforming would be afforded flexibility to continue under current B-5 provisions. To ensure that the vacant parcels of land fronting on Broad Street may be deemed appropriate for vehicle-oriented land uses serving Shockoe Bottom and Church Hill, it is recommended that a strict design review process via the special use permit process be implemented rather than utilizing the general business or industrial zoning process.

Click here to view
AREA C and A/C MAP
FIGURE 10

The Vision

The Tobacco Row/Main Street area will be a predominantly residential, mixed use district. Main Street will retain its residential and commercial character. Specialty retail will develop along Cary Street within Tobacco Row. The eastern portion of this district, beyond Pear Street, will develop as a residential or similar anchor, with a strong focus to the River. Development will preserve open views across Chapel Island.

Parking areas will be integrated into the existing topography, with surface lots adequately landscaped to match the pedestrian oriented streetscape.

Much of the existing industrial activity will transition to other uses and new buildings will match the predominant scale of their immediate environs.

Area C - Residential Area

The number and scale of the industrial buildings that have been abandoned in Area C have provided developers with an opportunity to use zoning and tax credits available under a National Register District to transform an abandoned manufacturing and commercial use area into a predominantly residential area. The land use strategy proposed for Area C is to further the continuation of the adaptive reuse process throughout the area by permitting limited office development, and supporting commercial activity to serve the growing residential and office population.

Land Use Policies

- Residential use is proposed as the predominant use throughout Area C
- Retail and office use is proposed to support the primary residential use and is a secondary part of this desired mix of uses.
- Limited entertainment use is also permitted in a few select locations.
- A mix of residential, office and entertainment activities is proposed for the area east of 26th Street on the eastern edge of the Area C. This area can adequately accommodate this use mix.
- Single family residential use is proposed for undeveloped parcels in the area north of Franklin Street uniting Church Hill and the

Tobacco Row communities.

- Commercial off-street parking use is proposed south of Cary Street with no more than one or two levels of commercial retail/office space permitted above the parking facilities.
- Infill development along Main Street should be of compatible scale and design. Retail uses are appropriate, with the provision of off-street parking . Building setbacks from Main Street should be minimal.

Zoning Objectives

The zoning objectives for the Residential Area (Area C) are:

- Encourage mixed land uses(per “vision”)
 - limit intensive entertainment uses; limit, but not prohibit, live entertainment
 - encourage residential adaptive reuse, including ground floor
- Limit the scale or square footage of intensive commercial uses, especially infill, and, preferably, through a design review process
- Require modest off-street parking for all new uses
- Require surface treatment and landscaping improvements for parking areas

- Encourage, but not require public and private amenities for residents
- Apply bulk and density standards that enable compatible new infill residential and commercial development
- Provide flexibility for continuation (in the interim) of existing compatible light industrial uses.

Zoning Strategy

Area C is envisioned to continue developing as an area of mixed use with emphasis on residential uses. Primary future land uses are residential adaptive reuse and new residential infill development, but include a variety of office and neighborhood specialty and “anchor” commercial uses.

M-1 Light Industrial zoning currently applies to much of the area. It is not possible to achieve the vision for Area C under M-1 zoning, especially since it prohibits residential uses. B-5 Central Business zoning currently applies to most portions of the Area where adaptive re-use has occurred or is expected in the near future. Although generally suitable in terms of permitted uses and basic building scale, B-5 is not appropriate for providing many of the recommended implementation measures for the Area. Primary deficiencies include:

- prohibition of ground floor residential use
- no off-street parking requirements for most

non-residential uses

- lack of bulk and density standards for infill development
- no control of intensive, potentially incompatible entertainment activities
- no limitations on size or scale of intensive commercial uses.

Therefore, the zoning strategy for Area C is creation of a new “Mixed Use - Residential” District. The new district would be similar to B-5, but with differences to overcome the B-5 deficiencies and better reflect the Area vision and suggested implementation measures.

Rezoning of most of Area C from B-5 and M-1 to the new “Mixed Use - Residential” District should occur on an Area-wide basis. Relatively large properties, currently devoted to viable light industrial uses, which are expected to continue for some time should remain zoned M-1 until their potential for re-use is closer to realization.

In addition, the new district should include provisions similar to B-5 for flexibility for any light industrial uses that are rezoned and become nonconforming. As is the case throughout Shockoe Bottom, zoning districts should be applied in conjunction with appropriate scale and character guidelines implemented through a design review process.

Area A/C - Transition Area

This area has been identified as a Transition Area by virtue of several large industrial buildings that could be converted to residential use, mixed with substantially smaller buildings that lend themselves to residential use above the first floor level, and commercial uses such as limited retail, office, and personal service. All of these uses are acceptable except for those entertainment uses provided in the *Farmers' Market Area*.

Land Use Policies

- Land uses proposed for Area A/C should be consistent to achieve a scale of development encouraged in both Area A and Area C to provide for a reasonable transition of uses from one Area to the other.
- Combined land uses derived from Area A and Area C are proposed at a scale that will unite Areas A and C in a manner consistent with the existing character of the community.
- Residential and office uses are appropriate as a part of the mix.
- Limited commercial uses are permitted along the southern edge of this area where large factory/warehouse structures are located.

Zoning Objectives

Area A/C is a Transition Area that overlaps Area C between 19th and 21st Streets and overlaps Area A for one-half block west of 19th Street. Its character is established by a mix of the predominant architectural characteristics and land uses of both Areas. Therefore, the zoning objectives in the Transition Area (Area A/C) represent a combination of the objectives for both Areas A and C.

Zoning Strategy

Within Area A/C, the zoning boundary between the Intensive Pedestrian and Residential Areas will generally follow 19th Street, but will be somewhat irregular, and reflective of particular buildings, uses and character on a site-by-site basis. The zoning boundary between the two Areas should be adjusted over time, as market and physical conditions may dictate.

In drafting the detailed regulations in the new “Mixed Use - Business” and “Mixed Use - Residential” Districts, specific transitional provisions should be included to implement plan objectives and respect the need for flexibility in land uses and development character near the boundary between the two districts. These might include special provisions pertaining to ground floor uses, building height and bulk, and intensity of entertainment uses. An alternative for future consideration as the area develops is a special “overlay” district for the Transition Area

incorporating key features of both zoning districts. However, such further complication of zoning provisions for the Area does not appear necessary or desirable at this time.

Click here to view
AREA D MAP
FIGURE 11

Area D - Canal Related Area

Chapel Island comprises virtually all of the land in this Area. Land uses on Chapel Island are public and industrial with public use being the dominant use. Several industrial uses have been located on Chapel Island over its long history but frequent flooding has driven these uses away many years ago. Today industrial use is limited to the railroad lines, the right-of-way that traverse the northern portion of the island, and the utility structures associated with the sewage conveyance system.

The continuation of the Canal Walk, east of the flood wall, should continue along the north edge of the canal to the Great Ship Lock Park. Beyond the park, the opportunity exists for the walk to continue adjacent to the James River, downstream to the City line. A moderate reconfiguration of Great Ship Lock Park would be appropriate to facilitate improved public access and use.

Chapel Island Park on the eastern third of the island provides the most significant public open space in Shockoe Bottom. Improvements to the park, such as trails, historic interpretation, and improved water access, will provide a significant amenity for the growing number of Shockoe Bottom residents. Opportunities for recreational use of the concrete retention basin structure on Chapel Island should continue to be pursued. The adjacent development at Tobacco Row should have a positive impact on the eastern canal. En-

hanced pedestrian connections should be provided along extensions at the north/south streets perpendicular to the canal walk, with opportunities for tour boat and water taxi landings.

A high priority should be given to the improvements of the locks and the Norfolk Southern drawbridge to allow appropriate boat traffic to enter the canal. Historic tall ships could serve as a visitor attraction. The future use of portions of the City Dock area for short term private boat docking should be explored.

Further relocations of Dock Street to the south should be encouraged to facilitate both private and shared parking arrangements associated with Tobacco Row.

Due to the proximity of the Chapel Island to Shockoe Slip, the restored Canal, Canal Walk, and Shockoe Bottom to other parts of Downtown, Area D would seem to make an appropriate location for the Mounted Police facilities of the Richmond Police Department. There appears to be ample unimproved land area available to accommodate the relocation of these facilities and allow outdoor area for the horses.

Land Use Policies

- Land use should be restricted primarily to public and public related uses.
- A small, triangular shaped site, located east

of 17th Street and south of the canal, is appropriate for development

- Industrial use should be limited to the needs of the two railroads operating through the *Canal Related Area*, City utilities facilities, and canal boat maintenance.

Zoning Objectives

Area D is an area of concentrated canal and riverfront development activities. The zoning objectives for the area are to coordinate with, and reflect, the City's East Canal and Riverfront Plan.

Zoning Strategy

The creation of a specialized zoning classification for the Canal Related Area is not necessary, due to the extent of public ownership, the floodplain, and the control afforded by non-zoning means, in addition to the emphasis on public open space, recreation and tourism uses. The application of the new Downtown Civic and Cultural (DCC) District for Chapel Island does not appear to be warranted since the programming of the public spaces is not expected to be comparable to Brown's Island to the west. However, consideration of DCC Zoning for any canal walk extensions should be given.

Click here to view
AREA E MAP
FIGURE 12

The zoning strategy for the Canal Area (Area D) is to:

- Extend the zoning of the adjacent Farmers Market Area, Residential Area, and Shockoe Slip Area throughout Area D. Possibly excluding the City retention basin, which may remain zoned M-2, Heavy Industrial.
- Accommodate specific uses and development features as envisioned by the East Canal and Riverfront Plan in the detailed regulations of the proposed new “Mixed Use - Business” and “Mixed Use - Residential” Districts.
- Review the B-5, Central Business District regulations to identify any needed amendments to the regulations to accommodate the uses and activities intended along the Canal area east of Interstate 95.

Area E – Shockoe Slip Gateway

Shockoe Slip Gateway is identified as a separate Area in order to emphasize the important pedestrian, vehicular, visual and functional connections between Shockoe Slip and Shockoe Bottom. Shockoe Slip has already transitioned from a mixed manufacturing and commercial use area to a predominantly commercial area mixed with above ground floor residential use.

Land Use Policies

Commercial use is the dominant use for Area E and should remain the dominant use.

- Commercial use should include off-street parking, retail, and office use.
- Industrial use should be phased out of this area.
- Development of off-street parking and an enhanced pedestrian connection to the Main Street Station and 17th Street should be included in Area A.

Zoning Objectives

Most of Area A is currently zoned M-1 Light Industrial and B-5 Central Business, with B-4 Central Business zoning along Main Street. The zoning objectives for the Shockoe Slip Gateway Area (Area E) are the continuation of Farmers' Market Area zoning, with an additional accommodation for larger scale buildings.

Zoning Strategy

- Rezone the current B-4, Central Business and M-1, Light Industrial portions of Area E to new “Mixed Use - Business” District.
- Rezone from M-1, Light Industrial to B-5, Central Business the portions of Area E, south of Cary Street that are characterized by larger scale buildings to conform to the adjacent Shockoe Slip zoning.

Summary and Overall Zoning Strategy
In summary, the overall zoning strategy for Shockoe Bottom consists of four measures:

- **Creation of a new “mixed use - business” zoning classification, similar in many respects to the current UB Urban Business District, for application to the *Farmers' Market (Area A)*.**
- **Creation of a new “mixed use - residential” zoning classification, similar in many respects to the current B-5 Central Business District, for application to the *Residential (Area C)*.**
- **Rezoning the Shockoe Bottom study area, on an area-wide basis, generally as described in this Chapter, and in a manner consistent with the Land Use Plan and the Areas Visions and Recommended Implementation Measures.**
- **Creation of design guidelines and application of an appropriate design review process throughout Shockoe Bottom. (see recommendation at the end of this Chapter.)**

Click here to view
VEHICULAR CIRCULATION MAP
FIGURE 13

Transportation, Parking and Pedestrian Circulation

Vehicular Circulation Improvements

The following improvements are recommended to improve vehicular circulation in Shockoe Bottom, eliminate confusion, reduce the potential for accidents and pedestrian injury in the area. These recommended improvements are shown on the Vehicular Circulation map (Figure 13) and are listed below:

- Convert 17th Street to two-way traffic from Broad Street to Franklin Street
- Convert 18th Street to two-way traffic from Grace Street to Broad Street
- Convert Franklin Street to two-way traffic from Ambler Street to 20th Street
- Convert 19th Street to two-way traffic from Grace Street to Main Street
- Relocate 15th Street between Franklin and Main Streets

These improvements are designed to enhance access to the *Farmers' Market Area* and make vehicular circulation less confusing. Implementation of these improvements will increase access to commercial establishments currently by-passed due to the one-way system. In each case, a field review indicates that the streets have enough right-of-way to support two-way traffic, retain on-street parking and have adequate sight distances at intersections.

The streets surrounding the proposed “multi-

function space” should also be converted to two-way traffic in the future to support access to the site.

It is recommended that Shockoe Bottom streets be re-designated in the Bottom to eliminate the routing of trucks on 18th Street and on Broad Street through Church Hill. It is further recommended that all through trucks should use Interstate 95 and that truck traffic on Main Street should be minimized.

The recommended truck routes are shown in Figure 13. These recommended truck routes will enhance pedestrian activity and residential development. The re-designation of these routes will have to be coordinated and approved by the Virginia Department of Transportation and the Commonwealth Transportation Board. While re-designation may result in the loss of Federal funding for maintenance and improvements of the currently designated routes, it may be possible to shift this funding to the proposed new routes.

Shockoe Bottom is changing from a industrial area to a mix of residential and commercial uses. Therefore, it is further recommended that a more detailed study of truck routing be done to determine the future truck routes that would minimize the negative impacts on the Shockoe Bottom and the Church Hill communities.

The Main Street Station Multi-modal Transportation Center has the potential to generate a significant amount of vehicular traffic when in full operation.

The primary vehicle entrance needs to remain on the west side of the station providing access from Franklin Street via I-95 South and the core of Downtown. In order to keep buses off the streets in Shockoe Bottom, the circulation pattern for buses should bring them from the I-95 North ramp, east on Marshall Street and then underneath Broad Street as shown on the Illustrative Plan. Similar routing should be used for service vehicles, and employees. Passenger drop-off opportunities are appropriate on the west side of the station, immediately in front on main street, and on the east side within the short term parking areas.

Parking Improvements

Several sites have been identified as potential locations for expanded public parking - most importantly, as locations for decks. These have been identified in the Illustrative Plan (Figure 14) facing this page. As Shockoe Bottom develops, some of the surface lots could be converted for commercial or residential development. Centralized parking has been used in other areas of Richmond and has generally enhanced the pedestrian environment. Easily accessible and attractively designed parking structures are preferred over vast surface parking lots. Each potential deck location is discussed below. The primary emphasis is to expand parking at the western and northern edges of the *Farmers' Market Area*, and in the vicinity of Main Street Station and Canal Walk- the primary generators of the of future parking demand. As additional residential development occurs, particularly in the vicinity of Tobacco

Click here to view
Illustrative Plan

FIGURE 14

Row, private parking areas will need to be created.

The preferred alternative for a parking deck is the block north of Grace Street between 17th Street, Crane Street and Broad Street. This lot, which currently functions as a private surface lot (primarily for Loving’s Produce trucks), has two important characteristics - level topography and good vehicular access. If supported by demand, a parking deck at this location would help anchor this section of 17th Street and provide access to uses in close proximity on 18th and 19th Streets. The use would be public parking with the potential for shared daytime parking to serve State and Medical College of Virginia facilities to the west on Broad Street. Night time demand would be generated by entertainment and restaurant uses. Design considerations would include the need for lighting and security enhancements and opportunities for street level retail.

The highest priority for a deck to serve the Main Street Station is on the site currently occupied by the State Consolidated Laboratories. Integration of this site into the Main Street Station project will allow for street realignments, site clearance and the construction of a deck to serve state employees and Main Street Station patrons.

Another potential parking deck site lies adjacent to the Main Street Station surface lot between the Station and the Havana 59 restaurant. The parking

deck would replace an existing building currently owned by Loving’s Produce. This location can support a small parking deck and provide access to the Main Street Station, and the *Farmers' Market Area* commercial uses, and between Franklin and Grace Streets. Design considerations would include the need to provide access from Franklin Street and egress from Walnut Alley. A parking deck in this location would also need architectural enhancements to make it fit into the urban design of Main Street Station and the proposed public “festival space”. If sub-design accommodations can not be made, or if construction of a deck interferes with passenger drop off or station access, this concept should be reconsidered.

The Canal Walk will also generate demand for parking. Two sites have been identified as potential locations for parking decks or surface lots:

- 1) the area under Interstate 95 between Main Street and Cary Street, and
- 2) the area under Interstate 95 between Main and Cary Streets, and
- 3) on the northwest or northeast corner of 15th and Cary Streets. The construction of a parking deck at the northwest corner of 15th and Cary would replace an existing surface lot.

The recommended deck at Cary and 15th Streets is proposed to be public. Other potential sites on the periphery of the *Farmer's Market Area* include:

- the surface lot at the northeast corner of Grace and 18th Streets,
- the reuse/redevelopment of a warehouse structure in the vicinity of Franklin and 19th Streets,
- a state surface lot just south of Broad Street in the vicinity of Crane Street.

All of these decks would need to be publicly financed parking decks with business support provided through a special tax district and possibly a merchant ticket validation program. The current demand does not justify construction of decks in all of these proposed locations. However, as the market develops in Shockoe Bottom, additional demand will be generated and the conversion of surface lots to deck parking may become feasible.

The area under the Interstate 95 between Main and Cary Streets can provide a significant amount of parking. By consolidating parcels, grading, surfacing and marking spaces, and providing adequate security measures, this parking area can serve Main Street Station, Shockoe Bottom and Canal Walk visitors as well.

Pedestrian Environment and Circulation

As a unique urban area, Shockoe Bottom has the

potential to be an attractive pedestrian oriented environment. In some cases, pedestrian enhancements, such as brick sidewalks, attractive street lighting, and crosswalks, will need to be incorporated into the design elements of the area. The Canal Walk project will also add to the pedestrian environment. However, in many parts of Shockoe Bottom, an environment conducive to pedestrians and pedestrian circulation does not exist.

Existing and proposed uses for Shockoe Bottom generate substantial pedestrian activity. These uses are:

- Entertainment and retail establishments
- Canal Walk (at major entrances - 14th Street at the Turning Basin, 17th Street, and Great Shiplock Park)
- The Main Street Station Multi-modal Transportation Center
- Civic "festival" space proposed to the east of Main Street Station between Franklin Street and Grace Street
- Farmers' Market
- Shockoe Slip uses
- State Office Complex/MCV buildings on Broad Street
- Numerous restaurants and nightclubs, particularly on weekend evenings.

Within Shockoe Bottom, several linkages represent critical connections. These "primary pedestrian

routes" include the following:

- 18th Street
- 17th Street
- Main Street
- Cary Street
- Dock Street (in conjunction with the Canal project)
- 25th Street
- Franklin Street (as future residential development occurs)

These streets should be a priority for streetscape improvements to enhance the pedestrian environment. These improvements include sidewalk enhancements (such as brick sidewalks), street trees, period street lighting, crosswalks, benches, and trash receptacles. Adequate light is essential for all of the sidewalks in Shockoe Bottom.

17th Street - 17th Street is the primary pedestrian connection from Shockoe Bottom at the Farmers' Market to the Canal Walk, with an entrance at Dock Street. This narrow street also provides access to a number of parking areas for residential structures. Streetscape improvements have been implemented on the west side of the street, with no corresponding improvements on the east side. To complement the sidewalk character, it is recommended that this street section be paved with brick or granite paving materials. It may also be appropriate for widening of the sidewalks in this section at the expense of either a

vehicle or parking lane.

18th Street - 18th Street serves as a primary pedestrian connection linking adjacent businesses and restaurants. Streetscape improvements including brick sidewalks, street trees and ornamental lighting have been implemented along 18th Street from Broad Street to Cary Street.

Main Street - Along Main Street, between 15th and 17th Streets, substantial improvements are recommended to the sidewalk area. Much of the suggested improvements are triggered by the need to accommodate pedestrian movements at the Main Street Station and the Farmers' Market. The existing parking lane (north side) should convert to a pedestrian drop-off and transit stop. By extending the sidewalk into the parking lane at the Farmers' Market, it enhances that public space, and keeps traffic away from the station drop-off area. This improvement can also enhance the pedestrian connection across Main Street to the canal corridor. The sidewalk in front of the station, combined with the current parking lane can serve taxis, buses, trolleys, and private vehicle pick-up and drop-off. On the south side of Main Street, a similar drop-off area can be created, integrated with the surface parking area. An enhanced crosswalk (signal controlled), directly in front of the station would also be appropriate.

Shockoe Bottom also has some problem areas where

pedestrian movements are discouraged because of conflict with vehicles. The problem areas include the parking and street sections under Interstate 95 in the *Farmers' Market Area* and the Canal Area, Main Street between 17th Street and 18th Street, and 17th Street from Dock Street to Franklin Street (including the Farmers' Market). In these locations, traffic measures such as transit lanes, varied surface treatment of the roadway and pedestrian crosswalks are recommended to slow traffic and enhance the pedestrian environment. These recommended improvements are shown in Figure 14, along with the proposed pedestrian corridors.

The area under Interstate 95, is inaccessible, poorly lighted and maintained, and serves as a barrier to pedestrian movements. To eliminate this barrier, grading of the area, construction of a surface parking lot is recommended to provide additional short term parking for Main Street Station, and construction of a pedestrian connection to Shockoe Bottom and Main Street Station from Shockoe Slip. Extensive landscaping and pedestrian scale lighting are also recommended to compensate for current inadequacies (see the Illustrative Plan, Figure 14).

Improvements to sidewalks and streetlights in Shockoe Bottom are recommended. Brick sidewalks and attractive streetlights are currently concentrated in the *Farmers' Market Area* and along Tobacco Row in the *Residential Area*. There is a lack of essential

pedestrian facilities needed to link these two Areas, as well as the fringes of Shockoe Bottom. In some cases the lack of sidewalks or streetlights creates “dark blocks” that deter pedestrian movements at night. Evening use of some parking lots is severely deterred by the isolated location of these spaces as well as inadequate sidewalks and street lighting along the adjacent streets.

The public sidewalks serve as both corridors to move pedestrians and access for local businesses, in addition to bring a significant design element in Shockoe Bottom. The public sidewalks serve as links between parking, retail and entertainment venues, also between residential areas, connecting visitor attractions, and key areas of Downtown.

Preservation of Neighborhood Character

The Vision

The historic character of buildings will remain throughout the Shockoe Bottom area, with rehabilitation and adaptive reuse of buildings. New construction will be complementary to existing buildings.

Pleasant pedestrian environments will be created through the use of attractive streetscape elements.

The distinctive character of Shockoe Bottom will remain by continuing the emphasis on mixed land uses with the first floor of buildings devoted to restaurants, offices, retail and personal services. The scale of uses, particularly new development, will complement the scale of existing storefronts.

Land Use Policies

Specific land use policies related to the preservation of neighborhood character include:

- Maintain the traditional street grid design throughout Shockoe Bottom.
- Maintain the street "wall" effect of continuous rows of buildings at the front of the property line.
- Prohibit demolition of historic buildings or buildings with contributing architectural character.
- Preserve, through rehabilitation and adaptive reuse, buildings that contribute to the architectural character of the area.
- Preserve existing streetscape elements and design new elements that complement the architectural character of the area.
- Insure that any new buildings relate to, and enhance, the existing architectural character of the area.
- Create attractive gateways at the entrances to Shockoe Bottom that emphasize the area's distinctive architectural character.

Rehabilitation/Adaptive Reuse of Buildings Issues

The current volume of tax credits issued for completed rehabilitation projects evidences a fairly high level of careful rehabilitation to preserve the architectural character in Shockoe Bottom. Over the past twenty years, approximately 37 projects have been

completed with a total rehabilitation value in excess of \$30 million (approximately \$16.9 million by Tobacco Row) in the Shockoe Valley and Tobacco Row (Shockoe Bottom) National Register Historic District. The neighboring Shockoe Slip National Register Historic District has seen nearly \$23 million of rehabilitation projects completed during the same period.

However, while Shockoe Bottom continues to experience increased economic reinvestment, some properties are still plagued by lack of maintenance, particularly vacant buildings. Other "preservation" issues can be attributed to the lack of any design review process in place for smaller projects whose owners either choose not to apply, or do not qualify, for federal tax incentives. Finally, some problems relate to inappropriate changes made to certain structures many years ago, before there was an awareness of historic preservation in the District.

Some of the building problems noted in Shockoe Bottom are missing cornices, bricked in windows, boarded up or heavily altered and filled in storefronts, unpainted wood, backlit projecting signs, paint and awning maintenance, and some examples of incompatible designs. Incompatible design issues include placement and materials for recently installed sidewalk cafes and outdoor entertainment areas.

The limited sidewalk depth throughout Shockoe

Bottom and the lack of design controls governing sidewalk cafes, in particular, raises a policy question as to whether such use should be allowed to continue, let alone be encouraged.

New Construction

There are very few examples of new construction in the district. Recent examples include:

- A McDonald’s restaurant located on the Broad Street Corridor is designed as a two-story brick structure to blend in with the historic character of the area. However, the configuration of the drive-through and curb cuts, as well as the site layout, have created significant concern with some neighbors.
- An Exxon service station has been constructed along the same corridor. While the building and canopy have some “Colonial” architectural detailing, the overall site plan and building configuration is one of an auto-oriented use.
- A sound recording studio "In Your Ear," at the corner of 19th and Broad Streets retained the facades of four Nineteenth Century row houses.
- An apartment building at 26th and Main streets. This is a five-story brick structure

with a form and height similar to older nearby warehouses although the details result in a more contemporary design.

Future infill opportunities indicate the need for the design of new construction to be compatible with historic structures and particularly, for storefronts to be included at street level design.

Non-contributing Structures

There are very few examples of non-contributing structures in the study area. Most examples are more recent warehouse-related block construction or auto-related uses on Broad Street. Due to the limited number of non-contributing structures, the study area as a whole has a very high degree of integrity of historic buildings.

Endangered Contributing Structures

Several historic residential structures are in poor condition, particularly in area of Grace and Broad Streets, around 18th and 19th streets. If they are not stabilized soon, they may be lost to demolition by neglect. Parking needs may continue to create pressure to add new surface lots to the area and possibly lead to the demolition of existing structures in the future.

Possible Regulatory Effects of Types of Historic Designation

In the chart entitled “Comparisons of Design Review

Processes” contained in the Appendix C, the two types of locally available design review processes are compared: Old and Historic Districts and Design Overlay Districts (DOD). The National Register of Historic Places District designation only requires design review, if a property owner is applying for state and federal tax credits. For this reason the National Register designation is also included in the comparative chart.

City of Richmond Old and Historic Districts

The City’s Old and Historic District design review process has been in use since 1957. It is based on state enabling legislation that grants localities the legal authority to create local historic districts with design review. The Richmond Commission of Architectural Review (CAR) administers the program with staff support from the Richmond Department of Community Development. The regulations require that an application for a Certificate of Appropriateness must be submitted before the applicant’s project is reviewed at monthly meetings of the CAR. Currently, written design guidelines are being developed to ensure the CAR is making determinations of compliance with the character of the district as uniformly as possible.

The process is well known, since it has been the type of design review used for the longest period of time. It is detail and design oriented with very high standards. Such careful review has been effective in

producing high quality preservation projects.

Because an applicant has to apply before being placed on a monthly agenda, time and project delay may be a factor. However, applicants generally consult with CAR staff prior to submitting their application to for design review. These applicants seldom experience unnecessary delays to their project, if approved. The current guidelines, now in use by the Commission, should effectively address previous citizen concerns that the CAR appeared arbitrary in some of their review decisions.

City of Richmond Design Overlay District

This type of design review is relatively new to Richmond, although the City has had the power to create such districts since 1987. The concept behind Design Overlay Districts (DOD) is to have a flexible tool to preserve neighborhood character, and the methods used to create such a district are different from the traditional historic district. First, property owners in the district request designation. Second, the extent of design review and guidelines that support this process are created largely by property owners with staff assistance. The staff then reviews projects at any time using the guidelines as a basis for decisions. The DOD designation has only been used in Richmond's "West of the Boulevard" area. In this instance, new construction is the only category of building activity which is reviewed under this designation.

Factors in favor of a design overlay district are:

- A more flexible approach to permit the extent of design review to be decided upon by property owners.
- Less stringent preservation standards than those required by the Secretary of the Interior's Standards for Rehabilitation. (Which is the basis for the design review process used by the CAR.)
- Quicker approval times are possible with only staff and not a commission completing the design review process.

Design Overlay Districts give concern to some preservation adherents because such districts focus only on the street facades of new residential construction and do not extend review to rehabilitation projects and building demolition. Concern also exists among some preservation adherents that less stringent preservation standards may be developed in an effort to encourage rehabilitation that does not consider the preservation of a building's architectural character, thereby lowering the quality of rehabilitation and preservation projects.

National Register of Historic Places Historic District

This designation is applicable in most of the study area. The Historic District was created by the Virginia Department of Historic Resources and the City of Richmond in 1981. While this designation

uses a federal form, the state will usually designate the district as a state historic district at the same time they recommend it for the federal listing. Properties listed on the National Register are not subject to design review controls. A private property owner may make any changes (if no application is made for tax credits) and even demolish a building (pending issuance of a Demolition Permit from Richmond's Commissioner of Buildings) on the National Register without state or federal review. Designation does provide for tax incentives to preserve contributing (historic) buildings within a National Register district. Contributing buildings may qualify for 20% federal and 25% state tax credits for substantial rehabilitation but the owners do not have the option to take 10% non-historic credit. If an application is made for the tax credits, the entire project (exterior and interior changes and any or additions) must be reviewed by state and federal officials using the Secretary of the Interior's Standards for Rehabilitation as a guide. This designation also provides for the impact of any federally funded or licensed activity to be assessed and reduced to a minimum in a National Register district.

The Preferred Option to Achieve Design Objectives

The Design Overlay District is the preferred option to achieve design objectives in Shockoe Bottom.

The boundaries of any Design Overlay District should include all of Shockoe Bottom. The Design Overlay District should include the design review of all new construction and rehabilitation of existing buildings. The design guidelines created under such a designation should provide some degree of flexibility in certain items such as sign design, awnings, and paint colors, but should still be based on the Secretary of the Interior's Standards for Rehabilitation since the area is already National Historic District for the most part. By basing the local guidelines on these federal standards, there would be similar criteria for local design review and for state and federal tax credits as well.



NOTE: A more complete discussion of these issues is contained in the *Shockoe Bottom Land Use And Development Strategy Historic Preservation Report* by Frazier Associates prepared as a part of this planning process.

Chapter IV Plan Implementation Strategies

A district as large, diverse and complex as Shockoe Bottom will require several strategies or actions to achieve the goals of the Shockoe Bottom Plan. Revisions to the City's Zoning Ordinance and Zoning Map, application of a Design Overlay District, and creation of a Special Tax District and programming funding for public improvements are important actions that should be implemented immediately.

Other strategies that should be implemented over a five-year period beginning in the year 2000 include:

- implement streetscape and other right-of-way improvement
- modify the one way traffic circulation pattern
- prepare a truck routing study and designate new truck routes
- implement traffic calming measures
- acquire sites for provision of parking facilities
- expand the Farmers' Market
- development of Main Street Station

The above strategies, listed in their order of priority, are needed to achieve Shockoe Bottom Plan goals in a timely manner.

The Shockoe Bottom Planning Committee

The Shockoe Bottom Planning Committee was assembled to guide the development of this plan and represents a coalition of organizations and stakeholders in Shockoe Bottom. Following the adoption of this Plan by City Council, the Shockoe Bottom Planning Committee should remain intact and active to serve as a mechanism for keeping together the multiple organizations with strong interests and commitment to Shockoe Bottom. It will also allow the opportunity for sharing of information among the various participants; all of whom maintain the common interest of achieving their shared vision for Shockoe Bottom and the implementation of the Shockoe Bottom Plan.

Membership on the Shockoe Bottom Planning Committee should remain open to represent merchants, residents, and property owner associations, both within and immediately adjacent to Shockoe Bottom. These include the Church Hill Association, Shockoe Bottom Residents Association, Shockoe Bottom Merchants Association, Farmers' Market Commission, Richmond Riverfront Development Corporation and Richmond Renaissance. In addition to organizational representatives, the Planning Committee should also continue to solicit the input of individual Shockoe Bottom business owners, property owners and residents.

The future role of the Planning Committee should be to oversee the implementation of this Plan, and maintain and advocacy role on the behalf of the Shockoe Bottom Community to insure that the recommendations of this Plan are implemented. In addition, this committee should review and comment on the continuing progress of the Main Street Station development, future planning for the East Canal Walk, the recommended truck routing study as well as other development issues and proposals impacting Shockoe Bottom. The Committee should be expanded, if necessary, to insure representation from all organizations in the area.

The Planning Committee should also be positioned to recommend amendments to this strategy as may be needed in the future.

Strategies Requiring Immediate Action

Several strategies for implementing the goals and policies of the Shockoe Bottom Plan require immediate action. These are:

1. **Zoning**

Amend the Richmond Zoning Ordinance and the Official Zoning Map in order to achieve the land use policies and zoning objectives of the Shockoe Bottom Plan and to adequately guide future development and revitalization in Shockoe Bottom.

Strengthening zoning in the area by creating two new zoning district classifications and applying the new districts together with other zoning map changes should be accomplished as soon as possible. The components of this strategy are:

- a. *Creation of a new “mixed use- business” zoning classification consistent with the concept described in Appendix “A”.*
- b. *Creation of a new “mixed use- residential” zoning classification consistent with the concept described in Appendix “A”.*
- c. *Rezone Shockoe Bottom and apply the new zoning classifications. Implement other Zoning Map changes as described in Chapter III, for each of the six Areas in Shockoe Bottom.*

2. **Design Overlay District**

The creation of a design overlay district with appropriate design guidelines should be prepared at the same time as the aforementioned new zoning classifications. The Shockoe Bottom Design Overlay District should provide for design review of all new construction and the rehabilitation of existing buildings if the character of Shockoe Bottom is to be preserved.

3. **Special Tax District**

The Shockoe Bottom Business Association, the Shockoe Bottom Residents Association, and the Forest City Residential Corporation and other significant developers should form an alliance and support the development of a special tax district to assist the city in funding needed public improvements in Shockoe Bottom. A special tax district will assure continuity for funding of public improvements to improve the pedestrian environment and to assist the city in the financing of parking facilities at critical locations throughout Shockoe Bottom.

Strategies to be Implemented In Year 2001 – 2006

The following strategies are recommended for implementation over a five year capital budget period.

Establish a Priority for Public Improvement of the Pedestrian Environment

There is no recognized hierarchy of pedestrian corridors. A hierarchy should be established to ensure that the increasing pedestrian traffic can circulate freely and safely between destination points. The initial hierarchy should include, at a minimum, the following corridors:

- A pedestrian corridor from Cary Street to Main Street Station to unite Shockoe Slip with Shockoe Bottom,
- A pedestrian corridor uniting Area A with the Canal Walk by way of 17th Street from Main Street to Dock Street,
- The *Farmers' Market Area* from Main Street to Broad Street and from 17th Street to Ambler Street, and
- Main Street from Main Street Station to Pear Street, which provides access to all of Tobacco Row.

Modify the One-Way Traffic Circulation Pattern

Change the traffic circulation pattern from a one way movement to two-way movement on:

- Ambler Street
- 17th Street (from Broad Street to Franklin Street)
- 18th Street (from Broad Street to Grace Street)
- 19th Street (from Grace to Main Street)
- Grace Street (from Ambler Street to 17th Street)
- Franklin Street (from Ambler Street to 25th Street).

Support will be needed from the Shockoe Bottom Business Association, the Shockoe Bottom Residents Association, and the Farmers' Market Commission for this change if it is to be accomplished.

Designate New Truck Routes

The existing truck routes that run through Shockoe Bottom are disruptive to the Church Hill and Shockoe Bottom residential communities of which the recent growth has occurred primarily through adaptive reuse of obsolete industrial and commercial buildings. This pattern of adaptive reuse will further reduce the industrial/commercial activity that has dominated the area and result in a pattern of residential, commercial and office use as the dominant land use activity. Therefore, a new designation of truck routes is proposed as follows:

- Westbound US Route 360 trucks would be directed to use 17th Street to Broad Street, left to 14th Street where they would turn left to cross the James River.
- Eastbound US Route 360 trucks would be directed to use 14th Street to Broad Street, to I-95 or to 18th Street.

During the near term, trucks would be encouraged to minimize travel on Main and Broad Streets and to use Interstate 95 when possible. Given the impact of trucks on the residential areas of Shockoe Bottom and Church Hill, a detailed truck routing study should be prepared to determine the best alternatives for future truck travel.

Traffic Controls

To reduce the speed of Main Street traffic and accommodate the “kiss and go” traffic at Main Street Station, special pavement material within the Main Street right-of-way is warranted. This treatment will produce a traffic calming effect between 18th Street and 15th Street in Area A, “Intensive Pedestrian Area.”

The suggested treatment includes:

- Installation of transit lanes on each side of Main Street between 15th Street and 18th Street for the exclusive use of buses and taxis. These transit lanes would be identified

by the use of a textured paving material such as concrete paving brick or other suitable paving blocks.

- A slight raising of the intersection elevation at 15th and Main Streets, both segments of 17th and Main Streets, and 18th and Main Streets, and the paving of these intersections with granite paving blocks will differentiate the intersection treatment from the transit lanes.
- Prohibiting left turn movements on 17th Street from Main Street will encourage the use of 18th Street to access Farmers' Market parking, since 18th Street has a wider right of way and is more conducive to accommodating vehicular traffic.

Site Acquisition for Parking Facilities

The City of Richmond should include the acquisition of the Loving Produce property (on the south side of Franklin Street and adjacent to the Main Street Station surface parking lot) in the Main Street Station's Development Plan for redevelopment as a two level parking facility. This facility should be shared on a contract arrangement with adjacent 17th Street development currently lacking customer parking. Early commitment to this concept should enhance the adaptive reuse of the old Railroad, YMCA, and the vacant property at the corner of Franklin and 17th Streets, both are significant buildings that should be retained. Acquisition of this

site should be based upon the approval of a special tax district unless other financing for this facility can be found.

The acquisition of other parking sites should follow the creation of the special tax district.

Expansion of the Farmers' Market

The existing site and other constraints on the Farmers' Market severely limit the ability of the Market to implement new innovative marketing programs. The present facility was designed to accommodate vendors of farm products, primarily vegetables.

To succeed as a public market, new approaches are being pursued by the Farmers' Market Commission to attract consumers to the area on a year-round basis. The most logical and appropriate expansion of the Market is to the north between 17th and Ambler Streets, including what is now the market parking area and /or the existing Loving's Produce building. Contact should be made with the owner of Loving Produce to ascertain the future of the wholesale distribution operation at this location and the possible availability of the property.

Funding

Capital Improvement Program funding should support implementation of these strategies for achieving the Shockoe Bottom Plan. The Canal

Walk which recently opened east to 17th Street, and the Main Street Station's reopening will soon follow. A revitalization of the Farmers' Market program to increase pedestrian activity is underway and Forest City is moving ahead with the adaptive reuse of the old Tobacco factories for multi-family residential use. Surely, some capital budget funding is warranted to ensure that adequate pedestrian corridors are improved to encourage pedestrian circulation and that parking spaces are available to accommodate the tourist and other visitors to Shockoe Bottom and the Canal Walk.

A projected budget for implementation of these strategies is included as Appendix B.

APPENDIX A

The following provides suggested elements to be included in the new zoning districts in order to achieve the Land Use Plan objectives.

Concept of new “Mixed Use Business” District

Title and intent of district: It is suggested the district be titled “Urban Business - 2” (UB-2) to reflect its similarity to the current Urban Business (UB) District and to identify it as a primarily business zoning classification. The statement of intent for the district should be similar to the UB District in many respects. It should emphasize that this classification is intended to encourage a densely developed pedestrian oriented business area that is compatible with the residential uses located nearby and within the district with minimal disruption from vehicle oriented land uses and features, such as driveways, and vehicle traffic crossing public sidewalk areas. It should also be stated that this district is intended to promote continuity of store-front character with a mix of small-scale retail, personal service, tourism, restaurant, entertainment and office uses along street frontages, with dwelling and other compatible uses on upper floors, and public parking consolidated at convenient locations. Another key statement is that the district regulations are intended to preserve the existing predominant scale and character, promote adaptive re-use and retention of existing structures, and ensure that new in-fill development be compatible in scale and character.

Permitted uses: Nearly all of the permitted uses in the current UB District (primarily retail, restaurant, personal service, office and some general service businesses) should be permitted in the new district. The UB prohibition of “drive-up” facilities in conjunction with any use should also be included. A few UB uses in the new district should be deleted. These include adult day care, day nurseries, tourist homes and shopping centers. Uses to be added include farmers’ markets, public spaces for outdoor festivals and public events, hotels (but not motels), nightclubs and entertainment facilities, public transportation terminals and related facilities, and incidental processing, assembling or fabrication of products that are sold at retail on the premises. A Plan of Development should be required (as in the UB District) for new buildings and additions over a certain size, outdoor dining facilities and parking areas and lots.

Other modifications to UB District regulations that should be considered are: deletion of the floor area limit for dwelling uses (dwelling uses should be permitted above or to the rear of ground floor street frontages); and a deletion of the limits on number of employees for certain service businesses. Limiting the scale of individual commercial uses (e.g. 10,000 square feet, with possible exemption for adaptive re-use of existing buildings) should also be considered. This limitation will help retain the predominant small-scale character of the area.

Consideration should also be given to prohibiting outdoor entertainment within a specified distance of residential and mixed-use residential districts (e.g. 150-200 feet). Requiring a conditional use permit, renewable on an annual basis.

Permitted signs: Generally, the sign regulations of the UB District would be appropriate in the new UB-2 District. They are appropriate for a pedestrian oriented shopping and entertainment area. The primary exception is the maximum total sign area permitted on a lot in the UB District. (one sq. ft. per linear foot of building frontage, not to exceed 50 sq. ft.), which should be increased (e.g. 2 sq. ft. per linear foot of frontage, not to exceed 100 sq. ft.). UB provisions for permitted wall signs, projecting signs (one, maximum 12 sq. ft. per building face) awning and canopy signs (one, maximum 6 sq. ft. per building frontage), and freestanding signs (maximum 12 sq. ft., and 10' height) are appropriate in the new district. As in the UB District, animated, portable, roof and billboard signs should be prohibited.

Yard requirements: Setbacks from the street (front yards) should be prohibited in the new district, in order to maintain the existing predominant character of development. Building setbacks could be permitted as an exception, when approved in conjunction with the recommended design review process, and when consistent with existing development on an

abutting site. No side or rear yards should be required, except adjacent to property zoned Residential or Residential-Office.

Screening requirements: The standard city zoning ordinance screening requirements should be included in the new district. These include structural or vegetative screening abutting property in a residential district, and screening of parking and refuse collection areas.

Requirements for areas devoted to parking or circulation of vehicles: Requirements similar to current UB District provisions for the location and improvement of parking and vehicle circulation areas should be incorporated into the new district. These requirements are:

- no parking between a building and the street (applicable to both frontages on a corner lot)
- any parking or circulation area that is permitted adjacent to a street shall be separated by a landscaped buffer
- no driveways are permitted to intersect a street if a secondary frontage or alley is available
- low intensity lighting shall be provided in parking areas intended for night use
- general provisions for paving, striping and arrangement shall apply to all parking areas.

Additional requirements that should be considered

for parking areas and lots are: minimum tree planting based on a “percentage coverage at maturity” standard; and a minimum percentage landscaped area (e.g. 5% to 10% of the total parking area). Although basic requirements need to be addressed in the zoning district regulations, design standards implemented through a design review process are essential for addressing the details.

Height limit: The building height limit in the district should be consistent with the predominant height of existing structures (e.g. 2 and 3 stories, 26' - 38'). The heights of any newly constructed buildings in the district should ultimately be determined through design guidelines and the design review process. Flexibility could be provided by specifying a height toward the lower end of that range, and permitting greater height if approved through the design review process provided it does not exceed the height of adjacent buildings.

Off-street parking: Off-street parking should not be required for most individual uses in the UB-2 District. Absence of specific parking requirements is recommended in order to encourage joint-use public parking facilities at convenient locations, to avoid pressures for individual owners to demolish existing buildings for parking, and to promote the desired pedestrian orientation and continuous storefront character of the area. Parking should be required for dwelling and hotel uses in a manner similar to the B-5

District. Where required parking is provided within buildings, maximum possible relaxation of current City dimensional standards should be considered in order to enable the most efficient use of building space.

Concept of new “Mixed Use - Residential” District

Title and intent of district: It is suggested the new district be titled “Mixed Use - Residential” (MU-R) to reflect its mixed use character and its emphasis on residential use. An option would be to designate the district as “Urban Residential - Mixed Use.” Although the district would be similar in many ways to the current B-5 Central Business District, identifying it as a “B” district would be inconsistent with the Area C vision and “Residential” designation in the Shockoe Bottom Plan.

The statement of intent for the district should reflect the vision for Area C. The intent is to encourage a broad range of mixed uses, including neighborhood and specialty retail, personal service, and office uses. Particular emphasis should be focused on residential use through adaptive reuse of existing buildings and infill development compatible in scale and character with existing buildings. It should state the District is intended to:

- foster a desirable urban residential environment with amenities and conveniences

conducive to a high density residential neighborhood

- minimize potentially incompatible land uses and activities
- afford flexibility to enable practical and economic use of existing buildings
- afford an opportunity for a transition over time from warehouse and light industrial uses
- encourage a predominantly pedestrian oriented environment with minimal physical and visual disruption from parking areas and vehicle oriented land uses and features.
- encourage concentrations of street oriented retail and service uses along particular street frontages in the district as designated in the Shockoe Bottom Land Use Plan Map.

Permitted uses: Nearly all of the permitted uses in the current B-5 District (primarily retail, restaurant, personal service, office and some general service businesses) should be permitted in the new district. The B-5 District prohibition of “drive-up” facilities in conjunction with any use should be included. A provision similar to that in the B-5 District enabling flexibility for continuance and improvement of light industrial and warehouse uses that become nonconforming uses should also be included. A few B-5 District uses could be deleted in the new district, including wholesale showrooms, storage and

distribution facilities, and motels (hotels should be permitted, and a distinction should be made in the zoning ordinance definitions).

Another important modification from the B-5 District use regulations is to permit dwelling uses throughout the district, including ground floor street frontages. Other uses that should be added for clarity of intent include, public spaces for outdoor events; public tourism, recreation and other public activities related to the Canal and Riverfront development; and tourist homes. Consideration should also be given to specifically listing recording studios and film studios as permitted uses, since current B-5 language is unclear regarding whether they are a permitted use. Outdoor dining facilities (without entertainment) should be permitted, with conditions similar to those proposed in the new UB-2 District. A Plan of Development should be required for new buildings, additions over a certain size, outdoor facilities and parking areas and lots.

In order to reflect the vision for Area C, consideration should be given to regulations that address three additional issues. First, to promote a predominant residential character in the district, the scale of individual commercial uses could be limited (e.g. 10,000 square feet, with exemption for adaptive reuse of existing buildings). A second option, intended to promote compatibility with a residential use, is to limit intensive entertainment uses by a performance

standard requiring that where live entertainment or recorded music is provided, it shall not be audible beyond the building or portion of the building in which it is located. In addition, a size limit on uses providing entertainment would help minimize general activity associated with such uses (e.g. 5,000 to 10,000 square feet). Finally, in order to encourage concentrations of street oriented retail and service uses envisioned by the Future Land Use Plan, the use regulations could specify retail, restaurant, and service uses that are permitted only along the street frontages shown in the Plan (primarily Main, Cary, 19th, 20th and 21st Streets).

Permitted signs: Generally, the sign regulations proposed for the new UB-2 District would be appropriate in the Mixed Use - Residential District. (See “permitted signs” discussion for UB-2 District.) A possible exception is to prohibit freestanding signs, particularly since they are not currently permitted in the B-5 District that applies to much of the area.

Yard requirements: Setbacks from the street (front yards) should be prohibited in the new district, in order that in-fill development is provided to maintain the predominant character of existing development. Building setbacks could be permitted as an exception, when approved in conjunction with the recommended design review process, and when consistent with existing development on an abutting site or

when provided for purposes of landscaping or residential site amenity. No side or rear yards should be required, except adjacent to property zoned Residential or Residential-Office.

Screening requirements: Standard city zoning ordinance screening requirements should be included. These include structural or vegetative screening abutting property in a Residential District, and screening of all parking and refuse collection areas.

Requirements for areas devoted to parking or circulation of vehicles: Requirements similar to the proposed UB-2 District provisions for location and improvement of parking and vehicle circulation areas should be included in the new district. These include:

- prohibition of parking between a building and the street (this prohibition should apply to both frontages on a corner lot)
- any parking or circulation area that is permitted adjacent to a street (such as at the side of a building) shall be separated by a landscaped strip
- no driveways shall be permitted to intersect a street if a secondary frontage or alley is available
- low intensity lighting shall be provided in parking areas intended for night use
- general provisions for paving, striping and

arrangement shall apply throughout the new District.

Additional requirements that should be considered for parking areas and lots in the new MU-R District are minimum tree planting requirements (based on a “percentage coverage at maturity”) and a minimum percentage landscaped area (e.g. 5% to 10% of the total parking area). Although requirements need to be addressed in the zoning district regulations, design standards implemented through a design review process are essential.

Height limit and other bulk requirements: The 60-foot building height limit in the B-5 District is appropriate in the new MU-R district, since it is consistent with the predominant height of existing structures in the area. The heights of newly constructed buildings in the district should ultimately be determined through design guidelines and the design review process. Flexibility should be provided by permitting greater height if approved through the design review process provided it does not exceed the height of adjacent buildings.

Other building bulk regulations (such as floor area ratios or lot coverage) or residential density provisions are not needed, and would unnecessarily complicate the new MU-R district. There are no such provisions in the current B-5 District. Density limits are not recommended, due to the wide range of

dwelling unit sizes likely to be developed in the area, and the need to accommodate a variety of adaptive re-use situations. One option to encourage on-site residential amenities is to require usable (non-vehicular) open space for newly constructed residential buildings (e.g. 8% - 10% of floor area, as applies in the current B-4 and HO Districts, respectively).

Off-street parking: Off-street parking should be required for individual uses in the Mixed Use - Residential District. However, a Parking Overlay District should also be applied to the area as a means to reduce normal zoning parking requirements. This approach would recognize the lower parking demands resulting from the mixed-use urban character of the area. An amendment to the current Parking Overlay Districts provisions in the zoning ordinance would be necessary to enable its application to the Mixed Use - Residential area. Where required parking is provided within existing buildings, maximum possible relaxation of current City dimensional standards should be considered as a means to enable the most efficient use of building space.

Click here to view
**GENERALIZED REPRESENTATION OF PROPOSED
ZONING STRATEGY MAP**

APPENDIX B
SHOCKOE BOTTOM LAND USE AND DEVELOPMENT STRATEGY
 AREAS, VISIONS AND RECOMMENDED IMPLEMENTATION MEASURES

AREAS	FUTURE CHARACTER: "VISION"	SUGGESTED IMPLEMENTATION MEASURES
A. Farmers' Market Area	<ul style="list-style-type: none"> • High pedestrian activity • Pedestrian amenities • Night-time activity - primary entertainment uses • Tourist destination • Retention of character & key historic buildings • Small scale storefronts • Mixed land uses, with emphasis on: 1st floor restaurant, office, retail, personal service upper floors - residential, office hotel/tourism support • Well-distributed surface parking and centrally located structured parking for visitors • Enhanced Farmers' Market activity • Public gathering place • Multimodal Transportation Center at Main St. Station 	<p><u>Land use/zoning</u></p> <ul style="list-style-type: none"> • Encourage mixed uses (per "vision") • Limit the square footage of individual commercial uses • Require landscaping/other improvements for surface parking areas • Discourage vehicle-oriented land uses and site features • Limit driveways and curb cuts • Prohibit building setbacks from street • Apply modest off-street parking requirements for new uses, but enable collective and shared parking • (If parking is required) apply dimension, access & location standards for efficient use of surface & in-building parking • Provide public visitor parking • Establish pedestrian-scale signage standards <p><u>Design/preservation</u></p> <ul style="list-style-type: none"> • Provide uniform streetscape improvements <ul style="list-style-type: none"> -preserve existing historic elements -enhanced sidewalks, with defined crosswalks -pedestrian scale lighting; sidewalk seating benches, street trees -interpretive and public directional signage • Apply special treatment to Main St. as image street • Create and apply guidelines for scale and character of new infill development • Provide design review to ensure preservation of historic properties and apply review process to areas adjacent to historic areas • Apply appearance standards to outdoor dining facilities <p><u>Transportation, Parking and Pedestrian Circulation</u></p> <ul style="list-style-type: none"> • Enhance quality and location of parking & expand night-time parking opportunities (see "vision") • Convert portions of 17th (Franklin to Broad), 19th, Franklin, Grace Streets to two-way • Promote primary pedestrian flow on Main, Cary, 17th, 18th Streets • Create strong pedestrian link to Shockoe Slip and Canal • Provide traffic "calming" measures

APPENDIX B
SHOCKOE BOTTOM LAND USE AND DEVELOPMENT STRATEGY
 AREAS, VISIONS AND RECOMMENDED IMPLEMENTATION MEASURES

AREAS	FUTURE CHARACTER: "VISION"	SUGGESTED IMPLEMENTATION MEASURES
B. Broad Street Corridor	<ul style="list-style-type: none"> • Attractive gateway to, and links between Shockoe Bottom, CBD and Church Hill • Varying emphasis of land uses and character among portions of the area <ul style="list-style-type: none"> - Infill commercial development along Broad Street - Residential emphasis to east - Mixed, adaptive reuse of industrial buildings to north 	<p><u>Land use/zoning</u></p> <ul style="list-style-type: none"> • Encourage mixed uses (per "vision") <ul style="list-style-type: none"> - permit residential, office, retail, adaptive reuse and parking decks and lots - prohibit, or significantly restrict drive-through uses - allow (clearly define), but apply standards for vehicle-oriented land uses • Require landscaping/other improvements for surface parking areas and implement through design review process • Apply signage controls appropriate to intended land uses • Apply controls and/or design guidelines to: <ul style="list-style-type: none"> - provide building setback consistency, and limit curb-cuts and driveways - Require buildings to occupy most of the lot width - Encourage building heights consistent with predominant existing <p><u>Design/preservation</u></p> <ul style="list-style-type: none"> • Apply consistent streetscape improvements • Provide sense of arrival with gateway treatment on Broad • Create and apply guidelines for scale and character of new infill development • Provide design review to ensure preservation of historic properties, and apply review process to areas adjacent to historic areas • Establish and apply the simplest, least cumbersome design review process capable of achieving the above infill and preservation objectives <p><u>Transportation, Parking and Pedestrian Circulation</u></p> <ul style="list-style-type: none"> • Enhance quality/amenities of parking
C. Residential	<ul style="list-style-type: none"> • Mixed use - predominant residential • Neighborhood convenience commercial storefront character along Main (retail, personal service) • Specialty retail on north side of Cary Street through Tobacco Row • Restaurant/entertainment "anchor" near east end of the area on Cary and Main Street corridors • Residential support uses • Large building scale and building "footprints" • Compatible scale new infill residential development • Continuation of existing compatible light industrial uses in the interim or near-term 	<p><u>Land use/zoning</u></p> <ul style="list-style-type: none"> • Encourage mixed land uses per "vision" <ul style="list-style-type: none"> - limit intensive entertainment uses: no live entertainment - encourage residential adaptive reuse, incl. ground floor • Limit the scale or square footage of intensive commercial uses especially infill, preferably through a design review process • Require modest off-street parking for all new uses • Require landscaping/improvements for parking areas • Encourage, but not require, (public & private) amenities for residents • Apply bulk and density standards that enable compatible new infill residential and commercial development • Provide flexibility for continuation (in the interim) of existing compatible light industrial uses

APPENDIX B
SHOCKOE BOTTOM LAND USE AND DEVELOPMENT STRATEGY

AREAS, VISIONS AND RECOMMENDED IMPLEMENTATION MEASURES

AREAS	FUTURE CHARACTER: "VISION"	SUGGESTED IMPLEMENTATION MEASURES
Residential Cont.	<ul style="list-style-type: none"> • Well-landscaped surface parking to rear or side, and internal building parking • Open views across Chapel Island • Consistent pedestrian-oriented streetscape • Pedestrian connections to west, Canal/river, and to Church Hill 	<p><u>Design/preservation</u></p> <ul style="list-style-type: none"> • Provide streetscape improvements per Tobacco Row plan and ensure connection with Farmers Market area • Create and apply guidelines for scale and character of new infill development • Provide design review to ensure historic preservation • Establish and apply the simplest, least cumbersome design review process capable of achieving the above infill and preservation objectives • Provide gateway treatment on Main St. at east end <p><u>Transportation, Parking and Pedestrian Circulation (see report text for detail)</u></p> <ul style="list-style-type: none"> • Provide traffic "calming" measures
D. Canal- related	<ul style="list-style-type: none"> • Canal-oriented development and recreation activities • Open space / pedestrian orientation • Parking (minimal) • Consistent amenities and design features 	<ul style="list-style-type: none"> • Coordinate with, and reflect WRT plan
E. Shockoe Slip	<ul style="list-style-type: none"> • Strong pedestrian, vehicular and visual connections • Retention of character, scale & key buildings • Mixed use - restaurant, retail, office predominant 	<p><u>Land use/zoning</u></p> <ul style="list-style-type: none"> • Continuation of "Intensive Pedestrian Area" land uses and land use controls, with additional accommodation for larger scale buildings <p><u>Design/preservation</u></p> <ul style="list-style-type: none"> • Apply consistent streetscape improvements to strengthen connection between Slip and Bottom • Create and apply guidelines for scale and character of new infill development • Provide design review to ensure historic preservation • Establish and apply the simplest, least cumbersome design review process capable of achieving the above infill and preservation objectives <p><u>Transportation/circulation (see report text for detail)</u></p> <ul style="list-style-type: none"> • Enhance quality/amenities of parking, and increase supply • Create strong pedestrian link to Shockoe Slip and Canal
In general - All Areas		<ul style="list-style-type: none"> • Better promote & utilize financial and technical incentives to achieve Plan objectives • Strengthen organizational structure and other means to manage and promote the area

APPENDIX C

Estimated Costs to Implement Plan Recommendations

Year	Implementation Strategy	Estimated Cost	Responsible Agency
2000	Modify Zoning Ordinance/Amend Zoning Map	\$ 10,000	Dept. Community Development (DCD)
2000	Create/Adopt Design Overlay District	\$ 15,000	DCD
2000	Create Special Tax District	\$ 13,000	DCD and Law Department
2001	Establish Pedestrian Public Improvement Priority	\$ 5,000	DCD and Dept. of Public Works (DPW)
2001	Continue Scheduled Streetscape Improvements	\$ 70,000	DPW
2001	Modify One Way Street Pattern	\$ 7,500	DPW
2001	Prepare Truck Route Study and Revise Truck Routes	\$ 66,500	DPW
2002	Continue Scheduled Streetscape Improvements	\$ 70,000	DPW
	<i>Traffic Calming Improvements</i>		
2002	First Phase (15th Street to 17th Street)	\$ 450,000	DPW
2003	Continue Scheduled Streetscape Improvements	\$ 70,000	DPW
	<i>Traffic Calming Improvements</i>		
2003	Complete First Phase (15th Street to 17th Street)	\$ 375,000	DPW
2004	Continue Scheduled Streetscape Improvements	\$ 85,000	DPW
	<i>Traffic Calming Improvements</i>		
2004	Second Phase (17th Street to 18th Street)	\$ 375,000	DPW
2005	Continue Scheduled Streetscape Improvements	\$ 85,000	DPW
2005	Initiate Farmer's Market Expansion	\$ 400,000	Farmer's Market Commission (FMC)
2006	Continue Scheduled Streetscape Improvements	\$ 85,000	DPW
2006	Continue Farmer's Market Expansion	\$ 450,000	FMC