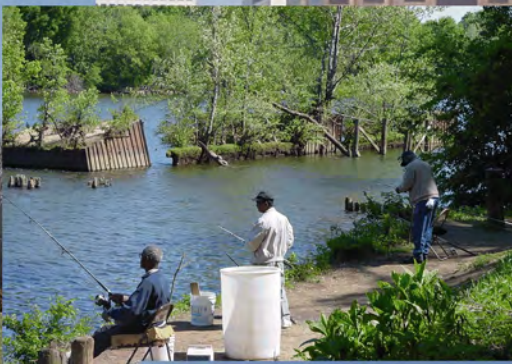


R★ MASTER PLAN RICHMOND 2000-2020



MASTER PLAN RICHMOND

Adopted
City Planning Commission
by resolution
November 6, 2000

Approved
City Council
January 8, 2001
Ordinance No. 2000-371-01-11



Department of Community Development

November 2000

R MASTER PLAN RICHMOND

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Robert E. Comet, Jr., Vice Chairperson
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Calvin D. Jamison, Ed.D.
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Department of Community Development

S. Mark Strickler, Director
David M. Sacks, Principal Planner



CITY OF RICHMOND

DEPARTMENT OF COMMUNITY DEVELOPMENT

CITY PLANNING COMMISSION

**RESOLUTION OF THE CITY PLANNING COMMISSION
ADOPTING THE MASTER PLAN OF THE CITY OF RICHMOND**

November 6, 2000

WHEREAS, Section 17.06 of the City Charter, authorizes the City Planning Commission to adopt a Master Plan; and

WHEREAS, harmonious development, a sound economy, attractive residential areas and the health, safety and general welfare of the citizens of Richmond can best be achieved with the guidance of a long-range Master Plan; and

WHEREAS, the present Master Plan the City Planning Commission adopted on January 17, 1983, and the City Council approved by Ordinance No. 83-59-62 on April 25, 1983 is now outdated; and

WHEREAS, the City Planning Commission appointed a Steering Committee to guide the planning process and the Planning Commission and Department of Community staff held hundreds of community work sessions, meetings, presentations and discussions over the course of four years; and

WHEREAS, the City Planning Commission conducted public hearings on October 2, 2000, and November 6, 2000 for the purpose of receiving public comment relative to the Master Plan; and

WHEREAS, the Planning Commission has reviewed the proposed plan, taken into consideration the comments received at the public hearings, and received a report from the Director of Community Development, which is contained in the record of the Commission's proceedings; and

NOW, THEREFORE BE IT RESOLVED that the City of Richmond Planning Commission hereby adopts the Master Plan dated November 2000 which will supersede all parts of the 1983 Master Plan. The 1997 Downtown Plan remain in effect as the official Plan for that portion of the City until such time as a new plan shall be adopted by the City Planning Commission and approved by City Council; and

BE IT FURTHER RESOLVED that the Planning Commission forwards this document to the City Council with the recommendation of approval.


CHAIRMAN


SECRETARY

AN ORDINANCE No. 2000-371-2001-11, Adopted 1/8/2001

Approving the action of the City Planning Commission adopting a new Master Plan for the City of Richmond, and to repeal Ordinance No. 83-59-62, adopted on April 25, 1983, and all amendments thereto, with the exception of the Downtown Plan as contained in Ordinance No. 97-283-300, adopted October 13, 1997.

Patron - City Manager (By Request)

Approved as to form and legality
by the City Attorney

WHEREAS, the City Planning Commission last approved a comprehensive revision to the Master Plan for the City of Richmond on January 17, 1983; and

WHEREAS, pursuant to the provisions of Section 17.06 of the Charter of the City of Richmond, the City Planning Commission was presented by the City's planning staff with a new Master Plan to replace the Master Plan adopted in 1983; and

WHEREAS, in consideration of the proposed new Master Plan, the City Planning Commission was presented with comments obtained from numerous meetings with individual citizens, civic groups and City departments which would be affected by the revised plan; and

WHEREAS, pursuant to the provisions of Section 17.06 of the Charter of the City of Richmond, the City Planning Commission held public hearings on October 2, 2000, and November 6, 2000, for the purpose of receiving additional public comments relative to the proposed new Master Plan; and

WHEREAS, the City Planning Commission adopted a resolution dated November 6, 2000, entitled "Resolution of the City Planning Commission Adopting The Master Plan of the City of Richmond", a copy of which is attached to this ordinance; and

WHEREAS, the new Master Plan as adopted by the City Planning Commission on November 6, 2000, encompasses a plan for harmonious development, the promotion of a sound economy, provisions for attractive residential areas and provisions for the health, safety and general welfare of the citizens of the city; and

WHEREAS, it is the consensus of Council that it is in the interest of the City of Richmond that Council, for and on behalf of the City of Richmond, consent to and approve the new Master Plan.

NOW, THEREFORE,

THE CITY OF RICHMOND HEREBY ORDAINS:

§ 1. That the new Master Plan as adopted by the City Planning Commission at its hearing of November 6, 2000, a copy of which is attached to this ordinance and entitled "City of Richmond Master Plan", be and is hereby approved and from the effective date of this ordinance shall be the Master Plan for the City of Richmond.

§ 2. That Ordinance No. 97-283-300, adopted October 13, 1997, which approved the Downtown Plan shall remain in effect until such time as a new downtown plan shall be adopted by the City Planning Commission and approved by City Council for the Downtown portion of the City.

§ 3. That Ordinance No. 83-59-62, adopted April 25, 1983, and all amendments thereto with the exception of Ordinance No. 97-283-300, adopted October 13, 1997, shall be and are hereby repealed.

§ 4. This ordinance shall be in force and effect upon adoption.

R MASTER PLAN RICHMOND

Acknowledgements

City of Richmond

Robert C. Bobb, Former City Manager (1986-97)

Department of Community Development

Charles T. Peters, Jr., Former Director (1980-97)

City Planning Commission

Former Chairpersons

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Rev. Clyde T. Nelson 1997

Willard M. Scribner 1998-99

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Mr. Robert Gray

Mr. J. Robert Hicks

Mr. W. Randolph Johnson, Jr.

Mr. Jonathan F. Johnson

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Mr. Peter Boisseau

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The City Planning Commission, and Department of Community Development acknowledge with gratitude the contributions of all the neighborhood and community organizations, individual citizens, and City government agencies that participated in the development of this plan. Special thanks in particular is owed to the citizen participants in Richmond's Neighborhood Team Process who devoted dozens of meetings and countless hours of their time.

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CHAPTER 1

Introduction

The Authority to Plan

How the Master Plan Relates to Other City Planning Documents

The Public's Role in the Planning Process



INTRODUCTION

The Master Plan is one of the City's most important policy documents. It determines patterns of new development and redevelopment including where businesses should locate, where road and utility improvements should occur, and where new schools and parks should be created. It sets policy and provides direction for public and private investment in the City for the next 20 years.

The Master Plan represents the values of the community citywide. This document is the result of a collaborative effort between City Planning officials and the community. Planners consider community members as crucial partners in the planning process; by working together, all parties develop a realistic vision for the future and a schedule for achieving that vision. When a Master Plan is built on community consensus it is more likely to become a useful document that will help guide public investment in infrastructure and community facilities, and provide direction to developers and investors on what and where to build. A well designed Master Plan, based on community consensus can be an essential tool for communicating the agreed upon future form of the City.

This Master Plan contains a profile of Richmond today, including population and economic indicators and trends, future projections, and the assumptions upon which this plan was built. The Plan provides perspective and strategies for Richmond's future in land use, transportation, natural resources and the environment, urban character, housing, and public services and facilities. This Plan closely follows the structure of the City's 1983 Master Plan, which introduced the use of detailed District Plans for each of the City's nine planning districts.

Given the unique importance of Downtown Richmond to the City and to the region, The Richmond Downtown Plan was adopted by City Council as a separate document in 1997.

The Authority to Plan

All jurisdictions within the Commonwealth of Virginia are required by law to prepare and adopt a plan for the physical development of their land and to review that plan at least once every five years to determine whether or not amendments to the plan are necessary.¹ According to the “Code of Virginia,”

“...[t]he comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants.

The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned, or changed in use.”

The Code of Virginia, Section 15.2-2232, refers to the legal status of the plan and specifies that once the plan is approved and adopted, it controls the location, character and extent of the features shown on the plan. Future development must be based upon proposals that are “substantially in accord with the adopted comprehensive plan or part thereof.”

In Richmond, the Master Plan is defined in the City Charter as a plan “for the physical development of the City to promote health, safety, morals, comfort, prosperity and general welfare.”² The Charter requires that the Master Plan include the general location,



¹ The Code of Virginia Title 15.2, Chapter 22, §15.2-2223 and §15.2-2230.



character and extent of all streets, parks and recreation facilities, arenas, waterways, other public places or ways, and all public buildings, as well as the general routing of transit lines and other vehicular traffic, and the general location and extent of slum clearance and rehabilitation projects, to name a few examples.

The City Charter assigns responsibility for adoption of the Master Plan to the City Planning Commission with the general purpose of “guiding and accomplishing a coordinated, adjusted and harmonious development of the City and its environs...”³ However, the Master Plan does not become effective until the action of the Commission is approved by the City Council by ordinance or resolution.⁴

² City Charter, Chapter 17 - Planning, Zoning and Subdivision Control, Section 17.01.

³ City Charter, Chapter 17 - Planning, Zoning and Subdivision Control, Section 17.04.

⁴ City Charter, Chapter 17 - Planning, Zoning and Subdivision Control, Section 17.06.

How the Master Plan Relates to Other City Planning Documents

Section 15.2-2224 of the Virginia Code identifies several methods available to local governments for implementation of the Master Plan, including a capital improvements program, a subdivision ordinance, and a zoning ordinance and zoning district maps.⁵ While all these methods are used to implement Richmond’s Master Plan, the Plan must provide the guidance and vision necessary to develop and modify these documents.

The Master Plan is arguably the most important public policy document designed to influence the direction and character of growth in the City over the next twenty years. However, there are several other plans recently adopted by the City Planning Commission and City Council as separate elements of the Master Plan that complement this document. A brief description of these documents follows.

The Downtown Plan

Downtown Richmond is the largest business and employment area in the region. Downtown provides services, facilities and amenities that support the entire City and contribute to the economic vitality of the region. The issues and opportunities relevant to Downtown are so complex that a separate, more detailed plan was prepared for this key City-center environment.

The Downtown Plan, adopted in October 1997, was developed as a guide for making public capital investment decisions and establishing land use policies and regulations for Downtown Richmond. It is a long-term Plan, with a vision for Downtown through the year 2010. The Plan contains development guidelines for various districts within Downtown, as well as policy direction for decisions related to land use, transportation, management and other issues important to shaping the future of Downtown.

⁵The Code of Virginia Title 15.2, Chapter 22, §15.1-2224.

The Environmental Element

The 1993 Master Plan Environmental Element was prepared in response to requirements imposed on the City of Richmond by the Chesapeake Bay Preservation Act, as well as a desire to more fully address key environmental issues first identified in the 1983 City Master Plan.

The Environmental Element provides policy and land use recommendations addressing challenges to the protection of natural features, water resources and air quality, in addition to strategies for addressing solid water and noise abatement. Most policies related to land use in the Environmental Element are still relevant and have been incorporated into this Master Plan, as reflected in the eight district land use plans.



Neighborhood Plans

Since January 1995 detailed plans have been developed for numerous neighborhoods in Richmond. These plans have each been adopted by both the City Planning Commission and City Council as elements of the City Master Plan. Each plan addresses land use, development, and housing issues in a manner unique to each neighborhood, with a level of specificity and detail beyond what is generally appropriate or practical for a citywide plan. These neighborhood plans are intended to work within the broader context of the City Master Plan.

Similar to the Master Plan, neighborhood plans are long range physical plans, but provide more detailed policy guidance on land use, urban design, redevelopment strategies, historic preservation, housing and neighborhood improvement strategies, and zoning and other regulatory actions.

Neighborhood plans adopted by City Council since 1995 are:

- Southern Barton Heights Land Use and Revitalization Plan, February 1995
- Downtown Plan Amendment North Core Gateways/Central Wards Transportation and Urban Design Plan, March 1995
- Highland Park Southern Tip (Chestnut Hill) Plan, April 1996
- Old Manchester Neighborhood Plan, September 1996
- Blackwell Neighborhood Revitalization Plan, November 1996
- Master Plan Amendment: Newtowne West, June 1997
- West Cary Street Revitalization Plan, June 1997
- West Main Street Corridor Plan, March, 1999
- Shockoe Bottom Land Use and Development Strategy, January 2000

Introduction

Consolidated Plan

The Consolidated Plan is a five-year planning document that identifies the City's overall needs for affordable housing, community development, economic development, community facilities and services to persons with special needs. It is a strategic guide used to address the main goals identified in City Council's Strategic Plan. The goals of the Consolidated Plan are:

- to provide decent and affordable housing,
- to provide a suitable living environment and neighborhoods, and
- to expand economic opportunities.

In addition to being a planning document, the Consolidated Plan serves as the City's official application to the U.S. Department of Housing and Urban Development (HUD) for several entitlement programs.

City Ordinances

There are several key documents adopted by City Council following a recommendation from the City Planning Commission which have their basis in the City Master Plan or one of the neighborhood plans. In effect, these documents are used as tools to implement the long-term direction identified in the Master Plan. These are described below.

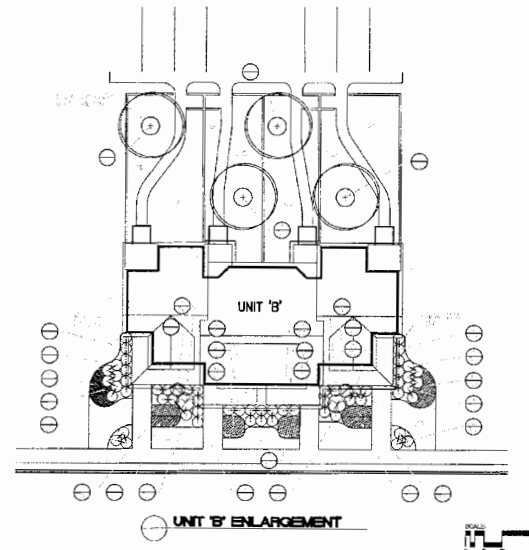
- **The Zoning Ordinance**
The Zoning Ordinance is enacted to protect and promote the health, safety, and general welfare of the current and future inhabitants of the City of Richmond, and to guide future growth, development, and distribution of land uses within the City. The Zoning Ordinance should be consistent with the goals and policies of the Richmond Master Plan.
- **Subdivision Ordinance**
The Subdivision Ordinance is enacted to provide for the orderly, efficient division of land into parcels or lots for development and

for the coordination of streets, highways and other public facilities within proposed subdivisions.

- **Capital Improvement Program**

The Capital Improvement Program, submitted annually by the City Manager for City Council approval, is intended to provide a fiscal guide for capital improvements for the City for a five-year period. It is intended to implement the capital improvements identified in the Master Plan and should be reflective of the Master Plan's recommendations and priorities.

PROTOTYPE BUILDING 'B' PLANT LIST						
SET #/PL	BOTANICAL NAME	COMMON NAME	INSTALL DATE	SPACING	NOTES	MAINTENANCE REQ.
LANDSCAPE TREES						
1
ORNAMENTAL TREES						
1
SHRUBS						
1
GRASSES						
1



The Public's Role in the Planning Process

The effort to update and revise Richmond's Master Plan involved an extensive, community-based planning process. As a first step in the process, the City Planning Commission appointed a 19 member citizen steering committee to facilitate initial Plan development. The Committee consisted of representatives of Richmond neighborhoods and businesses and met at least once a month to establish overall priorities and direction. Preliminary sessions were conducted to assist the public in understanding the importance of the Master Plan and the various means by which they could be involved.

A March 1996 public forum was held to bring citizens from across the City together to share ideas and to help shape the vision and goals for the City. As a result of that first public forum, citizens volunteered to work with the Steering Committee and planning staff in workgroups to provide general direction and prioritization on the following topics: neighborhoods and housing, transportation, urban character, cultural and natural resources, libraries, parks and recreation, public safety. The workgroups evaluated background research that was made available to them and provided input on the draft goals and policies developed by the planning team, which consisted of City staff and consultants.

Additional public comment was solicited through citywide open houses, and regular presentations to each of the nine Neighborhood Teams. Presentations were provided to individual neighborhood and civic associations; staff and Steering Committee members made appearances on local television and radio shows. Newsletters and other mailings were continuously distributed to an extensive mailing list of community leaders, interested individuals, and organizations.

During the initial development of the Master Plan, the Steering Committee endorsed a central philosophy for the Master Plan reflective of numerous discussions with citizens. This philosophy was that planning for the future should be based upon enhancing the quality of life in the City of Richmond, and that quality of life was the essential element needed to attract and retain residents, businesses and visitors.

CHAPTER 2

Background

Development History

Richmond's Planning History

21st Century Richmond

The People of Richmond

Economy

**Richmond as Part of a Changing
Metropolitan Region**



BACKGROUND

Development History

The history of Richmond began soon after the first English settlers in America landed at Jamestown in 1607. Christopher Newport, John Smith and twenty followers explored an area immediately to the east of what is now Downtown Richmond. Located at the falls of the James River, the area that was to become Richmond was regarded by settlers as having significant potential. It was the farthest point inland a sea-going vessel could travel on the James. Unfortunately, due to bickering among the Jamestown colonists and the continuing threat of Indian attack, it would be several decades before development of the area would begin. In 1645 the Virginia Assembly authorized the construction of a fort near the Fall line on the north side of the James River.

William Byrd inherited eighteen hundred acres along the southern banks of the James known as the Falls Plantation, where he established a trading post in 1671. In 1705, William Byrd II inherited his father's holdings. In 1727, the Virginia House of Burgesses introduced a bill that would require William II to sell the Commonwealth 50 acres of land for the purpose of establishing a town at the Falls.

Town Settled

In 1737, the original settlement of Richmond was laid out parallel to the River in thirty-two squares eight blocks long by four deep. Each square was separated by sixty-five foot wide streets, with four lots per square. This grid is still present today as 17th Street east to 25th Street, and from Broad Street south to Cary Street. Occupying a mere one fifth of a square mile, and home to only 250 residents, this settlement was deemed significant enough to merit establishment as a town in 1742 by the Virginia General Assembly.

The Virginia Assembly decided to move the Capital to Richmond in 1779, where they felt it would be less vulnerable to attack from



British forces. The Capital was finally moved from Williamsburg in April 1780.

Richmond's new status as the colonial capital brought an influx of prominent citizens to the town. It was these citizens who successfully petitioned the General Assembly to approve the incorporation of Richmond as a city in 1782.

The later part of the 18th century was the age of shipping, and given Richmond's strategic position on the James River, the City became a major East Coast port. As promoted by George Washington, the James River and Kanawha Canal became the first operating canal in the nation in 1785. The seven-mile canal around the fall line was the first phase of what was then envisioned as an extensive 197-mile system to connect the Atlantic Ocean with the Ohio River.

By 1851 development of the Canal had proceeded as far west as the town of Buchanan in Botetourt County. Heavily damaged during the Civil War, the Canal was eventually abandoned by decree of the Virginia Assembly, and no further construction occurred after 1880.

In the years just prior to the Civil War, Richmond was a thriving city that enjoyed a broad industrial base, which made it unusual among most cities in southern states. In the 1860 census, the value of Richmond's manufacturing base ranked 13th in the nation, with 300 plants producing \$12 million in goods every year. The City's two largest flour mills produced 1600 barrels of flour a day, making them by far the largest in the United States, if not the world. Tobacco was the city's other primary manufacturing business, with 50 tobacco factories in full operation.

Smaller in size than Baltimore, Richmond's mid-19th century potential as a metropolis comparable to other east coast cities was thwarted by dependence on canal transportation rather than the new, faster railroad, and by heavy reliance on slave labor. These issues limited Richmond's growth during this period prior to the devastating impact of the Civil War.

After the Civil War Richmond was rebuilt, and became an influential railroad center that surpassed Philadelphia, Baltimore, and Norfolk combined in the amount of goods shipped by rail. Notwithstanding the economic depression of 1873, Richmond flourished in the late 19th century. By the 1890's and through the turn of the century, the economy was booming. Iron, tobacco, flour, paper, textiles, locomotives, ships, fertilizer, carriages, soap and spices were produced in large quantities. In 1890 the population of the City was 81,000, which more than doubled the number of residents from 1860.

As Richmond flourished it grew as a banking center. In 1914, the headquarters of the Fifth Federal Reserve District were located here, making it a focal point of finance for much of the southeast. From 1910 to 1920, the population of Richmond increased 34.5% to over 171,000.

Richmond weathered the Great Depression better than most cities because of the depression-resistant tobacco base of its economy.

Background

The City saw another building boom during the late 1930's. Through the World War II era and the rest of the decade, economic and population growth remained fairly constant.

Richmond was named an "All America City" in 1950 and again in 1967. However, school desegregation had a significant impact on schools and neighborhoods during this period. The racial composition of many City schools was dramatically altered as many white families moved to surrounding suburban counties. As a result of this and other contributing factors, Richmond's population started to decline.

A merger of the Medical College of Virginia and Richmond Professional Institute in 1960 resulted in the creation of Virginia Commonwealth University, now one of Virginia's largest state-supported institutions of higher learning.

Many new development projects encouraged the creation of a new Civic Center downtown, the Safety Building in 1959, the Richmond Coliseum in 1968, the new City Hall in 1971, and the John Marshall Courts Building in 1975. These projects prompted further office development downtown, where office space had nearly doubled each decade from the mid-1950s through the mid-1970s.

The 1970s also proved to be a time of major growth and development. Philip Morris had constructed the world's largest cigarette factory in south Richmond. The completion of the Federal Reserve Bank riverfront headquarters Downtown in 1975 gave the City a new addition to its growing skyline, and the Stony Point development in the Huguenot District was started. Each of these events helped to set the stage for further growth that would change the face of the City.

In the 1980's Richmond became firmly established as a major corporate center and the area continued to grow into a major distribution and financial center. During this period, the \$8 million Diamond minor-league baseball complex was constructed. A \$22 million expansion of the Virginia Museum of Fine Arts was com-

pleted, doubling the gallery space, which assisted in giving the museum international acclaim. The first phase of the \$450 million James Center was completed, and 400 apartments in the Tobacco Row project were begun, giving the Downtown area an important housing boost.

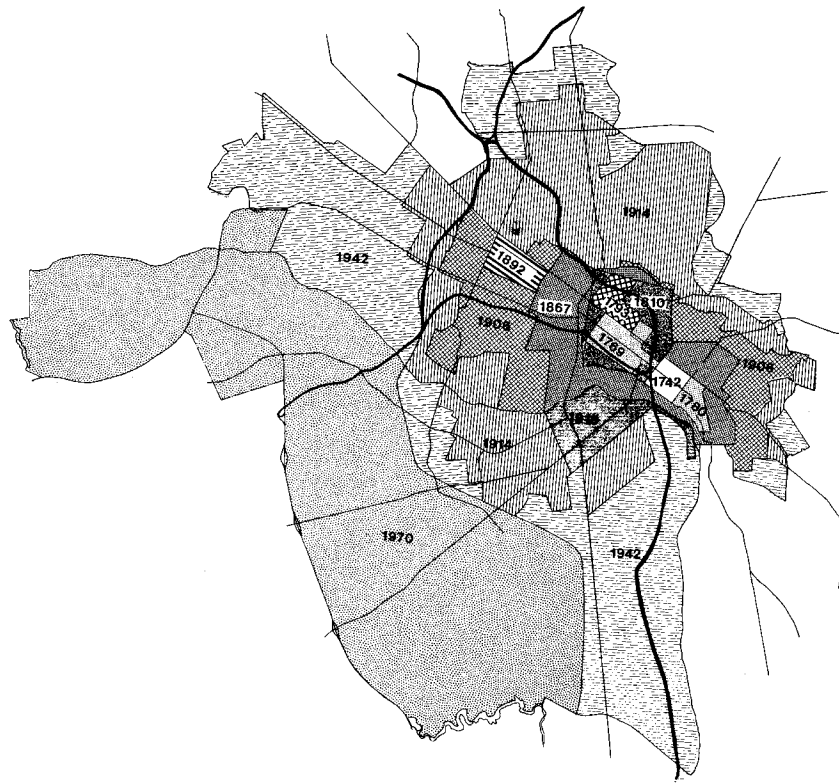
City Growth Through Annexation

Boundaries of the City have been extended a total of eleven times since the original incorporation in 1742, the latest occurring in 1970 when roughly 23 square miles and 47,000 new residents were annexed from Chesterfield County. The City launched a particularly aggressive annexation campaign between the years 1906-1914, resulting in an increase to the City's physical boundaries of more than 400%. This included merging with the Town of Manchester in 1910. From 85,000 people in 1900, Richmond grew to a population of nearly 155,000 by 1914, largely as a result of annexation.

Early annexation efforts were undertaken to enlarge the tax base by including the growing middle-class population occurring outside the City's boundaries, to open up new areas for needed development, and to counter overcrowding in the City's core. The 1900 census cited a density in Richmond of almost 16,000 persons per square mile, making it the most crowded city in the South.

Annexation was not universally viewed as the best means of directing the City's growth. With each successive annexation, critics noted the enormous costs of adding land and population to the City. Additionally, many business leaders and residents were leery of expanding the powers of local government and suggested that the solution to the City's existing challenges (*i.e.* poor infrastructure, substandard housing, and overdue public improvements) did not lie in annexation.

A major annexation in 1942 brought in new land to the City from all sides and increased the population of Richmond to just over 208,000. This, however would be the last successful annexation of surrounding suburban land until the Chesterfield County annexation in 1970, owing to the increasingly contentious nature of the process.



ORIGINAL CITY & ANNEXATIONS

In 1970 Richmond annexed part of the northern portion of Chesterfield County, including the Midlothian, Huguenot and much of the Broad Rock planning districts. Shortly thereafter, the State Legislature passed a moratorium on involuntary annexations, which is still in effect.

Richmond's Planning History

The changes Richmond experienced in the first half of the 20th century were due, in part, to the relatively new field of planning.

Originally, planning was a function of the Department of Public Works and consisted primarily of designing new streets and subdivisions. In 1918, a City Planning Commission, composed entirely of City officials, was formed and was charged with developing a comprehensive plan; however, this commission never met and was subsequently replaced.

In 1922, the City successfully petitioned the General Assembly for an amendment to Virginia's 1918 Plat Act, which enabled Richmond to regulate subdivisions within a five-mile radius of the City limits. This action was followed by a period, during the 1920's and 1930's of public spending on infrastructure improvements in fringe areas that dictated the form and direction of future urban expansion. The City's first comprehensive zoning ordinance was passed in 1927.

By investing public money in street development and sewer line extension, the City influenced the direction of suburban development. However, this suburban emphasis came at the expense of the City. As private development began outside the City core, people followed, abandoning City neighborhoods. Inner-city neighborhoods suffered the most when their infrastructure needs were neglected in the name of urban expansion.

In 1940 the Planning Commission began work on the master plan originally called for in 1918. This led to the first Richmond master plan, adopted in 1946. The Master Plan, prepared by the eminent planner Harland Bartholomew, emphasized the importance of offering new, inner-city residential opportunities to stem the declining vitality of the central city. The Master Plan recommended a moratorium on growth beyond the existing City boundaries, and focused efforts on the central city in order to preserve it as a physically cohesive unit. In addition to downtown housing, the plan also

Background

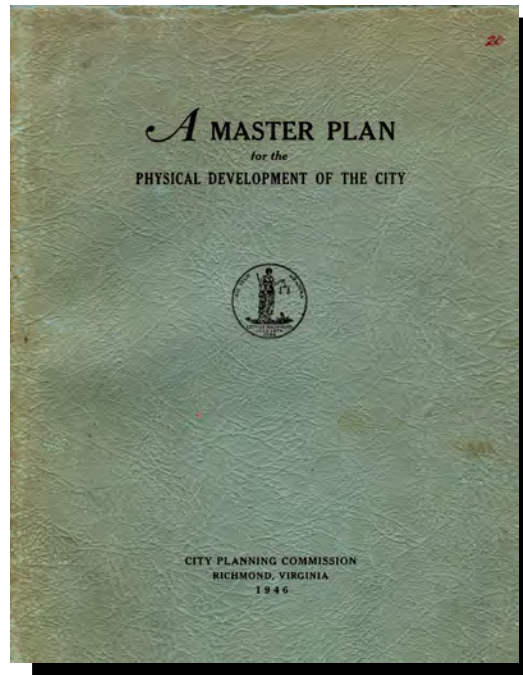
emphasized transportation and the development of a neighborhood based planning process.

In 1948 the Planning Department (now the Department of Community Development) was created and planning functions were transferred from the Department of Public Works. By 1959, the Richmond-Petersburg Turnpike and the Belvidere Street connection to Chamberlayne Avenue had been constructed, a comprehensive zoning ordinance had been adopted, and work on the civic center had begun. Outward signs of prosperity in the 1950's masked an inner decay that threatened the goals of metropolitan expansion. The implementation of the Master Plan's recommended public improvements, such as expansion of the central business district (CBD) at the expense of downtown housing and central city neighborhoods, and transportation improvements geared toward increasing access from downtown to the suburbs, actually destabilized the City as a whole.

Organized urban renewal efforts undertaken during the 1960's in the Fulton and Randolph neighborhoods were meant to achieve slum clearance and blight elimination, but had the secondary effect of exacerbating middle class "white flight" to the suburbs as displaced blacks were relocated to historically white neighborhoods.

Although the 1946 Master Plan anticipated an increase in the City's population of approximately 17,000 by 1960, the first decline in Richmond's decennial population occurred between 1950 and 1960. Thirty thousand primarily white, middle class residents moved out of the City. By the 1960's, 15 years after adoption of the 1946 Plan,

annexation proceedings were being considered in reaction to the population decline. After a lengthy court battle, 23 square miles of Chesterfield County were annexed in 1970, thereby adding 47,000 mostly white residents to the City's population. Changing demographics immediately following the annexation impacted the 1977 Special City Council election, which brought a black majority to power on Council for the first time in Richmond's history.



In the late 1960's and early 1970's, public policy broadened from pure urban renewal efforts to include a strong commitment to neighborhood conservation and revitalization. The establishment of a historic preservation ordinance in 1957, allowing creation of Old and Historic Districts, prompted private rehabilitation efforts in several of the City's historic neighborhoods.

The City of Richmond adopted a simple two-zone zoning ordinance in 1922. A more comprehensive zoning ordinance was adopted in 1927, which divided the City into seven districts. The ordinance regulated residential, commercial and industrial uses. Since its adoption in 1927 there were major revisions of the ordinance in 1942, 1960, and 1976.

After seven years of effort, the City adopted the 1983 Master Plan. In 1984 a plan for Downtown was adopted and over the next decade many of the development projects envisioned by this Plan were undertaken and completed. The Neighborhood Team Process was created in 1988 to institutionalize neighborhood planning in Richmond and to provide neighborhood and civic groups with more direct involvement in neighborhood improvement efforts. As a prelude to the current

master planning effort, the Downtown Plan was updated in 1997. The 1997 Downtown Plan contains development guidelines for various sectors of Downtown and articulates a vision for the area through the year 2010.

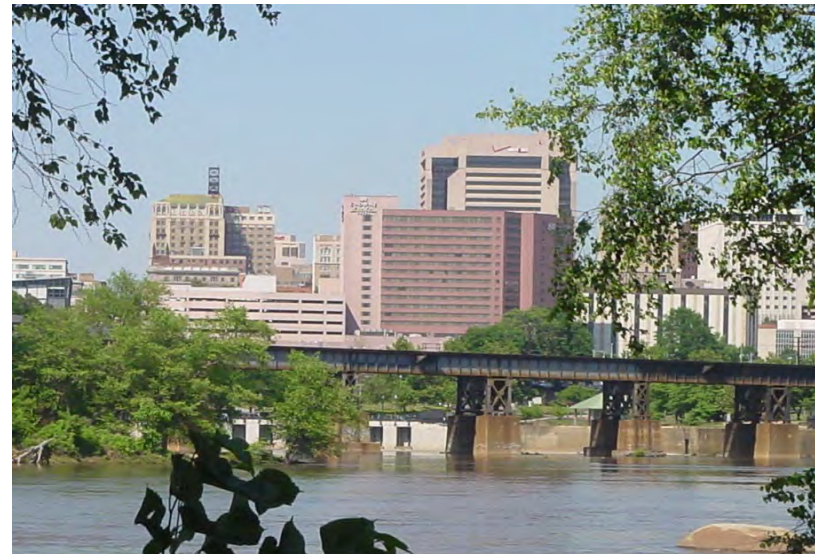
Completion of the James River Floodwall in 1997 resulted in the protection of over 650 acres of land in some of the oldest areas of Richmond, otherwise susceptible to the devastating effects of floods. In Shockoe Valley and Shockoe Bottom, the floodwall has served as a catalyst for the transformation of this area from a historic manufacturing center to a vibrant mixed-use center of entertainment, housing and commerce in an architecturally historic setting. South of the James River the floodwall, in addition to providing protection to one of the oldest industrial areas of the City, also contains a public walkway, providing scenic views of the James River and Downtown.



21st Century Richmond

Richmond serves as the cultural, financial, and business center of a rapidly growing metropolitan area, and is the capital of the Commonwealth. City, State and Federal government offices, universities and a medical center, a symphony, museums, and theater add to the vibrancy of the City. Richmond is recognized as a welcoming and attractive place to live, work, and conduct business. Although rich in tradition, Richmond is a city that will flourish in the 21st Century.

Today, the City encompasses 62.5 square miles with a population of 197,000 and is the nucleus of a metropolitan area of close to one million people. Because Richmond acts as a hub for several interstate highways, it is possible to access the amenities of the beach, the mountains or our nation's Capital in less than two hours. It is also within minutes of the Richmond International Airport, and will soon have regional passenger rail service boarding Downtown at Main Street Station.

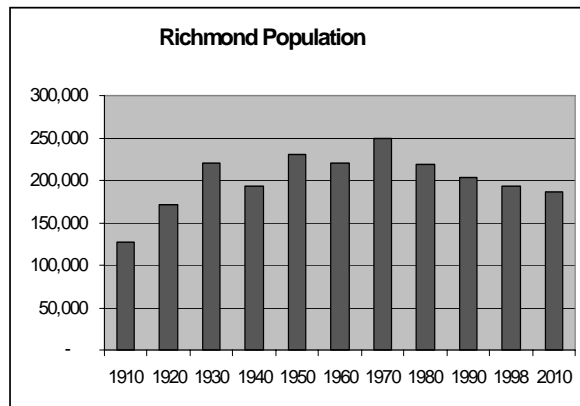


Background

Although the City is a blend of old and new, Richmond still retains a distinctive flavor that contributes greatly to the attractiveness of its neighborhoods and the quality of life of its residents. This historical character is being rediscovered as the basis for the revitalization of neighborhoods and the development of a vibrant tourist industry.

Richmond is rich in historic and cultural resources. Much of the City fabric predates the Civil War and large areas were almost completely developed by the early 20th Century. Thirteen areas are designated as City Old and Historic Districts containing architecturally significant buildings representative of Richmond's history. Richmond also has twenty-three National Register Districts with approximately 10,000 structures listed on the National Register of Historic Places, giving the City the distinction of having the largest number of historically listed properties in Virginia.

Today, extensive waterfront revitalization and development is underway in Downtown Richmond. The renewed interest in Downtown living has spurred considerable rehabilitation activity for both residential and commercial properties, and along with it has come a heightened public awareness of the value of preserving the City's rich architectural character.



The People of Richmond

Population History

At the turn of the 20th century, Richmond was a rapidly growing community with a population of 85,000. A booming industrial economy helped the population to more than double to 171,667 by 1920. Due to infill residential development and several annexations, the population continued to increase over the next two decades, albeit at a considerably slower rate, until a population of 230,310 was reached in 1950.

Although the City's population began to decline after 1950, the metropolitan area continued to grow. Immediately after World War II, the suburban communities surrounding the City experienced tremendous growth. This was due in part to the out-migration of City residents to the surrounding suburbs. The construction of freeways, the national trend of "white flight," and the City's relatively small geographic size made it easy for individuals to continue working in the City while living in the suburbs.

The 1970, annexation resulted in a sharp rise in the number of residents living inside the City boundaries. However, between 1970 and 1980 the population declined by 30,377 people. The 1980's saw a continued decline in population by 16,158, a rate nearly half of the previous decade.

The Population Today

The 2000 Census will reveal where we are today. With the decennial census taking place this year, the results of the count with detailed characteristics will be available beginning in 2001. Once the new data is made available, a new profile will be completed.

Traditionally, blacks and whites have been the predominant racial groups within the City of Richmond. In the 1990 Census, minorities (Asian, Indian, etc.) excluding African Americans made up only 1% of the City's population. However, the racial composition of City residents is expected to have changed since the last census in

1990, reflecting greater numbers of Asians, Hispanics, and other minority populations that have moved to the Richmond metropolitan area.

Since the 1970's, reflecting recent national trends, the City of Richmond has seen a decline in the average household size. These trends include lower birth rates, an increased number of senior citizens living independently, increased numbers of young, single individuals postponing marriage and forming separate households, and the out-migration of families to surrounding counties. Contributing to the City's decreasing household size and family composition is the fact that between 1980 and 1990, the total number of non-family households and family households headed by single men and women increased.

Over the last two decades the age composition of City residents has changed substantially. A disproportionately large decline of school-age children and older adults suggests that families with school age children have moved out of the City. At the same time, the City has experienced an increase in young adult households without children and in seniors living alone, which would account for smaller household size. This would also suggest that younger adult households replaced middle-aged adults, but not in sufficient numbers to prevent population loss.

The nearly 20% decline in Richmond's population between 1970 and 1990 occurred during a time when the number of housing units actually increased. This discrepancy is mostly due to two factors: a citywide decline in household size, as previously mentioned, and a high vacancy rate in the City's older neighborhoods. The increase in housing units resulted primarily from new subdivisions and apartments in the Broad Rock, Midlothian and Huguenot Districts. A slight increase in the number of housing units is expected to continue into the first few decades of the 21st century, with continued construction of new single family homes in several redevelopment areas, additional infill development, and the continued renovation of Downtown buildings for apartments.

Richmond's Future Generations

Recent studies suggest that while the population will continue to decline over the next ten years, the rate of decline will be slower with the population leveling out around 187,000 between 2005 and 2010.

However, the City of Richmond's actual population will be determined by a number of factors, some of which can be influenced by local actions and others which are beyond local control. Some of the factors likely to affect Richmond's future population include: the economy (local and to some extent global), the quality and perception of Richmond's Public Schools, Richmond's housing inventory, the quality of City of Richmond services, crime and the perception of crime, and other quality of life factors.



Background

Economy

The economy of the City of Richmond is one element of the greater metropolitan area economy, essential for providing jobs for City residents, markets for local businesses, and tax revenues to the City. Access to neighborhood based businesses is also an important factor in the quality and attractiveness of many City neighborhoods.

The Richmond metropolitan area is one of the nation’s preferred locations for corporate headquarters. Home to six Fortune 500 companies, Richmond was named the best medium size city in the south by Money Magazine in 1998. Many local companies native to Richmond have regional, national and global markets. The challenge for Richmond is to insure that City residents share in, and are not excluded from, the strong metropolitan economy.

Employment

Due to relatively low levels of investment in new businesses and the loss of some businesses to the surrounding counties, the City has lost its share of metropolitan wide employment to surrounding jurisdictions over the last two decades. Despite the decline, jobs were created at a record pace. Twenty-nine thousand new private sector jobs were created in the City during the 1980’s, outpacing the



prosperous and populous Henrico County. While Richmond has only 23% of the region’s population, it has over 46% of the region’s private sector jobs.

Retail Sales

As the population in the surrounding counties has continued to grow, new retail outlets have been constructed to serve the suburban residents. The central city, with limited room for expansion and an exodus of major retailers to the suburbs, has experienced relatively fixed retail sales over the last 20 years. However, recent growth in retail development within the City includes the construction of large national retail stores in the Huguenot District. This trend is expected to continue in selected locations throughout the City, as market pressures result in the location of retail developments in areas with growing and stable population bases.

Income

Although there are many signs of a healthy and growing economy, there are also many segments of the population and particular areas in the City that are declining or depressed. Generally, the people who benefited most from the City’s job creation during the 1980’s were middle-class individuals residing in the counties while working in Richmond.

The Richmond-Petersburg Metropolitan Statistical Area (MSA) has one of the lowest poverty rates in the nation at 9.4%. However, the City of Richmond has a disproportionate share of the area’s poverty. Of all of the poor people in the metropolitan area, 63% live in the City. According to the 1990 census, 21%, or 40,103 persons living in the City, had incomes below the poverty level, and 17% of the families in the City lived below the poverty level (the suburban rate for families was 4.8%). In addition to creating financial problems for the individual family, low incomes mean that the private upkeep of homes and surroundings is difficult, which in turn affects the overall stability and appearance of neighborhoods. Low-income families and individuals are also more likely to use any or all of the City’s social services, placing strain on the City’s fiscal health, and have limited purchasing power to support local business.

Richmond as Part of a Changing Metropolitan Region

Richmond is the central city of one of the East Coast's most rapidly growing metropolitan areas. Despite declining population in the City of Richmond, the metropolitan area has grown rapidly over the last several decades. In fact, between 1970 and 1990 the surrounding counties of Chesterfield, Hanover and Henrico grew by 45%, gaining 221,763 persons. The Richmond-Petersburg MSA grew by over 104,000 from 1980 to 1990 and is projected to grow by another 117,000 persons between 1990 and 2000.

A national study of more than 70 metropolitan areas by E & Y Kenneth Leventhal Real Estate Group ranked Greater Richmond among the 10 most affordable housing markets in the nation. *Kiplinger's Personal Finance* magazine ranks Richmond as the most favorable place in the nation to buy a home. An efficient regional roadway system makes it easy to live in a suburban or rural environment with easy access to the City's urban amenities. The City, situated in the center of a healthy metropolitan area, has many viable neighborhoods, and several thriving commercial districts. In addition, downtown is anchored by state, local and federal governments, a major research university, and a number of successful firms in manufacturing and service industries. Recent large-scale investments include the launching of the Biotechnology Park, large-scale commercial investment in the Manchester area, the renovated Canal Walk, and the expansion of the Richmond Convention Center. It is anticipated that these large-scale projects, combined with the increasing number of housing units Downtown, will encourage future private investment in the City.

CHAPTER 3

Visions and Goals

The Challenge

The Vision for Richmond

Goals for Richmond



VISIONS AND GOALS

The Challenge

Richmond, Virginia, more than 200 years old, is located in the center of a thriving and growing metropolitan area with close to one million residents. Richmond contains a Central Business District with over 70,000 employees, and a citywide population that is just under 200,000.

Over the past few decades, the population of the City has declined. This, combined with deteriorating housing conditions and a disproportionate share of the region's poor, has contributed to continued fiscal stress. These conditions have had a negative impact on the quality of life for both residents and visitors. A variety of changes in national economic trends have placed central cities at a competitive disadvantage in attracting new industries and businesses. Richmond, which has limited land available for new development, is no different. Historically, cities in this situation have looked to annexation as a means of addressing these issues. Since 1970 state law has prohibited annexation, and there is little likelihood that such powers will be restored.

To meet the challenges facing the City of Richmond, in 1996 City Council adopted a strategic plan of action, titled A New Direction, which provides a future vision for Richmond:

"Fortune Magazine has named Richmond one of the top 100 cities in which to live. The high quality of life in Richmond is superior. Richmond and the surrounding counties have forged a strong partnership, as evidenced by a variety of regional services. The streets are full of people who are shopping, working, and enjoying the City. The educational system is innovative and prepares students to compete in employment markets locally, nationally or internationally. Traditional educational systems are supplemented by technical training centers and as-

sistance for entrepreneurial start-ups. Richmond is a model for the nation of successful white and black business communities working together. Broad Street is a beautiful, lively boulevard that serves as a connector between the western and eastern parts of the region to Downtown.

Throughout the City, urban villages offer a diverse, stable and safe mixture of commercial activity and housing for income levels. The environment of the City is physically, mentally and socially healthy. Residents feel empowered and are involved on a personal level in keeping Richmond clean, safe and thriving.

The tourism industry is thriving because Richmond has successfully woven its history and cultural heritage into its present and future. This affects the look of the City and causes it to be a destination for visitors. The James River with its renovated canal system is a luxury address for corporate America and a prime location for offices, retail, shops, hotels and residences.”

As part of [A New Direction](#), the following mission statement was also adopted for the City of Richmond:

The City Mission Statement

The mission of the City of Richmond is to be a world class city that offers a safe, supportive, and culturally diverse environment for citizens and businesses; superior education, human resource and community development systems; a high performance government; and a leadership that challenges and empowers its citizens and employees to achieve their highest potential. *(Adopted by Richmond City Council, November 25, 1996)*

The Vision for Richmond

In keeping with the City of Richmond’s tradition of community involvement in planning and civic affairs, questions regarding the City’s future were posed to residents in a series of community workshops as an initial step in the update of the Master Plan. The overwhelming sentiment from Richmond citizens was that the future of the City is dependent upon a high quality of life. It was further determined that despite the structural limitations, the challenge is for the City of Richmond to become the top choice in the region as a place to live, conduct business, and visit. With this vision in mind, the future of the City of Richmond is dependent upon improvements in three key areas: Neighborhoods, Economic Development, and City Image.

- **Richmond will continue to be a City of Neighborhoods.**

Neighborhoods are the building blocks of our City. Healthy, safe, desirable, and diverse neighborhoods are essential to encourage a strong residential base in the City.

Richmond will be a city where all residents can enjoy the highest quality of life within safe and attractive neighborhoods. Richmond neighborhoods will have quality educational facilities and programs, public services, and recreational and employment opportunities equally available to all citizens.

- **Richmond’s Economy will continue to prosper.**

Economic development is essential to support the City’s tax base and provide jobs for City and metropolitan area residents. Continuous opportunities for quality economic development will be provided consistent with the metropolitan economy.

Richmond will be widely recognized as a place where residents, business owners, and visitors feel welcome and safe, and where neighborhoods and business districts exhibit a strong, clean, and attractive identity.



- **Richmond will have a positive image and reputation unmatched among similar sized cities.**
The image of the City defines who we are. It is an indicator of overall quality of life and allows the City to effectively market its assets as a community well-suited for living, working, and visiting.

The quality of life provided in the City of Richmond will create a strong demand for Richmond as a place to live, conduct business, and visit, thereby contributing to the economic base of the City.

Goals for Richmond

The following goals address the major topics covered by this City Master Plan. They reflect the desires of the community and summarize the overall direction of specific recommendations and policies detailed in this Plan. These goals are intended to set the direction for physical change, public resource allocation, and public policy for the City of Richmond.

Transportation Goals

- The City of Richmond will be served by a multi-modal regional transportation system connecting residents with areas of employment, commerce and education.
- The City of Richmond will have a roadway system that provides access to all areas of the City. The City supports the efficient movement of private vehicles and public transit, without adversely impacting City neighborhoods.
- The City of Richmond will support bicycle travel with a safe and effective system of designated bikeways. The City will be a community where pedestrian and bicycle movements are protected as an integral part of the transportation system.
- The City will have access to national and international markets and metropolitan areas through a comprehensive system of efficient and modern transportation.

Natural Resources Goals

- Richmond’s water resources will be of the highest quality and available in sufficient quantities.
- The air in the City of Richmond and its environs will be of the highest quality possible.
- The recreational, aesthetic, and environmental attributes of the James River will be protected and enhanced in a way consistent with its role as a unique urban waterway.

- Environmentally sensitive lands will be protected from harmful and inappropriate land uses.
- As the City of Richmond continues to grow and change, the natural environment will be protected and enhanced, and Richmond's citizens will have a greater appreciation for, and better access to, the natural environment.

Public Facilities and Services Goals

- Richmond's citizens will be served by modern, convenient, attractive, and accessible educational and recreational facilities.
- Public facilities will operate efficient operation to maximize public investment and service delivery.

Housing and Neighborhoods Goals

- Richmond neighborhoods will be recognized as safe, attractive and desirable places to live and raise families, providing a variety of housing choices and homeownership opportunities.
- Development in Richmond will be sensitive to the scale and design of existing neighborhoods. Commercial and retail development will be concentrated in designated areas and will not encroach on existing residential communities. City services and facilities will be well designed and responsive to the needs of the community.
- Substandard housing will be eliminated in the City of Richmond, while protecting and capitalizing upon the architectural, historic and cultural heritage of Richmond neighborhoods.
- New and better quality housing will be targeted to homeowners. Market-rate rental housing will continue to be created in the City.

Community Character Goals

- Richmond's historic and contemporary cultural resources will be maintained and preserved to improve the quality of life, provide a sense of cultural identity, enhance opportunities for economic

development, ensure resident retention, and help attract new residents, businesses, and visitors.

- The architectural and historic character of Richmond will be preserved and enhanced.
- Future development will ensure a quality urban environment that is functional and accessible to both residents and visitors.
- Increased awareness of Richmond's unique community character, cultural resources and public art will be promoted.
- Public and private support of a diversity of artistic and cultural institutions to serve City residents and visitors will be encouraged.
- Gateways and image corridors will be maintained and enhanced as important contributors to the City's overall positive image.

Land Use Goals

- The City of Richmond will have sufficient opportunities for commercial, industrial and residential development to help support the quality of life desired by current and future residents.
- All residents will have access to commercial services, employment opportunities, and neighborhood amenities.
- As the regional economy continues to change and grow, the City will respond to and accommodate those changes, by maintaining a healthy and supportive economic base.
- Obsolete structures and uses will be transformed into productive and quality uses that support Richmond's neighborhoods, residents and heritage.

CHAPTER 4

Key Strategies and Directions

Transportation

Natural Resources

Public Facilities and Services

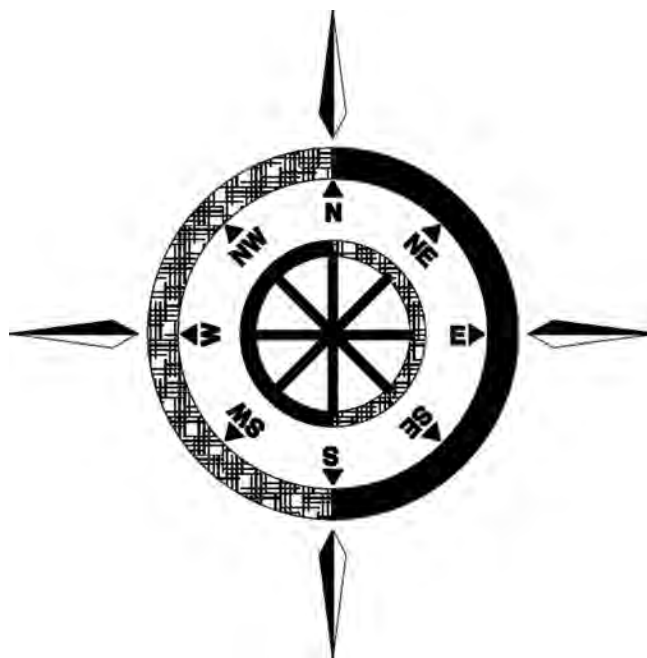
Neighborhoods and Housing

Community Character

Land Use

KEY STRATEGIES AND DIRECTIONS

This chapter summarizes the significant concepts and general direction for the future of the City as described in this Plan. Throughout the Master Plan there are hundreds of specific, detailed recommendations and policy statements. Among these are several general recommendations with broad applicability, reflecting issues of such substantial significance that they establish the context for the overall direction of the Plan. These are considered to be the key directions and strategies that form the structure for all recommendations, particularly in the areas of transportation, natural resources, public facilities and services, housing and neighborhoods, community character, and land use.



Transportation

The long-range transportation strategy for the City of Richmond is designed to allow the City to function as an integral element of a multi-modal regional transportation network of public transit and maintain an effective and comprehensive roadway network.

The strategy has three facets: implementing strategic roadway improvements; providing an effective regional public transportation system; and accommodating future light rail, commuter rail and bikeways networks. These three key transportation strategies are described below:

- Enhance the existing roadway network to address current and projected demands on the transportation network while keeping the construction of additional roadways to a minimum. Detailed recommended roadway improvements are described in the Transportation chapter and reflected on the Transportation Improvement maps. Roadway improvements are intended to address the following issues:



- improved access in south Richmond, particularly from Interstate-95, to provide more efficient connections to proposed employment and activity centers and foster economic development;
 - improvements along the interstate interchanges, many of which are key gateways into the City of Richmond;
 - safety and capacity improvements at various intersections and along corridors within the City, particularly those experiencing high accident rates or with substantial deficiencies, several of which also support other land use or economic development objectives; and
 - support other transportation strategies (such as improved rail crossings).
- Develop a regional multi-modal public transportation system. A multi-modal system consisting of light rail, commuter rail, express bus and improved taxi service is intended to support the efficient movement of people and goods while respecting the quality of life in residential neighborhoods. Increasing the emphasis on public transportation is necessary to reduce the number of vehicles on the roads, provide greater energy efficiency and less pollution, and continue to ensure region-wide access to housing and employment opportunities. An effective regional transit system is a critical piece in moving Richmond forward as a “world class city.”
- **Bus Service**
Strategies focus on the expansion of bus service to adjacent jurisdictions, improving the experience of transit riders, and other service improvements necessary to lessen traditional reliance on privately-owned transport, while at the same time providing City residents with greater access to job opportunities. These strategies include expansion of routes into Chesterfield and Henrico Counties, inter-city bus service at the Main Street Station (multi-modal transportation center), and selective transit facility improvements.

Key Strategies and Directions

- ❑ **Rail Service**

Both passenger and freight rail operate in the City, and they are predicted to play a more significant role in the movement of people both regionally and nationally.

- **Long Term Elements**

Several elements of the transportation strategy are not expected to be implemented in the near future. In the intervening time, development should preserve necessary rights of way and potential transit routes. Elements of the transportation strategy which fall into this category include:

- ❑ **Inter-city high-speed passenger rail**, centered around the Main Street Station multi-modal transportation center in Downtown Richmond. This will include inter-city bus connectors with on-site transit related commercial services as well as track and grade crossing improvements;

- ❑ **Commuter Rail Service** along existing rail lines serving Petersburg, Bon Air, Ashland, Richmond International Airport, and portions of Hanover County, and a central Transit Plaza located Downtown;

- ❑ **Light Rail Transit** along West Broad Street and Midlothian Turnpike corridor.

- ❑ **Bicycle Routes**

A comprehensive network of bikeways has been identified to facilitate commuter and recreational bike use to Downtown and major institutional and recreational destinations citywide, with connections to bikeway systems in adjacent localities.

Natural Resources

The Natural Resource strategy emphasizes Richmond’s commitment to high quality development, community enhancement and environmental quality. The ability to maintain a high quality of urban life, and thereby attract and retain businesses and residents, is dependent upon how well the City can carry out commitments to preserve and protect its unique natural resource and environmental quality. The overriding natural resources strategy is to:

Promote and implement land use, development, and resource management practices that protect and preserve air and water quality, environmentally sensitive lands, and open spaces, including the James River.



Public Facilities and Services

The overall strategy for accommodating public facility needs for the future of Richmond's citizens includes the consolidation and decentralization of services and operations. In order to provide a more effective, and better, quality of services, a number of governmental functions have been brought closer to the citizens they serve. This trend should continue with strategic governmental services provided within neighborhoods to meet critical needs. Consolidating City operations can provide more efficient functioning, facilitate the re-development of underutilized land, and better serve the community.

- **Parks and Recreation Facilities**

The overriding strategy for the City park system is to improve the existing resource base, fill critical gaps in services and park inventory, and capitalize upon unique opportunities to provide desired amenities and protect resources for the future.

- α **Improve the existing resource base**

The existing park system contains a number of excellent and unique facilities ranging from regional heritage parks to neighborhood tot lots. Maintenance and enhancement of these existing facilities is a substantial need and on-going priority. The larger regional parks, referred to as "Heritage Parks," several of which are over a century old, are in need of review to best determine their role in a future park system. The development of master plans for each of these parks is recommended to guide their future use, improvement and public investment.

- α **Fill critical gaps in the parks inventory**

While most of the City has adequate access to public parks and recreation facilities, a number of areas do not. However, opportunities exist at key locations to help address these deficiencies and to maximize underutilized lands that have little or no potential for more intense development. These areas are identified in the Plan. They include: former landfill sites, environmentally sensitive areas, and other City-owned land not currently part of the parks inventory.

- α **Capitalize upon unique opportunities**

Several areas of the City contain areas of unique natural beauty or significance, which if held publicly could provide a unique recreation and economic development resource for the City. The stone quarries located in south Richmond adjacent to the James River, for example, provide an excellent opportunity to add a significant and unique resource to the parks inventory. The Plan also identifies areas that provide opportunities to protect critical natural resources that might otherwise be unduly threatened or compromised, such as those which play an important role in water quality protection.

- **Schools**

The strategy to accommodate current and long-range facility needs of the public school system includes expansions and major renovations of existing facilities. In some instances closing schools that have become substantially obsolete may be required. This strategy does not include the construction of any new school buildings except for replacement of buildings on-site. The need for additional permanent classrooms will be



Key Strategies and Directions

accommodated through additions and other modifications to existing buildings. Closer coordination of capital planning between the City facilities and Schools facilities is needed to ensure a more efficient use of both city and school facilities and resources.

- **Libraries**

The long range strategy for the library system is to retain the existing eight branches and a main library. Focus will be on internal improvements at these facilities to accommodate changing technology and community needs.

- **Public Safety Facilities**

There are no identified or projected deficiencies in the number and location of fire stations. However, the location and distribution of police precincts is subject to change, depending on how public safety needs and strategies may evolve in the future. Accordingly, the physical facilities that support police functions should be sited and designed to provide maximum flexibility in function.



- **General Government Operations**

General City government operations include public works facilities, government administrative functions, and numerous human and social service functions.

There are several opportunities for consolidation of services, with particular importance placed upon the co-location of the Department of Public Works maintenance and other operations currently located at Parker Field and Hopkins Road.

Several human and social service functions are best provided in a decentralized manner. The use of district centers for the distribution of essential neighborhood social services should continue. Redundant public services within neighborhoods should be closely evaluated for possible elimination.

City administrative offices, currently located in City Hall and surrounding buildings, are expected to remain. The general strategy is to pursue opportunities for relocating certain functions to better serve the public, provide for more functional space, and allow for expansion of other desirable uses Downtown.

The consolidation of City courts functions is an important strategy for the future. Court functions housed in the Manchester Courts Building in South Richmond should be consolidated within the John Marshall Courts Building to increase efficiency and eliminate the need for costly renovations to the Manchester facility.

Neighborhoods and Housing

The citywide strategy for Richmond's neighborhoods and housing is based on a philosophy of protection and enhancement. The strategy includes the recognition that Richmond's neighborhoods are the heart of the City and must be protected from inappropriate uses and influences. Specific attention will be paid to neighborhoods that are in decline, to help facilitate reinvestment in these areas and encourage further investment, rehabilitation, and renovation. The Master Plan also recognizes the need for higher market rate housing within the City. Stronger code enforcement will be used as an important tool to address housing and neighborhood conditions. The housing and neighborhoods strategy also recommends a reduction in the amount of subsidized housing in the City.

The Housing and Neighborhood Strategy identifies the following priorities:

- **Create opportunities for new, high quality housing targeted to middle-class homeowners and market-rate renters.**
New housing is essential to ensure a more diverse mix of homeowners and incomes in City neighborhoods, through the careful development of selected tracts of vacant and/or underutilized land wherever appropriate.
- **Eliminate substandard housing without unduly compromising the architectural, historic and cultural heritage of Richmond neighborhoods.**
Housing improvement activities in historic neighborhoods should emphasize rehabilitation of the existing housing stock over demolition and new construction.
- **Focus short-term resources on a limited number of specific areas to achieve maximum results in neighborhood and housing improvements.**
This strategy supports the 1999 Neighborhoods in Bloom (NIB) program that was designed to eliminate vacant buildings and blight in order to restore livability to City neighborhoods.



- **Ensure an equitable distribution of low cost, assisted housing and group homes throughout the metropolitan area.**
The City of Richmond currently contains a disproportionate share of the region's public and assisted housing.
- **Aggressively market and promote City neighborhoods as preferred locations for living.**
The City boasts of an outstanding stock of livable, affordable neighborhoods that are attractive to renters and buyers at any income level. The overall strategy is to aggressively market the City's older neighborhoods as examples of urban living, and provide incentives to bring middle- and upper-income homebuyers into the City's housing market.
- **Eliminate adverse conditions impacting neighborhoods that result from land use incompatibilities.**
There is a need to strengthen, maintain and protect existing neighborhoods from adverse effects of traffic and incompatible land uses.

Community Character

Richmond’s urban character and cultural resources can be strong incentives to retain existing residents and attract new residents, businesses, and visitors. The character of the City is part of what differentiates Richmond from the rest of the metropolitan area and is a significant asset to be maintained, enhanced, and promoted. The Community Character Strategy addresses the following issues.

- **Implement land use controls, private development guidelines and public improvements for gateways and image corridors to help promote a positive image of the City.**
Gateways and image corridors establish lasting physical images of the City. Careful attention to the major entryways into Richmond contributes to the City’s ability to maintain a high quality visual environment and attract and retain new residents and businesses.
- **Protect and enhance historical and architectural resources.**
Richmond is a city full of reminders of its past. The architectural and historic resources of the City support business and residential investment, tourism and economic development. Applying “Old and Historic District” designation to properties can be an effective strategy for protecting these resources. Additional recommended strategies include:
 - a citywide historic and architectural resource preservation plan
 - adaptive re-use of historic and architecturally significant buildings to ensure preservation and retention of essential elements of community character.

Land Use

The land use element of the Richmond Master Plan provides a long-range guide for the development and use of land for the City through the year 2020. To varying degrees, all sections of the Master Plan contain policies and strategies that relate to the use of land. To that end, the Master Plan can be regarded as the primary policy tool for guiding the future physical development of the City.

Several fundamental priorities are embodied in the land use plans as depicted for each of the planning districts. These priorities are reflected in the following ten key strategies:

- **Accommodate the continuation of most land uses and patterns in Richmond as they currently exist.**
Richmond is a city of well-established neighborhoods and public facilities, in addition to commercial and industrial districts. The land use pattern in Richmond is so well established that no major changes in the general concept are neither anticipated nor considered appropriate.



Richmond is essentially a built-out city with very limited vacant and developable land. North of the James River, there are opportunities for land use changes that are limited to a handful of redevelopment sites. There are a few ongoing public redevelopment projects, and scattered adaptive re-use opportunities located Downtown. South of the James River, greater opportunities exist for infill development and transitional uses.

Overall, significant changes to traditional land use patterns, which have evolved in the City over the past 50 to 100 years, are not appropriate. This is a philosophy reflected in the land use plans in Chapter 11.

- **Recognize Downtown as the primary business and employment center for Richmond and the metropolitan area.**

Downtown Richmond is the economic core of both the City of Richmond and the greater metropolitan area. Strengthening Downtown Richmond through development of diverse but compatible land uses is critically important for the City. With approximately 70,000 jobs and over 13 million square feet of office space, Downtown is the major employment center in the region and its vitality is crucial to both the City and the region. Downtown must be continuously supported as an employment center, an entertainment and visitation destination, and as a residential neighborhood.

Support for Downtown development is an essential element of the City's overall land use and development strategy. The strategies and policies outlined in the 1997 Downtown Plan are expected to be adhered to and implemented to ensure the continued growth and vitality of Downtown Richmond. Transportation, public facilities, and land use strategies citywide need to be supportive of this vital role of Downtown.

- **Continue commercial development at major centers and along specific corridors with clear guidelines for future infill development and boundary expansions.**

The Downtown Central Business District is supplemented by numerous citywide commercial areas serving as neighborhood

and community retail centers, residential office centers, and service commercial areas. Several of these are long-standing commercial corridors; West Broad Street, Hull Street, Jefferson Davis Highway, and Midlothian Turnpike are examples.

In addition to the commercial corridors, there are approximately twenty identifiable concentrations of commercial services. These "service centers" include retail, office, and service activities serving a geographic area beyond the immediately adjacent neighborhoods.

Land use policy in this Plan encourages that commercial development be contained, and that future development be located within these identified service centers and along existing commercial corridors.

The District Land Use Plans in Chapter 11 discuss the land use challenges and issues identified with each service center and provide specific guidelines for infill development, expansion, and where appropriate, redevelopment strategies.

- **Higher density retail, office and residential development along the Belt Boulevard corridor create a "Town Center" in South Richmond.**

The Town Center is an opportunity to create a significant center of mixed-use activity in South Richmond in the vicinity of Belt Boulevard between Hull Street and Midlothian Turnpike. The Town Center is intended to provide a new model of development with a mix of retail, office, and residential, public facilities and services, and recreational amenities. Higher density urban-scaled development and transit and roadway connectors can provide the Town Center with an identity unique to the Richmond region.

- **Designate sufficient land for future economic development with a reasonable level of flexibility provided for the use of key sites.**

In order for the City to remain competitive and continue to attract businesses that can contribute to the tax base and offer employment opportunities for City residents, land must be made

available for such use. The land use plan identifies areas that are appropriate for commercial, industrial and mixed uses and also describes where it will be appropriate for public intervention to occur to establish these sites. Most of the opportunities for such sites are south of the James River along the I-95 industrial corridor.

In addition to areas generally shown for industrial or office use, the designation of “Economic Opportunity Area” is used on the land use plan map to identify areas that provide opportunities for a wide range of commercial, office, or light industrial uses. For each area, specific land use and community objectives are described in the text.

- **Revitalize the Midlothian Turnpike Corridor.**
The revitalization of the Midlothian Turnpike corridor from Belt Boulevard to the Chesterfield County line will require a comprehensive approach to change current conditions. The Land Use Plan designates much of the corridor as an Economic Opportunity Area, with the expectation that this will facilitate and encourage the transition from Transitional Office and General Commercial areas. The intent is to encourage a significant transition from abandoned retail uses to mixed uses, including office and light industrial.



- **Encourage higher quality residential development.**
There are a limited number of locations throughout the City that provide an opportunity for new residential development. The vast majority of these are located within the context of established single family neighborhoods. Many of these areas have natural or man-made constraints that impact development. With so few opportunities for new development, incentives should be provided to encourage quality development without adversely impacting surrounding neighborhoods or environment.

The Land Use Plan designation of “Housing Opportunity Area” identifies areas where higher density residential use would be appropriate as an incentive for achieving higher quality development and other community objectives described for each area. Eleven Housing Opportunity Areas are identified and described in the District Land Use Plans. These sites are suitable for higher density single family development, so long as appropriate design and access measures are employed in order to achieve a compatible relationship between new development and surrounding lower density residential neighborhoods.

- **Focus on Gateways and Image Corridors.**
Gateways and image corridors establish lasting impressions of the City. The term “gateways” refers to locations where visitors first enter the City of Richmond, usually along major roadways, at either the City boundary or interstate interchanges.

Careful attention to these major entryways into Richmond has broad implications for the City’s ability to maintain a high quality visual environment and attract and retain new residents and businesses.

Image corridors are key transportation corridors that should display a high-quality appearance to enhance the image of Richmond.

Strategies for improving these critical image areas are located within the detailed land use plans for each of the Planning Districts. Many of the specific land use, redevelopment, or

infrastructure recommendations give high priority to the improvement of these key corridors.

- **More detailed land use analysis of key commercial corridors.**

Several major transportation corridors within the City of Richmond were developed prior to the interstate highway system. During the times when these corridors served as streetcar corridors, commercial development along these corridors grew to serve the specific needs of travelers passing through the city or along streetcar routes. The development of the interstate highway system and nation-wide shifts in shopping patterns have left many of these older commercial corridors with pockets of obsolete structures. During the development of the Master Plan, it became apparent that more detailed attention should be given to development policy for these areas. These areas include the Hull Street corridor, Nine Mile Road, and North 25th Street.

- **Identify areas for future Redevelopment Area designation.**

A number of areas within the City of Richmond are plagued by blighted and obsolete structures, and incompatible land uses. The Plan recommends certain areas to be designated in the future as redevelopment areas. Those areas will require public involvement in order for redevelopment to occur.

CHAPTER 5

Transportation

Transportation Goals

General Transportation Policies and Strategies

Public Transportation

Bicycle and Pedestrian Travel

Transatlantic and Intra-coastal Shipping

The Roadway System

Parking



TRANSPORTATION

The recommendations contained within this chapter provide a framework for the implementation of transportation improvements to enhance the safety, mobility and quality of life for all citizens of Richmond. The automobile continues to be the primary means for commuting, but a multi-modal transportation system will reduce this dependence.

Recommended transportation improvements are based on current and projected conditions and are designed to meet the transportation challenges of the new century. Recommendations are made for four specific transportation elements:

- Public Transportation
- Bikeway and Pedestrian Travel
- the Roadway System; and
- Parking

In each of these sections, detailed recommendations are provided to create a multi-modal transportation system that accommodates future transportation needs and provides the safest, most efficient access to regional employment, residential neighborhoods and commercial services.

Relationship Between Transportation and Economic Development, Land Use and Quality of Life

Safe, efficient, and convenient transportation is an essential component of the quality of life in any community. Quality urban living requires the ability of residents and consumers to easily access jobs and retail centers. Likewise, access to local, interstate, and international transportation networks are vital considerations for businesses seeking to expand or locate. For Richmond, access to the Interstate highway system, the airport, rail lines, and the Port of Richmond all play a significant part in business location decisions.

Businesses also require an accessible work force, frequently creating a necessity for public transportation. An efficient, well-maintained transit system supports not only businesses and residents, but visitors as well. An effective public transportation system reduces roadway congestion, eases the demand for parking, particularly downtown, and enhances air quality. As the City continues in its role as the predominant urban center of the region, creative enhancements to the existing public transportation system are essential to improve the quality of life both within the City and throughout the region.

The transportation network can also be used as a catalyst to shape and manage urban growth. Fixed transportation systems like highways and light rail lines can appropriately generate higher intensity and higher value development. Development along light rail lines in particular can be of higher density to increase access and usage of those systems. Appropriately, the land use plan maps for Richmond identify industrial uses in proximity to both rail lines and the James River. Similarly, major transportation arteries can also be incompatible with residential uses, particularly due to the noise they generate. This issue is particularly noticeable in urban areas where interstate highways and major arteries were constructed through existing neighborhoods or where their usage has increased substantially. To reduce this problem, there are several areas for which the land use plan recommends buffering or other forms of mitigation.

Transportation Goals

The following four goals form the basis for all subsequent transportation policies and strategies, and are intended to support traditional roadway-based and multi-modal transportation systems.

- The City of Richmond will be served by a multi-modal regional transportation system connecting residents with areas of employment, commerce and education.
- The City of Richmond will have a roadway system that provides access to all areas of the City. The City supports the efficient movement of private vehicles and public transit, without adversely impacting City neighborhoods.
- The City of Richmond will support bicycle travel with a safe and effective system of designated bikeways. The City will be a community where pedestrian and bicycle movements are protected as an integral part of the transportation system.
- The City will have access to national and international markets and metropolitan areas through a comprehensive system of efficient and modern transportation.



Transportation

General Transportation Policies and Strategies

The long-range transportation policies and strategies for the City of Richmond are designed to enable the City to: function as an integral element of a safe and efficient regional multi-modal public transportation network; maintain a safe, effective and comprehensive roadway network; and develop appropriate alternative modes of transportation.

- Develop a regional multi-modal transportation system consisting of commuter and light rail, local and express buses, rapid busways, ridesharing, improved taxi service, and bikeways to support the safe, efficient movement of people and goods, while respecting the quality of life in the City's residential neighborhoods.
- Encourage regional participation in achieving greater public transit ridership.
- Promote ridesharing, bicycle commuting and pedestrian walkways as alternatives to the single passenger automobile.
- Enhance the existing roadway network to address current and projected transportation demands.
- Promote the development of high-speed passenger rail service connecting Richmond to other areas in Virginia and along the East Coast.

Public Transportation

Existing Conditions

Public transportation within, and to and from, the City is provided by a combination of bus, taxi, ridesharing, rail, and air service. Current conditions, issues, and recommended improvements for each of the six modes are described below.

- **Intra-City Bus Service**

The principal public transit carrier in the Richmond metropolitan area is the Greater Richmond Transit Company (GRTC), a non-profit public service corporation. Operating since 1973, GRTC runs approximately 185 buses on 56 routes daily.

In addition to GRTC, there are approximately a dozen private transportation companies in the Richmond area that provide bus service from commuter and employee transportation to conventions and special events. Virginia Commonwealth University also provides shuttle service between its Academic and Medical campuses.

- **Intercity Bus Service**

Greyhound and Carolina Trailways provide intercity bus service to all major markets throughout the southeast. Greyhound's Richmond terminal is a major hub for the company's East Coast operations, serving approximately 800,000 passengers per year. GRTC and several taxi companies provide connections to the Greyhound station. Relocation of some or all of the functions of the bus station to the Main Street Station multimodal center is expected in 2005.

- **Ridesharing**

Ridefinders, the region's public non-profit ridesharing organization, promotes carpooling as an alternative to single passenger automobile travel. A subsidiary of GRTC, Ridefinders encourages and assists in the formation of car and vanpools, and fosters telecommuting programs through a network of employee transportation coordinators.

- **Taxis**

Taxicab service is an increasingly important element of the transportation system as tourism and business travel make up a greater portion of the City's economy. Taxi service is provided by private companies whose operations are regulated independently by each of the metropolitan area jurisdictions. Coordination among jurisdictions and training for taxi drivers is provided by the Capital Region Taxicab Advisory Board, a subsidiary of GRTC.

- **Rail Service**

Passenger rail service is provided by AMTRAK, at the station on Staples Mill Road in Henrico County. Once completed, the Main Street Station in Shockoe Bottom will serve as an additional arrival and departure point for rail passengers. Freight service is primarily a "pass-through" function with Richmond served by both CSX and Norfolk Southern lines.

- **Air Service**

The City is served by Richmond International Airport, located in eastern Henrico County, seven miles east of the City. It is owned and operated by the Capital Region Airport Commission, a special authority in the Commonwealth of Virginia. Primary access to the airport is Airport Drive, which provides convenient access to I-95, I-295, and I-64. In addition to commercial passenger and cargo operations, the airport accommodates over 100 general aviation aircraft based at the airport and has significant aviation operations for both the Virginia Air National Guard and Virginia Army National Guard. On average, the airport accommodates close to 600 general aviation, commercial, air taxi and military flights a day.

Public Transportation Issues

- **Ridership**

Over the past 15 years, ridership on Greater Richmond Transit Company buses has declined significantly. Between 1991 and 1995, the number of individuals riding GRTC buses dropped over 36%. Factors that have led to declines in ridership include:

- Limited funding to implement system improvements and increase service area.
- Movement of large-scale retail establishments away from Downtown.
- The lack of service to suburban employment and residential areas.
- The continued out-migration of jobs, retail centers and residents to the region's suburban counties.
- Fare increases in the early 1990's.
- Reductions in weekday service.
- Long waiting periods for transfers; and
- Widespread availability of Downtown parking.

- **Route Coverage**

Improvements in route coverage are needed to ensure equitable distribution of GRTC services. Key residential and commercial sections of south, east, and north Richmond are underserved by



Transportation

current GRTC routing patterns. Given GRTC's role as a regional transit company, the wider distribution of routes in Chesterfield, Henrico, and Hanover Counties, particularly along major transportation and employment corridors, is needed.

- **Rider Amenities and Facilities**

Providing a comfortable and quality environment for the transit rider is an important factor in capturing and retaining all transit patrons, particularly those with other transportation options. Current deficiencies include: limited shelters or benches at bus stops, lack of route information in transit areas, an overall negative impression of transit facilities particularly at transfer points downtown.

- **Intercity Passenger Rail Service**

Several issues related to the existing regional rail system are important to consider.

- There is currently no passenger rail service within the City of Richmond. The closest AMTRAK rail passenger facility is located seven miles from Downtown at the Greendale



Station on Staples Mill Road in Henrico County. The restoration of Main Street Station will return passenger rail service to downtown Richmond in 2002.

- The City benefits from an extensive fixed rail system with significant carrying capacity. The current rail system can accommodate more traffic, and could serve as the foundation for additional rail options such as commuter rail and high-speed rail. However, rail lines established to carry freight traffic will need to be upgraded in order to facilitate passenger rail service. Grade crossings along the rail corridor will need to be improved to allow for additional train traffic and higher train speeds.

- **Airport Access**

No public transportation to the airport is currently available except for taxis.

Public Transportation Policies and Strategies

- **Regional Bus Service**

Establish a dedicated and reliable source of funding for the Greater Richmond Transit Company (GRTC) or any form of regional public transportation to expand. Create a Transportation District Commission with taxing authority as a mechanism to accomplish this strategy. Such a Commission should be comprised of representatives from the surrounding counties and the City.

- **Main Street Station**

Return passenger rail service and inter-city bus connections to downtown Richmond through the renovation of Main Street Station.

- **High Speed Rail**

Establish a high speed inter-city passenger rail service to Downtown Richmond as part of Amtrak's northeast corridor service. Such service should include connections to Washington, D.C. and points north, Newport News to the east, Charlotte to the south, and Lynchburg and Bristol to the west.

- **Light Rail**

Establish a light rail transit system connecting key stops within the City and metropolitan area along major transportation corridors. A well-designed light rail system can be a positive element to ensure the City's position as a vital economic core of the metropolitan area.

A light rail system for Richmond should operate at-grade within existing street rights-of-way. Elements of a future light rail system should include:

- ❑ a circulator route within Downtown, including Main Street Station, connecting the Convention Center with Shockoe Slip, Shockoe Bottom and the Riverfront as generally described in the Richmond Downtown Plan;
- ❑ a route along Broad Street – from Main Street Station west;
- ❑ a connection from Main Street Station and Downtown to the proposed Town Center and Midlothian Turnpike Corridor; and
- ❑ along Jefferson Davis Highway into Chesterfield County.

Although light rail transit is the recommended means of providing transit service in the corridors described above, cost and right-of-way issues may preclude immediate implementation. Therefore, effort should be made to protect potential future transit rights-of-way. A range of bus systems on existing rights-of-way should be used in the interim. Consideration should be given to providing dedicated lanes for such vehicles.

- **Commuter Rail**

Create a system of commuter rail lines along existing railways to connect Main Street Station with the following destinations:

- ❑ Richmond International Airport,
- ❑ Bon Air/Midlothian/Brandermill,
- ❑ Glen Allen/Ashland,
- ❑ Strawberry Hill/Richmond International Raceway, and
- ❑ Petersburg and Chester.



- **Access to Richmond International Airport**

Work with Henrico County and transportation providers to implement additional public transit to the Richmond International Airport to include additional bus service, and regional commuter rail transit from Main Street Station.

Recommended Public Transportation Priority Improvements

Several of the recommended public transportation improvements are significant enough that immediate and continuous action should be taken towards their implementation. These priority projects are as follows:

- **Regional Bus Service**

The following improvements are essential to increase transit ridership, and enhance the efficiency and attractiveness of a regional transit system.

Transportation

- ❑ Develop a Transit Plaza on East Grace Street between 7th and 8th Streets with streetscape improvements, transit information, pedestrian amenities and bus shelters.
- ❑ Construct bus shelters at all major bus stops, including the renovated Main Street Station. Each shelter and bus stop should be identified by large route signs, with information about services, routes, and costs.
- ❑ Expand bus service to the proposed Town Center area, with additional stops along Midlothian Turnpike.
- **Relocate the GRTC bus yard and maintenance facility.**
The current site is identified on the Land Use Plan map as a Housing Opportunity Area.
- **Express Bus Service**
Three of the City’s Interstate corridors should be provided with express bus routes originating from Downtown and linking City commuters and shoppers to park-and-ride facilities at terminal points in the outlying counties. The routes should include Interstates 95, 64, and 195 and the Powhite Parkway.
- **Downtown Light Rail Circulator**
The Downtown Light Rail Circulator is necessary to enable residents, workers, and visitors to move easily more about Downtown, particularly gives the increasing demand on parking resources.
- **Light Rail Transit**
The light rail transit concept is intended to be the preferred method of public transit connecting the major nodes of activity in the City and ultimately throughout the metropolitan area. Although actual construction of such a system is not anticipated in the near future, the acquisition and preservation of rights of way should remain a priority, particularly in those cases where planned light rail transit routes coincide with planned roadway improvement projects.

Bicycle and Pedestrian Travel

Existing Conditions

Currently, much of the roadway system in the City is conducive to neither bicycle nor pedestrian travel. Many of the City’s major transportation corridors lack streetscape elements to encourage pedestrian use. Route 10, portions of Jahnke Road, and the Lee Bridge have designated bicycle lanes, and both bicyclists and motorists can safely use most low-speed streets in residential areas. There are no other locally designated, signed bicycle routes within the City. There are a number of paths and roadways within City parks that are utilized quite frequently for recreational bicycle use.

Bicycle and Pedestrian Travel Issues

Within the City, significant bicycle and pedestrian travel issues include:

- A lack of an organized network of commuter and recreational bikeways;



- A lack of bicycle and pedestrian access to Belle Island from Riverside Drive;
- A lack of park-and-lock bicycle facilities Downtown; and
- Currently, a lack of requirements for new roadway projects to emphasize bicycle and pedestrian travel, resulting in development that can be detrimental to an urban pedestrian environment.

Bicycle and Pedestrian Policies and Strategies

In order to develop a successful multi-modal transportation system, the specific needs of bicyclists and pedestrians must be accommodated. Routing systems for both cycling and walking should be just as important to the City's transportation network as are the roadways that support motorized travel. The following policies and strategies underscore the importance of incorporating convenient, well-designed bike and pedestrian routes into future transportation network improvements:

- Construct new roadway segments that include bikeways and sidewalks.
- Coordinate with adjacent jurisdictions to create a unified regional bikeway network. The commuter bike system should provide connections to all proposed commuter rail and light rail stations.
- Develop a comprehensive bike routing system that includes plans for the long-term maintenance of bicycle route designators (signage, bicycle lane street stripping, etc.).
- Incorporate bike lockers into the design of any new public facilities.
- Give priority to all proposed projects using current ADA guidelines in order to provide safe pedestrian access to schools, hospitals, parks, and transit stations.
- Ensure that all transportation projects should have adequate provisions to address the needs of the pedestrian in a safe and efficient manner.

- Create pedestrian oriented environments with proper land use planning.
- Maintain the City's infrastructure for pedestrian safety.
- Upgrade inadequate pedestrian facilities around schools, hospitals, parks, and transit stations.

Recommended Bikeway System

The bikeway system depicted on the Transportation and Roadway Improvements map is intended to provide an efficient, comprehensive network to safely accommodate bicycle travel for commuting and recreational cyclists alike. The proposed bikeway system is intended to provide access to Downtown and other employment centers, to commercial and retail service centers, and to all major public recreational facilities and parks.

While it is recognized that all City roadways are available for bicycle use, those roads identified on the Transportation and Roadway Improvements map have been chosen as the most efficient, safe and appropriate locations for shared motor vehicle/bicycle traffic. These routes are appropriate for designation either through signage or delineated bike lanes, and should also be maintained in a physical condition conducive to safe bicycle travel.



Transportation

Transatlantic and Intra-coastal Shipping

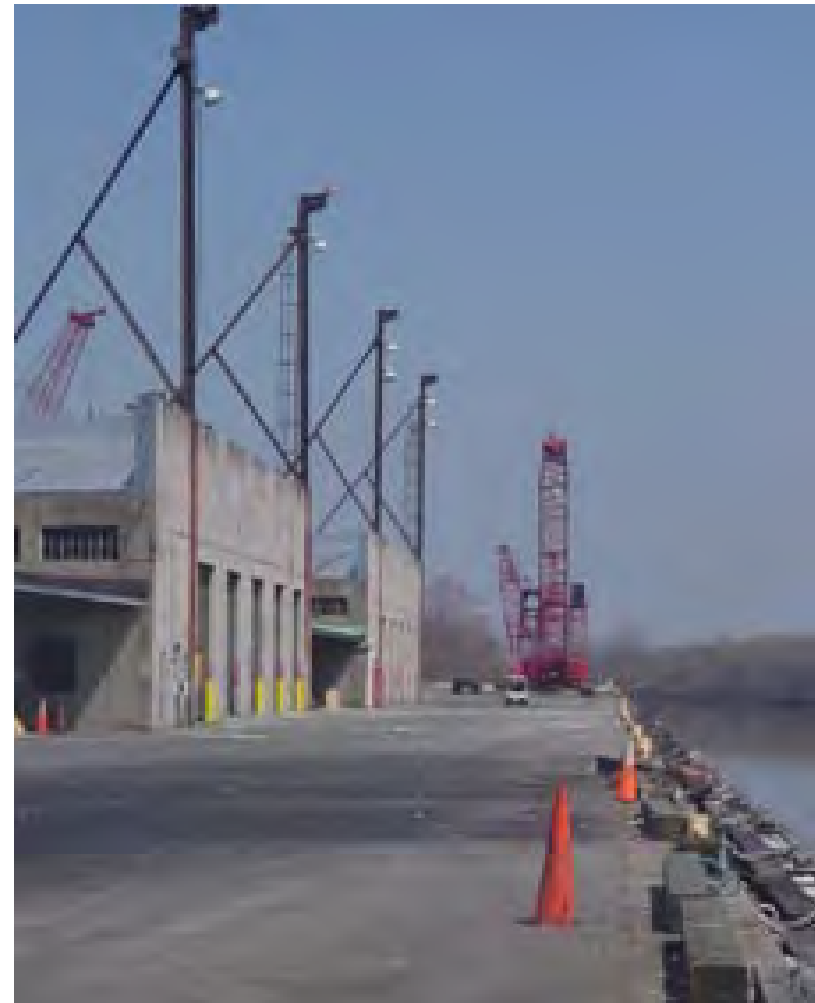
Intra-coastal and trans-Atlantic shipping is conducted through the Port of Richmond Terminal, an inland deepwater terminal located three miles south of Downtown, adjacent to I-95 on the west bank of the James River. The 120-acre facility provides a full range of stevedore services and logistical assistance to the port's customers.

The Port handles over 500,000 tons annually of container, breakbulk, bulk, neo-bulk and livestock cargo. The Port provides service worldwide. Major cargoes at the port include tobacco, tobacco products, newsprint, waste paper, project cargo, chemicals, consumer goods, phosphates and pharmaceuticals.

Approval of [The 1992 Master Development Plan for the Port](#) marked the beginning of major infrastructure improvements to maximize container handling and storage operations, improve gate operations and traffic flow at the terminal, and extend the wharf to the north.

Future improvements to the Port include:

- Additional cargo lay down area and construction of future warehouse space;
- An extension of the wharf to the south;
- Expansion of the Richmond Deepwater Terminal Turning Basin, in partnership with the Army Corps of Engineers; and
- Development of a regional rail intermodal freight center to serve domestic shippers, area industries, distribution activities, transportation companies and forwarders, as well as intermodal services for shippers through the Port of Richmond and Richmond International Airport.



The Roadway System

The City depends upon a highly developed roadway system that has been in place for decades and is generally adequate to meet the needs and expectations of businesses, residents, and visitors within the metropolitan area.

Existing Conditions

Three major interstate highways run through the City: I-95, I-64 and I-195. They have a major impact on traffic patterns and play an essential role in carrying daily commuter traffic through and around the City. Much of this highway system was located through developed areas of the City resulting in the displacement and disruption of existing neighborhoods. Much of the City's economic vitality however is directly attributable to the interstate system.

The pattern of interstate highways and local arterial streets gives commuters access to all parts of the City and the region. While some of the City's interstate access points and primary corridors are heavily congested for brief duration on a daily basis, commuter congestion in Richmond is very modest relative to other East Coast cities.

North of the James River, many residential neighborhoods are characterized by a grid pattern of streets as are the older areas of South Richmond. Residential neighborhoods south of the river that were annexed from Chesterfield County have a more rural or suburban pattern.

There are six highway bridges over the James River connecting portions of the City north and south of the river. An additional two bridges connect south Richmond to western Henrico County.

- **Relationship to Regional Roadway System**

The interstate highway system through the City is part of a much larger regional and national highway system. I-95, the main arterial highway for the eastern U.S., connects Maine to Florida, and intersects with Interstate-64 within the City limits. There are

Roadway System Characteristics

There are five categories of roadways in the City: interstates/freeways, principal arterial roadways, minor arterial streets, collector streets, and local streets.

Interstates/Freeways

- Grade separated intersections and limited access roadways designed to carry major through and commuter traffic.
- Constructed with four to six moving lanes with a median.

Principal Arterial Streets

- Major routes for carrying high traffic volumes originating in areas not conveniently served by interstates or freeways.
- Generally, four to six moving lanes, sometimes with a median, but not limited access.
- Parking generally prohibited at peak times with signalization and other controls and transit provisions being major design features.
- Follow neighborhood boundaries where possible and provide direct services.

Minor Arterial Streets

- Routes designed to support and supplement principal arterial roadways. Generally two to four moving lanes, sometimes with a median.
- Lower design standards than principal arterial roadways.

Collector Streets

- Routes designed to collect traffic from local streets and channel it to arterial streets with two moving lanes.
- Lower design standards than minor arterial roadways but higher than local streets. Desirably, residential properties front on local streets rather than directly on collectors.

Local Streets

- Provide access to adjacent properties.
- Serve as an element of neighborhood street grid design.

Transportation and Roadway Improvement

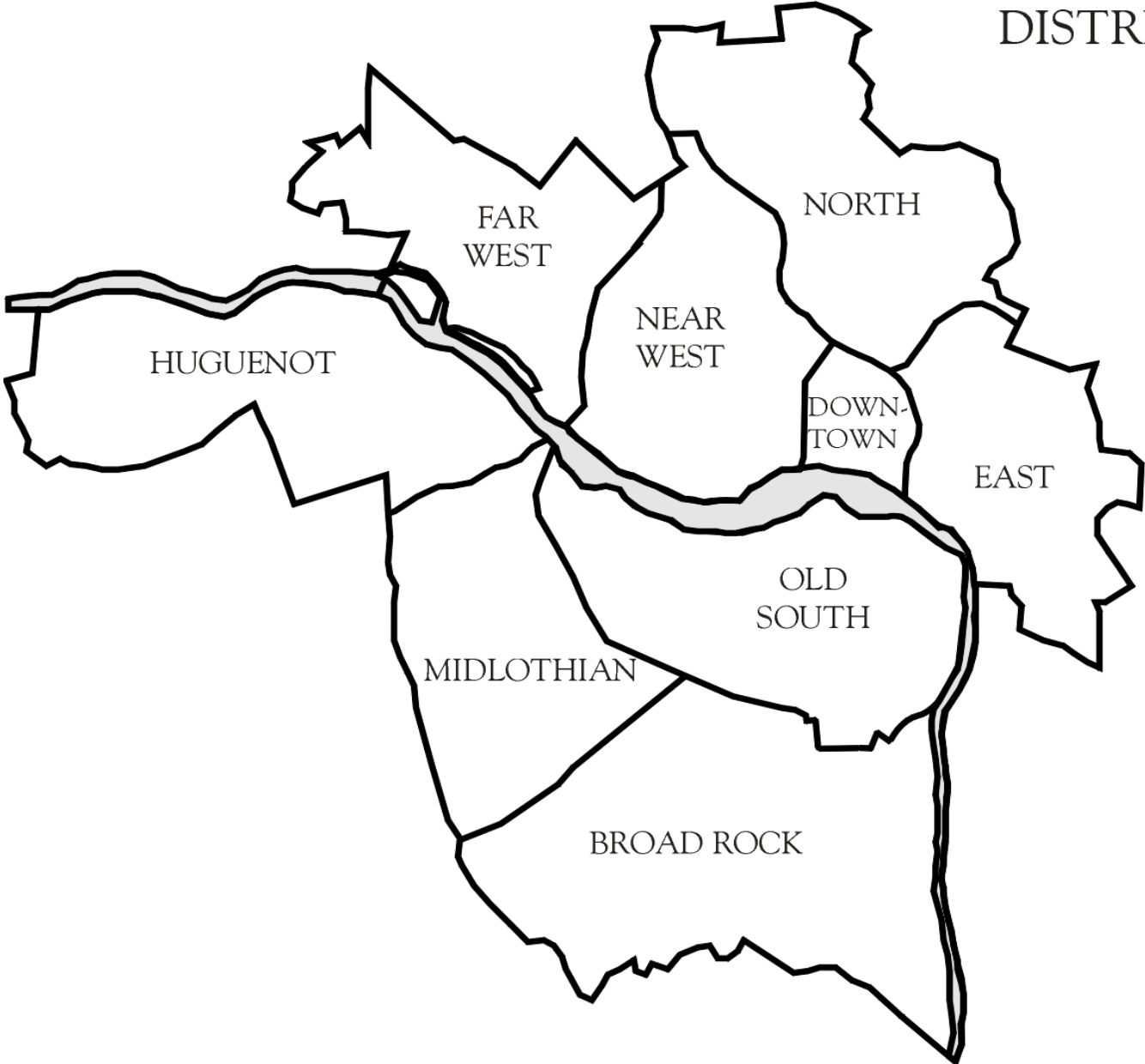


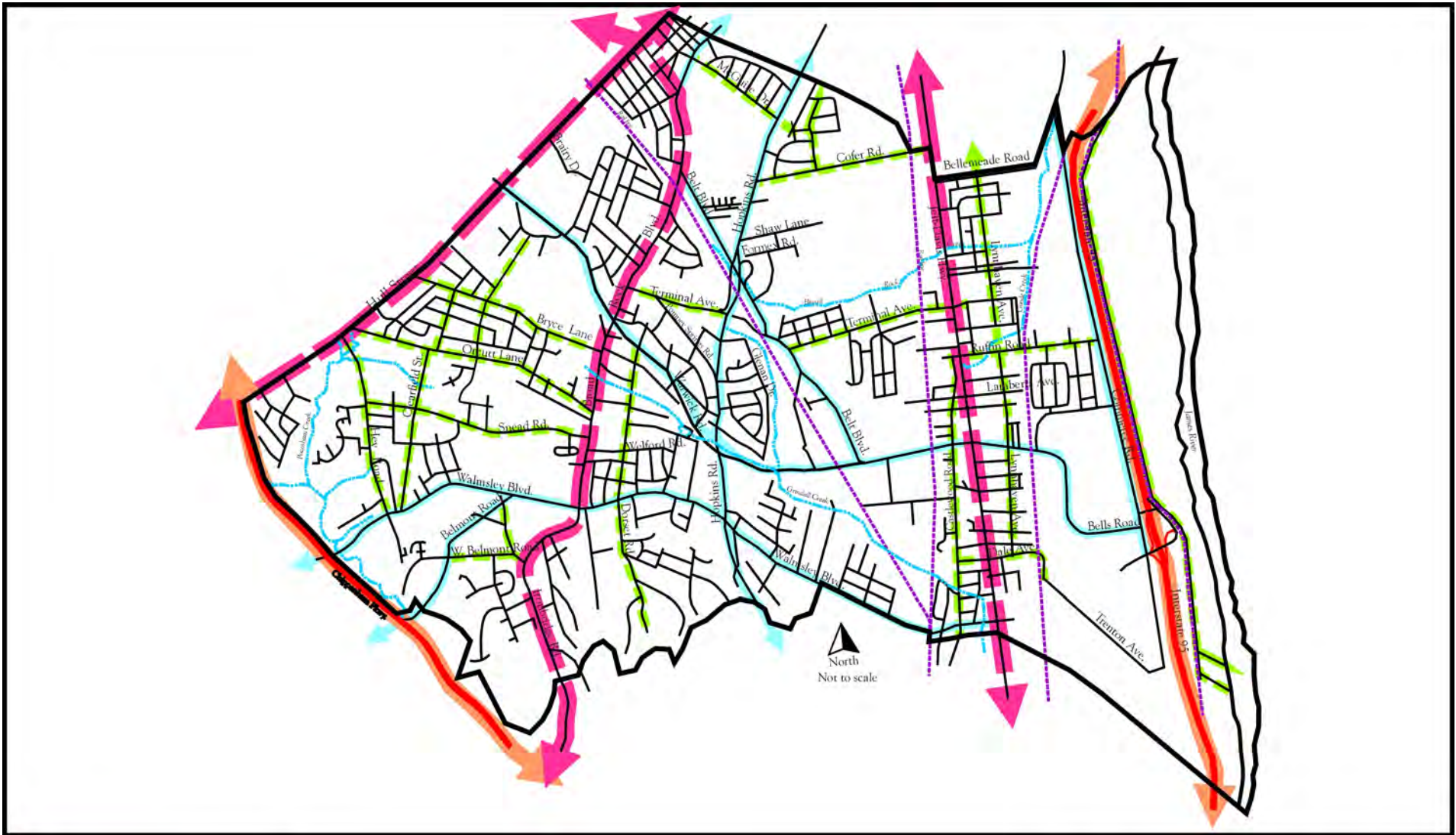
-  Bike Routes
-  New Roadway Segments
-  Operating Improvements
-  Additional Travel Lanes
-  Express Bus Service
-  Light Rail Transit
-  Light Rail Conceptual Route
-  Regional Commuter Rail
High Speed Rail
-  Interchange Improvements



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PLANNING DISTRICTS





-  Interstate/Freeway
-  Principal Arterial Roadway
-  Minor Arterial Roadway
-  Collector Street
-  Local Street

Broad Rock Planning District

Street Hierarchy

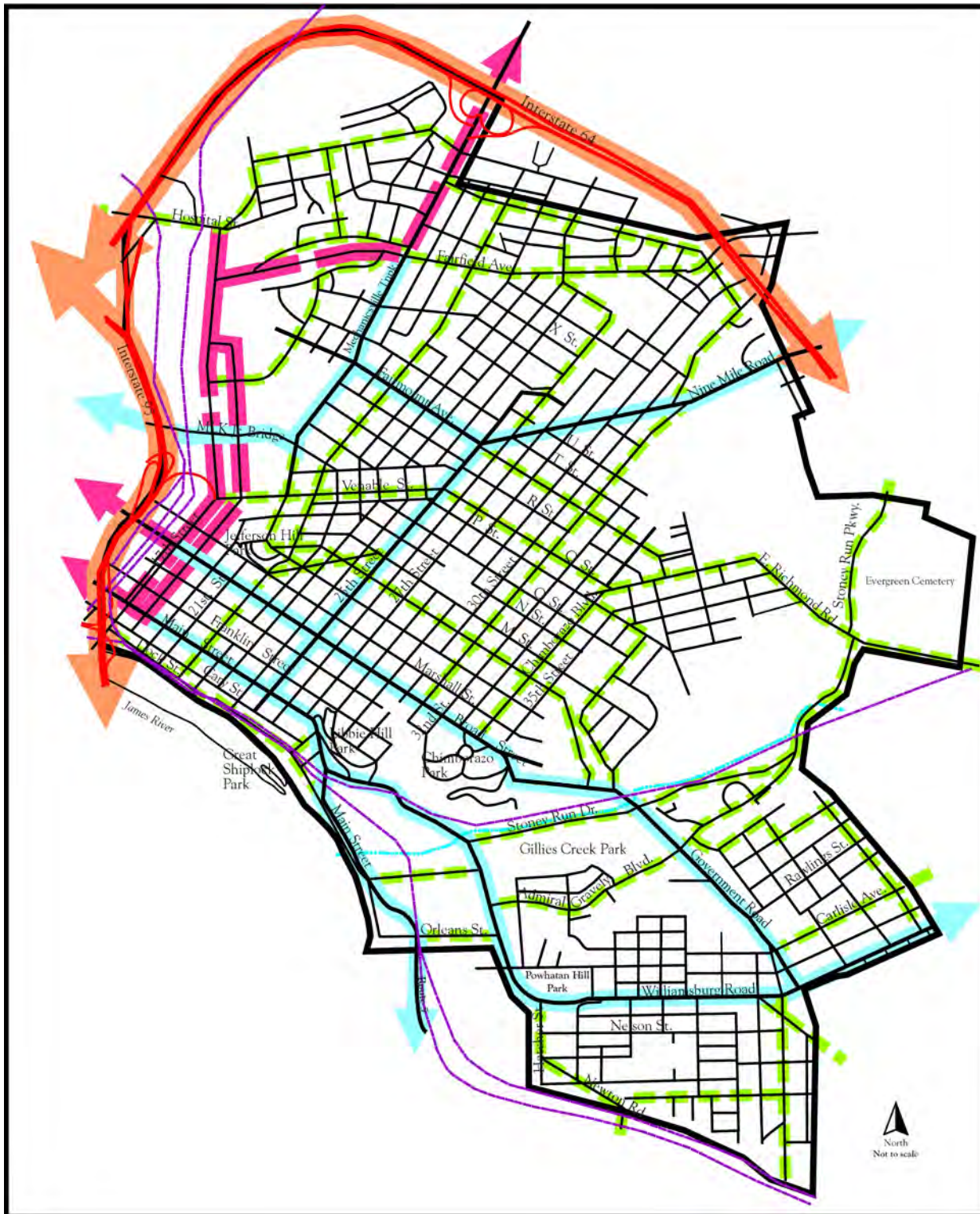



MASTER PLAN
RICHMOND
 Department of Community Development
 Division of Comprehensive Planning
 November 2000

East Planning District

Street Hierarchy

- Interstate/Freeway
- Principal Arterial Roadway
- Minor Arterial Roadway
- Collector Street
- Local Street





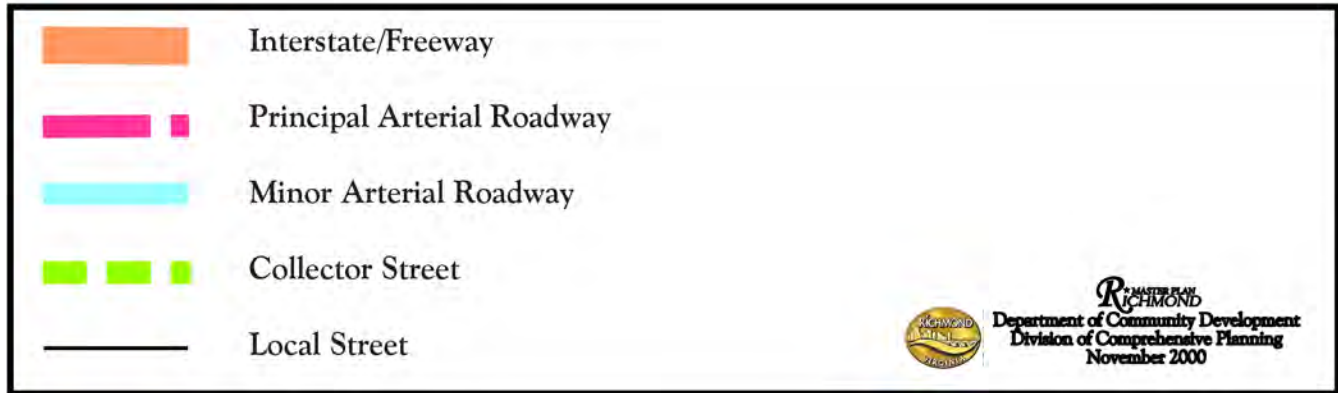
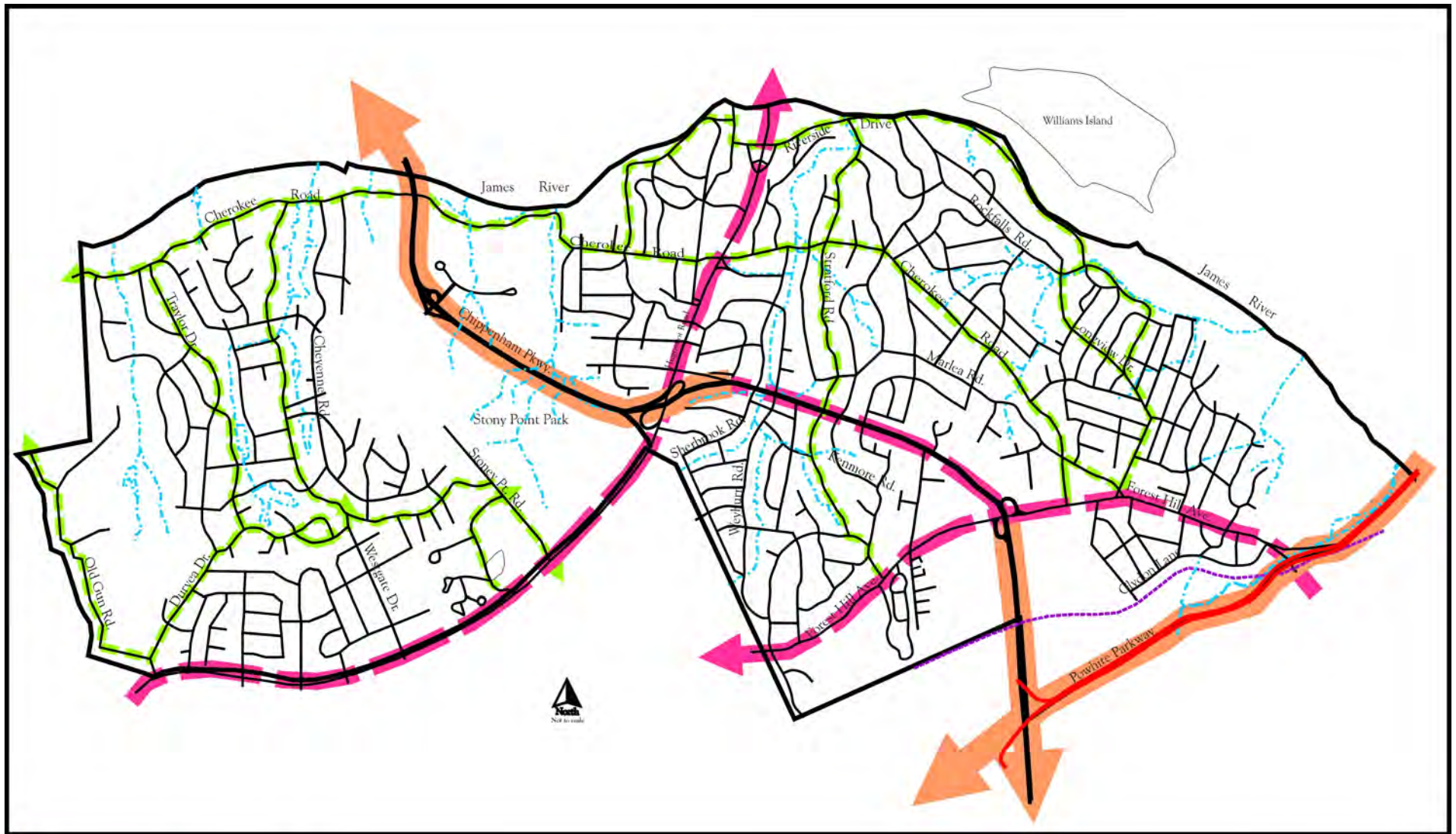
-  Interstate/Freeway
-  Principal Arterial Roadway
-  Minor Arterial Roadway
-  Collector Street
-  Local Street

Far West Planning District

Street Hierarchy



RICHMOND
 Department of Community Development
 Division of Comprehensive Planning
 November 2000



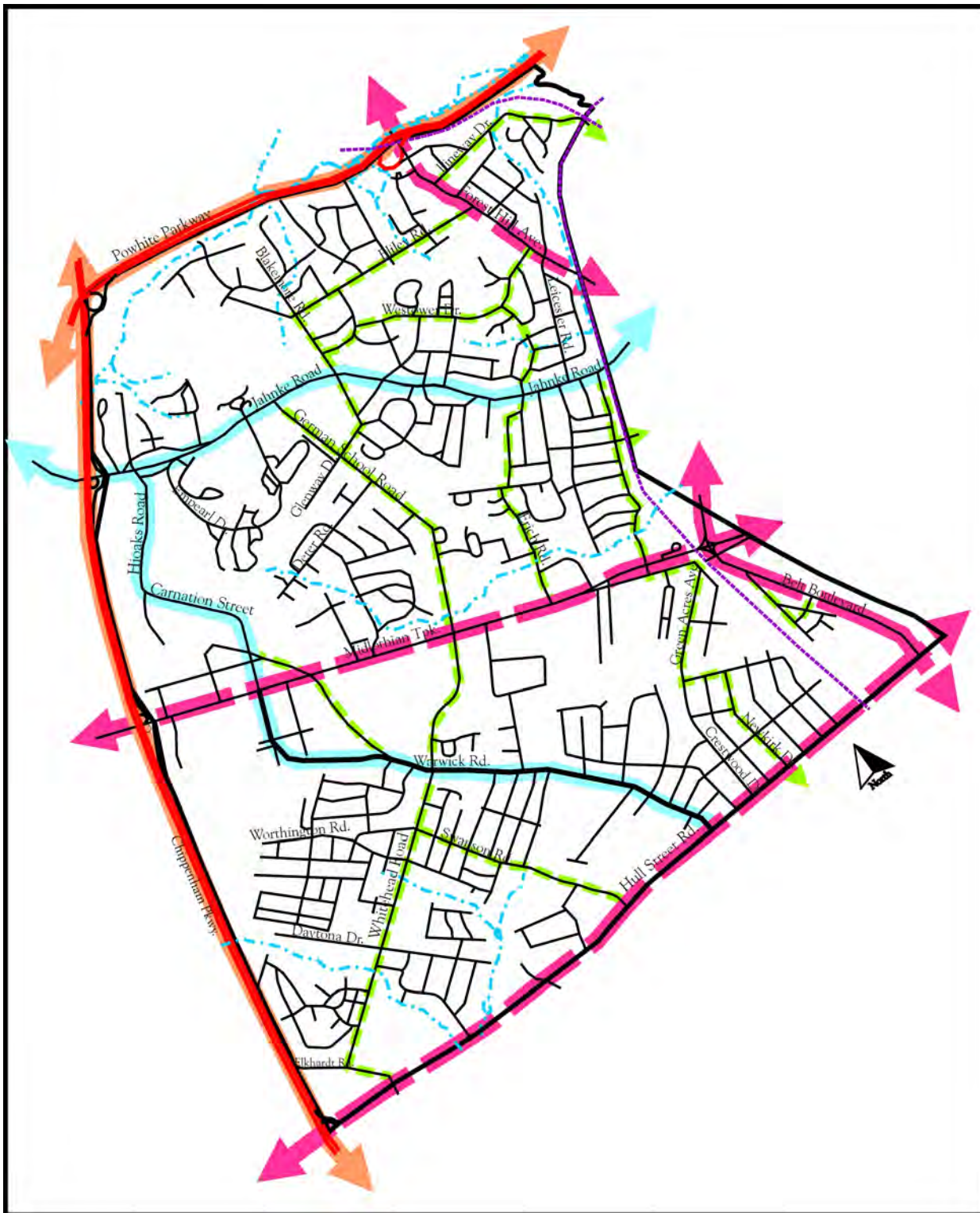
Huguenot Planning District

Street Hierarchy

Midlothian Planning District

Street Hierarchy

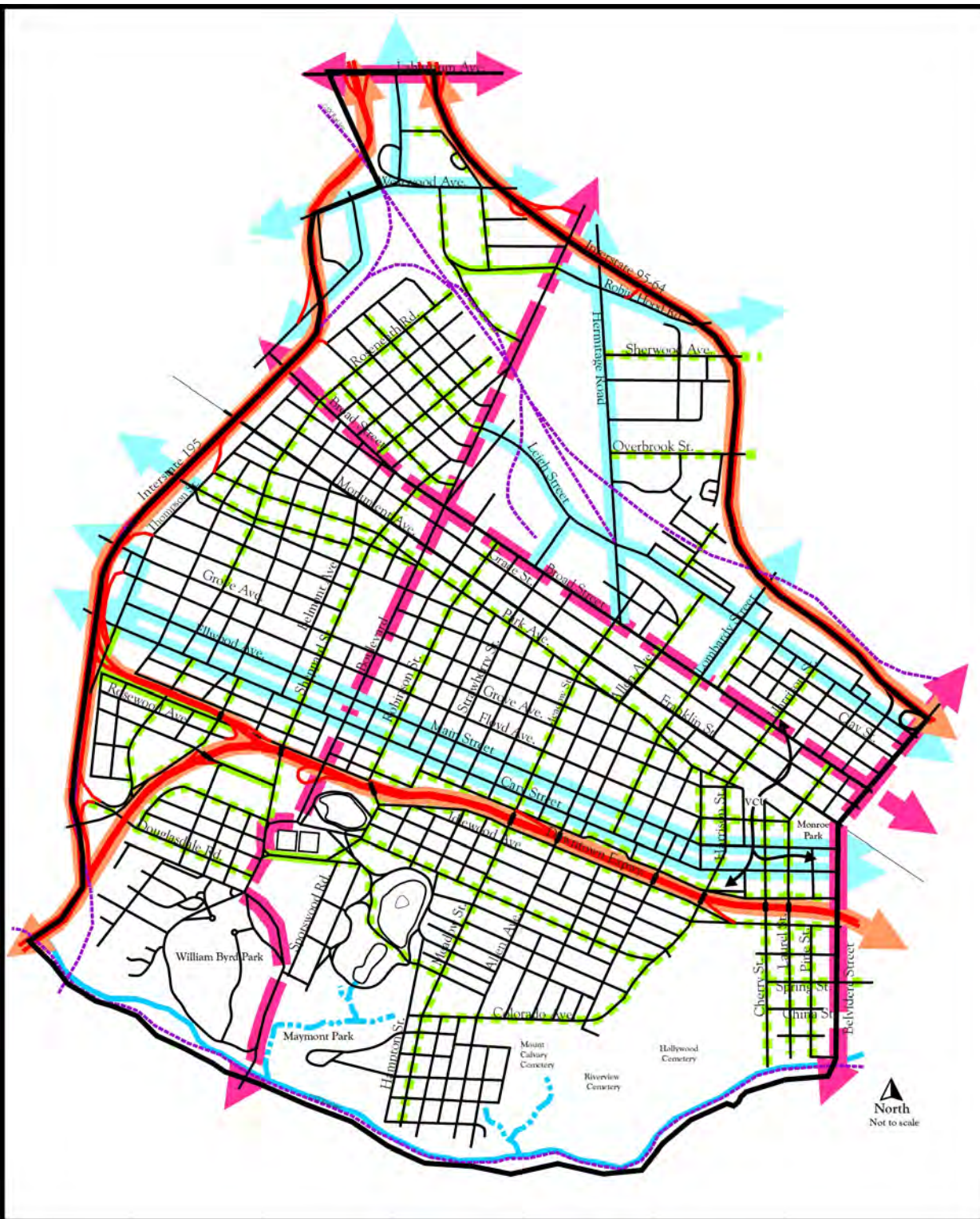
-  Interstate/Freeway
-  Principal Arterial Roadway
-  Minor Arterial Roadway
-  Collector Street
-  Local Street



Near West Planning District

Street Hierarchy

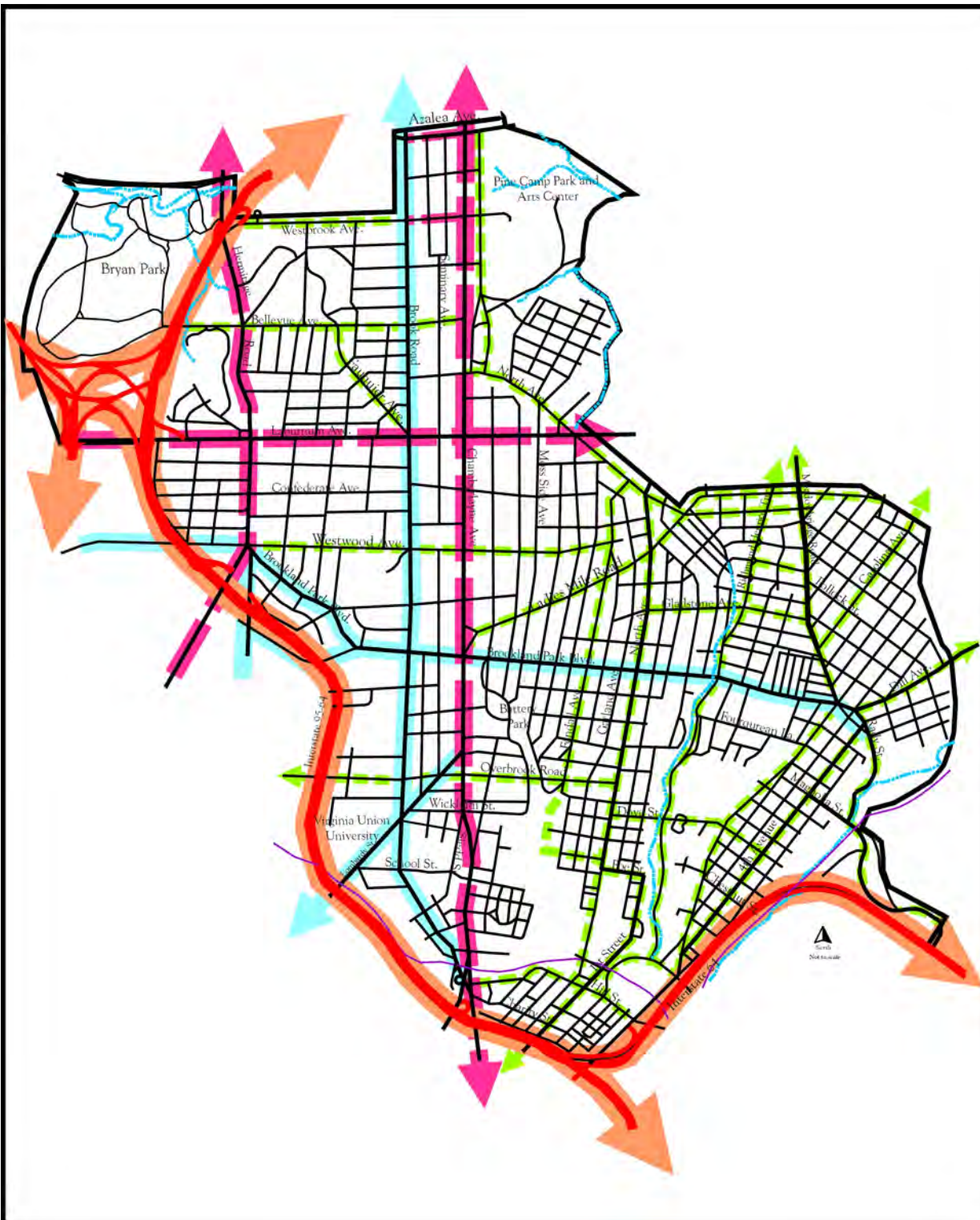
- Interstate/Freeway
- Principal Arterial Roadway
- Minor Arterial Roadway
- Collector Street
- Local Street

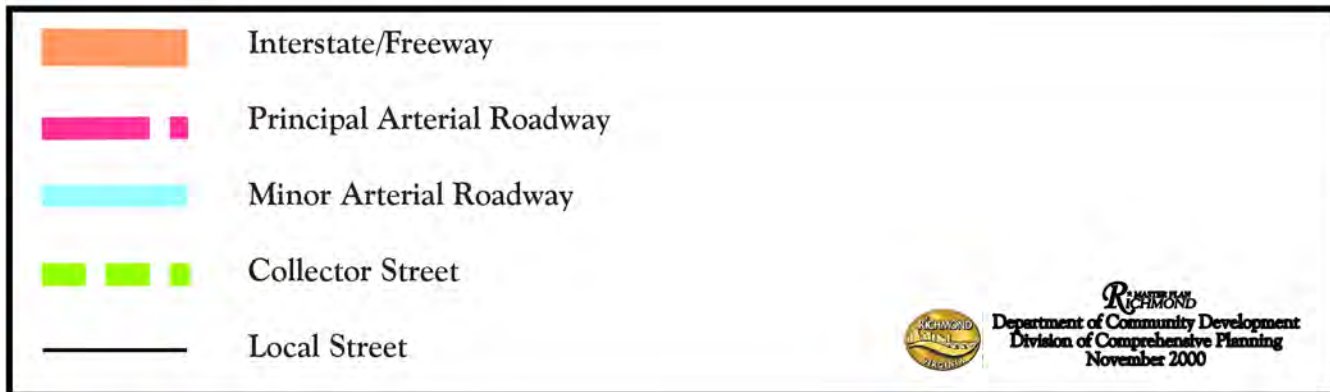


North ^R*MASTER PLAN Planning District

Street Hierarchy

-  Interstate/Freeway
-  Principal Arterial Roadway
-  Minor Arterial Roadway
-  Collector Street
-  Local Street





Old South Planning District

Street Hierarchy

several state highways that connect Richmond to other major mid-Atlantic and Southeastern U.S. localities.

- **Street Hierarchy**

The street hierarchy shown on the maps that follow reflects the existing physical structure of the City roadway network, as well as the intended function of that network. Designation of City streets in a particular category reflects the intended traffic loads and use patterns of those streets. Many City streets serve a dual function as arterials carrying a significant amount of traffic as well as providing direct access to adjacent residential properties. While it is recognized that such streets will serve a large amount of traffic, in such situations it may also be appropriate to limit physical improvements or to restrict certain types of traffic. Generally it is not appropriate to employ measures that impede the flow of traffic on principal arterial streets.

Roadway Issues

The following issues have been identified in assessing the current and future needs of the City’s roadway system.

- **Interstate Highway System**

Many major interstate access points and interchanges in the City become congested at times and inadequate to meet current and future projected traffic volumes. In the case of Interstate-95, most have not been upgraded since the initial construction of the Richmond–Petersburg Turnpike in the 1950’s. Improvements to interstate access points and interchanges are critical to increased travel efficiency and continued economic growth. Additional interstate access in south Richmond is also necessary to allow connections to growth corridors and centers along Belt Boulevard and Midlothian Turnpike.

The Virginia Department of Transportation’s Six-Year Improvement Program targets ten I-95 bridges within the City that are in need of major rehabilitation.

- **Impacts on Residential Neighborhoods**

In many residential neighborhoods, local streets also function as

collector streets, channeling significant amounts of traffic particularly during peak periods. The associated volumes of traffic can cause a negative impact on the quality of life and the desirability of these neighborhoods as places to live.

The existing grid system in many of the City’s older neighborhoods provides a variety of travel opportunities that evenly distributes traffic. This system also provides the opportunity for cut-through commuter traffic. Alteration of this system through selective street closings or other techniques has the potential to seriously impact other streets and neighborhoods.

Traditional approaches to accommodating traffic volume and congestion through providing more capacity are rarely appropriate strategies for use within established neighborhoods.

- **Deficient Roadway Segments**

There are a number of roadway segments throughout the City



Transportation

where motorists experience unacceptable operating conditions. Deficiencies that have been identified include:

- ❑ an insufficient number of travel lanes.
- ❑ the need for turning lanes and/or limited times for left-turn movement;
- ❑ lack of signal coordination;
- ❑ narrow lane width, with ditches and other roadside features close to travel lanes.
- ❑ lack of pedestrian and bike facilities; and
- ❑ federal and state roads in the City that are operating over capacity.

- **Connection Needs**

Three new roadway connections are needed in the Broad Rock District. They have been recommended to fill critical gaps in the current system. The recommended improvements call for the construction of:

- ❑ a new interchange at the intersection of Bellemeade Road and I-95;
- ❑ a new connecting road between Belt Boulevard and the above-referenced interstate interchange at Bellemeade Road; and
- ❑ an extension of Walmsley Boulevard from Jefferson Davis Highway to Commerce Road.

- **Safety, Access and Efficiency**

Richmond's roadway network must be safe and accessible in order to efficiently move people, goods and services throughout the City. Comprehensive strategies to address these issues should be developed for the following problems:

- ❑ Aggressive and reckless driving,
- ❑ High accident rates throughout the City,
- ❑ Rush hour congestion at key interstate access points,
- ❑ Rush hour congestion along key commuter corridors,
- ❑ Inefficient traffic routing,
- ❑ Truck traffic along residential streets, and



- ❑ The need for grade separations at main line rail crossings to promote safety and accommodate higher speed trains.

- **At-Grade Rail Crossings**

Within the City limits there are 70 locations where railroads cross roadways at-grade and motor traffic must stop for trains. Approximately 28 of the 70 crossings had higher than expected accident rates.

Roadway Policies and Strategies

The policies and strategies that follow are designed to address the City's long term roadway needs.

- **Key Roadway System Improvements**

Make key roadway system improvements while protecting and enhancing neighborhoods. With a large number of jobs located Downtown, commuter traffic in and out of Downtown creates considerable congestion during the work week. Notwithstanding

the need to alleviate these traffic pressures, roadway improvements should not come at the expense of neighborhood stability. The widening of minor arterial roadways or collector streets would, in most cases, cause irreparable harm to well-established residential areas. Road widenings should not be the preferred approach. Rather, through-traffic should be directed away from residential neighborhoods and onto commercial corridors or the interstate highway system.

- **Pedestrian Movements**

Protect pedestrian movements within Downtown. Pedestrian movements should be emphasized. By improving key pedestrian facilities (crosswalks, sidewalks, signals) pedestrian safety and access to jobs and retail and cultural activities is enhanced.

- **Street Conversions**

Convert key one-way streets to two-way streets. Recent concerns about the one-way street system, particularly in the Downtown, have prompted a re-examination of this method of traffic routing. Too often, the present one-way street system directs traffic away from significant tourist destinations, such as the Civic Center area at 6th and Grace and the State Capitol complex. The Richmond Downtown Plan calls for converting key one-way streets into two-way traffic streets; this recommendation should apply to other important roadway corridors citywide as well.

- **Improve Safety, Access and Efficiency**

Create a safe and accessible transportation network to help move people and goods throughout the City efficiently. By reducing aggressive and reckless driving through education, enforcement, and engineering, our residents and visitors will be safer. Sufficient resources should be allocated to maintain our public safety infrastructure.

- **Promote Economic Development**

Provide transit opportunities and roadways that will connect people with jobs, goods and services in support of a strong, healthy local and regional economy.



- **Citywide Traffic Management Plan**

Develop a citywide Traffic Management Plan. The intent of such a plan is to develop a comprehensive approach to addressing traffic management needs, particularly as they relate to the stability of residential neighborhoods. Traffic Demand Management and other operational strategies should be utilized to improve the efficiency of the City's roadway system without adversely impacting City neighborhoods. Such strategies include telecommuting, flexible working hours, car or van pooling, transit fare coupons, transit and ride sharing priority.

- **Other Roadway Policies**

The following specific policies are recommended:

- Undertake safety improvements in areas with high accident rates;
- Improve the arterial street system to handle through and truck traffic thereby reducing such traffic in residential neighborhoods;

Transportation

- ❑ Improve signage for parking and local destinations to support the movement of commuters, visitors, and residents;
- ❑ Improve access to the interstate by increasing the capacity and configurations of entrance and exit ramps to City streets;
- ❑ Incorporate design standards for street lighting, sidewalks and landscaping in order to complement adjacent residential neighborhoods and facilitate pedestrian use;
- ❑ Use streetscape improvements should be used as a means of retaining the pedestrian character of city streets as they cross interstate highways and traverse other overpasses; and
- ❑ Implement Traffic Demand Management strategies to improve the safety and efficiency of the roadway system.

Recommended Roadway Improvements

Several key components of the City's roadway network are substandard and in need of major improvements. While most of these problems are associated with congestion, there are also concerns with the safety of the network and the type of access the roadway system provides the City.



• New Roadway Segments

Selected modifications and adaptations to the current roadway system are recommended to address the roadway needs of the City. Once implemented, the following new roadway projects will substantially improve efficiencies for the entire roadway network:

- ❑ new interchange at Bellemeade Road and I-95;
- ❑ roadway connector between Belt Boulevard and the new Bellemeade/I-95 interchange;
- ❑ extension of Walmsley Boulevard from Jefferson Davis Highway to Commerce Road;
- ❑ extension of Botetourt Street from Middlesex Street to Ownby Lane in the Hermitage Business Park;
- ❑ extension of 15th Street between Main and Franklin Streets to enhance access to the Main Street Station;
- ❑ "Loop" Road connector from Carnation Road to Boulder Parkway in Chesterfield County and from Warwick Road – to the area west of Chippenham Parkway;
- ❑ roadway connector between Whitehead Road and Hull Street; and
- ❑ a new roadway link between Main Street and Williamsburg Avenue in place of the substandard Main Street crossing over the Norfolk Southern rail line.

• Additional Travel Lanes

The following road widening projects are intended to address excessive traffic demand along some of the City's most heavily traveled commuter routes:

- ❑ Walmsley Boulevard from the Chesterfield County line to Jefferson Davis Highway: widen from 2 to 4 lanes.
- ❑ Huguenot Road from Chippenham to Forest Hill Ave: widen from 4 to 6 lanes.
- ❑ Jefferson Davis Hwy. from Chesterman to Decatur Street: widen from 4 to 6 lanes.
- ❑ Hull Street from Elkhardt to Dixon: widen from 4 to 6 lanes.
- ❑ Forest Hill Avenue from Powhite to Hathaway Road; widen from 4 to 5 lanes.

- ❑ Whitehead Road from Warwick to Elkhardt: widen from 2 to 4 lanes.
- ❑ German School Road between Warwick and Glenway: widen from 2 to 4 lanes.
- ❑ Jahnke Road from Blakemore Rd to Clarence Street: widen from 2 to 4 lanes.

• **Interchange Improvements**

The City’s interstate highway access points are heavily congested, particularly during peak hours, and were designed to meet the traffic needs and standards of previous decades. Specific improvements are recommended for the following key intersections:

- ❑ A new interchange on I-95 at Bellemeade Road, to provide a connection to a new four-lane east-west controlled access road (along either power-line or railroad rights of way) to the proposed Town Center.
- ❑ A reconfiguration of the Maury Street interchange of I-95, to facilitate more efficient and safe truck movements in and out

- of the area with emphasis on protecting the surrounding residential neighborhoods.
- ❑ Improvement of the interchange of I-95 with Boulevard/ Hermitage Road, to support current and future traffic demands.
- ❑ Improvement to the I-95 underpass at Bells Road to support truck movements.
- ❑ Modification of the I-95/Franklin Street exit ramp, to support access to Main Street Station.
- ❑ Modification of the I-95/Broad Street interchange, to support access to Main Street Station.
- ❑ Reconfiguration of the interchange of Belvidere Street and I-95.
- ❑ Improvements to East Broad Street, I-95 and 14th Street, to also provide additional travel lanes on Broad Street.
- ❑ Improvement of I-95 at 7th Street/DuVal Street Interchange, to provide additional travel lanes, and improved turning movements.
- ❑ Improvements to the I-95 and I-64 and I-195 “Bryan Park” Interchange, in accordance with the 1999 [I-95/I-64/I-195 Feasibility Study](#).¹

This last improvement is needed to accommodate changes in traffic patterns and volumes, which have changed significantly since the interchange was originally designed and constructed and should include a two-lane on-ramp to I-95 northbound from I-64 – I-95, and replacing the Hermitage Road off-ramp from I-95 northbound and the Hermitage Road on-ramp to I-95 southbound with an off-ramp to Dumbarton Road from I-95 northbound and an on-ramp from Dumbarton Road to I-95 southbound.

Additional interchange improvements are recommended at the following locations:



¹ The recommendations endorsed by this study were developed in accordance with the Bryan Park Interchange Advisory Committee, a multi-jurisdictional citizen group.

Transportation

- ❑ Reconfiguration of the I-95 and I-64 east junction to address congestion during peak hours due to short merge areas and roadway deficiencies; and lack of shoulders on the bridge.
- ❑ Improvements to the intersection of Powhite Parkway and Forest Hill Avenue.
- ❑ Improvements to the operation of exit ramps leading from Chippenham Parkway to Huguenot Road; and
- ❑ Improvements to the operation of exit ramps leading from Chippenham Parkway to Forest Hill Avenue.
- **Roadway Operating Improvements**
 Operating improvements are modifications to the existing roadway, generally within the existing right-of-way and can include the addition of travel lanes, turn lanes, or modifying the operation of intersections. The following roadway operating improvements are recommended:
 - ❑ Improvements to the Huguenot Bridge exclusive of additional travel lanes on the bridge, and roads leading up to the bridge.
 - ❑ Reconfiguration of the roadway system near the Intermediate Terminal to connect Route 5 (Main Street) with Williamsburg Avenue; align Dock Street directly with Main Street; eliminate vehicular use at the Main Street bridge across the Norfolk/Southern Railroad; and provide for other opportunities for street closings in support of development opportunities.
 - ❑ Reconfiguration of the Midlothian Turnpike and Belt Boulevard intersection to accommodate the anticipated traffic flow increase resulting from development of the Town Center.
 - ❑ Reconstruction of US Route 1 (Jefferson Davis Highway) in south Richmond to control access to include a separate right-of-way for bicyclists, pedestrians, and potential light rail transit.
 - ❑ Reconstruction of Midlothian Turnpike to support transit operations and light-rail transit.
 - ❑ Upgrading of the Mayo Bridge.
- ❑ Improvements to Lombardy Street from Broad Street to Brook Road to bring it up to grade and provide improved pedestrian crossings.
- **Improvements to the Boulevard median between Broad Street and Westwood Avenue.**
 - ❑ Installation of left turn lanes and median landscaping on West Broad Street between I-195 & Staples Mill Road.
 - ❑ Widening of Terminal Avenue between Broad Rock Boulevard and Hopkins Road.
 - ❑ Widening of Pompey Springs Road between Terminal Avenue and Hopkins Road.
 - ❑ Improvements to the Gillies Creek Bridge.
 - ❑ General circulation improvements within the Five Corners commercial area (Meadowbridge Road at Dill Avenue/Rady Street).
- **At-Grade Rail Crossings**
 In order to improve at-grade rail crossing safety, the following improvements are recommended:



- ❑ grade separation at Hermitage Road and Brook Road;
- ❑ crossing enhancements at Broad Rock, Besset Avenue, Jahnke Road, Walmsley and Terminal;
- ❑ crossing elimination at Dinneen Street;
- ❑ potential eliminations at Valley Road and St. James Street; and
- ❑ road realignments at Hospital Street.

For these improvements to occur a comprehensive mitigation plan must be developed to identify priorities and funding sources for implementation. Consideration should be given to improvements to at-grade crossings along lines accessing Main Street Station due to the projected increase in the number of trains resulting from its development.

Priority should be given to grade separation at Hermitage Road, due to the location of both ambulance and fire services in close proximity to the crossing, and the lack of alternative roadways in the immediate vicinity. The closing of crossings or other improvements should not impact any residence or business by preventing or prohibiting access, or creating a traffic pattern that would adversely affect a neighborhood without providing alternative access.

Parking

Existing Conditions

In spite of efforts to increase the use of public transit, the primary mode of transportation in the City will continue to be the private automobile for many years to come. Continued reliance on the automobile generates a demand for parking, which in turn has a substantial impact on land use.

Public parking is available on most public streets and in privately owned parking facilities. On-street parking is frequently restricted in commercial areas to encourage turnover and for business customers. Within the Central Business District and several adjacent areas, parking meters are used as a device to help facilitate this turnover and provide greater availability of on-street spaces. Parking restrictions are also used to accommodate peak hour traffic by making additional travel lanes available where needed. On-street parking limitations in some residential areas are applied where nearby uses generate substantial parking demand.



Transportation

Areas where limited on-street parking frequently does not keep up with demand include much of Downtown, Shockoe Bottom, portions of the Fan, Carver, West of the Boulevard and Church Hill neighborhoods. In addition, many of the City’s neighborhood commercial centers and immediately surrounding neighborhoods are negatively impacted by the high parking demand.

The overall approach to addressing parking demand and supply conflict has been to provide:

- On-street parking restrictions and meters, where appropriate, to generate turnover.
- Parking requirements embodied in the zoning ordinance for new developments.
- Privately owned (pay) parking lots or decks serving primarily Downtown.
- Publicly owned parking lots or structures in, primarily in Downtown.
- Reliance on the private market to provide parking for development as necessary.

Parking Issues

Providing and regulating vehicle parking in an urban environment within the context of a wide range of land uses is a significant challenge. Specific issues include:

- Conflicts between the desires of neighborhood businesses and adjacent neighborhoods.
- The need to provide opportunities for off-street parking for neighborhood commercial areas, particularly where such opportunities may not easily exist, and the need to finance such ventures.
- Differences between parking requirements imposed by the zoning ordinance, available parking opportunities, and parking requirements dictated by the market.

- The impact of parking on residential neighborhoods adjacent to commercial areas, particularly when it results in the demolition of existing structures or unsightly conditions.
- Increased demand for the city to participate in providing off-street parking for private users.

Relationship Between Parking and Economic Development and Transit

The ability to provide parking as an element of new development is often critical to the success of that development. In urban locations often where land is limited, the cost of structured or underground parking can substantially impact development costs. This frequently places urban development sites at a competitive disadvantage with sites in the suburbs.



The amount of parking needed to support development can vary significantly, and parking can be a substantial consumer of land. As a result there is an increasing need for the City to become involved in creative parking strategies to accommodate the complexities of urban development. Effective solutions should include increased support for, and expansion of, public transportation. Expanding transit service to offset increased parking demands for private automobiles should be a central feature in revitalizing Downtown Richmond.

Parking Policies and Strategies

- Prioritize the coordinated management of both on and off street public parking.
- Maintain on-street parking for short-term visitors in business areas, particularly Downtown. Off-street parking should be used for all-day parking.
- Encourage parking decals in residential neighborhoods to help ensure reasonable on-street parking for residents, especially residents who are adversely affected by the parking demands of nearby institutions.
- Pursue the construction of convenient, well-designed public parking structures; this should be done by the City, a public-private entity or special authority. Parking structures should include street frontage commercial uses and be sensitive to the scale and design of surrounding structures.
- Encourage shared use of existing parking decks, due to the high cost of constructing parking decks, which is nearly four times the cost of surface parking.
- Design and locate future off street parking to accommodate multiple uses, including combinations of daytime, nighttime and weekend use.

CHAPTER 6

Natural Resources

Natural Resources Goals

Water Quality

The James River

Air Quality

Environmentally Sensitive Lands

Urban Open Space

NATURAL RESOURCES

Over the last several decades, there has been a growing recognition of the crucial need to preserve the City's natural resources and to manage waste, noise, air pollution and other by-products of development. Development can occur in ways that are detrimental or beneficial to the natural environment, and future livability in the City will be determined by the development methods chosen.

There are five specific elements of the City's natural environment particularly vulnerable to the negative effects of poorly planned development: water quality, the James River (the City's most vital natural resource and a high-visibility attraction important in maintaining quality of life), air quality, environmentally sensitive lands, and urban open space.

The Master Plan emphasizes Richmond's commitment to accommodate high quality development with community enhancement and environmental quality in mind. The ability to maintain a high quality of urban life, thereby attracting and retaining businesses and residents, depends upon how well the City preserves and protects the unique natural resources within its urban environment.



Natural Resources Goals

The following general goals are intended to form the basis for the specific policies and strategies that follow in this chapter.

- Richmond's water resources will meet the Clean Water Act goals.
- The air in the City of Richmond and its environs will be of the highest quality possible.
- The recreational, aesthetic, and environmental attributes of the James River will be protected and enhanced consistent with its role as a unique urban waterway.
- Environmentally sensitive lands will be protected from harmful and/or inappropriate land uses.
- As the City of Richmond continues to grow and change, the natural environment will be protected and enhanced, and Richmond's citizens will have a greater appreciation for and access to, the natural environment.

Water Quality

Water quality is one principal indicator of how humans manage the most essential natural resource at their disposal. Water pollution degrades the quality of rivers, lakes and coastal waters, but also affects the quality of life by reducing recreational opportunities, undermining local economic prosperity and threatening drinking water supplies and public health. City residents, businesses and visitors are entitled to high quality drinking water and natural waterways fit for recreational uses.

The development and use of land has the potential for numerous adverse impacts on water supply and water quality. Greater urbanization and development creates increased demands on the supply of water for domestic, agricultural and industrial uses. Increased water withdrawals from the James River impact the natural systems of the James as well as the aesthetics and recreational benefits of the River. Given the significant role that the James River plays in



Natural Resources

the overall quality of the City’s water resources, a separate section of this chapter is devoted to defining issues, strategies and policies designed to improve water quality conditions of the James River.

Increased urbanization holds significant potential for impacting the quality of water in the James River. While the impacts of point source pollution (pollution that can be traced to specific points of origin) have, to a large extent been mitigated through regulatory and permitting processes over the last 30 years, the current challenges facing water quality are from non-point sources resulting from storm water runoff. In urban areas, stormwater runoff on impervious surfaces (buildings, parking lots, and roads) carries contaminants, often directly to the James River, and ultimately to the Chesapeake Bay as well. Other non-point sources identified as impacting water quality include malfunctioning septic systems and land disturbance activities associated with ongoing development. Threats of water contamination can be minimized by restricting development and land disruption activities in environmentally sensitive areas (wetlands, lands immediately adjacent to tributary streams, steep slopes subject to erosion, and floodplains).



Current Water Quality Control Programs Requiring City Participation

Continued compliance by the City with all federal and state mandates regarding water quality are reflected in the strategies and policies of the Master Plan. Several programs, are of particular importance and require either specific regulatory action or capital investment:

- **The Chesapeake Bay Preservation Act**
The Chesapeake Bay Preservation Act was passed by the Virginia General Assembly in 1989 to protect the water quality of the Bay and its tributaries by “...minimizing the effects of human activity upon these waters.” In 1991, in compliance with the Act, the City designated approximately 19% of the land area of the City as Chesapeake Bay Preservation Areas. Development in Chesapeake Bay Preservation Areas is subject to development standards or other requirements, because of the direct relationship between land use in these areas and water quality. Chesapeake Bay Preservation Areas are designated:
 - ❑ **Resource Protection Areas (RPA)**
RPAs are lands at or near the shoreline of the James River and tributary streams that have an intrinsic water quality value due to the ecological and biological processes they perform. RPA lands include tidal shores, tidal wetlands, and a 100 foot buffer area adjacent to these features and all tributary streams. In the RPA only water-dependent uses are permitted; however redevelopment is permitted provided it meets certain water quality objectives.
 - ❑ **Resource Management Areas (RMA)**
RMAs are lands within 500 feet of the landward boundary of the RPA, the limits of the 100-year floodplain, and certain other wetlands not included in the RPA. Generally, these properties drain into the RPA and, if improperly used or developed, have a potential for causing significant water quality degradation. While no land use restrictions are imposed, non-point source pollution standards must be met.

❑ **Intensely Developed Areas (IDAs)**

IDAs consist of portions of the RPA where “little of the natural environment remains.” Within IDAs, redevelopment and the development of infill parcels is permitted, yet certain water quality standards must be met. IDAs are primarily in Downtown areas adjacent to the James River and the Kanawha and Haxall Canals.

● **James River Tributary Strategy**

The Virginia Department of Conservation and Recreation, in cooperation with the Virginia Department of Environmental Quality and the Chesapeake Bay Local Assistance Board, has developed the James River Tributary Strategy with the goal of reducing nutrient and sediment levels in the James River. Funding to the City under the Virginia Water Quality Improvement Act for nutrient reduction and other related river restoration activities is contingent upon the City’s continued voluntary participation in matching state grant funds.

● **Combined Sewer Overflow**

Approximately one third of the land area in the City is served by a combined system of storm and sanitary sewers. With this system, all storm water runoff and sanitary sewage is conveyed to the City’s Wastewater Treatment Plant and treated before being released into the James River. During periods of heavy rainfall, the amount of storm water overwhelms the conveyance system and triggers releases into the James River.

Although recent investments have reduced the number of overflow occurrences, continued improvements to the conveyance system are needed to reduce the number of overflow events to acceptable levels (no more than an average of four times per year).

The James River

The need to preserve the James River as a unique natural resource conveys three specifically distinct and crucial challenges. All stakeholders in the future of the James River must strive to:

- preserve the river’s waterways and adjacent riparian lands;
- preserve the James as a source of high quality water for multiple uses; and
- ensure continued public access to the River for both passive and active recreational uses in ways compatible with the first two challenges.

There are approximately 24 miles of James River waterfront within the City, most of which remains in a natural state. Development along the River is confined to areas within Downtown and portions of the western bank, south to the City limits.

The creation of the James River Park system by the City in the early 1970’s resulted in over 450 acres protected from development and made available for public access and use.

Due to the extensive nature of the James River Park system, there are numerous opportunities for public access along both banks of the river. Access opportunities are extensive in Downtown Richmond, but noticeably limited west of the City’s Water Purification Plant and south of I-95.

In addition to the need to maintain high water quality standards for the James River, the City strives to maximize opportunities the river holds as a recreational resource. Additional public access opportunities described in the Land Use and Public Facilities chapters include much of the tidal shore of the river in south Richmond and several opportunities in the Far West Planning District. A complete list of site recommendations can be found within the Recreation and Parks section of the Public Facilities and Services Chapter.

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Water Quality Issues

- The James River watershed encompasses all or part of 39 Virginia counties and 17 cities and towns. The James River supplies drinking water for the City and most of the metropolitan area. Due to the large size of the watershed, the City's efforts at improving water quality of the River can not be easily carried out without the cooperation of other localities within the regional watershed.
- The dual demands of maintaining rigorous water quality standards for the James River while at the same time satisfying public demand for greater recreational access to the River will require creative solutions to specific monitoring and programming challenges.

Water Quality Policies and Strategies

The policies and strategies that follow are intended to provide specific direction to the overall goal of protecting and enhancing the quality of the City's invaluable water resources.

- Continue to pursue implementation of all appropriate and pertinent recommendations concerning stormwater management and groundwater and drinking water protection as described in the Richmond Master Plan Environmental Element (adopted 1993).
- Reduce the impacts of streambank erosion along the James River and all its tributaries. Streambank erosion is a major contributing factor in the degradation of water quality.

- Implement periodic reviews of all existing water quality compliance programs to keep pace with and fully exploit changing technologies and environmental circumstances.
- Consolidate all City-related stormwater efforts into one comprehensive program that can satisfy all regulatory performance requirements to streamline the process of complying with all state and federal regulations.



- Manage water resources of the James River in a manner that meets the needs of as many users as possible while preserving the river's aquatic life.
- Develop a River Corridor Plan for the James River and its environs.
- Develop the James River waterfront as a destination for residents and tourists while protecting water quality, scenic beauty, and environmentally sensitive areas.
- Continue to enforce the water quality requirements of the Chesapeake Bay Preservation Act as they apply to the James River and its tributaries within the City limits, and adhere to all other State and Federal water quality mandates.
- Acquire underutilized industrial, institutional or commercial property to provide additional public access to the James River. Any lands acquired should be carefully selected to minimize conflicts between adjacent land uses and new public usage. Do not promote the taking of private property to achieve greater public river access, particularly within single family residential neighborhoods.
- With the cooperation of the Falls of the James Scenic Advisory Board, develop a James River Conservation and Management Plan intended to insure its continued use as a unique recreational, educational, and aesthetic resource.
- Protect all existing James River viewsheds from inappropriate development.
- Where appropriate and feasible, support all Port of Richmond Master Plan recommendations that call for higher compliance standards relative to the Chesapeake Bay Protection Act and EPA Stormwater Drainage Regulations.

Air Quality

Air quality in Richmond is influenced by specific, identifiable pollutants emitted by a variety of sources. Point-source air pollution, attributed to specific sources, is controlled by the state and federal governments.



The impact of air quality standards generally affects older urban industrial plants to a greater degree than newer facilities. It is these facilities that have usually been constructed prior to the imposition of current air quality standards, and frequently are threatened for closure or costly upgrades in order to bring specific industries in compliance with present air quality requirements.

Some pollutants occur naturally; however, certain pollutants emitted from businesses, factories and vehicles have been the focus of federal regulatory control under the Clean Air Act.

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Air Quality Issues

- The greatest threat to air quality in the Richmond area comes from transportation related emissions. Volatile organic compounds (VOCs) generated primarily by automobiles combine with nitrogen oxides (NOx) and carbon monoxide in the atmosphere to generate smog, and raise the level of ozone to unhealthy levels.
- The formation of ozone also presents threats to the quality of the region's air. Although both the State and local governments have taken leadership roles in improving air quality over the past 20 years, the problem still remains as evidenced by the designation of Greater Richmond as a non-attainment area for ozone in the late 1970's and redesignation under the recent Clean Air Act proposal.
- Air pollution resulting from industries and businesses impacts land uses by environmental degradation.



Air Quality Policies and Strategies

- Support land use and development that reduces reliance on private automobiles, and promotes greater use of public transportation systems.
- In cooperation with all other regional localities within the Richmond Ozone Non-Attainment Area, continue to monitor and develop long-term strategies to reduce regional levels of ozone, particulate matter, carbon monoxide, sulfur dioxide, lead and nitrogen dioxide.
- In cooperation with regional partners, conform with the National Ambient Air Quality Standards (NAAQS).
- Support and promote regional public transportation efforts as a means of minimizing the use of private automobiles. Such efforts should include:
 - Targeted efforts to reduce reliance on private transportation use on days of unhealthy air quality;
 - Permanent extension of GRTC service to the adjacent counties;
 - Continuous monitoring of bus routing patterns to maximize use and effectiveness; and
 - Increased awareness and use of regional ride-sharing programs for commuters.
- Develop a long-term light-rail transit system for the City along key transportation corridors.
- Promote the use of clean alternatively fueled transit vehicles and alternatively fueled vehicles by City agencies.

Environmentally Sensitive Lands

Environmentally sensitive lands are areas that can be negatively impacted by land use and development. Environmentally sensitive areas include wetlands, streambanks, floodplains, subaqueous lands, soils of high erodibility, floodplains, and geologic features such as steep slopes. Protection of these areas will improve water quality and preserve special features that have other important environmental or cultural values.

Richmond contains a number of environmentally sensitive areas and features including wetlands, floodplains, streambanks, subaqueous bottomlands, and diverse geologic features such as steep slopes and soils of high erodibility. Environmentally sensitive areas require protection to protect water quality, and to protect special features of the terrain such as wetlands, floodplains, and wildlife habitat areas.

Wetlands

Wetlands located within urban areas are susceptible to development pressures and need to be protected from degradation and eradication by utilizing all available tools. Wetlands are important for a number of reasons. They provide important habitat for fish and wildlife, play an important role in flood control and water quality, and offer recreational and educational opportunities for residents and visitors alike.

Wetlands generally cannot be disturbed or destroyed without the approval of the U.S. Army Corps of Engineers. Prior to issuing a permit for development, the Corps usually requires that a similar amount of wetlands be created in the general proximity to compensate for the loss of the original natural feature.

City programs, such as the Chesapeake Bay Preservation Program and the Erosion and Sediment Control Regulations, also prohibit or apply performance standards to development in and adjacent to, wetlands.

Floodplains

Floodplains are low-lying areas adjacent to rivers and streams subject to periodic flooding which causes the volume of water to exceed the normal capacity of the waterway.

In their natural condition, vegetated floodplains serve important functions by filtering sediments and pollutants from runoff before it enters the waterway, temporarily storing floodwaters and slowing the velocity of flow, and providing habitat for wildlife.

Development in floodplains interferes with most of these natural functions and is at risk of damage in times of flood. Generally, development should be discouraged where possible, and designed to avoid flood damage where encroachment in the floodplain is necessary and permissible under applicable regulations.



Natural Resources

Streambanks

Streambank erosion results in a variety of problems including:

- Degradation of water quality
- Sedimentation of streams and lakes
- Soil loss
- Loss of streambank vegetation
- Destruction of man made structures

Eroding streambanks also contribute excess sediment to rivers and streams. Excess sediment settles out on river bottoms, a process that smothers and kills aquatic plants and animals. Sediment suspended in the water can block the penetration of sunlight, causing aquatic plants to die. These plants serve as breeding grounds and a food source for fish and other aquatic animals, and their elimination may result in the reduction of valuable recreational fish species.

Steep Slopes and Other Geologic Features

Steep slopes offer variety and visual appeal in many parts of Richmond’s landscape. Often they exist as pockets of undeveloped open space and thus provide many benefits in the form of wildlife habitat, wilderness, or attractive natural spaces and buffers within the community. Usually found along the James River and its tributary streams, improper development of steep slopes can adversely impact water quality. Steep slopes are most vulnerable to degradation when exposed during construction. Over half of the steep slopes within the City of Richmond are designated as Chesapeake Bay Preservation Areas.

Environmentally Sensitive Lands Policies and Strategies

The policies and strategies that follow are intended to facilitate the preservation and maintenance of environmentally sensitive lands throughout the City:

- Prevent development in flood plains that would result in environmental degradation or significant changes in the hydraulic condition of the watercourse.



- Continue to enforce those elements of the City’s zoning, subdivision, floodplain and erosion and sediment control ordinances that directly effect its ability to comply with the Chesapeake Bay Preservation Act.
- Continually reevaluate the City’s Combined Sewer Overflow Control Plan to allow for the most cost effective and environmentally sound program for complying with long term regulatory requirements.
- Increase educational opportunities throughout the community in order to raise the awareness of citizens and visitors about Richmond’s natural resources.
- Encourage off-site wetlands mitigation at designated locations in the City.

Urban Open Space

What It Is and How It Functions

A wide variety of open space and natural areas exist throughout the City for the enjoyment of residents and visitors alike. Open spaces include public and private school grounds, cemeteries, and the more traditional landscaped parks and recreation centers. Of equal importance are the small, neighborhood-oriented open spaces such as “vest pocket” parks and tot lots. Natural areas include tracts of land undisturbed by development, such as the James River Park, and areas adjacent to development that remain wild.

Open space and natural area benefits include:

- Conservation benefits gained from the preservation of wildlife and habitat.
- Economic benefits gained by the increased value of nearby property and increased appeal to potential residents, businesses, and tourist alike.
- Psychological benefits gained from visual relief from the urban environment.
- Opportunities for physical relaxation.

Within the Recreation and Parks section of the Public Facilities and Service chapter, the Plan provides background information on the City’s system of parks, describes deficiencies and needs, and makes recommendations for long-term parks improvements.

The Urban Forest

Trees are a valuable environmental and aesthetic resource in any community. Mature trees add to the appeal of neighborhoods and give streets an inviting appearance. Trees also play an important environmental role by exchanging carbon dioxide for oxygen. They can significantly lower heating and cooling costs by providing shade and blocking wind. Trees planted along major roadway corridors can shield adjacent neighborhoods from noise and provide visual

relief from monotonous highways. Trees also help to mitigate the impacts from automobile exhaust. Trees located next to rivers or on steep slopes help stabilize riparian soils and prevent erosion.

Despite their positive impact, City trees are lost at a much higher rate than they are being replaced. Nationally, cities plant an average



Natural Resources



of one tree for every four lost. Street tree programs are generally poorly funded and are often casualties of municipal budget cuts.

There is a great need for the City to plant more trees, both to replace lost trees and to provide coverage in areas where there are none. While planting is the first step in urban forestation, maintenance is equally important. Prolonging the life of a 30-year-old street tree can be more important to the environmental and aesthetic quality of a neighborhood than planting a dozen saplings. Street trees are susceptible to a variety of threats including utility lines, vehicle scrapes, and restricted growing space. Without the benefit of routine maintenance, the life span of an urban tree is decreased.

The City's urban forests serve to provide a number of tangible and intangible benefits, including the ability to:

- slow and absorb stormwater, reducing flooding and stream degradation;
- greatly reduce runoff, thereby providing a low-cost, natural approach to maintaining high quality drinking water;
- protect and restore fish and wildlife habitat;
- help clean pollutants from the air (in larger cities such as Richmond, these green “filters” can add up to tens of millions of dollars in air pollutant abatement annually);
- make the City a more livable place, thereby providing attractive quality of life benefits for current and prospective residents and businesses; and
- enhance the appearance and quality of neighborhoods.

Current Conditions

The City of Richmond has an estimated 80,000 street trees, excluding those in alleys or easements. This figure also does not include additional trees located in cemeteries and parks.

Urban Forestry Issues

- **Tree Maintenance**

In recent years, the amount of City resources allocated to tree maintenance has been reduced dramatically, allowing the regular maintenance of only a small fraction of what is needed.

- **Street Tree Replacement**

Replacement of street trees has been far outpaced by tree removal for over a decade. The long-term results of this situation will ultimately result in a substantially diminished urban forest in a number of City neighborhoods. Numerous programs have been implemented in recent years in lieu of total City responsibility for tree replacement. The Adopt-a-Tree replacement program was established to allow citizens to purchase trees from the City that are then planted by a private contractor within city rights-of-way at City expense.

Urban Open Space Policies and Strategies

Public funds alone cannot address the needs of the Urban Forestry Division of the Department of Recreation and Parks. New public/private partnerships and innovative solutions are the challenges ahead. The initial list of recommendations includes:

- establish an Urban Forestry Trust Fund.
- reinstate funding for the Adopt-A-Tree program; expand the previous program to include additional private sponsors.
- establish funding for a tree maintenance contract to supplement existing City resources.
- increase funding for the removal of dead/diseased trees citywide, and to address tree trimming and replacement needs; and
- maintain existing street trees and trees on public property.

CHAPTER 7

Public Facilities and Services

Public Facilities Goals

Citywide Strategies for Public Facilities and Services

Schools

Libraries

Human Services

Recreation and Parks

Public Safety and Emergency Services

Utilities Infrastructure and Services

City Maintenance Facilities

Public Facilities and Services

Public Facilities Goals

Services to the citizens of the City of Richmond are provided through a vast array of public facilities including schools, libraries, parks, recreation centers, fire stations, police precincts, public assembly, and meeting spaces, and offices and complexes housing the general functions of City government and human services. The quality of life in the City is directly related to the quality and accessibility of these facilities and the programs functioning within them.

It is vitally important that the citizens of Richmond be served by convenient, attractive, and accessible educational and recreational facilities. Facilities not directly used by all citizens must be centrally located to maximize access and operational efficiency. The quality and condition of all public facilities sets the image of our City, and sends a message about the values placed upon the services provided. High quality, well designed and maintained facilities are an important factor in communicating the value placed upon the citizens served.

- Richmond's citizens will be served by modern, convenient, attractive, and accessible educational and recreational facilities.
- Public facilities will operate efficient operation to maximize public investment and service delivery.



Citywide Strategies for Public Facilities and Services

The following general strategies are intended to foster development of an efficient and equitable distribution of public service facilities throughout the City.

- Decentralize government services to locations within neighborhoods to meet critical needs.
- Consolidate City operations to provide more efficient functioning. Facilitate the reuse of unused locations to stimulate economic development for the overall benefit of the City.
- Consolidate functions within existing facilities for improved efficiency and public service.
- Achieve future public school needs through expansions and major renovations of existing facilities.
- Give high priority to funding those facilities which are directly related to the core services of government.

Schools

Schools Goal

City students of all ages and abilities will have access to the highest quality education in safe, attractive, and well-maintained facilities with resources and materials appropriate to their level of learning.

Mission of the Richmond Public Schools

Richmond Public Schools will be the standard by which all other urban school districts are measured, demonstrating high student achievement, peaceable schools, and a supportive learning community.

The mission of Richmond Public Schools is to provide our students with high quality educational experiences so that our public schools are the choice of all Richmonders; to ensure that parents, families, educator, and the community-at-large are involved in the activities of students, and to ensure that students:

- master the essential skills of reading, writing, mathematics and reasoning;
- grow creatively, culturally and physically in order to become lifelong learners; and
- learn to appreciate cultural diversity, become responsible citizens, lead productive lives, and compete effectively in the marketplace.

Existing Facilities

The role of the public school system in contributing to the image of a community and its desirability as a place to live is significant. Public perception of schools and the quality of educational services can drastically affect the marketing of neighborhoods and residential property values, thus directly impacting the economic health of a community. Investment in school facilities is as important to improving the overall perception of the public school system as it is to providing a quality learning environment.

Public Facilities and Services



The City of Richmond operates thirty-one elementary schools, ten middle schools, and nine high schools. Many school buildings are old and, in some cases, functionally obsolete and expensive to maintain. Eleven were constructed between 1900 and 1919, and ten more between 1920 and 1950. A new middle school opened in the fall of 1998 and three new elementary schools opened in 1999. Prior to that the newest school in the system was built in the late 1980's.

The School system also operates four alternative or vocational facilities for older children and adults, as well as three “exceptional education” facilities. The school system has administrative headquarters within City Hall, and offices elsewhere for transportation, maintenance and physical plant operations.

Older buildings located on deficient sites lack modern fire prevention and safety systems. They also have insufficient recreational space, parking, and space for modern instruction. Obsolete systems make it difficult to retrofit for modern technologies, such as climate control systems, and to adequately accommodate students with physical disabilities. Out of the 62 school buildings currently in operation, 46

are in critical need of substantial renovation. Several of these are so obsolete and deteriorated that they are ideal candidates for closure. Specific schools facility limitations are listed below.

- **Elementary Schools**

With the exception of the three new elementary schools, all but one of the other 31 schools were built prior to 1975. Eight schools have undergone renovations within the last 13 years. Common characteristics of older buildings include deficiencies in recreational space, classrooms, and library facilities.

- **Middle Schools**

Five of the ten middle schools were constructed prior to 1950. Facility deficiencies at middle schools are similar to those of the elementary schools.

- **High Schools**

Three of the ten high school buildings were built prior to 1930, with the remaining schools having been constructed after 1950. However, no new high schools have been built since 1968.

The need for, and location of, public schools is based upon several conditions and policy considerations:

- projected enrollments by grade, place of residence, and educational need;
- the extent to which the system is based on a neighborhood school concept;
- targeted maximum and average classroom size;
- school enrollment physical capacities and desired size; and
- land availability.

Richmond Public Schools has an ongoing policy of maximizing the use of facilities for both school and non-school related activities. Most neighborhood schools throughout the City serve as neighborhood parks, and a number of Community Centers that are operated and owned by the Department of Recreation and Parks are also located on the grounds of City schools.

Enrollment and Emerging Trends and Projections

Richmond Public Schools serves approximately 28,000 students in pre-kindergarten through the 12th grade. While enrollments have been declining steadily in recent decades, the current total enrollment figure has remained essentially constant since the mid-1990's. It is not expected that total enrollments will change significantly in future years. Although it is estimated that the total number of students will undergo a modest increase between 2000 and 2010, the population will subsequently decline to the current level or lower by 2015.

Schools Facilities Issues

The most pressing facility issues of the Richmond Public School system are accommodating the need for additional and better classroom space, and the substantial structural issues of existing buildings.



Deteriorating infrastructure, antiquated or nonexistent science labs, inflexible interior design, and limited access to new learning technologies and electronic information pose significant challenges for students and educators alike. Common characteristics of older buildings include inadequate recreation space, classrooms, and library facilities as well as poor operating efficiency resulting in high maintenance costs. In addition, the City school system serves an urban population with a significant proportion of children living in poverty. Overcoming the special problems experienced by at-risk students requires learning environments that are flexible and tailored to meet their specific needs.

Existing and projected deficiencies must be addressed in order to bring about needed improvements to City school facilities. These deficiencies include:

- elementary schools with modular classrooms (trailers);
- lack of elevators in multi-story buildings;
- lack of air-conditioning;
- inadequate athletic facilities;
- site deficiencies that impact recreational and physical education programming;
- outdated mechanical, electrical, and structural systems; and
- lack of adequate handicap provisions.

Schools Facilities Policies and Strategies

The overriding strategy to accommodate current and long range facility needs of the public school system is through expansions and major renovations of existing facilities. In some instances this also means closing schools which have become substantially obsolete. This strategy does not call for the construction of any new school buildings except for replacement of buildings on-site. Four new schools were recently constructed, and no additional school facilities are planned at this time. The need for additional permanent classrooms should be accommodated through additions and other modifications to existing buildings.

Public Facilities and Services

The following policies and strategies are intended to address specific school facilities deficiencies, to enhance learning environments for all students, and to promote the use of all existing and planned facilities by the community-at-large:

- Share facilities wherever practical and economically advantageous among public schools and other community institutions, organizations, programs and City agencies.
- Develop a policy for the adaptive reuse of closed school buildings.
- Incorporate state-of-the-art technology in new and renovated facilities supporting learning communications and the efficient year-round operation of each school building; upgrade all classrooms to current State Department of Education standards.
- Design building renovations and replacements to allow for maximum flexibility in the use of space, and multiple-use facilities that accommodate both students and residents of surrounding neighborhoods.

Related Schools Policies

The two following policies are important components of overall improvement strategies for City schools. While the first has indirect implications for facilities planning, these are intended to only suggest facilities-based solutions for current or future challenges facing City schools.

- Establish a maximum class size goal of 18 students per teacher system-wide. Exceptional education and severely handicapped students will be staffed in accordance with current U.S. Department of Education (DOE) standards.
- Cross-river transportation of students for racial balance or any other reasons is discouraged. Transportation of secondary students is appropriate when diversity cannot be achieved from the immediate school environs.

Recommended Improvements

The following recommendations for school facility improvements are listed by specific work project activities. **Basic renovations** include minor structural and/or cosmetic repairs to classrooms, corridors, administrative areas, cafeterias, kitchens, auditoriums and gyms, including routine upgrades to electrical, plumbing and HVAC systems. Selected school sites will undergo window replacements to increase energy efficiency. **Major renovations** include all of the work activities listed above, plus major additions that result in an increase of the building's overall square footage or major restructuring of interior spaces. **Major additions and new construction** refers to work activities at existing schools that result in additional classroom space. **Demolitions** and **closures** of selected schools are listed.



- **Elementary Schools**

- Basic Renovations

- Bellevue Model Elementary
 - Blackwell Primary School
 - John B. Cary Elementary
 - Chimborazo Elementary
 - Clark Springs
 - Fairfield Court (completing 1990 renovations)
 - J.L. Francis Elementary
 - Ginter Park Elementary (includes Mary Scott Building)
 - E.S.H. Greene Elementary
 - George Mason Elementary
 - Maymont Elementary
 - A.V. Norrell Elementary
 - A.V. Norrell Elementary Annex
 - Oak Grove Elementary
 - Overby-Sheppard Elementary
 - Elizabeth D. Redd Elementary
 - Southampton Elementary
 - J.E.B. Stuart Elementary
 - Summer Hill Elementary
 - Whitcomb Elementary
 - Woodville Elementary

- Major Renovations

- Mary Munford Elementary
 - G.H. Reid Elementary
 - Westover Hills Elementary

- Major Additions/New Construction

- J. B. Fisher Elementary
 - William Fox Elementary
 - E.S.H. Greene Elementary
 - Mary Munford Elementary
 - Linwood Holton Elementary
 - Elizabeth D. Redd Elementary
 - Summer Hill Elementary
 - Westover Hills Elementary

- Demolitions and On-site Facility Replacement

- Broad Rock Elementary (full replacement)
 - George W. Carver Elementary (demolition of 1888 and 1915 structures only)
 - Patrick Henry Elementary (full replacement)
 - Summer Hill Elementary (demolition of 1919 structure only)
 - Swansboro Elementary (full replacement)

- Closure

- Robert E. Lee Elementary
 - Oak Grove Elementary Annex
 - Summer Hill Elementary Annex
 - REAL School
 - Thirteen Acres School

- Property Acquisitions

- Chimborazo (for playground space)

- Site Improvements

- Bellevue Model School (erosion)

- **Middle Schools**

- Basic Renovations

- Binford Middle School
 - Thomas C. Boushall Middle School
 - Chandler Middle School
 - Minnis Middle School
 - Thomas H. Henderson Middle School
 - Albert Hill Middle School
 - Mosby Middle School
 - Thompson Middle School

- Demolitions and On-site Facility Replacement

- Elkhardt Middle School

- **High Schools**

- Basic Renovations

- Armstrong High School
 - Thomas Jefferson High School

Public Facilities and Services



- John F. Kennedy High School
- John Marshall High School
- Open High School
- Richmond Community High School
- George Wythe High School

- Demolitions /On-site Facility Replacement
- Huguenot High School

- **Other Facilities**

- Basic Renovations
 - Adult Career Development Center
 - Amelia Street School
 - EduCare-Baker Building
 - Katherine Johnson Building
 - Richmond Technical Center (North and South buildings)
- Relocation
 - Regional Governors School for the Gifted (to the former Maggie Walker High School, following major renovations to accommodate the new use)

Libraries

The Libraries Goal

The City Library system will serve the citizens and businesses of the City as an informational, cultural and public service resource, while fulfilling its role as an active resource for life-long learning.

The Richmond Public Library Mission

The mission of the Richmond Public Library is to enrich lives and expand opportunities for all citizens by promoting reading and the active use of cultural, intellectual and informational resources through a dedication to excellence and professional service.

Existing Facilities

The Richmond Public Library (RPL) system actively serves as a source of education, information and cultural enrichment to enhance the quality of life in the Richmond community. The RPL system consists of nine branch libraries distributed around the City and a Main Library downtown at 101 East Franklin Street.

Branch Library Locations

Belmont Branch	3100 Ellwood Avenue
Bon Air Branch	9103 Rattlesnake Road (Cooperative branch of the City and Chesterfield County)
Broad Rock Branch	4820 Warwick Road
East Branch	25th and R Streets
Ginter Park Branch	1200 Westbrook Avenue
Hull Street Branch	1400 Hull Street
North Avenue Branch	2901 North Avenue
West End Branch	5420 Patterson Avenue
Westover Hill Branch	1408 Westover Hills Boulevard

The library system offers a variety of programs for all age groups on subjects such as art and music, science and technology, business, literature, and history, as well as after-school programs. Services are also available through cooperative borrowing agreements with Chesterfield and Henrico Counties library systems.

Richmond public libraries provide access to a wide variety of information resources as well as cultural activities. Branch libraries have become the community center for many Richmond neighborhoods.

The Richmond Public Library system, particularly the main Library Downtown, plays an important role in promoting economic development in the City. The Downtown library provides informational resources to individuals developing small businesses. It also serves as an informational resource for hundreds of small businesses, particularly those closest to Downtown. Information on business related topics are also available to members of the business community and the general public.

Library Facility Issues

Recent technological changes, the rapid expansion of information, and population shifts within Richmond neighborhoods suggest a need to review current library operations.

- The integration of evolving technologies will be a continuing need for the Richmond Public Library system. The use of computers and on-line information should, however, have only minor impacts on overall library facilities.
- There is no need for additional branch facilities. The primary needs are remodeling to accommodate changing uses, the continuous incorporation of information technology, making branches more convenient for use by the public, and providing access to persons with disabilities.

Richmond Public Libraries Policies and Strategies

- Continue the present system of a strong central library with neighborhood branches that are easily accessible.

- Increase internet access to library facilities and services. Continue to provide public access to information technology at all branches.
- Increase the library's role as a community resource through special events programming, exhibitions and lectures.
- Expand and strengthen existing partnerships with Richmond Public Schools and local colleges and universities.
- Modernize and/or remodel facilities as needed.



Public Facilities and Services

Human Services

Human Services Goal

The City’s Human Services Department will help enable every citizen to achieve optimum physical and mental health through a comprehensive, high quality, cost effective network of core support services offered in homes and neighborhoods.

Background and Existing Facilities and Services

Providing quality, cost-effective human services assistance to City residents helps to ensure that the basic needs of all citizens are met, which improves the quality of life in the City as a whole. These services and the numerous programs associated with them are coordinated by the Departments of Social Services, Public Health, Mental Health, Mental Retardation and Substance Abuse, Juvenile Justice Services and the Richmond Community Services Board.

In Richmond, public and private human service agencies are working together to develop a community-based service delivery system. The location and type of services offered will continually change to meet client needs. This approach to service delivery will not require land acquisition or large capital expenditures to build facilities. The need to remain flexible has resulted in the utilization of spaces, as they become available. As a result, the long-term capital facilities needs are minimal.

The reorganization of human service delivery clearly represents an opportunity for community involvement in developing systems tailored to the specific needs of the community.

The Department of Social Services coordinates and administers service and benefit programs as necessary to assist individuals or families in achieving or maintaining self-sufficiency. These programs include child welfare, food stamps, income maintenance, fuel assistance, housing needs, employment services and short-term family stabilization efforts.



Mission of the Richmond Department of Social Services
To meet the basic financial needs of citizens and enable them to attain maximum capacity for economic and social functioning.

- **Existing Facilities**
The Department of Social Services operates the following primary facilities:
 - **Marshall Plaza**
Marshall Plaza at 900 East Marshall Street, one block north of City Hall. This is the location of the Department’s administrative offices, and serves as the central location for services not provided at any of the five Neighborhood Service Centers described below. Services provided at Marshall Plaza include child protection, adult protection, foster care and welfare-to-work programs. It is anticipated that the Department will vacate this address and move its offices to a location that has yet to be determined sometime during 2003.

- ❑ **East District Initiative**
East District Initiative at 701 North 25th Street was the first Social Services field office, opened in 1990. With a staff of approximately 50, it distributes food stamps, Medicaid payments, and temporary financial assistance to families and individuals in need.
- ❑ **Southside Community Services Center**
Southside Community Services Center at 4100 Hull Street has a staff of approximately 100, and offers the same type of social services as those provided at the East District Initiative.
- ❑ **Calhoun Community Center**
Calhoun Community Center at 436 Calhoun Street has a staff of 10 and provides services to Gilpin Court in the North Jackson Ward neighborhood.
- ❑ **1st and 2nd Police Precincts**
In addition to the primary facilities listed above, the Department provides limited social services in the evenings at the 1st and 2nd Police Precincts. The Department plans to expand these evening services to the 3rd Precinct once the budget can accommodate such services.
- **Proposed Facilities**
The Department anticipates that in the future, the location, size and function of facilities should reflect the continuing demands for more neighborhood-based services, much like the functioning of the existing East District Initiative. Proposed new facilities include:
 - ❑ **Northside Community Center**
The Department of Social Services has preliminary plans to renovate St. Elizabeth's School on Fourquaren Lane in order to provide social services for Northside residents similar to services currently provided at the East District Initiative. A time schedule for renovations has not been established.

- ❑ **VCU School of Social Work**
The Department of Social Services has contracted with the VCU School of Social Work to lease space within the School's new facilities, scheduled to open in 2003 at the intersection of Harrison Avenue and Broad Street. The collaborative arrangements will give City social workers direct access to training opportunities and to VCU student interns.

The Department of Public Health addresses many issues including infant mortality, low birth weight babies, adolescent pregnancy, childhood immunizations, lead poisoning, sexually transmitted diseases and nutrition. The strategic location of health services throughout the City, at the neighborhood level, is necessary in order to serve at-risk populations. Many of the facilities listed below are located in leased space within larger community-based facilities, (e.g.) hospitals, community centers). The City works closely with the private sector, MCV, VCU and other area health care providers to substantially increase their role in the delivery of clinical services.

Mission of the Richmond Department of Public Health

The Richmond City Health Department will promote and protect the health of the citizens of Richmond by providing preventative, curative, educational and environmental health services. Employees will deliver these services in accordance with the standards of excellence, responsiveness, courtesy and equality with accountability to the citizens of Richmond, the local governing body and the State Health Department.

- **Existing Facilities and Recommended Improvements**
The following public health facilities have sufficient capacity for existing and future needs:
 - ❑ **Healthy Start Office** (located in Marshall Plaza)
 - ❑ **Civic Center** (provides immunizations, WIC services, and HIV/AIDS services)



All other public health facilities have varying space deficiencies that need to be addressed.

- **Expansions Required**

- City Animal Shelter
- South Richmond Health Center
- Calhoun Center

- **Future Facilities Needs**

- Mini-clinics to serve Highland Park and Washington Park neighborhoods.

The Department of Public Health also shares office space with other service providers in three Richmond Redevelopment and Housing complexes, where public health services are provided to residents on a part-time basis.

The Department of Mental Health, Mental Retardation and Substance Abuse serves clients faced with issues of drug and alcohol addiction, developmental disabilities, and mental illness. The Richmond Community Services Board currently provides residential care, treatment and other services designed to address these issues.

Mission of the Department of Mental Health, Mental Retardation and Substance Abuse

The philosophy of the Department of Mental Health, Mental Retardation and Substance Abuse is to maximize the individual potential of all Richmond citizens who have or are at risk for mental illness, mental retardation or substance abuse disorders.

- **Issues**

The ability to provide adequate space to carry out needed mental health services is a major concern for the Department. The successful delivery of needed services and the administration of ongoing programs is directly related to the size, condition, and location of all Mental Health, Mental Retardation and Substance Abuse facilities. Several key issues need to be addressed in planning future facilities:

- Appropriate housing of the mentally disabled continues to be a controversial issue. Given the Community Services Board policy to support the development of small group homes (serving 3 to 4 individuals) within single family residential settings, zoning and community objections often restrict location of residential facilities;
- Both interior and exterior handicapped access is an imperative need that must be provided at all related facilities;
- Service delivery efficiency is often severely limited by inadequate parking, particularly in the Downtown area. Future facilities should be located in close proximity to public transit routes for clients that do not drive; and
- Fresh air circulation must be provided in all facilities to minimize the effects of air-borne pathogens such as tuberculosis.



- **Recommended Facility Improvements**

Several public health facilities have varying space deficiencies that need to be addressed.

- Child and Family Services facility expansion
- Mental Health and Mental Retardation Service Center demolition and new construction on-site
- MH/MR/SA Administrative Office relocation
- Youth Day Treatment relocation
- Replacement of East Club House (location to be determined)

The Richmond Continuum of Juvenile Justice Services was established to address the need for local Juvenile and Domestic Relations Court judges to have a greater array of sentencing options available for juvenile offenders. The mission of the Continuum is to promote public safety while providing juvenile offenders with com-

munity-based opportunities to be accountable for their delinquent behavior and to participate in programs designed to help them acquire social, educational, and workplace competencies.

Juvenile Justice Mission

The mission of the Office of Juvenile Justice is to promote public safety, consistent with the highest professional standards, while at the same time providing juvenile offenders with community-based opportunities to be accountable for their delinquent behavior and to participate in programs with their families designed to help them acquire social, educational and workplace competencies.

The Office of Juvenile Justice operates the Richmond Detention Center at 1701 North 17th Street. Opened in 1996, this facility is used to provide secure confinement of juveniles pending court disposition. The center has beds for 64 juvenile offenders, but is often overcrowded. There is an anticipated need for a 120-125-bed facility. This need could be met with expansions of the existing facility.

Human Services Facilities Policies and Strategies

The following policies and strategies are intended to enhance programs and activities at all existing human services facilities, and to ensure that future facilities are designed to improve the provision of needed human services to all City residents:

- develop a coordinated, neighborhood based service delivery system that is accessible and responsive to the needs of Richmond citizens;
- avoid concentrations of human service facilities within residential neighborhoods due to the potential for adverse impacts; and
- with community involvement, identify siting criteria and impact guidelines for evaluating locations for human service facilities.

Public Facilities and Services

Recommended Improvements

- Move the Department of Social Services from Marshall Plaza to a central Downtown location better suited to serve the needs of the citizens of Richmond and improve the delivery of crucial services and programs.
- Redistribute key Social Service functions and programs to community centers throughout the City including, but not limited to:
 - ❑ The renovation of St. Elizabeth’s School to house the Northside Community Center.
 - ❑ The planned leasing space within the VCU School of Social Work on Broad Street at Harrison Street.



Recreation and Parks

The Richmond Recreation and Parks Mission

The mission of the Richmond Department of Recreation and Parks is to provide diverse, high quality leisure opportunities for Richmond residents.

Existing Facilities

The City of Richmond has an excellent array of parks, recreation centers, and recreation programs. While the Master Plan addresses the physical facilities, it should also be noted that the City provides a full range of supervised sports, social activities, and cultural and artistic programs. The Recreation and Parks inventory includes seven types of facilities and parks: neighborhood parks, community parks, regional parks, playgrounds, school sites, community centers, and public assembly facilities.

- **Neighborhood parks** are generally small sites of a few acres with a variety of facilities and play equipment primarily serving residents within a half-mile radius.
- **Community parks** are larger sites with a more comprehensive offering of facilities, play fields, and open spaces that draw people from many neighborhoods or districts.
- **Regional parks** include Bryan, Maymont and Byrd Parks.

In addition to these three park types, a large percentage of active recreation areas are provided at playgrounds, schools, and community centers.

The City has 1,866 acres of developed and natural parkland. Despite the abundant open space, the park system is not geographically balanced and many of the facilities were designed for uses that are no longer in demand by the public. In recent years severe budget cuts have resulted in the deterioration of many of the City’s parks. Plans for new development and facilities have fallen behind. Only Maymont Park, which is operated by the Maymont Foundation, has been well maintained and enhanced in recent years. Maymont

Park and its programs serve as a model for other major parks in the City. It is recommended that Master Plans be created for all of the City's other regional parks - Bryan, Byrd, and the James River Park System - and that these Parks be promoted as tourism destinations comparable to Maymont Park.

Public assembly facilities in the City include the Coliseum, the Arthur Ashe Center and the Richmond Centre. These provide entertainment, exhibition, banquet, conference and convention facilities for local, state, regional, national and international groups. The Richmond Coliseum, adjacent to the Richmond Centre, hosts 125 to 165 events each year including rock concerts, circuses, ice shows, graduation ceremonies, and basketball and ice hockey games.

Trends Affecting Future Parks Needs

A number of recent citywide trends should influence future plans for City parks and recreational activities. Primary among those trends are:

- Increased public demand for cultural arts programming, and for tourist-related activities, should serve City visitors as well as residents.
- Increased public demand for diverse recreational opportunities (whitewater rafting, kayaking, rock climbing, bicycling) at key locations.
- Increased collaborations between Richmond Public Schools and the Department of Recreation and Parks to maximize school facilities usage.
- The increased role of Recreation and Parks in:
 - ❑ economic development;
 - ❑ neighborhood revitalization; and
 - ❑ attracting new residents.
- The aging physical infrastructure of the park system and reforestation needs.



Recreation and Parks Issues

- The current system of park land and recreational facilities is in serious need of maintenance and repair. Citywide grounds maintenance and facilities repair has not kept pace with demand, and the result is a public perception that the quality of park space and recreational facilities has been diminished and usage is down.
- There is a need for additional neighborhood parks in areas not presently served, particularly in the Far West, Huguenot, Midlothian and Broad Rock Districts.
- There is a need for additional public access to the James River. The James River Park system, with over 450 acres of open and forested floodplain, provides excellent opportunities for residents and visitors to access the river at key locations, but in some sections of the City no such access is currently possible.

Public Facilities and Services

- There is a need for new recreational equipment and facilities as well as modernization of existing equipment and facilities. This is important to the long-range viability of the City’s park system.

Relationship between Parks Strategy and Land Use

Acquisition of key parcels of vacant land for additional recreational use will have long-term implications for land use development Citywide. Land that is set aside for public recreational uses can make positive contributions to residential neighborhoods and commercial service centers, and it can enhance the image of transportation corridors and provide a buffer between incompatible land uses. On the other hand, land established as public open space is land not available for other uses, some of which may hold the potential to make equally important contributions to the overall quality of life in the City.



Recreation and Parks Policies and Strategies

The long-range strategy for the City Parks system is based upon four concepts:

- improve the existing resource base by implementing strategic improvements to existing Parks;
- fill critical gaps in park space and facilities;
- increase public access to the James River where appropriate and feasible; and
- capitalize on unique opportunities to protect resources, enhance neighborhoods, and provide desired amenities for the future.

Several general actions are recognized as essential to fulfilling this strategy. These are:

- The development of Master Plans that outline capital improvements and activities programming for the City’s “Heritage” (regional) Parks: Maymont, Byrd, Bryan, Forest Hill, James River Park, Chimborazo, and Libbie Hill.
- The development of parks in the Huguenot, Midlothian and Broad Rock Districts where sites have been acquired. Specifically, the development of Stony Point Park, Powhite Park and Pocosham Parks as passive open space parks.
- The development of a plan of action to maintain and renovate neighborhood and citywide parks.
- A requirement for open space dedication during the planning process for new residential and commercial development.

Recommended Improvements

The following recommended park improvements are intended to help achieve the overall goal of providing quality public open space and recreational opportunities to City residents and visitors alike. Where possible, these improvements are shown on the Parks and Recreation Areas maps.

- Provide for expansions to Stony Point Park in the Huguenot District by acquiring vacant land at the intersection of Huguenot and Stony Point Roads and vacant land along the north side of Chippenham Parkway west of Huguenot Road and retaining these areas for public use.
- Provide for continuous public access to the James River on the north side of River-side Drive between the Huguenot Woods and Pony Pasture sections of the James River Park.
- Provide trailed public access to Powhite Park in the Midlothian District from Forest Hill Avenue in the Huguenot District.
- Add Williams Island to the inventory of City Parks.
- Develop bike/walk/running trails along the north and south banks of the Reedy Creek corridor in the Midlothian District, from Covington Road west to German School Road.
- Develop a Pocashock Creek Park with connections to the smaller pond located at the eastern terminus of Ullswater Drive, and to G.H. Reid Elementary School.
- Expand Powhite Park and provide connections north by creating a greenway trail along Powhite Creek north to Forest Hill Avenue in the Huguenot District.



- Continue the James River Park System in the Old South District by developing a linear park along the river south from Ancarrow's Landing to the Port of Richmond Terminal.
- Incorporate the stone quarries along the James River in the Broad Rock District into the James River Park System, and develop for active public recreational use.
- Expand the Floodwall walk east to Ancarrow's Landing and incorporate the Slave Trail and areas west into the James River Park at Cowardin Avenue.
- Develop a community-oriented park in Old Manchester with a linear greenway connector north to the James River.
- Develop vacant land on Crutchfield Street near George Wythe High School as an undeveloped passive City park, with a connecting trail along Reedy Creek to Forest Hill Park. (This site contains several unique environmental features, including non-tidal wetlands and old growth forests. Development of any City facilities should be sensitive to the environmental resources and conditions on the site and maximize their use for educational purposes.);
- Acquire vacant land along the southern edge of Canoe Run Park on Semmes Avenue for future Park expansion.
- Develop a new neighborhood park in Blackwell between Stockton, Everett, 10th and 11th Streets.
- Acquire vacant land along Broad Rock Creek between Belt Boulevard and the CSX railroad line, and develop it for passive public recreational use.
- Provide for continuous public access to the James River along the Kanawha Canal in the Near West District, from the Lee Bridge to Maymont Park and Pumphouse Park.
- Expand the Cannon Creek Nature Area in the North District, utilizing vacant land north of Dove Street and lands paralleling the Richmond-Henrico Turnpike that are otherwise unsuitable for development;

Public Facilities and Services



- Redevelop the Fells Street Landfill in the North District to accommodate a range of active public-use recreational opportunities (the primary recommended use is a golf course);
- Develop a greenway connection between any future development at Chippenham North Shopping Center and the existing wetland trails at Powhite Park.
- Link selected parks through trail systems or greenways to enhance the tourism and economic potential associated with quality park systems.
- Provide a direct greenway link to Gillies Creek Park from Great Ship Lock, Libby Hill and Chimborazo Parks.

- Provide for the expansion of Great Shiplock Park to the western half of Chapel Island and continuation of the Canal Walk east to the City limits south of Orleans Street.
- Expand Gilles Creek Park to include park land created at the site of the former East Landfill to provide: horse stables, natural areas surrounding the original Gillies Creek bed, and outdoor entertainment areas. These areas could include: disc golf course, little league baseball field, soccer fields, outdoor art exhibition areas, small boat access, and passive recreational areas.

Use of the East Landfill site should occur only after a thorough environmental review, assuring that the area is safe for public use.

- Upgrade the Richmond Coliseum with the latest technology to make it the best facility of its size and function.
- Implement needed Programs and Service Delivery to include:
 - new Master Plans with facility improvement needs and costs;
 - reinstatement of the Park Ranger system to maintain safety and order and to protect park property;
 - policies for the maintenance and programming of small neighborhood parks, playgrounds and other undeveloped sites by non-governmental organizations;
 - allowing a market approach to service delivery instead of social service or community development models;
 - recreation center programming based on expressed community needs; and
 - examining current utilization of all open space to determine whether properties should be maintained.

Public Safety and Emergency Services

Public Safety and Emergency Services Goal

The City's public safety and emergency services providers will strive to create a safe and secure environment for all of Richmond's businesses, residents and visitors.

Background and Existing Conditions

- Fire Protection

The role of the fire department is expanding and will continue to do so in response to increased demand for service delivery for broader protection measures. This expanding role will have a direct impact on future facility needs. Currently, there are 20 fire stations located throughout the City of Richmond. All fire stations are customized to provide living, working and training



areas for personnel. The majority of these stations are in good condition; however, the stations at 2223 West Cary Street and 2901 Bainbridge Street are in poor condition. Other departmental infrastructure includes the Fire Training Academy at 5600 Beulah Road in Sandston adjacent to Richmond International Airport, and storage and distribution facilities citywide. Upgrades to current fire facilities are anticipated to meet the needs of a changing workforce and federal regulations for the next 15 to 20 years.

- Ambulance Service

The Richmond Ambulance Authority (RAA) is a national leader in emergency services due in part to its innovative approaches to Emergency Medical Services system design and patient care delivery. The RAA operates four facilities located throughout the City. Three of these are satellite office/trailer facilities located on Maury Street, Warwick Road, and Parkwood Avenue. The fourth is the headquarters that is located on Hermitage Road in the City's Northside and contains the City's Emergency Medical Services System.

- Police Protection

The Police Department has initiated a "customer service zones" (precinct) system. The City has been divided into four precincts with police service being provided from a police station in each precinct. Stations are located on Belt Boulevard in South Richmond, Q Street near 25th Street in the East District, Meadow Street in the Near West District, and West Cary Street in Downtown. The precinct system was initiated in an effort to provide more efficient police service delivery. Reduced travel distances and response times lead to improved performance and productivity and allow a more efficient utilization of police staff. The Police headquarters is located in the Public Safety building in Downtown Richmond. However, the Police Department headquarters will be relocated to the former Farm Bureau building on Grace Street in Downtown.

Public Facilities and Services

Public Safety and Emergency Services Policies and Strategies

- Consider the location of a new precinct substation in Southwest Richmond as development increases.
- Consider the location of a new precinct substation in North Richmond, either on Chamberlayne Avenue, North Avenue, or Brookland Park Boulevard, to enhance crime prevention strategies for the Northside neighborhoods of Barton Heights, Ginter Park, and Highland Park.
- Renovate or replace fire stations that are inadequate based upon optimum distribution of fire facilities.
- Stringently enforce building codes and regulations to reduce the opportunity for crime and fire loss.



Utilities Infrastructure and Services

The Department of Public Utilities

The Department of Public Utilities (DPU) provides water purification and distribution, wastewater collection and treatment, natural gas service and electric street lighting to residential, commercial and industrial users throughout the City. The Department of Public Utilities also provides natural gas and wholesale water services outside of the City.

DPU Mission

The mission of the Department of Public Utilities is to provide citizens of Richmond with safe, dependable and efficient natural gas, water, wastewater treatment and street lighting services in an environmentally and fiscally responsible manner.

DPU Facilities

The Department of Public Utilities owns and operates a 132 million gallons (per day) water purification plant and a 70 million gallons (per day) wet weather wastewater treatment plant. The Department's administrative offices and the customer service telephone call center are located downtown at 600 East Broad Street. A walk-in customer service operation is located in City Hall, 900 East Broad Street. The department's operations center and warehouse are located in south Richmond at 400 Jefferson Davis Highway. DPU also owns, operates and maintains a variety of facilities including eleven water pumping stations, three wastewater pumping stations, nine water storage tanks, three electrical street lighting substations, six natural gas gate stations and a large maintenance facility.

DPU Services

- **Gas**
Residential, commercial and industrial gas service is provided to approximately 93,000 customers in the City of Richmond, Henrico County and parts of Chesterfield and Hanover Coun-

ties. The natural gas utility has in excess of \$180 million dollars in net fixed assets comprised of a 420,000 gallon liquid propane gas plant and over 1,600 miles of underground gas mains. It is the eighth largest municipally-owned natural gas utility in the country and adds, on average, 2,500 new gas customers per year.

- **Water**

The Department of Public Utilities provides water purification and distribution services to citizens for consumption as well as for fire protection. The department has nearly 60,000 customers in the City and is the regional water supplier, providing wholesale water supplies to Chesterfield, Henrico and Hanover Counties.

- **Wastewater and Sewer**

DPU provides wastewater collection and treatment for approximately 58,000 customers throughout the City of Richmond. The Wastewater Treatment Plant treats 70 million gallons per day of sanitary and storm water before returning it to the James River. DPU has responsibility for the maintenance of approximately 1,500 miles of sanitary and combined sewers and associated facilities.



- **Streetlighting**

The Department of Public Utilities purchases electricity from Virginia Power and distributes it to over 28,000 streetlights in the municipal system. The utility operates and maintains the streetlights north of the James River and in much of the city south of the river. DPU contracts with Virginia Power to operate and maintain the system in the southwest area of Richmond.

Utility Issues

- **Areas Not Served by Natural Gas**

Gas service is available to 98% of the streets north of the river. South of the river several small areas (mainly in the Huguenot District) do not yet have service. The installation of 280,000 feet of new gas mains should meet projected needs through the year 2009.

- **Aging Conveyance System**

The public utility infrastructure in the city in many areas is over 100 years old. An aggressive program is currently underway to replace and improve elements of this system. This includes:

- replacement of cast iron gas mains to increase the reliability and safety of the system;
- relining of cast iron water mains to extend the life of the conveyance system by an estimated 40 to 50 years; and
- improvements to the sanitary sewer system involving rehabilitation, upgrades, service extensions, sewer retirements, and selected relocations.

- **Areas Not Served By Sewer System**

There are very few areas currently not served by the City sewer system. Most of these are confined to the western edge of the Huguenot Planning District, near the Chesterfield County line.

Public Facilities and Services

- **Combined Sewer Overflow**

One third of the area in the City is served by a combined storm and sanitary sewer system which overflows into the James River during periods of heavy rainfall.

- **Public Utilities Policies and Strategies**

The following policies and strategies are intended to facilitate the delivery of public utility services to all City households, businesses, institutions and commercial and industrial centers in a fiscally responsible, efficient and timely manner, in addition to expanding service coverage to areas outside the City.

- Market and aggressively expand natural gas services to areas not previously served within the City and outside of the City limits. Continue existing incentive programs to encourage homeowners previously using other home heating sources to switch to natural gas. Maintain competitive rates to ensure customer satisfaction.
- Protect the environment through regulatory compliance and proactive management.
- Provide for the gradual conversion of all overhead electric distribution lines to underground.
- Develop long-term maintenance and upgrade strategies to address the unique demands of the City's aging conveyance systems for water, gas and wastewater.
- Continue to reduce the amount of overflow of storm water and sewage into the James River through improvements to the conveyance system and sewage treatment facilities.



City Maintenance Facilities

The Department of Public Works operates maintenance facilities at two main locations: the Northside Division Maintenance Facility at Parker Field and the Manchester Division Maintenance Facility on Hopkins Road.

Maintenance Operations Policies

- Identify alternate facility locations for Parker Field based upon the redefined roles of the Public Works Department. Establish higher priorities for the use of land currently occupied by existing facilities there.
- Explore privatization alternatives and cooperative agreements with other jurisdictions to provide services to citizens.

CHAPTER 8

Neighborhoods and Housing

Goals for Neighborhoods and Housing

Characteristics of Neighborhoods and Housing

Neighborhoods and Housing Issues

Policies for Housing

Policies for Neighborhoods

The Housing Strategy

Housing Opportunity Areas (HOA's)

Immediate Housing and Neighborhood Strategies

NEIGHBORHOODS AND HOUSING

Richmond is a City with distinct, well-established neighborhoods represented by over 125 civic or neighborhood associations. This diversity helps define Richmond and contributes to the community character that distinguishes the City from the surrounding suburban counties. Recent surveys have indicated that while residents may have concerns about the City overall, they generally recognize that most Richmond neighborhoods are quality places to live, with conveniences, amenities, and a sense of community that is often unequaled elsewhere in the metropolitan area.



Goals for Neighborhoods and Housing

The following general goals serve as the basis for specific policies for housing and neighborhoods.

- Richmond neighborhoods will be recognized as safe, attractive and desirable places to live, work and raise families, while providing a variety of housing choices and homeownership opportunities.
- Development in Richmond will be sensitive to the scale and design of existing neighborhoods. Commercial and retail development will be concentrated in designated areas and will not encroach on existing residential communities. City services and facilities will be well designed and responsive to the needs of the community.
- Richmond neighborhoods will build strong, cooperative relationships with City schools, community-based organizations, public facilities and City government in order to achieve improvements in education, image, and neighborhood vitality.
- Substandard housing will be eliminated in the City of Richmond, while protecting and capitalizing upon the architectural, historic and cultural heritage of Richmond neighborhoods.
- New, and better quality housing will be targeted to homeowners. Market-rate rental housing will continue to be created within the City.

Characteristics of Neighborhoods and Housing

Richmond's neighborhoods are dominated by single family homes in a wide range of architectural styles, ages and prices.

The City has a significant inventory of older homes, with more than 30% of all residential structures having been constructed before 1940. While possessing distinct architectural character and features, many of these homes can be difficult to market to homebuyers searching for modern conveniences, easy maintenance, and floor plans more suited to today's lifestyles. Despite the unique architectural character of the homes in many of Richmond's neighborhoods, the need for substantial renovation of these homes to meet the needs of contemporary households can be an inhibiting factor.


The more recent residential construction in the City has been primarily in south Richmond in the form of small single family subdivisions and apartment complexes. North of the James River, new residential activity has been in the redevelopment areas of Randolph and Fulton, adaptive reuse of non-residential structures, primarily in Shockoe Bottom and Downtown, as well as single family infill development throughout.

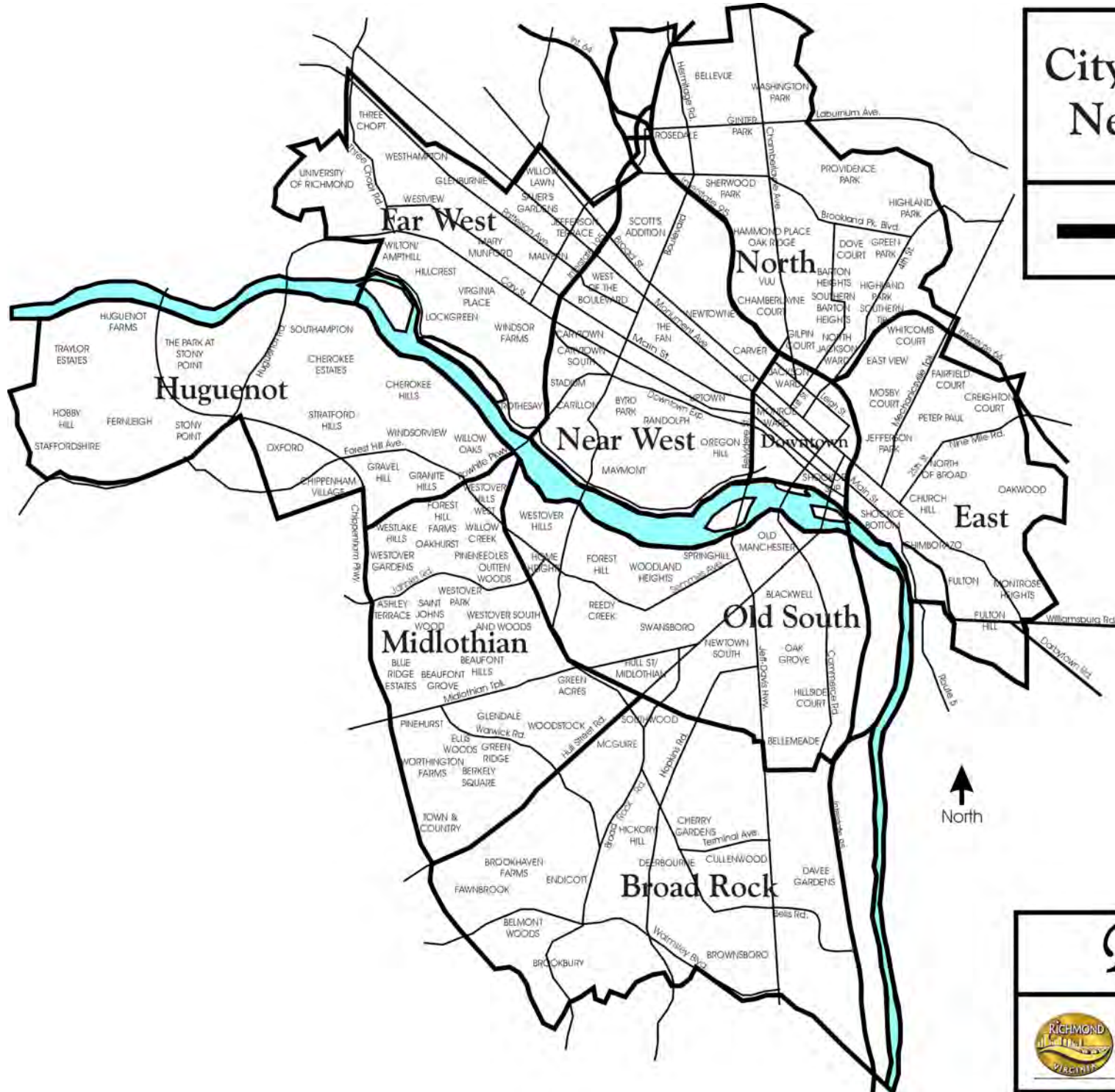
The City's Housing Market

The City's recent housing market history reflects many of the trends occurring in urban areas nationwide: an increased demand for "historic" properties, the formation of smaller households, and strong demand for unique urban living environments. Richmond has also experienced a substantial increase in the number of vacant housing units, a high percentage of which are uninhabitable. Between 1980 and 1990 the number of vacant housing units increased citywide by 55%. Recent surveys have estimated the number of vacant and/or abandoned structures at over 2,500.

Richmond's housing market is directly affected by the City's image, appearance, and residents' willingness to better their neighbor-

City of Richmond Neighborhoods

 District Boundary



R MASTER PLAN
RICHMOND



Department of Community Development
Division of Comprehensive Planning
November 2000

hoods. Other factors that can positively influence residential markets include the quality of City schools, perception of safety, competitive tax rates relative to adjacent jurisdictions, and good maintenance of neighborhood infrastructure (utilities, streets and curbs, street lighting and street trees). Despite continued interest in urban living, the shortage of available land in the City has caused Richmond to produce fewer new housing units than any other jurisdiction in the metropolitan area.

Publicly Assisted Housing

The Richmond Redevelopment and Housing Authority (RRHA), established by City Council in 1940, is the City's official agency for providing and managing low income housing. The RRHA owns and operates over 4,500 public housing units. Over 65% of these units are concentrated in seven large scale developments with over 400 units each. The remainder are in smaller developments of 100 units or less, and in scattered site housing.

RRHA also administers a Section 8 Assisted Housing Program for over 2,600 units. The Section 8 Existing Housing Program is a federally subsidized program designed to provide rental assistance to low income households including the elderly, handicapped, disabled, and other qualified single individuals. Households are required to pay 30% of their adjusted monthly income toward contract rent. The difference between the household's share and the unit rent is the subsidy provided by the Department of Housing and Urban Development through RRHA.

Redevelopment and Conservation Areas

Redevelopment and conservation areas are areas that have been identified as either distressed or in danger of further decline. They are designated by City Council and administered by the RRHA. Federal, state and local funds are targeted into these areas to facilitate rehabilitation and redevelopment. In recent years, limitations in funding and other resources have precluded the City's ability to meet a significant percentage of the needs in all but a few of these areas.

Neighborhoods and Housing Issues

The most serious housing problems are concentrated in the City's older neighborhoods. These areas have been negatively affected by poorer quality housing stock, disinvestment, lower incomes of homeowners, and other market forces.

Substandard conditions, vacant and abandoned housing units, and vacant lots created by housing demolition are serious problems in many of the City's older neighborhoods. Poor housing maintenance also contributes to the decline of existing neighborhoods and is a hindrance to revitalization efforts. There is strong community support for continuing housing rehabilitation programs and for more effective enforcement of existing property maintenance codes, including the development of stronger regulations.

The City of Richmond's current strategy to address housing problems is a combination of housing rehabilitation and grant programs, incentives for first time home buyers, and tax incentives. Richmond is fortunate to have a number of successful community development corporations actively involved in housing rehabilitation and development.

Housing Issues

- Richmond has high levels of vacant, abandoned, deteriorated and poorly maintained housing.
- Demolition of substandard housing threatens the City's unique and historically significant architectural resources.
- The distribution of homeless and low-income populations is inequitable throughout the region.
- Any attempt to increase housing Downtown must take into consideration the scarcity of off-street parking and inconvenient on-street parking restrictions.

Neighborhoods and Housing

- The social and physical conditions within public housing projects often have negative impacts both for public housing residents and for residents in the surrounding neighborhoods.
- The high number of tax delinquent properties citywide is exacerbated by the lengthy, cumbersome process required for their sale.

Neighborhoods Issues

- Comprehensive strategies are needed to address conditions for severely deteriorated neighborhoods.
- The negligence of absentee landlords impacts residential neighborhoods with poor maintenance, property deterioration, vacancies, and increased drug and other criminal activity.
- Adult and group homes in proximity to other residential uses, particularly among single family residential neighborhoods, are often seen as threats to their surroundings.



- Both the perception and reality of crime in Richmond has a direct impact on residential quality of life.
- The preservation of the City's architectural character is key to our long-term economic viability and overall quality of life.
- Many neighborhoods suffer from excessive cut-through vehicular traffic.
- Many neighborhoods located in South Richmond suffer from inadequate infrastructure, poor drainage systems, a lack of sidewalks, street lighting, or poorly maintained alleys.
- Many neighborhoods do not have convenient services and other amenities (grocery stores, parks, retail services, etc.).

Challenges

- To maintain and ultimately increase the number of homeowners.
- To meet City Council's stated goal of increasing the City's population with 5,000 additional residents; this will require the renovation or construction of over 2,000 dwelling units.
- To increase the attractiveness of the City as a place to live and invest in housing.
- To provide financial incentives to attract and keep residents in neighborhoods.
- To restructure neighborhood commercial areas to become sustainable and an asset to the neighborhood.
- To reduce the City's role as the primary provider of low income housing in the region.
- To protect neighborhoods from inappropriate non-residential development by promoting compatible business growth, effective transportation systems, and the development of parks and other public uses.
- To address problems related to the City's high number of substandard housing units.

Policies for Housing

The policies that follow address four critical housing issues: housing conditions, new housing, homeownership, and the distribution of affordable and assisted housing.

Housing Conditions

- Provide incentives to prevent the inappropriate demolition of vacant buildings that have historic integrity, particularly those that do not present a public safety hazard.
- Develop innovative housing improvement programs that include both public and private resources in order to supplement existing Federal, State and local sources of funding.
- Recognize and maintain existing low-cost housing as a valuable resource in meeting the housing needs of the City's low-income families and individuals.
- Eliminate substandard housing by specifically directing financial and organizational resources of public and private organizations for renovations and rehabilitations.



- Develop and implement a City-wide inspection program of rental properties.

New Housing

- Promote the development of new, high quality housing.
- Encourage infill housing that is compatible in design with existing housing.
- Encourage the development of a range of housing types, styles and prices.
- Promote residential mixed use development, residential use of non-residential structures, and adaptive reuse of buildings.
- Provide an opportunity through the development review process for higher density, higher quality single family residential development in areas where vacant land is available. Where higher residential densities are recommended, appropriate controls on density, design and access should be provided to ensure compatibility between these areas and adjacent communities.

Homeownership

- Increase home ownership opportunities in all neighborhoods for every income level.

Distribution of Affordable and Assisted Housing

- Achieve an equitable distribution and better management of low cost, assisted housing and group homes throughout the region.
- Develop initiatives with the surrounding counties to serve low to moderate-income populations.
- Continue efforts to provide safe housing for low and moderate-income families and individuals.
- Develop no new public housing complexes in the City.
- Develop new affordable housing that provides home ownership opportunities.

Neighborhoods and Housing

Policies for Neighborhoods

The policies that follow address three critical neighborhood issues: existing neighborhoods, neighborhood diversity, and organizing.

Existing Neighborhoods

- Encourage a variety of housing choices in existing neighborhoods through a balance of preservation, rehabilitation, and new development.
- Increase community control of zoning, community facilities and policies affecting neighborhoods and schools.
- Strengthen, maintain and protect existing neighborhoods from the adverse effects of traffic and incompatible land uses.
- Conserve and revitalize sound neighborhoods where deterioration is evident.
- Encourage the rehabilitation of historically or architecturally significant housing as a tool for neighborhood revitalization.
- Focus housing activities in historic areas on the rehabilitation of the existing housing stock rather than clearance and new construction.
- Develop neighborhood preservation and improvement programs to conserve and improve physical structures; upgrade residential environments; and reinforce physical and organizational characteristics.
- Prevent further encroachment of non-residential uses into existing residential areas except where specifically described in the Land Use Plan.
- Locate and design higher density residential development in a manner that prevents adverse affects on the character of lower density residential areas.
- Target specific areas of the City for funding to achieve maximum results over the next five years.



- Increase attractiveness of neighborhoods through beautification programs, including the development of streetscapes.

Neighborhood Diversity

- Develop a marketing strategy to increase the awareness of neighborhoods; provide incentives to bring middle and upper income homebuyers into the City's housing market.
- Establish a City-wide loan pool available to all residents for both residential and commercial development and rehabilitation.
- Encourage culturally and economically diverse residential neighborhoods.

Neighborhood Organization

- Encourage the establishment of neighborhood organizations.
- Assist neighborhood organizations with appropriate public service programs to help improve their neighborhoods.
- Involve existing residents in revitalization efforts.
- For all neighborhoods, develop plans that address their specific needs.
- Develop a neighborhood coordination program to exchange ideas between neighborhoods.



The Housing Strategy

Basic Premises

- **The City's most valuable assets are its neighborhoods.**
Neighborhood reinvestment and stabilization spurs additional investment, which results in a ripple effect of community revitalization, economic development, and improved quality of life. Some additional benefits of neighborhood reinvestment are realized through improved housing conditions, increased property values, enhanced tax revenue, and stimulation of the job market. Schools are among the single most important external factors in the marketability of a neighborhood. The inability to market a neighborhood school severely impacts the ability to market a neighborhood. Other external factors include infrastructure improvements and amenities, such as sidewalks, streets, curb and gutters, in addition to architecturally compatible streetscapes with trees, signage, lighting, and furnishings.

The stability of neighborhoods is enhanced by accessibility to employment opportunities and services. Neighborhoods with primarily lower cost housing, composed of lower income residents, require either employment opportunities in the immediate proximity or a regional transportation system, including public transit, which effectively connects residents to job opportunities throughout the metropolitan area.

- **The construction and maintenance of decent and affordable housing is driven by investment and reinvestment from the private sector.**
The City of Richmond values and supports its partnership with the private sector and strategically invests its scarce public resources with the goal of leveraging the maximum amount of private investment. Key strategies in accomplishing this are:
 - ❑ Target neighborhoods and specific projects for maximum impact.
 - ❑ Invest in the prevention of housing stock deterioration in transitional areas.

Neighborhoods and Housing

- ❑ Dedicate public and private resources to effective and efficient housing corporations that work in partnership with neighborhood residents.
- ❑ Achieve greater commitment and investment in housing opportunities from banking, insurance, real estate, construction, and marketing firms located in Richmond.
- ❑ Direct resources to neighborhoods that maximize involvement and investment from residents in their community.
- **Historic preservation efforts can stabilize neighborhoods by promoting the revitalization of individual properties.**

The shared commitment on the part of the City of Richmond and the Commonwealth of Virginia to the built environment is confirmed by the implementation of the various rehabilitation incentives. The City currently provides a tax abatement program for the rehabilitation of properties within the City limits, and the State provides a State tax credit for owner-occupied and income-producing substantial rehabilitation efforts within state designated historic districts. The Federal tax credit program may be used in residential areas but is restricted to income producing properties located in listed National Register Districts. The revitalization of historic structures promotes the stabilization of property values, encourages reinvestment, and maintains or enhances tax revenues while providing housing and jobs within the community. Key strategies in accomplishing this are:

 - ❑ Provide free technical assistance related to program areas and requirements.
 - ❑ Develop and provide marketing tools to educate and promote all programs.
 - ❑ Pursue Virginia Landmark and Federal National Register district listings for eligible neighborhoods.
- **The City can no longer afford to shoulder the burden of providing low income housing for the region's poor.**

The provision and maintenance of affordable housing is the responsibility of all of the jurisdictions within the region. The City of Richmond currently sustains 73% of the metropolitan area's public and assisted housing, and cares for 63% of the metropolitan area's poor. Having a disproportionate share of responsibility for subsidizing housing for the region's population adversely impacts individual jurisdictions and the overall health and competitiveness of the entire region. Inevitably, central city decay reduces suburban vitality. Thus the challenge is for all jurisdictions in the region to assume their share of the responsibility, rather than leaving it to one.
- **Enforcement of fair housing laws throughout the region is essential to providing true housing opportunity to all citizens.**

Housing discrimination of any sort interferes with the housing market and hampers regional cooperation.
- **Achieving neighborhood revitalization may mean addressing housing issues through the use of non-housing strategies.**

For example, vacant and abandoned buildings that meet the City's building maintenance code can sit for years and serve as a blight on the community and a deterrent to housing investment in the surrounding area. However, should a vacant or abandoned building be tax delinquent, appropriate action may be taken by the City under State law to sell the structure, obtain new owners, and return the building to productive use.
- **Resident "ownership" of neighborhoods increases neighborhood quality and stability.**

It is important to increase the proportion of homeowners in areas with a high concentration of rental property, especially areas experiencing disinvestment, blight, and declining property values.

Crime and other social issues are often inappropriately addressed via housing-related strategies such as demolition and redevelopment. Although appropriate at times, this approach can be very expensive, can eliminate sound structures that hold potential for rehabilitation and re-use, and can compromise the structural integrity and cohesiveness of the neighborhood. Social issues which contribute to the degradation of housing stock need to be systematically analyzed and addressed.

- **Changes to current Federal housing regulations are necessary to insure future success in local public housing programs.**

The Richmond Redevelopment and Housing Authority provides affordable public rental housing to low-income families and individuals. Due in part to past federal policies, public housing suffers from crime and drugs, concentration of poverty, dependency, and a large investment of public resources. These problems exist in most of RRHA's developments; therefore change must be far-reaching and comprehensive if it is to be successful.

Recommended Actions

- **Aggressively market neighborhoods and housing opportunities.**
 - ❑ Develop a specific marketing strategy designed to attract home buyers to neighborhoods and promote the City as a quality place to live, invest, and raise a family.
 - ❑ Develop information regarding neighborhoods and housing opportunities for realtors and corporate relocation offices.
 - ❑ Develop formal liaisons with Richmond Public Schools and other appropriate City agencies to ensure that schools and other City services and amenities are a part of the marketing strategy.
 - ❑ Make funding and technical assistance available to neighborhoods for the development and distribution of their own marketing and promotional materials.

- **Achieve regional involvement and the equitable distribution of housing and employment opportunities for all income groups throughout the region.**

- ❑ Provide public transportation throughout the entire metropolitan area. Take an active role in communicating with adjacent jurisdictions the importance of developing a regional public transportation system, particularly along major thoroughfares leading into the counties, to meet the regional job market demand.
- ❑ Develop a regional approach regarding the allocation of Federal housing dollars to provide affordable housing, in addition to housing for those with special needs, throughout the region.
- ❑ Support the enforcement of fair housing laws throughout the region in order to provide housing opportunities to all citizens.
- ❑ Support the expansion of a number of affordable housing units and available support services for low and moderate income residents, and for those with special needs, at the regional level.
- ❑ Review the zoning ordinance to ensure that multi-family and low cost housing is a permitted use in a variety of neighborhoods throughout the City.
- ❑ Encourage the Richmond Regional Planning District Commission to develop a policy towards regional sharing of the assisted housing market.
- ❑ Develop incentives to encourage landlords throughout the region to accept Section 8 certificates.

- **Encourage the equitable distribution of public and assisted housing units throughout the Richmond region.**

- ❑ Establish a regional housing and redevelopment authority to issue and manage Section 8 housing certificates throughout the metropolitan area, and manage a region-wide consolidated waiting list for assisted housing with uniform standards.

Neighborhoods and Housing

- ❑ Support the use of assisted housing dollars for regional certificates rather than project-based assistance, and market the full range of housing options to current certificate and voucher holders.
 - ❑ Seek legal authority to limit the number of Section 8 certificates that can be used within the City of Richmond corporate limits.
 - ❑ Reduce the number of public housing units operated and managed by RRHA by 25% over the next 10 years through homeownership conversion.
- **Reduce the number of privately owned subsidized multi-family housing units in the City and develop a reasonable proportion of subsidized tenants within those units that remain.**
 - ❑ Encourage mixed-income and mixed tenure (homeownership and rental) developments, especially when low-income housing tax credits or other public subsidies are used, to promote a blending of income levels.
 - ❑ Demolish, where appropriate, privately owned, subsidized multi-family housing units to stabilize and improve neighborhoods.
- **Improve the physical condition of existing housing stock.**
 - ❑ Focus public resources on a limited number of areas to create a greater impact on housing quality and ensure a more effective use of limited neighborhood and housing improvement resources.
 - ❑ Aggressive housing code enforcement in cooperation with neighborhood residents and property owners is essential to support private investment in property maintenance and to support public and private actions to revitalize neighborhoods.
 - ❑ Develop a public education program to promote existing revitalization and rehabilitation incentives.
 - ❑ The City through its authorized designees should aggressively acquire, stabilize and pursue reinvestment in vacant and abandoned properties.
- ❑ Use demolition only as a last resort strategy for addressing housing condition problems.
 - ❑ Promote the initiation of historic district designations where applicable as a catalyst for reinvestment.
 - ❑ Support statewide legislative changes to provide localities with the tools to acquire, stabilize, and promote private reinvestment of vacant and abandoned housing.



- **Retain existing homeowners by providing them with incentives to remain in the City.**
 - ❑ Develop a package of public incentives for improved public schools, increased recreational opportunities for neighborhoods, upgraded transit system and infrastructure improvements to offset the perception that neighborhoods do not provide the same quality of life as surrounding counties.
 - ❑ Promote mixed-use development, targeting resources to support new residential construction with commercial revitalization.
- **Provide high quality alternative housing for the elderly.**
 - ❑ Encourage the utilization of Federal and State guidelines and incentives to accomplish conversion and adaptive reuse of buildings for elderly housing.



- **Develop a quasi-public agency to purchase and improve vacant and abandoned properties and to serve as a catalyst for neighborhood revitalization.**
 - ❑ Create a revolving loan fund to acquire and maintain properties.
 - ❑ Develop a public/private partnership to help raise working capital for housing development.
 - ❑ Create jobs by hiring neighborhood residents to maintain acquired properties.
 - ❑ Work with housing providers and investors to develop acquired properties.
 - ❑ Develop a property reinvestment plan in areas where CDCs are not working.
- **Address public housing problems through five targeted strategies.**

The tenant-based subsidy system (Section 8 vouchers) is dependent upon Federal subsidy to fill the gap between the client's ability to pay and the actual rental fee. Additional Federal investment in this program in the future is highly questionable given the current environment of welfare reform.

 - ❑ Deregulate the current public housing system to enable RRHA to revitalize the worst public housing developments. Encourage renters to make the transition to market rents or pursue homeownership opportunities.
 - ❑ When appropriate, replace RRHA's public housing units by tenant-based subsidy system, i.e. Section 8 vouchers.
 - ❑ Develop public/private partnerships to help provide jobs for public housing residents.
 - ❑ Provide job training and education services to public housing residents.
 - ❑ Provide creative homeownership opportunities to public housing residents, through lease purchase, co-ops, and mutual housing.

Neighborhoods and Housing

Housing Opportunity Areas (HOA's)

An important City-wide land use and housing strategy is to allow for flexibility in residential development while meeting multiple community objectives without adversely impacting existing neighborhoods. "Housing Opportunity Areas" are relatively large parcels of vacant or underutilized land that are scattered throughout the City which have the potential to fill critical gaps in the existing land use pattern, while enhancing the City's housing supply with a variety of housing types and densities. These eleven areas are identified on the district land use plan maps in Chapter 11 and described in the accompanying text.

Housing Opportunity Areas are sites that are appropriate for new residential development at slightly higher densities, providing a greater variety of housing types than what may currently exist in the surrounding areas. Appropriate development types will vary from site to site, but may include higher density single family dwellings, attached dwellings, cluster homes, condominium or rental apartments or specialized housing for the elderly. The type of development and potential impact on surrounding communities should be considered when determining the degree of flexibility for each site.

The District Plans describe each of the Housing Opportunity Areas in detail and provide more specific development guidelines for each.



Immediate Housing and Neighborhood Strategies

The underlying premise for all short-term neighborhood and housing strategies employed by the City is to develop and implement specific solutions as needed, focused on a small number of targeted areas in order to bring about necessary improvements to the housing stock and stabilize neighborhoods. It is likely that other neighborhoods will replace those listed below, once the mission of each respective program has been successfully accomplished.

Neighborhoods in Bloom

This strategy is designed to maximize the impact of the City's housing and redevelopment efforts by strategically focusing neighborhood revitalization resources. Historically, the City of Richmond has funded redevelopment and housing activities in twenty or more neighborhoods annually. With limited resources, funding for such projects became diluted and scattered over time, resulting in less impact. To achieve a more effective and efficient impact, *Neighborhoods in Bloom* focuses the City's revitalization resources, primarily Community Development Block Grant (CDBG) and HOME Investment Partnership funding, in a smaller set of neighborhoods. Tactically selected "impact blocks" within these neighborhoods will provide the springboard to jump start revitalization of entire neighborhoods. This focus is a response to one of City Council's top priorities: elimination of blight through rehabilitation and redevelopment.

The first six *Neighborhoods in Bloom* areas approved by City Council are:

Blackwell
Carver/Newtowne-West
Church Hill Central
Highland Park Southern Tip
Jackson Ward
Southern Barton Heights

Neighborhoods in Bloom employs the following basic strategies for neighborhood revitalization and increasing home ownership:

- Housing rehabilitation and new construction by RRHA, non-profit community development corporations (CDCs) and private developers.
- Housing repair loans and grants for homeowners.
- Proactive code enforcement.
- Capital improvement projects to enhance development activities.
- Neighborhood empowerment and capacity building through community development and leadership training for neighborhood residents.
- Public safety enhancement through coordinated police “blitzes.”
- Leveraging private investment through tax incentives, favorable mortgage financing, and the marketing of neighborhoods.



Neighborhoods in Bloom is designed to promote the city by working in a small set of neighborhoods at one time, eventually restoring livability to all of Richmond’s neighborhoods. As these neighborhoods are revitalized and there is a re-establishment of private investment within them, new *Neighborhoods in Bloom* areas will be designated.

HOPE VI

The HOPE VI program was created by the U.S. Department of Housing and Urban Development in 1994 to enable localities to convert concentrations of overcrowded public housing into less densely populated communities to attract mixed-income residents and the development of mixed-income properties.

In 1998, RRHA received a \$26.9 million grant from HUD to replace public housing units in the Blackwell neighborhood with single family residential homes. A percentage of the allocated funds will be used to offer job training, remedial adult education, and substance abuse treatment through RRHA’s Self-Sufficiency Training Program.

CHAPTER 9

Community Character

Community Character Goals

Gateways and Image corridors

Historic and Architectural Resources

Public Design

Policies and Strategies



COMMUNITY CHARACTER

The City of Richmond is an exciting and vibrant place to live, visit, and work. Richmond is unique in the metropolitan area due to its rich history that has established a physical environment of walkable communities, quality urban architecture, and well established parks and open spaces accessible throughout the City. The City has a wealth of architecturally significant homes, commercial buildings, places of worship, and other structures; dozens of historic neighborhoods; numerous contemporary urban spaces interspersed throughout the City and Downtown; and an abundance of cultural resources representing Richmond's varied history and diverse life. All of these elements contribute to the overall character of the City that 200,000 people call home.

In today's society, most individuals and families have the ability to relocate and can easily choose where to live. Choosing to live and invest in the City of Richmond is a choice based on numerous considerations including access to employment, overall cost of living, and accessibility to shopping and leisure activities, all of which contribute to the ever important quality of life. Attracting and keeping a strong middle-class workforce and supportive businesses in the City is substantially related to the overall quality of life, and the overall character of the community.

Richmond's urban character and cultural resources can be a strong incentive to retain existing residents and attract new residents, businesses, and visitors. In Richmond, community character is established in three key areas: gateways and image corridors, historic and architectural resources, and public design.

Community Character Goals

The goals that follow are intended to provide direction for the sustained, long-term growth of the City's cultural, artistic and historic resources.

- Richmond's historic and contemporary cultural resources will be maintained and preserved to improve the quality of life, provide a sense of cultural identity, enhance opportunities for economic development, ensure resident retention, and help attract new residents, businesses, and visitors.
- The architectural and historic character of Richmond will be preserved and enhanced.
- Future development will ensure a quality urban environment that is functional and accessible to both residents and visitors.
- Increased awareness of Richmond's unique community character, cultural resources and public art will be promoted.
- Public and private support of diverse artistic and cultural institutions to serve City residents and visitors will be encouraged.
- Gateways and image corridors will be maintained and enhanced as important contributors to the City's overall positive image.



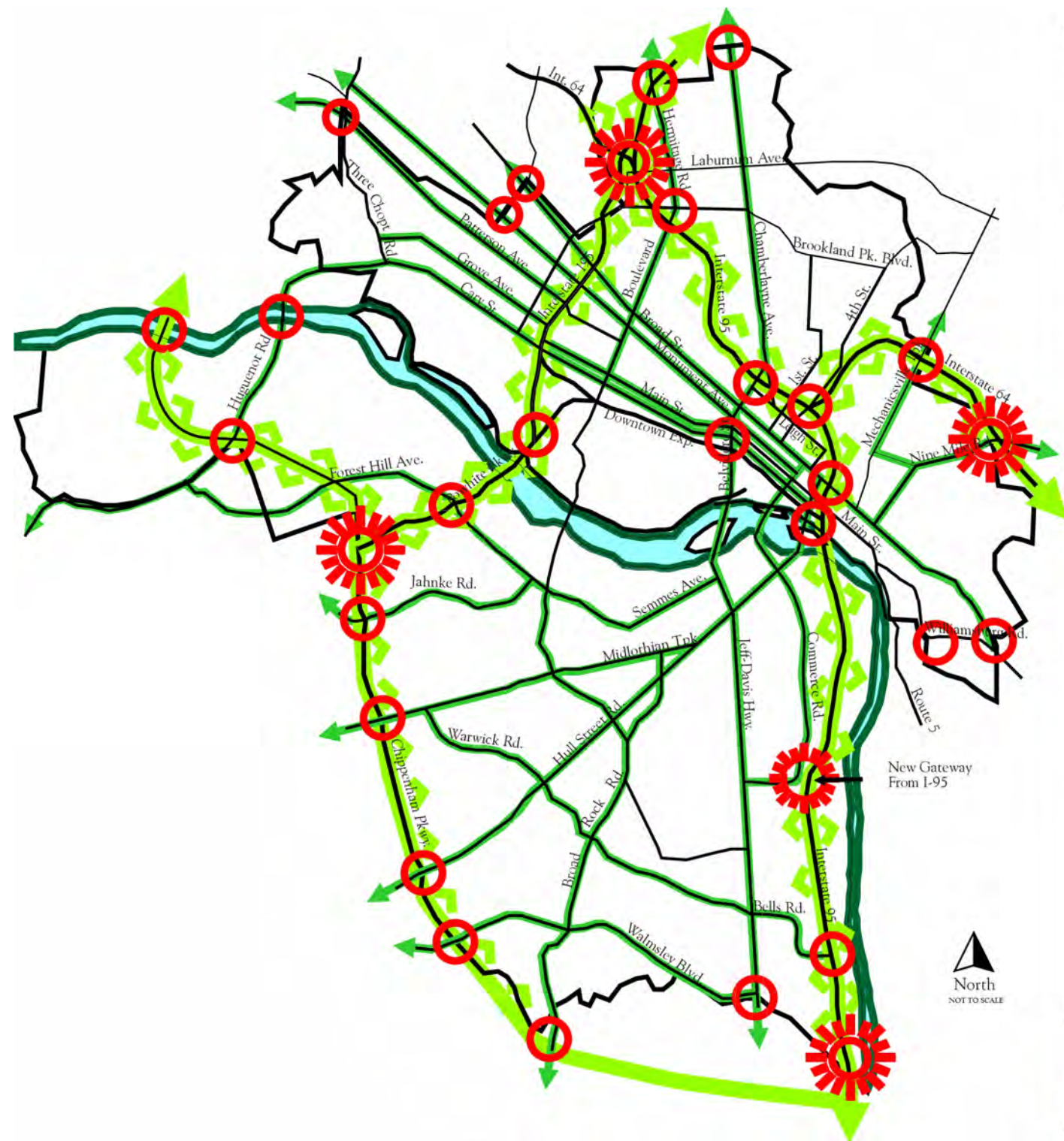
Gateways and Image Corridors







Gateways occur where transportation routes intersect with entrances to the City. Gateways help establish a "sense of place" when entering the City, and provide an introduction to neighborhoods and corridors. Gateways create an opportunity to establish the image of the City for both visitors and residents, providing an initial impression of, and orientation to, the City and the neighborhood. Gateways can be delineated and enhanced through signage, landscaping, special design features, and public art. Gateways also provide an opportunity for well-designed signage to direct visitors to cultural resources and other tourism destinations. Gateways into the City of Richmond are generally located at:

- intersections of major transportation routes with City entrances;
- intersections of major transportation routes with internal City routes; and
- internal City corridors that abut City boundaries.

Image corridors are key transportation corridors that have the ability to form an impression on travelers passing through the City without actually visiting. Image corridors provide an opportunity to convey a positive image of the City and City life. Both gateways and image corridors establish lasting physical images and impressions of the City. Enhancement or protection of image corridors can involve targeted rehabilitation of adjacent properties, landscaping, careful control over land use and design, and enhanced maintenance of public spaces. Protection and enhancement of the City's image corridors conveys a positive impression of the City to encourage visitation and investment.

Gateways and Image Corridor

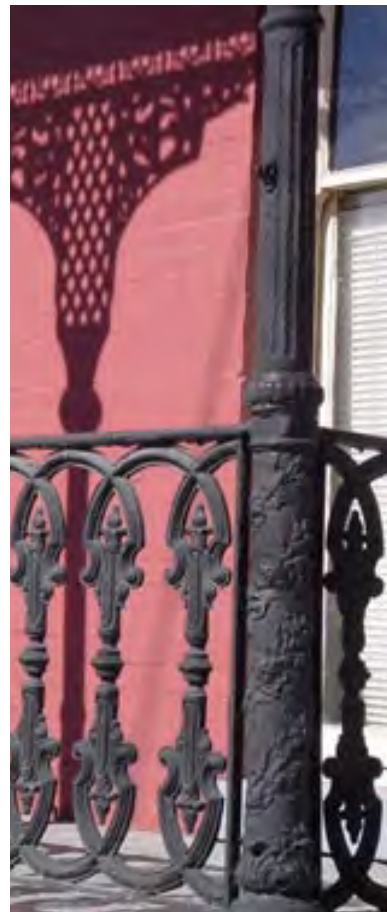


-  Major Gateway
-  New Gateway
-  Minor Gateway
-  Interstate Image Corridor
-  Principal Arter Image Corridor
-  James River Image Corridor



Policies and Strategies for Gateways and Image Corridors

- Promote the creation of land uses at gateways and along image corridors that evoke high-quality and attractive images for the City.
- Make the street the primary element in the urban fabric and require new development to reinforce the street with pedestrian-related activity.
- Develop uniform design standards for public improvements to image corridors. These standards should address street lighting, sidewalks and landscaping for roadway and street improvement projects in order to compliment adjacent residential neighborhoods and facilitate pedestrian use.
- Develop design guidelines to ensure consistency in the character and quality of private development activities around gateways and along image corridors.
- Develop and implement a plan to improve the appearance of the major gateways into the City.
- Improve the use of signage at gateways, which identifies cultural resources and tourist destinations.



Historic and Architectural Resources

Richmond is rich in history, with significant sections predating the Civil War, and others that were almost completely developed by the early 1900's. From Church Hill to the Broad Street commercial corridor, from Hermitage Road to Woodland Heights, Richmond is home to an impressive collection of mid-19th to early 20th century civic, commercial, industrial, and residential architecture. Excellent examples of Federal, Greek Revival, Italianate, Queen Anne, and Colonial Revival styles can be found throughout the City.

The City has 41 designated Old and Historic Districts, twenty-eight of which are individual properties including mansions, churches and more modest residential dwellings. The remaining 13 Districts are made up of groups of buildings representative of Richmond's diverse architectural history. In addition to the City's Old and Historic designation, the National Register of Historic Places has identified over 130 locations, including 23 districts containing approximately 10,000 structures. Richmond has the largest number of listings and structures on the National Register of Historic Places of any community in Virginia. In addition, a large number of other neighborhoods are eligible for historic designation.

For over forty years, the City has sought to protect these important historic resources by administrating the Old and Historic Districts program and staffing a Commission of Architectural Review to review changes within the Districts. The first Old and Historic District was established in 1957 for the St. John's Church neighborhood in Church Hill; since then twelve additional neighborhoods and twenty-eight individual properties have been designated as Old and Historic Districts.

Awareness of the importance of historic structures and streetscapes to the overall character of the City is strong today, thanks in part to the efforts of local preservationists and the renewed interest of many residents in urban living. Changes in land use regulations, zoning, and code enforcement are necessary complements to existing preservation tools if threatened neighborhoods are to be saved.

Historic and Architectural Resource Issues

- Currently the City has limited mechanisms to support the preservation of historic structures and sites other than Old and Historic District designation.
- Incompatible infill development, high vacancy rates, the negative effects of transitional land uses, poverty and crime, and buildings undergoing “demolition by neglect” all threaten the fabric of the City’s older neighborhoods, commercial centers and industrial districts.
- Economic disinvestment in key Richmond neighborhoods puts the existing stock of historic and architectural resources at risk for physical deterioration.
- Architecturally significant housing throughout many older transitional City neighborhoods constitutes a potential source of jobs, increased tax base and stabilized neighborhoods. Inadequate marketing of older, less desirable City neighborhoods prevents wider public awareness of the benefits of these resources.
- Older commercial service centers and neighborhood commercial sites, many with historic and architectural significance, are currently underutilized and at risk for further physical degradation.
- Existing public and private preservation programs and services are not well known to the general public, nor are the economic benefits of sound preservation practices. More widespread awareness would greatly aid the City’s efforts to protect its historically significant architectural resources.

Guiding Principles of Historic Preservation

- **Historic Preservation is a Positive Growth Strategy**
Preservation requires that public agencies work with the development community to promote rehabilitation and adaptive reuse of existing structures and the careful planning of new development that will enhance the City’s existing historic resources.

- **Preservation Strengthens Our Economy**
Visits to City historic sites are a major component of the local tourism industry. Therefore it is in the City’s best interest to nurture its historic sites, structures, neighborhoods and heritage parks that contribute to Richmond’s unique character as the capital of the Commonwealth.
- **Preservation Creates Business Opportunities**
Development activities that employ preservation practices create jobs and make positive contributions to the City’s economy. The adaptive reuse of existing buildings can benefit both small entrepreneurs and larger-scale developers by housing a new business (or allowing for the expansion of established businesses) and by taking advantage of valuable tax incentives for rehabilitation and affordable housing. Many businesses can profit while helping to preserve the City’s stock of historically significant buildings.
- **Preservation Can Serve a Major Role in Urban Revitalization Efforts**
Aided by public sector policies and incentives, market-driven redevelopment efforts in the City’s oldest neighborhoods and commercial areas often generate jobs, higher rates of homeownership and increased commercial activity. In recent years, developers have come to appreciate the benefits of rehabilitating historic structures. Federal and state tax incentives can greatly lessen the financial burdens of such projects. A renewed interest in urban living by middle and upper income individuals and families has generated a demand for rehabilitated commercial and residential structures in rejuvenated, livable neighborhoods.
- **Preservation Provides Affordable Housing**
The appropriate reuse of existing structures frequently costs less per square foot than comparable new construction. The reuse of existing structures respects the cultural landscape and preserves for residents a sense of place and community.



- **Preservation is Environmentally Sound**
Preservation conserves materials in existing buildings. It also saves the energy that was invested by previous generations in producing materials and constructing the building. Hence, building materials are not demolished and do not end up in landfills.
- **Preservation Can Have a Positive Impact on Civic Pride**
Historic designations create an awareness of the role that a particular area and its inhabitants played in development of the City. This designation instills a sense of pride among residents that often translates into a common desire to insure the neighborhood is well maintained and free of blighting influences.

Policies and Strategies for Historic and Architectural Resources

- Public and private programs designed to provide affordable housing should continue to capitalize on the City's large stock of sound housing in older neighborhoods through rehabilitation and conservation programs.
- Stabilization efforts should be implemented to specifically provide immediate protection of approximately 2500 vacant properties located within the City that are of historic and/or architectural significance, until these structures can be brought back into active use.
- To help increase the City's tax base, create jobs and enrich the quality of these unique neighborhoods.
- Develop a citywide Historic Preservation Plan to provide guidance in use of the City's extensive stock of historic resources through public education efforts, resource protection strategies and development incentives.
- City sponsored demolition of vacant and abandoned buildings should be closely monitored. In cases where no reasonable alternatives exist to demolition, arrangements for a thorough photographic documentation of the building should be com-

Community Character

pleted prior to demolition. Whenever possible, the City should help facilitate prompt redevelopment of the resulting vacant land.

- To encourage better stewardship of historic and architectural resources, the City should rehabilitate and reuse City-owned historic structures and other historic structures as City offices before other offices are leased or built.
- Where neighborhood support exists, encourage the expansion of existing Old and Historic Districts, and the creation of new Districts to help protect architectural and historic resources that are currently at risk.
- Encourage more opportunities for affordable housing through the rehabilitation of structures located in City Old and Historic Districts, including areas eligible for historic designations.
- Support public/private partnerships that provide assistance for the rehabilitation of historic buildings, property improvement and maintenance.
- Include capital improvement expenditures to help preserve and enhance City-owned historic resources, public spaces and public art.

Public Design

Urban Design

Urban design is a key to creating sustainable developments and the conditions for a flourishing economic life, for the prudent use of natural resources and for social progress. Good urban design can help create lively spaces with distinctive character. Good urban design can also create streets and public spaces that are safe, accessible, pleasant to use and human in scale, and places that inspire because of the imagination and sensitivity of their designers.

It is important to point out that the best way to promote successful redevelopment and conservation is to consider urban design at the beginning of the planning and development process. Leaving urban design until the end can make the review process slow and cumbersome. Considering urban design at the beginning of a project can insure the development of complementary uses that will enhance the City.



The City Council of Richmond established the Urban Design Committee (UDC) in 1968. This ten member advisory committee was created to advise the City Planning Commission on the design of City projects and private encroachments in the public right-of-way. The UDC reviews projects for appropriateness in “location, character and extent” and for consistency with the City’s Master Plan and then forwards their recommendations to the City Planning Commission.

The goal of the UDC is to improve the quality of life in the City of Richmond. Their concerns include the urban environment, accessibility to services, transportation and the preservation of the City’s character.

To help accomplish this goal, the UDC established design guidelines in 1995, to help designers and developers understand the design expectations of the Committee. In a sense, these design guidelines are an articulation of the Committee’s design goals for the City. The intent of these guidelines is not to be overly specific or to dictate certain designs or styles. These guidelines are intended to provide a general design framework for the various types of applications reviewed by the Urban Design Committee to ensure high quality and well designed projects for the City of Richmond.

In 1996, another tool for promoting urban design principles was established by City Council, a Design Overlay District Program. This program is a zoning overlay category within the zoning ordinance, which allows for the establishment of design guidelines to:

- preserve unique architectural fabric;
- promote a sense of pride among property owners resulting in improved building and land maintenance;
- protect property values and the City’s tax base; and
- present a positive appearance appealing to new residents as a desirable place to live and work.



The Design Overlay Program is currently in place in the West of the Boulevard neighborhood. Guidelines for this neighborhood were created and adopted in 1996. The goal of the West of the Boulevard community is to preserve the unique architectural fabric and character of the Historic District by the establishment of guidelines for new construction. These guidelines ensure that all new structures blend appropriately with the existing buildings.

Since the establishment of the West of the Boulevard Design Overlay District, there has been interest by other neighborhood associations in creating similar designations. In addition, the Shockoe Bottom Land Use and Development Strategy, adopted in 1999, recommends the creation of a design overlay district to assist in the preservation of the unique architectural character of the area.

Community Character

Policies and Strategies for Urban Design

- Develop Design Overlay Districts and other implementation tools to support community character and urban design.
- Develop neighborhood urban design plans and more specific site development plans to address gateway designs, facade guidelines, directional signage, streetscape guidelines, public art, and implementation tools.
- Reduce crime and the fear of crime through lighting improvements and increased visibility of police.
- Promote larger-scale development and redevelopment that is complementary to adjacent neighborhoods and respectful of the environment and other natural features.
- Develop special tax assessment districts or tax increment financing to fund additional services and improvements, such as decorative or period lighting and streetscape amenities

Public Art

Economic and social vitality is directly linked to the quality of the local environment and to a positive community identity. The City of



Richmond’s Public Art Commission is dedicated to a public art selection process that engages neighborhood residents, artists, and City officials in an active and productive dialogue to articulate and represent the community’s shared vision as well as aspirations for the future. Public art directly contributes to the highest quality of life for all of Richmond’s residents and consequently contributes to our community and economic development.

In 1991, the Planning Commission, upon recommendation by City Council, appointed a Public Art Commission as the review body for the Public Art Program. Operating within the Department of Community Development, and financed with 1% of the budget of eligible City construction projects (firehouses, police precincts, courthouses and detention centers, hospitals, clinics, passenger terminals, parks, and recreation centers), this program has produced numerous permanently installed works of art at various sites throughout the City.

Recognizing that art in public places enriches the social and physical environment, and provides experiences that enable people to better appreciate their community, the Public Art Commission's goal is to encourage ownership and pride in community-shared public spaces. The Commission works in active cooperation with neighborhood residents, artists, and City officials to enhance the community's vision for its cultural future. The Commission is dedicated to the belief that public art contributes to the quality of life for all of Richmond's residents, as well as to the City's economic development.

Policies and Strategies for Public Art

- Explore public art as a means of providing a sense of community by creating more livable spaces and improving the quality of life for all citizens.
- Develop a Public Art Plan to guide the direction of the City's existing Percent for Arts Program, and allow for appropriate revisions to the program as needed. The Plan should include an inventory of existing public art projects, as well as strategies and policies for expanding public appreciation and demand for public art, including recommendations on how to generate donations to the Public Art Fund. The plan should also include identification of future sites for public art and the establishment of design guidelines for public art.
- Use art to enhance public spaces in both publicly and privately owned facilities.
- Integrate art within the community to enrich the lives of Richmond's citizens by supporting educational opportunities and cultural arts programming efforts.

CHAPTER 10

Land Use

Background and Introduction

The Land Use Plan – Citywide Perspective

Service Centers

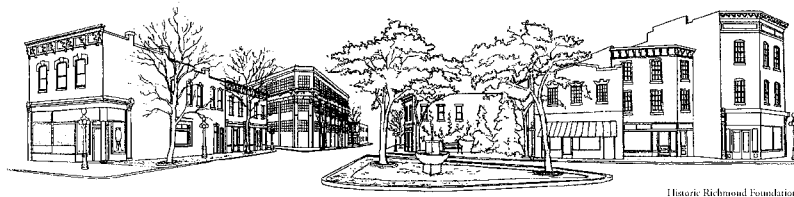
The Town Center on Belt Boulevard

Housing Opportunity Areas

Economic Opportunity Areas

Relationship of the Land Use Plan to Other Master Plan Policies and Strategies

District Plans and Land Use Plan Maps



Historic Richmond Foundation

LAND USE

Background and Introduction

The overall Land Use Plan for the City consists of individual land use plans for the eight planning districts, as well as the Downtown Plan that was adopted separately in 1997.

This chapter describes land use concepts, policies and strategies that are applicable on a City-wide basis. The eight district plans that follow include more detailed descriptions of land uses, issues and trends as well as policies, implementation strategies and future land use plans. The citywide concepts, policies and strategies provide a framework guiding the district land use plans.

Role and Purpose of the Land Use Plan

The land use plan could be considered the single most important component of the Master Plan. Most of the visions and goals of the Master Plan are ultimately reflected in one or more elements of the Land Use Plan. Several key examples are noted in the “*Relationship of the Land Use Plan to Other Master Plan Policies and Strategies*” section of this chapter.

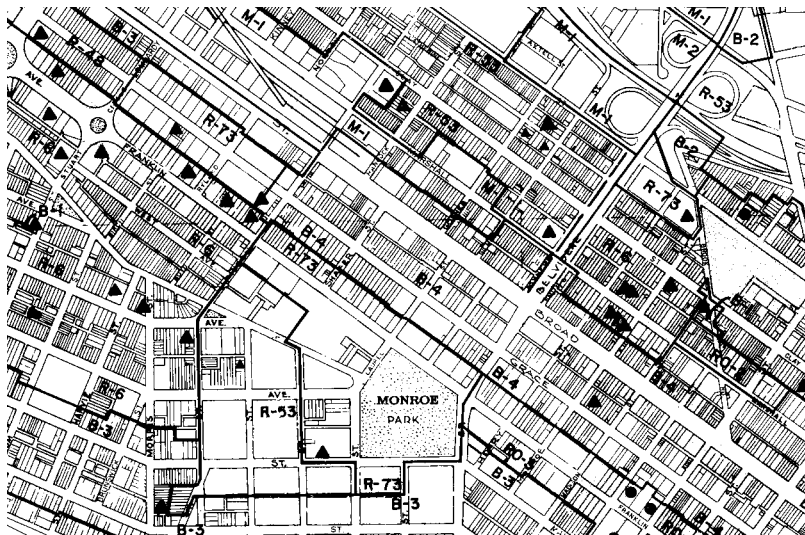
The Land Use Plan is a general guide and framework within which public and private decisions involving land use and development should be made. It is intended to be visionary, yet realistic. It suggests attainable strategies for achieving the community’s goals for preservation of desirable land use characteristics, distribution and character of new development and appropriate redevelopment of land where needed.

The Land Use Plan serves as a guide for future development, with the implicit goal of ensuring a coordinated and harmonious relationship between existing and future land uses. This is especially important since the land use patterns in the City are well established, and few changes to the general patterns of land use are expected. Therefore, the changes that occur must be carefully

guided and particularly sensitive to the established community. The Land Use Plan is the primary tool for the community to use to guide change and growth over the next twenty years.

The Land Use Plan is intended to:

- provide a guide for zoning and other land use decisions by City Council and the Planning Commission;
- encourage private investment in appropriate locations;
- guide public investments in urban revitalization and redevelopment;
- stimulate actions and provide a framework for coordination of decisions among private, non-profit and public development entities; and
- outline actions to be taken by City government to address the need for housing, employment and business opportunities, recreation, public facilities and other uses.



General Description of Existing Land Use Patterns

The predominant land use patterns in Richmond are well-established, and have been reinforced over the last fifty years. Although modest changes and refinements have occurred, and some new issues have arisen, the basic land use patterns in the City have not changed significantly since adoption of the 1983 Master Plan.

The following describe the predominant existing land use patterns in the City:

- The City is almost completely developed, with limited opportunities for new development; the few vacant parcels that exist are primarily in the southwest part of the City or within redevelopment projects.
- Commercial service centers, located throughout the City and along key transportation corridors, provide convenient goods and services to adjacent neighborhoods and areas beyond.
- Residential uses occupy more land area in the City than any other type of use.
- Industrial uses are concentrated within four primary areas: the I-95/James River corridor; west of the Jefferson Davis Highway corridor to the CSX rail line; Scott's Addition and the Hermitage Business Park areas north of West Broad Street; and Shockoe Valley in the East District.
- The City benefits from a well-developed radial highway system that provides easy access to Downtown and surrounding local and regional destinations.
- There are significant public open spaces throughout the City in the form of parks, public school grounds and cemeteries, in addition to large public spaces along the James River.

Land Use

Major Factors Influencing the Land Use Plan

The following existing land use conditions, characteristics, and needs are major factors influencing the concepts and strategies contained in the Land Use Plan:

- Land use patterns are generally well established and there is minimal need for significant land use changes.
- There is limited vacant land available for development within the City.
- Vacant and abandoned housing is a major source of blight and is a contributing factor in the decline of the City’s older residential neighborhoods.
- There is a need to provide additional opportunities for the development of new housing units.
- Additional economic development opportunities should be provided. There is a particular need for parcels of 5 to 20 acres in size to accommodate new economic development.
- Several of the City’s principal commercial corridors suffer from long-standing economic disinvestment and are in need of coordinated revitalization efforts.
- There is minimal need for additional public facilities, except for additional public parks and open spaces in specific sections of the City that are currently underserved.
- Land use conflicts exist between residential and non-residential uses.

Changes and Trends Affecting Land Use

Changes in land use have been modest since the adoption of the 1983 Master Plan. While some areas have experienced significant change, much of the change which has occurred, or is expected, will result from a variety of influences changing the demand for

the use of land. These include changes in the local and global economies, technological advancements, changes in community priorities, modifications to legislative and regulatory measures, and demographic changes and trends. Some of the more significant trends and changes that have affected Richmond, as well as many other central cities throughout the country over the past 15 to 20 years, are:

- Traditional transportation modes serving industrial uses are less reliant on water and rail access. The current transportation trend is the interstate highway system. As a result of this current trend the number of rail spurs serving City industrial sites has decreased.



- Manufacturing, research and development, office and similar development typically seek larger sites with highway access and a campus-like environment.
- The aging population has increased demand for new types of residential assisted living environments and a variety of health care facilities. Such developments often consist of mixed densities, with a combination of independent living/care facilities that require locations within existing neighborhoods and in close proximity to commercial, medical and other services.
- Changes in federal and State tax codes have encouraged adaptive reuse of obsolete industrial and commercial buildings into attractive residential and mixed-use developments. Many areas within the City of Richmond will continue to benefit from this trend.
- State and Federal environmental requirements preclude or severely limit development in many environmentally sensitive areas.
- Changes in federal assistance programs for housing conservation and redevelopment activities have altered traditional neighborhood revitalization approaches, and resulted in stabilization of some older urban neighborhoods and increased home ownership opportunities.
- Changes in federal and State transportation programs have created opportunities for creative transportation alternatives in urban areas.
- Citizen interest in the preservation and improvement of neighborhoods has increased significantly in the past decades, resulting in close monitoring and influence of land use changes. Land use, transportation and other planning issues have increasingly been resolved in favor of residential neighborhoods.
- Significant growth in the metropolitan area has occurred in areas outside the City limits, due in part to a prosperous economy, available vacant land and an enhanced regional roadway network. This has reduced the role of the City in providing housing, retail services, and employment within the metropolitan area.
- The demand for parking has increased with the use of the automobile, the intensification of land uses and the rehabilitation of older buildings. In some cases this has caused conflicts with adjacent neighborhoods and the demolition of buildings (some with architectural or historic significance) to accommodate surface parking.
- Changes in retail practices, such as the trend toward “larger” stores and shopping centers, combined with shifts in population, have made many of the City commercial centers and corridors obsolete.
- Significant investment by governments, major institutions, and businesses can substantially impact demand for land uses within or adjacent to the area impacted. Particular examples include:
 - ❑ Completion of the Richmond Floodwall has generated commercial re-investment and further development in Shockoe Bottom and the Old Manchester industrial area.
 - ❑ Restoration of the historic James River and Kanawha and Haxall Canals.
 - ❑ Restoration of the Main Street Station.
 - ❑ Expansion of the VCU Academic Campus along the West Broad Street corridor.

Land Use

The Land Use Plan – Citywide Perspective

Land Use Goals

The vision statements for the City described in Chapter 3, *Vision and Goals* serve as the foundation for the Master Plan and provide the basis for the four land use goals for the City.

- The City of Richmond will have sufficient opportunities for commercial, industrial and residential development to help support the quality of life desired by current and future residents.
- All residents will have access to commercial services, employment opportunities, and neighborhood amenities.
- As the regional economy continues to change and grow, the City will respond to and accommodate those changes by maintaining a healthy and supportive economic base.
- Obsolete structures and uses will be transformed to productive uses that are supportive of Richmond’s neighborhoods, residents and heritage.



City-wide Land Use Strategies

The following city-wide strategies are designed to achieve the City’s land use goals. These strategies have been incorporated in the Land Use Plan and are the basis for more detailed recommendations contained within the eight District Plans.

- Existing Land Uses and land use patterns should generally continue as they currently exist. Since most land use patterns in the City are well-established and quite stable, it is the intent for those patterns to continue without significant change.
- Vacant or Underutilized Sites scattered throughout the City are to be developed as productive land uses of high quality and compatible with surrounding uses. There are a number of relatively small vacant parcels scattered throughout residential and commercial areas that are appropriate for development. Collectively, the productive use of these sites can enhance residential, commercial and economic development opportunities.
- Redevelopment and Conservation Area designation should be used to facilitate most deteriorated neighborhoods and corridors. The District Plans identify residential commercial and mixed-use areas in the City where physical deterioration and/or obsolete structures exist. Private efforts alone cannot realistically bring about needed change and improvement. Therefore, joint public and private revitalization efforts through coordinated redevelopment and conservation programs are needed to restore residential neighborhoods and generate investment in adjacent commercial areas. This strategy is closely related to other citywide goals and strategies for the elimination of blight, improvement of neighborhoods and the creation of economic development opportunities.
- Downtown should be maintained as the primary business and employment center for the City and region. The Richmond Downtown Plan, adopted in 1997, includes the preservation of Downtown as part of its vision and provides detailed policies and actions to achieve that vision. Although adopted separately, the

Downtown Plan is an integral part of the overall Master Plan. The citywide land use strategies are designed to be consistent with the Downtown Plan's goals and recommended policies and actions.

- Institutional Land Uses allowed by right within residential neighborhoods should be retained. Places of worship, public and private elementary and secondary schools, community centers and various public uses are all appropriate uses in residential areas. When these structures are vacated, the most appropriate re-use is one that falls into these categories. When a reuse is not possible, other uses should be considered and evaluated based upon the unique characteristics of the building, site, and potential impact on the surrounding neighborhood. In some circumstances, multi-family, office or institutional uses may be appropriate and compatible with the surrounding neighborhood and should be considered in order to promote the active re-use of structures. As a general rule, however, such re-uses should be evaluated on an individual basis, and should not generate additional traffic, noise or other adverse impacts on an adjacent residential neighborhood.
- Neighborhood commercial uses within residential areas should be encouraged to remain so long as they do not cause adverse impacts on the neighborhood due to excessive traffic, noise, or activity. Uses requiring an ABC license are generally not compatible in residential neighborhoods and should be discouraged or carefully limited in intensity.
- Zoning should be applied to accommodate and control existing neighborhood commercial uses located within predominantly residential areas, where such uses provide desirable neighborhood services and are compatible with the neighborhood.

Service Centers

To complement the key city-wide strategy to maintain the Downtown as the primary business and employment center for the City and the region, other commercial and service activities are to be concentrated within several service centers located throughout the City. The intent is to provide area residents and visitors with convenient commercial and business services in well-designed, safe, and attractive settings and to create effective shopping districts that make positive contributions to the City's environment and economy.

Service centers are intended to focus and concentrate retail, commercial and service activity within clearly identifiable areas outside of Downtown. They are also intended to prevent commercial encroachment into residential neighborhoods, and limit unsightly and inefficient "strip" development, in addition to providing greater focus, identity and economic health to each center. The location and characteristics of each service center is described in the District Plans, and is depicted as either "community commercial" or "general commercial" on the Land Use Plan Maps.



Land Use

Not all commercial activity outside of Downtown should be restricted to areas identified within the service centers. Neighborhood commercial areas (also identified in the District Plans) are smaller in scale and are less intensive uses that are intended to serve the daily convenience shopping and service needs of residents.

The City's commercial development pattern also includes several well-established commercial corridors. Some function in the same manner as service centers, but in a more linear, transportation-oriented configuration. Others include a more diverse mix of land uses and function differently than service centers. The District Plans include strategies for addressing commercial and mixed-use corridors.

Characteristics of Service Centers

Existing service centers share many common characteristics, yet some exhibit unique differences. The majority are relatively small and primarily serve nearby neighborhoods, while others serve a larger regional market.

Several service centers are part of larger commercial areas located in Henrico or Chesterfield County, but they also serve nearby City neighborhoods. They include Willow Lawn, Azalea Avenue and the Patterson/Three Chopt area in Henrico County, and the Bon Air area in Chesterfield County.

In older portions of the City, service centers are influenced by the prevailing urban development pattern. They are characterized by a strong pedestrian orientation, buildings that front on the street with minimal, if any, setbacks, a lack of national or regional chain stores and limited off-street parking. These urban centers are rarely managed by a single entity, with each building frequently under separate ownership. In the southwestern portions of the City, service centers typically reflect a more suburban pattern of development and are accessible by automobile. They are generally set back from the street, and encompass a greater land area and more commercial space. They also contain an adequate amount of off-

street parking and are more likely to attract regional or national chain stores as anchor tenants.

Service Center Land Use Issues

The District Plans address specific issues that are pertinent to centers within each District. Those with high occupancy rates and successful businesses are assets to nearby neighborhoods, but can also create difficult land use issues.

The success of specialty shops and restaurants that characterize many urban service centers has created problems for adjacent residential neighborhoods, from excessive traffic and demand for parking. The dense development pattern within and surrounding many urban centers severely limits opportunities for off-street parking and the ability to provide buffering from adjacent residential land uses.

Opportunities for business expansion can also be severely limited in urban service centers without encroaching into adjacent neighborhoods, particularly for parking.

Several service centers in the City have also become functionally obsolete due to changes in demographics and retailing practices. They frequently have high vacancy rates and/or contain marginal businesses due to a declining population or general deterioration in nearby neighborhoods. They suffer from competition from newer suburban shopping centers and large retail stores with ample off-street parking. Shoppers frequently perceive this type of environment as safer. Strategies for revitalizing and strengthening these service centers vary in each case, and are presented in the District Plans.

General Policies for Service Centers

Site-specific policies and strategies for particular service centers are included in the District Plans. However, the following policies apply to service centers in general, and provide the basis for the recommendations in the District Plans:



The Town Center on Belt Boulevard

In south Richmond, along the Belt Boulevard corridor, between Hull Street and Midlothian Turnpike, a significant transformation is envisioned from the remnants of strip commercial and obsolete industrial uses to a contemporary center of vibrant urban activity in what is expected to become a Town Center for south Richmond. This mixed-use, pedestrian oriented Town Center is intended to accommodate higher density residential, retail, office, and public uses, connected to key areas of the city via an enhanced roadway network and key transit services. The Town Center is envisioned as a catalyst for positive change in the adjacent Midlothian Turnpike corridor and in the Hull Street area. With the Veterans Administration Hospital, one of the region's largest employers, only a few blocks away, and a significant population residing close by, there is substantial opportunity to create a unique and attractive place.

- Enhance service centers through joint efforts by the City, merchants and property owners to provide sufficient off-street parking; improve safety, security, building facades, street amenities and overall attractiveness.
- Develop and implement a plan for each service center that includes specific measures to improve the center and ensure its viability.
- Protect neighborhoods adjacent to service centers from inappropriate commercial encroachment and adverse impacts by establishing clear service center boundaries and providing means to ensure compatibility with nearby residential uses.
- Encourage each service center to function as an integral unit with a distinct identity reflective of its geographic location and service area through coordinated management, design (signage, building facades and site amenities) and by maintaining a mix of uses appropriate to the service area.

Establishment of the Town Center requires the redevelopment of much of the Belt Boulevard Corridor for higher intensity uses. As described in greater detail in the land use plan for the Midlothian District, redevelopment of most of the area between Belt Boulevard and the abandoned CSX RR right of way, (the former city limits prior to 1970) should be encouraged or facilitated to allow for higher intensity office, retail, residential and other mixed uses. This area includes a small shopping center and what was once a lumber mill. By redesigning the internal street network, carefully controlling the design of future development, and orienting future development towards Belt Boulevard, a pedestrian oriented community can be established, completely transforming the image of the corridor. The continued placement of public uses (such as the new 2nd police precinct) should continue in order to demonstrate a civic commitment to the Town Center, and ultimately renovation or reconstruction of the Southside Plaza shopping center should occur to provide a retailing anchor and destination for all of south Richmond.

The Town Center on Belt Boulevard provides an opportunity to create a focus of activity and identity for south Richmond that is both



desired and needed. The Town Center can provide south Richmond residents an opportunity to access commercial and retail services that in recent decades have become increasingly unavailable within the City. The establishment of a unique and quality environment, with convenient access, and good development opportunities, should provide for commercial investment beneficial to the City and surrounding neighborhoods.

Critical to the success of the Town Center is the transportation access which includes three critical elements: construction of a link to Interstate 95 at Bellemeade Ave, improvement and reconfiguration of the intersection of Belt Boulevard and Midlothian Turnpike, and the provision of public transportation access directly to downtown, ultimately through a light rail connection.

The Town Center is identified on the Midlothian District land use plan map and the general recommended land use pattern within the Town Center is depicted, and more detailed recommendations are provided in the accompanying text.

Housing Opportunity Areas (HOA's)

Seven of the eight district land use plan maps include one or more areas designated as a "Housing Opportunity Area." This designation is used to implement the strategy of enhancing the City's housing supply with a variety of housing types and densities by establishing areas appropriate for greater flexibility in housing types and densities. The housing opportunity areas are primarily areas of vacant land surrounded by single family residential neighborhoods that would otherwise be considered only appropriate for similar single family residential development.

Greater flexibility for residential development at these locations is considered essential to encourage their productive use, to overcome environmental or other site constraints, and to encourage development of a type and quality desirable for City neighborhoods. Specific performance objectives are expected to be met for each as a trade-off for allowing more flexible use. Such performance objectives include: protection of environmentally sensitive areas, higher quality development and design, buffering of adjacent neighborhoods, and protection of adjacent neighborhoods from traffic.

Locations designated as Housing Opportunity Areas hold the potential for new residential development at slightly higher densities and with a greater variety of housing types. Appropriate development will vary from site to site, but may include higher density single-family dwellings, attached dwellings, cluster homes, condominium/rental apartments or specialized housing for the elderly. Factors to be considered in determining the appropriate degree of flexibility on each site include:

- Size, shape, topography and other natural features of the site;
- Type and density of surrounding residential uses;
- The ability to provide screening/buffering or any other site plan features to help ensure compatibility with surrounding residential uses;

- Overall design and architectural treatment of the proposed development and its compatibility with the neighborhood;
- Ability of adjacent streets to accommodate traffic generated by new development without undue congestion and adverse impact on adjacent neighborhoods; and
- Availability of public services to support new development.

The District Plans describe each Housing Opportunity Area in detail and provide more specific development guidelines for each.

Economic Opportunity Areas (EOA's)

Maintaining a healthy and prosperous economy is one of the three elements of the vision for Richmond's future. In order to accommodate and encourage economic development it is vitally important to ensure that adequate land is made available for such uses. In response to this need, the Land Use Plan includes a new designation that recognizes the need for flexibility in the development of select sites as a means to promote economic development objectives. This designation of "Economic Opportunity Area" is used to identify areas appropriate for a variety of commercial, industrial, or mixed uses that have the potential to generate substantial economic return for the City. Economic Opportunity areas are designated on the individual district land use plan maps and are accompanied by a narrative describing guidelines and performance objectives for development at each location.

A total of nine locations throughout the City are identified on the district land use plan maps as "Economic Opportunity Areas". These areas have been selected due to their potential for development of a wide range of land uses that will generate significant private investment and employment opportunities. Potential land uses include general office, corporate office, retail, general commercial, research and development, light industrial, or combinations thereof in a mixed-use environment.

Economic Opportunity Areas are typically large sites or areas comprised of a number of individual sites which are either vacant or underutilized. They are typically well-served by major transportation routes and other necessary public services. Economic Opportunity Areas lie within, or in close proximity to, established commercial, service or industrial areas, and provide unique opportunities to further economic goals of the City, as well as to fill gaps in established land use patterns or provide viable re-use potential for areas in need of redevelopment or revitalization.

Land Use

Appropriate land uses and character within individual Economic Opportunity Areas will vary depending on the location of the site, its size and physical characteristics, its accessibility, marketability, surrounding land uses, and the ability to provide buffers and other site plan features to ensure compatibility with surrounding uses.

The District Plans describe the Economic Opportunity Areas in detail and provide more specific development guidelines for each.



Relationship of the Land Use Plan to Other Master Plan Policies and Strategies

Most of the citywide key strategies contained in Chapter 4, *Key Strategies and Directions*, and other citywide policies and strategies described in Chapters 5 through 9 involve matters that ultimately relate to land use. The Land Use Plan brings these policies and strategies together in a coordinated fashion, defines them and provides primary recommendations for their implementation. The recommendations are typically provided on a site-specific basis. The following is a summary of some key relationships between the Land Use Plan and other Master Plan policies and strategies.

Economic Development

Economic development efforts in the City are closely tied to many elements of the Land Use Plan. Many of the economic development strategies described in Chapter 4 are dependent on land use policies that are intended to assist public and private decision makers to wisely develop the vacant land remaining in the City. Equally important are policies to efficiently redevelop land currently devoted to vacant structures or obsolete uses. Because of the scarcity of large tracts of vacant land available for development, land use strategies for economic development stress infill development and parcel consolidation for redevelopment projects. Other important strategies include the revitalization of older industrial areas and commercial corridors, such as Midlothian Turnpike, Jefferson Davis Highway and West Broad Street, which have become economically and functionally obsolete. The Land Use Plan identifies specific sites with economic development potential, and designates Economic Opportunity Areas where a wide range of office, commercial and light industrial developments are encouraged. Future land uses shown on the Land Use Plans in each of the Planning Districts are designated with particular consideration for maximizing economic development opportunities on vacant sites and potential redevelopment sites.



Transportation

The transportation network of the City includes highways, streets, rail lines, public transit, bicycle and pedestrian routes. Each component of this network has significant implications for land use. Transportation improvement decisions regarding the type, location and character of transportation routes affect the types and intensities of land uses that can be supported in the areas they serve. Many land use decisions, in turn, have significant impacts on the transportation network, particularly the types of facilities, capacities and physical characteristics needed to serve various land uses efficiently and without congestion.

Decisions regarding future land use and changes in the transportation network should occur with careful consideration of the impact that each has upon the other. Therefore, recommendations for future land use contained in the Land Use Plan have been developed with particular consideration for the City-wide transportation policies and strategies set forth in Chapter 5. As described in the District Land Use Plans, land use changes are in many cases dependent on related improvements in the transportation system,

and should not occur until those improvements have occurred. Transportation policies and strategies are described in Chapter 5.

Natural Resources

The use of land has significant impact on the extent to which the City's natural resource policies and strategies can be achieved. These policies and strategies are described in Chapter 6. Preservation of open space, protection of environmentally sensitive land, enhancement of the recreational and aesthetic attributes of the James River and protection of air and water quality are key natural resource policies that greatly influence the Land Use Plan. Preservation of urban open space and protection of important natural resources from inappropriate and damaging development are fundamental strategies that have been incorporated in each of the eight District Plans.

Public Facilities and Services

Citywide strategies for providing residents with adequate public facilities and services cannot be achieved without planning for site acquisition or expansion to accommodate the land and buildings necessary for the delivery of services. The need for various facilities, such as schools, parks, recreation facilities, libraries and fire stations at particular locations is determined by existing and future land use patterns, population densities and other features of the Land Use Plan. The District Plans designate locations where public facility sites need to be provided or expanded. Such designations enable the City to plan for future needs and to acquire necessary land under provisions of State law. Proposed new and expanded facilities are also summarized in Chapter 7, *Public Facilities and Services*.

In a few site-specific cases, functionally obsolete landfills on vacant land are recommended for re-use as public open spaces. The proposed new uses are intended for recreational use only and would not involve any intense development. Any reuse of these sites for public use is contingent upon the land being deemed free of environmental hazards that could potentially pose a threat to public safety.

Land Use

Neighborhoods and Housing

The implementation of many citywide policies for neighborhoods and housing in addition to the housing strategy is set forth in Chapter 8, *Neighborhoods and Housing*. This chapter is dependent upon recommendations contained in the Land Use Plan. Land use policies and recommendations that support and sustain residential neighborhoods must be carried out if the City is to maintain and promote high quality neighborhoods that are safe and desirable places to live.

Three specific Land Use Plan recommendations are intended to address neighborhood habitability:

- Revitalize specific areas and neighborhoods in older sections of the City that have experienced population loss, commercial disinvestment and social decline.
- Resolve existing land use conflicts between residential and non-residential uses, and strictly enforce service center boundaries to protect residential neighborhoods from further encroachment by commercial uses.
- Identify key sites throughout the City as “Housing Opportunity Areas” and encourage new housing development of various types and at varying densities, but in a manner that is compatible with the surrounding residential neighborhoods.

Community Character

Much of the City’s unique and irreplaceable character is the result of architecturally significant structures complemented by an extensive system of open spaces and other natural features. Many of the policies and strategies described in Chapter 9, *Community Character*, pertain to land use issues, and are intended to preserve and promote these features. Due to the importance of community character goals to the future of the City, these policies and strategies are key underlying considerations in applying all of the recommendations of the Land Use Plan.

The community character policies and strategies also provide the basis for many of the site-specific recommendations in the District Plans. For example, the District Plans:

- identify gateways and image corridors and provide guidelines for future land use and general character;
- specify structures and areas of architectural and/or historic significance and call for means to preserve and protect them from inappropriate infill development; and
- identify open spaces and natural features that contribute to the character of particular neighborhoods, and provide guidelines for their preservation and enhancement.



District Plans and Land Use Plan Maps

This chapter contains District Plans for the eight Planning Districts. The District Plans are based on concepts, policies and strategies that are applicable on a citywide basis. However, they provide more detailed descriptions of existing land use, issues and trends, as well as land use policies and recommended implementation strategies. Each District Plan includes a Land Use Plan map, which depicts the recommended generalized future land use for the district.

Land Use Plan Maps and Related Text

The Land Use Plan maps portray the predominant land uses envisioned in the City by the year 2010. There are graphic representations of policies, strategies and development guidelines contained in the District Plans. The maps are generalized, and are intended to be interpreted in conjunction with the text of the District Plans. The text more fully describes the intent of the Land Use Plan map, and in many instances qualifies what is shown on the map.

Taken together, the text and Land Use map for each District are intended to serve as a general guide for future land use decisions. They are intended to be specific enough to provide useful guidance, yet sufficiently general to enable flexibility so long as it is consistent with the goals and policies of the Master Plan. The District Plans' text and maps are intended to be considered along with other pertinent factors in making zoning and other land use decisions.

Land Use Classifications

The land use classifications shown on the Land Use Plans for the Planning Districts include sixteen specific land use categories, representing eight general land use types. They are:

- Residential
 - Single-Family (low density)
 - Single-Family (medium density)
 - Multi-Family (medium density)
 - Multi-Family (high density)
 - Multi-Family (very high density)
 - Housing Opportunity Areas

- Office
 - Transitional Office
 - General Office
- Mixed Use
- Commercial
 - Neighborhood Commercial
 - Community Commercial
 - General Commercial
- Economic Opportunity Areas
- Industrial
- Public and Open Space
- Institutional



Land Use

Description of Land Use Categories

Single-Family (low density)

Primary use is single-family detached dwellings at densities up to seven units per acre. Includes residential support uses such as schools, places of worship, neighborhood parks and recreation facilities, and limited public and semi-public uses. Typical zoning classifications that may accommodate this land use category: R-1, R-2, R-3, R-4, and R-5.

Single-Family (medium density)

Primary uses are single-family and two-family dwellings, both detached and attached, at densities of 8 to 20 units per acre. Includes residential support uses such as schools, places of worship, neighborhood parks and recreation facilities, and limited public and semi-public uses. Typical zoning classifications that may accommodate this land use category: R-5A, R-6 and R-7.

Multi-Family (medium density)

Primary uses are multi-family dwellings at densities up to 20 units per acre. Includes day nurseries, adult day care and residential support uses such as schools, places of worship, neighborhood parks and recreation facilities, and limited public and semi-public uses. Typical zoning classifications that may accommodate this land use category: R-43 and R-48.

Multi-Family (high density)

Primary uses are multi-family dwellings at densities of 20 to 35 units per acre. Includes day nurseries, adult day care and residential support uses such as schools, places of worship, neighborhood parks and recreation facilities, and limited public and semi-public uses. Typical zoning classification that may accommodate this land use category: R-53.

Multi-Family (very high density)

Primary uses are multi-family dwellings at densities over 35 units per acre. Includes offices, medical and dental clinics, nursing homes, hospitals, day nurseries, adult day care and residential support uses



such as schools, places of worship, neighborhood parks and recreation facilities, and limited public and semi-public uses. In some cases office or clinic uses may be incorporated into multi-family buildings, and in other cases may be free-standing uses. The category also includes adult care residences, group homes and lodgings when in compliance with zoning requirements. Typical zoning classifications that may accommodate this land use category: R-73 and RO-3.

Housing Opportunity Area

A site-specific area identified in a District Plan as appropriate for a range of residential densities and uses described in the Plan. Such designations may provide for higher densities (as much as 8 to 10 units per acre) and a greater variety of housing types than generally designated in surrounding areas when unique site circumstances exist and when conditions are attached to the development to ensure compatibility with the surrounding area. If adequate conditions and safeguards cannot be assured, it is the intent of the Land Use Plan that such sites be developed in accordance with the

underlying residential land use designation. Typical zoning classifications or techniques that may accommodate this land use category may vary because of the differences in Housing Opportunity Areas at different locations.

Transitional Office

Primary uses are low-to-medium intensity professional, business and administrative offices, and medical and dental clinics that are compatible with adjacent residential uses and serve as separation between residential areas and nearby commercial or other higher intensity land uses or features. The scale and intensity of such office uses may vary depending on the density and type of residential uses they are intended to buffer. Typical zoning classifications that may accommodate this land use category: RO-1 and RO-2.

General Office

Primary uses are professional, business and administrative offices and medical and dental clinics, at varying intensities of development



depending on the location and surrounding land uses. In some cases, multi-family may be a secondary use; in areas of higher intensity, incidental convenience retail and personal service uses may be included. Typical zoning classifications that may accommodate this land use category: RO-2 and RO-3.

Mixed Use

Primary uses include combinations of office, retail, personal service, general commercial and service uses and, in some cases, multi-family residential and dwelling units above ground floor commercial. Generally, such areas consist of a mix of several types of uses, designed and arranged to be compatible with one another. Each type of use could function independently, but all benefit from proximity to one another. The mix of uses and predominant land use character may vary considerably by location, and are described in each case in the text of the District Plans. Typical zoning classifications that may accommodate this land use category: B-5 and UB.

Neighborhood Commercial

Primary uses include office, personal service and retail uses, intended to provide the daily convenience shopping and service needs of adjacent neighborhood residents. Such uses are typically small scale and low intensity, have limited hours of operation, involve a high percentage of walk-in trade and minimal vehicular traffic, and are especially compatible with adjacent low to medium density residential uses. Typical zoning classifications that may accommodate this land use category: B-1 and UB.

Community Commercial

Primary uses include office, retail, personal service and other commercial and service uses, intended to provide the shopping and service needs of residents of a number of nearby neighborhoods or a section of the City. As compared to Neighborhood Commercial, this category includes a broader range of uses of greater scale and intensity, with greater vehicular access and orientation, but that are also compatible with nearby residential areas. Typical zoning classifications that may accommodate this land use category: B-2 and UB.

Land Use

General Commercial

Primary uses include a broad range of office, retail, general commercial, wholesale and service uses, typically located along major transportation corridors and serving large portions of the City, the region or the traveling public. Land uses in this category are typically of larger scale and intensity than Community Commercial uses, and may not always be highly compatible with residential areas. Typical zoning classification that may accommodate this land use category: B-3.

Economic Opportunity Area

A site-specific area identified in a District Plan as appropriate for a range of general office, corporate office, retail, general commercial, service or light industrial uses. More specific uses and character of development are described in the District Plan in each case. This category identifies areas or large sites appropriate for new development or redevelopment that will generate significant private investment and employment opportunities. Typical zoning classifications that may accommodate this land use category vary depending on the specific area, but may include B-3, OS and M-1.

Public and Open Space

Primary uses include publicly owned and operated parks, recreation areas, open spaces, schools, libraries, cemeteries and other government and public service facilities. Also included are environmentally sensitive areas and scenic areas where urban development should not occur. Typically, this category depicts larger scale uses or open spaces, while small-scale facilities are incorporated within the predominant surrounding land use designations. This land use category may be accommodated by any zoning classification.

Institutional

Primary uses include institutional uses, such as places of worship, private schools, universities, museums, hospitals and other care facilities. Typically this land use category depicts larger scale uses, while small-scale uses of this type are incorporated within the predominant surrounding land use designations. Typical zoning

classification that may accommodate this land use category: I-Institutional.

Industrial

Primary uses include a wide variety of manufacturing, processing, research and development, warehousing, distribution, office-warehouse and service uses. Office, retail and other uses that complement industrial areas are often secondary support uses. The mix of industrial uses and character of such areas may vary depending on the location and available highway access. Typical zoning classifications that may accommodate this land use category: OS, M-1, and M-2.



Interpretation of Land Use Categories and Land Use Plan Maps

Land use designations are generalized

Although they represent the intent of the Land Use Plan, the land use designations shown on the Land Use Plan maps are generalizations of the predominant land uses projected for the future. Such generalizations are necessary and appropriate due to the inherent general nature of the Land Use Plans, as well as the scale of the maps, which makes designated land use on a lot-by-lot basis impractical.

The land use designations shown on the maps may be exceptions to the predominant land use. In some cases, the exceptions are existing land uses that are compatible with the predominant land use and are intended to remain. In other cases, particularly in higher density residential, office and commercial areas, it is the intent of the Land Use Plan to encourage a mixture of compatible and complementary land uses. In the most extreme cases where a mixture of uses is intended, the “mixed use” land use category is shown, with a description of the intended range and character of uses provided in the text of the District Plan.

In addition to the flexibility afforded by the land use categories depicted on the maps, the text of a District Plan may describe particular locations and circumstances under which even greater mixed use is encouraged. Residential use of upper floors in commercial areas and active commercial uses along street fronts in office areas are examples.

Boundaries are approximate

The boundaries shown between land uses on the Land Use Plan maps are approximate, and are intended to be interpreted generally. Actual, more precise, boundaries should be determined by established development patterns, existing lot lines, major natural or man-made features, or combinations thereof, depending on factors present in each case.

Relation of land use categories to zoning

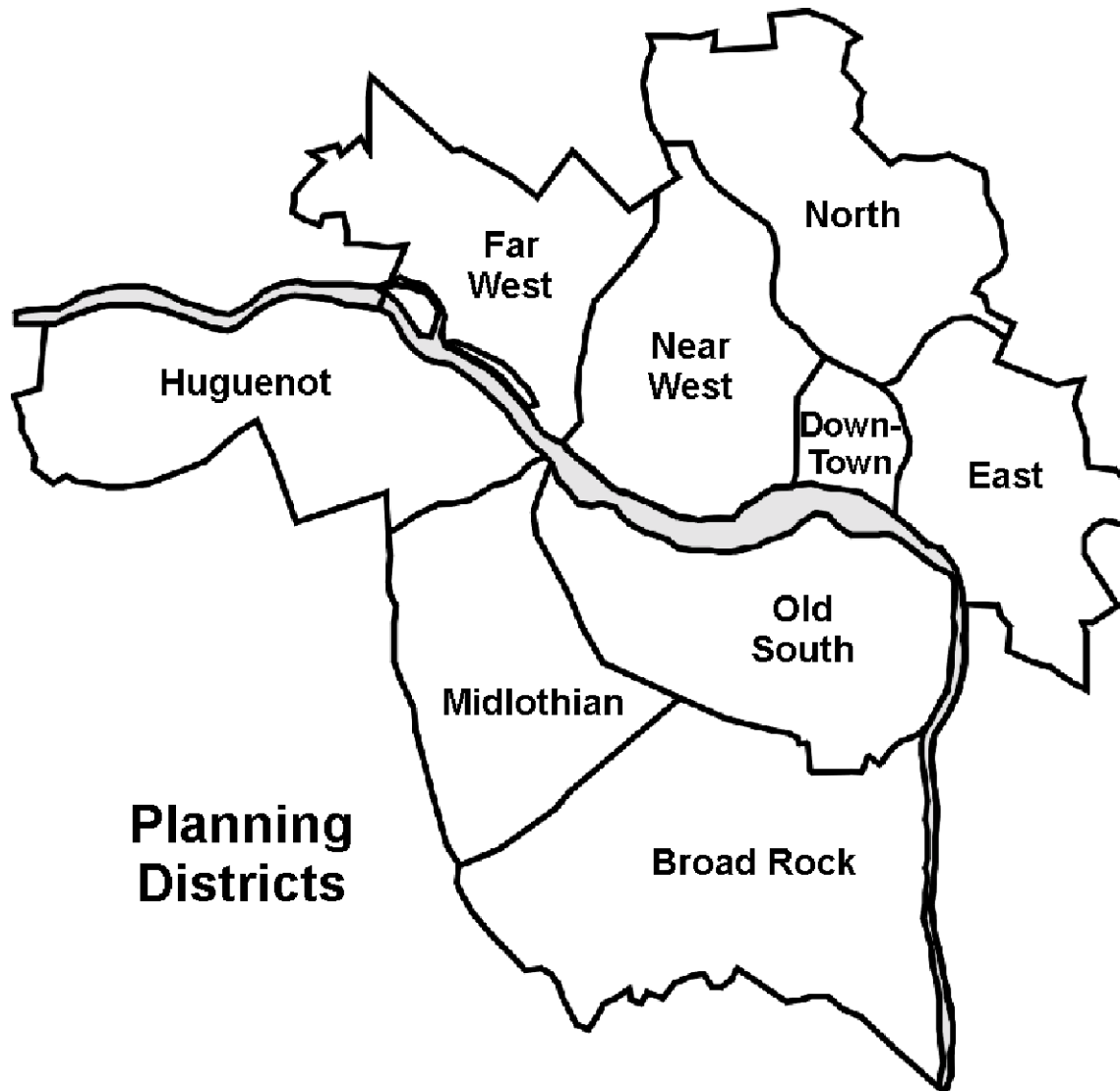
The land use categories described above are similar to, but do not correspond directly to, zoning classifications contained in the City’s zoning ordinance. In most cases, more than one particular zoning classification may be typical of each land use category. Primary distinctions are the more precise residential density or intensity of permitted land uses prescribed by zoning classifications. The land use categories are intended to be more general than zoning classifications. In some cases they are more inclusive than particular zoning classifications, while in other cases they are more restrictive. Included in the description of each land use category are the zoning classifications contained in the current zoning ordinance that would typically approximate the land use category.

Relation of land use plan maps to zoning

The Land Use Plan maps are a general guide for future zoning, but are not intended to coincide exactly with either the current or future zoning classification of properties. In many instances, there may be more than one zoning classification that would be consistent with the intent of the Plan, and additional factors - such as existing land uses and densities in the immediate area, the existing zoning pattern and physical features of the land - must be considered in determining the most appropriate zoning. In the case of fully developed areas where little or no change in land use is suggested by the Land Use Plan, land use designations and boundaries shown on the map represent a close approximation of the current zoning pattern.

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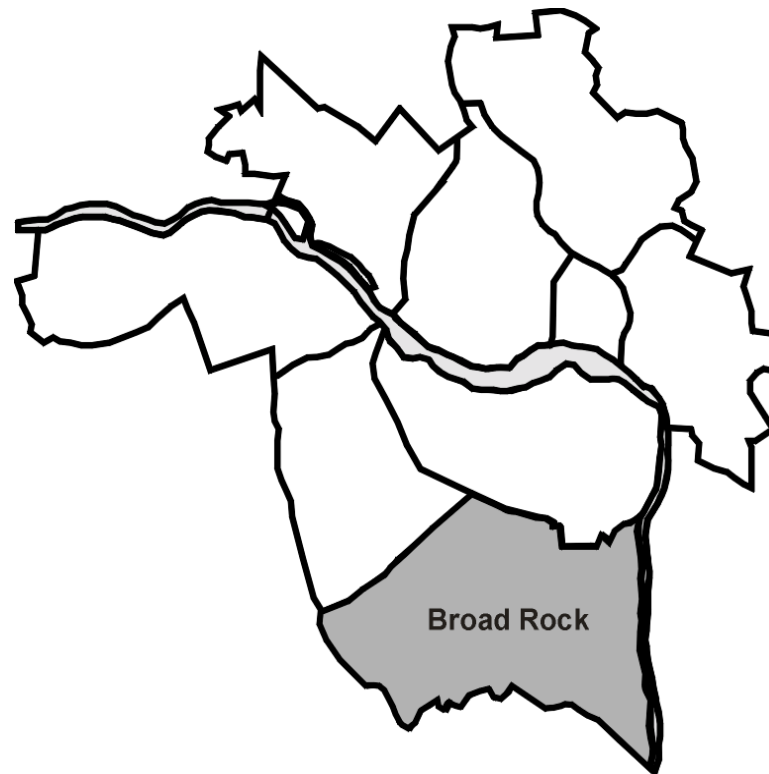
**Planning
Districts**

CHAPTER 11
THE DISTRICT PLANS

**Land Use patterns and
Development Trends**

Significant Issues

Land Use Plan



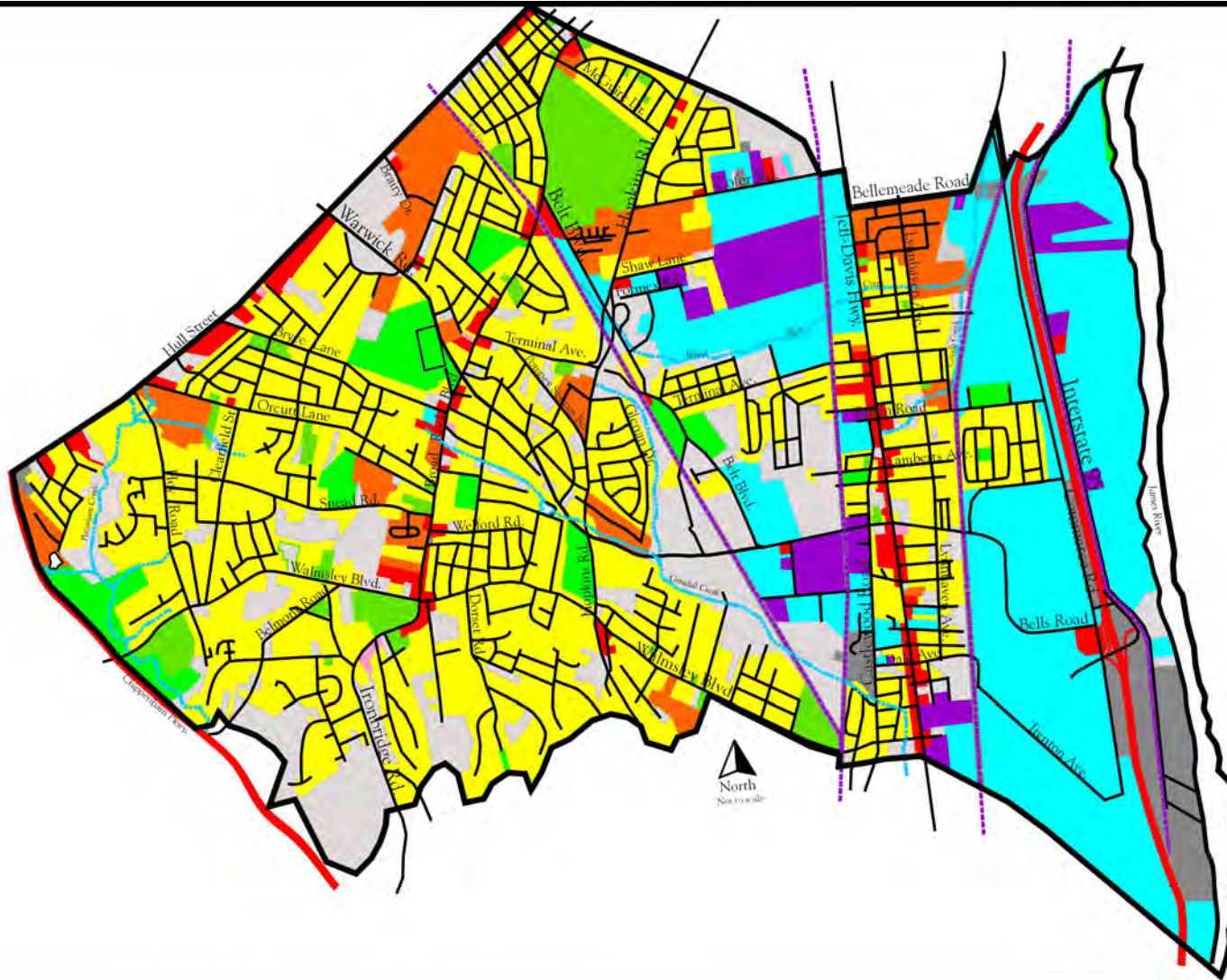
**BROAD ROCK
PLANNING DISTRICT**











**Land Use Patterns and
Development Trends**

General Description

The Broad Rock Planning District is bounded by Hull Street on the west, the James River to the east, the City limits to the south and the CSX rail line and Bellemeade Road to the north. The District serves as a gateway into Richmond from Chesterfield County on Hull Street, Jefferson Davis Highway (U.S. Route 1), and Interstate 95 (I-95).

Originally a part of both Chesterfield and Henrico Counties, the Broad Rock Planning District once consisted primarily of small farms and a network of villages such as Hickory Hill and Little Rock. Development patterns within the District have always been strongly influenced by the presence of major transportation routes. Access to rail lines, the James River, and Jefferson Davis Highway attracted manufacturing to the area in the 1920s, which in turn spurred residential growth to house the workers of the industrial facilities. Although much of the District is now residential, it still contains one of the largest areas of industrial land in the City.



- | | |
|---|--|
|  Single-Family Residential |  Trans. / Utilities |
|  Multi-Family Residential |  Office |
|  Vacant Land |  Commercial |
|  Public |  Light Industrial |
|  Institutional/Semi-public |  Industrial |

Broad Rock Planning District

Existing Land Use



MASTER PLAN
RICHMOND
 Department of Community Development
 Division of Comprehensive Planning
 November 2000

Broad Rock

Currently the District consists of two distinctly different areas, separated by the CSX rail line which runs parallel to Jefferson Davis Highway. The eastern section of the District, annexed from Chesterfield County in 1942, remains predominately industrial, with most industrial properties concentrated along the I-95 corridor near the James River. A significant amount of residential development can also be found within this area, interspersed with industrial and commercial uses on either side of Jefferson Davis Highway. In many cases, this mixture has led to an incompatible combination of residential and non-residential uses. The area west of the CSX rail line was annexed from Chesterfield County in 1970 and is primarily residential in nature, with several large tracts of vacant land. This area provides one of the City's few opportunities for new development and growth.

The Broad Rock District is bounded and intersected by a number of the City's major highways. Residential development in the District's western portion has followed a pattern of infill development between these major thoroughfares (including Chippenham Parkway, Hull Street, Broad Rock Boulevard, and Hopkins Road). These corridors are also lined with a mixture of office, commercial, institutional, single and multi-family uses. Housing in the District is generally in sound condition, although distinct differences in neighborhoods are evident between the

eastern and western portions of the District. The eastern portion contains an older housing stock that, in many cases, is beginning to show signs of neglect and aging. A substantial percentage of the housing units in this area are rental, which may in part explain the apparent lack of property maintenance. In the western section of the District, residential development did not begin on a large scale until after World War II. Until the 1960s, most of the development was in scattered single family subdivisions, typical of developing suburbs. Due to higher rates of homeownership and the newer housing stock, property maintenance in this part of the District is less problematic.

Beginning in the late 1960s, many apartment complexes were built on large tracts of available land interspersed throughout the Broad Rock District. These complexes are generally located in clusters adjacent to major thoroughfares, such as Hopkins Road, Warwick Road, Broad Rock Boulevard, and Hull Street.

Despite the presence of numerous multi-family residential developments, most of the housing in the District still consists of single family structures on suburban-style lots. Several newer subdivisions have been developed in the area within the last twenty years, many of which contain sidewalks, curbs, and street lighting. The



neighborhoods throughout the Broad Rock District have a distinctly suburban feel due to the development pattern and the relatively large amounts of vacant, undeveloped land.

Commercial development in the Broad Rock District has occurred along the District's major corridors (Hull Street, Broad Rock Boulevard, and Jefferson Davis Highway). Much of this has been strip commercial development, often with marginalized, unappealing businesses. This is especially apparent along Jefferson Davis Highway, a corridor that has seen significant physical and economic decline over the last 20 years.

Commercial activities along Jefferson Davis Highway originally developed to serve the needs of the interstate traveler on U.S. Route 1, prior to the development of the

interstate highway system. As a result many of the uses are oriented towards the traveler rather than the surrounding neighborhoods. Most of the uses, particularly on the east side of the street, are located on very shallow lots and abut single family residential neighborhoods. Additionally, a few large retail centers along the corridor have been left vacant or overtaken by industrial uses resulting from business shifts to the suburbs.

Along much of the length of the Broad Rock Boulevard corridor can be found a variety of commercial, office, and multi-family uses. This pattern of development continues south along Ironbridge Road with some newer office developments.

The largest concentration of commercial services can be found at the intersection of Broad Rock Boulevard and Walmsley Road, which contains the only large grocery store in the District.

A number of parks and recreational facilities are located in the Broad Rock District. Pocosham Park is a naturally wooded, passive park on Walmsley Boulevard west of

Hey Road. The park features an extensive system of walking and jogging trails. The Broad Rock Sports Complex occupies a large parcel of land near the intersection of Broad Rock Boulevard and Warwick Road. The District also contains three community centers: Thomas B. Smith Community Center near Davee Gardens; Broad Rock Community Center at Broad Rock Elementary School; and the new Hickory Hill Community Center on Belt Boulevard.

The largest institutional use in the Broad Rock District is the Veterans Administration McGuire Hospital at Broad Rock and Belt Boulevards. This regional hospital located on a 160-acre campus is among the largest employers in south Richmond.

The Broad Rock District is also unique in that it contains a significant amount of vacant and developable land. These vacant lands exist within residential areas in areas, adjacent to rail lines and within industrial areas. Several major industrial landowners also occupy sites large enough to accommodate substantial expansion.

Redevelopment Areas

Although there currently are no redevelopment areas within the Broad Rock District, there are a number of areas that could benefit from such a designation. An inappropriate combination of industrial and residential land uses exists along Jefferson Davis Highway west to the CSX rail line. A redevelopment area designation could be a



Broad Rock

useful tool to assemble parcels and create development opportunities. Designating land on Bellemeade Road between Jefferson Davis Highway and the CSX rail line as a redevelopment area may also be the most appropriate way to develop this large parcel as an economic Opportunity Area, as shown on the Land Use Plan map.

Changes in Land Use Since 1983

The most significant land use changes in the Broad Rock District since the adoption of the 1983 Master Plan has been the addition of residential land, resulting primarily from new, small, subdivisions with single family homes primarily in the western section of the district.

The availability of undeveloped land, and overall suburban pattern of development has generated a strong market for single family homes, appealing to many homebuyers. New subdivisions in the Broad Rock District include: Belmont Woods, Endicott, Fawnbrook and Cullenwood. Overall, the growth in single family subdivisions as envisioned in the 1983 Master Plan has contributed to an increase of 870 housing units between 1980 and 2000. This eight percent increase was the greatest of any area in the City and contributed to a population increase in the District for that time period.

New housing and the resulting population growth in the area has led in part to the construction of several new public facilities including Boushall Middle School on



Hopkins Road, the Broad Rock Sports Complex on Warwick Road, and the Hickory Hill Community Center on Belt Boulevard.

The intersection of Broad Rock Boulevard and Walmsley Road continues to serve as a commercial node, which has undergone some transition and recent expansion. The southeast corner of the intersection contains a strip shopping center, constructed in 1965. The strip was previously anchored by a prominent grocery store, but is now occupied by a large national chain drug store. Northwest of the intersection, a new supermarket occupies the former Branches Shopping Center, which was almost completely vacant for 15 years.

Several transportation improvements have also affected land use in the Broad Rock District. Hopkins Road has been widened and realigned south of Belt Boulevard to move traffic more safely and efficiently. An extended Belmont Road intersects with Walmsley Boulevard to provide better access to the Chippenham Parkway and Belmont Road interchange. Pending transportation improvements include the widening of Walmsley Boulevard from Chippenham Parkway to Belmont Road and the widening of Hull Street Road. Most recently, Warwick Road has been widened, realigned, and extended beyond Hopkins Road to Bells Road. This has provided an east-west travel route across the District.

Environmental Constraints Affecting Land Use

Although the Broad Rock District has significant amounts of vacant land, not all of the land is appropriate for development. A number of constraints to development are the result of the natural environment. The most significant environmental factor impacting development in the Broad Rock District results from the James River and its five tributary streams that run through the District. These streams (Broad Rock Creek, Falling Creek, Goode Creek, Grindall Creek, and Pocoshom Creek) have adjacent flood plains and are located within Chesapeake Bay Preservation Areas. In these areas, statutory requirements limit development or require specific performance standards to protect both property and water quality.

The banks of the James River contain both Chesapeake Bay Preservation Areas and a 100-year flood plain that in portions extends as far west as Interstate 95. As with all tributary streams of the Chesapeake Bay, the 100-foot strip of land immediately adjacent to the James has been designated as a Resource Protection Area. In these areas, virtually all development is prohibited. The exceptions are for water dependent uses, redevelopment activities, or development within an “Intensely Devel-



oped Area” or IDA. The area covered by the City’s Deepwater Terminal has been designated as an IDA, the only such designation outside of Downtown.

The Broad Rock District also contains a few non-tidal wetlands. The U. S. Army Corps of Engineers regulates development on or adjacent to non-tidal wetlands, with the intent of preventing destruction or damage to these environmentally sensitive areas. Identified areas of non-tidal wetlands in Broad Rock parallel Grindall Creek between Jefferson Davis Highway and Broad Rock Boulevard, the entire run of Pocoshock Creek, and an unnamed north-south creek in the Cedar Farms subdivision north of Falling Creek Reservoir at the City/Chesterfield County line. Smaller wetlands

surround ponds north of Pettus Road, west of Dorset Road, at the south terminus of Bathgate Road and north of Lamberts Road, west of the CSX rail line. Non-tidal wetlands are also included in the Chesapeake Bay Preservation Area designated lands.

The District’s historic role as an industrial center for the City may have resulted in older sites with some level of

environmental constraints to future development or reuse.

Expected Changes and Trends

While the general pattern of land use has already been established in the Broad Rock District, there remain numerous opportunities for substantial change over the next 15 to 20 years. As one of only a few Districts citywide that offer any reasonable amount of vacant and developable land, Broad Rock presents a number of opportunities for new residential, commercial, and industrial development. It is expected that new residential subdivisions will continue to be developed both on undeveloped and on larger residential estates that may become subdivided. Similar opportunities exist for multi-family development although fewer

Broad Rock

sites are likely to be developed. Industrial development is expected to continue as land uses along the Jefferson Davis Highway corridor undergo transition to light manufacturing on the sites of former larger retailers. Several vacant sites along the I-95 corridor will likely be developed during this time period as well. There will also be continued demand for a variety of small scale, light industrial uses throughout the Jefferson Davis Corridor.

Significant Issues

While the Broad Rock District presents several future development opportunities, a few key issues must be considered when making future land use decisions. The following list summarizes the most significant land use issues in the Broad Rock District.

- Vacant land within the District**
 A relatively high percentage of existing land within the District is vacant. This under-utilization of land provides significant opportunities for residential housing and economic development.



- Impact of Commercial deterioration**
 Deterioration and departure of commercial uses along Jefferson Davis Highway is exerting a negative influence on the street and surrounding neighborhoods.
- Redevelopment Opportunity**
 In the eastern portion of the District, an opportunity exists near the intersection of Bellemeade Road and Jefferson Davis Highway, where the deteriorated Windsor Apartments and Madison Arms Apartments have been demolished. Identified as a Housing Improvement Area in the 1983 Master Plan, residential development is no longer the preferred use at this location. Continued clearance and future development of the site could allow for use as an employment-based center, with clean industrial, office or retail uses.
- An increased need for commercial activity**
 There is a need for increased commercial activity in the District. Stronger commercial centers would also help improve the existing housing market and make neighborhoods more attractive and convenient.
- Minimize conflicts**
 There is a need to mitigate and minimize conflicts that exist between incompatible land uses. There are specific land use conflicts where single family residential uses abut industrial or

commercial uses (particularly along Jefferson Davis Highway and along Hull Street).

- **Improvements needed**
Infrastructure improvements are needed in various parts of the District to address inadequacies in stormwater drainage.
- **Public park space and community facilities needed**
Additional public park space and community facilities are needed throughout the District. Sites that are currently inappropriate for development due to environmental constraints offer opportunities for passive recreational uses.

Land Use Plan

Overview

The land use plan for the Broad Rock District recognizes the nature of existing development and accommodates appropriate opportunities for additional growth. With large tracts of land available for development, the Broad Rock District provides the City's greatest opportunity for future residential development and potential population growth. In the western half of the District, the plan retains the predominant single family residential use. Several developable sites within that area are identified as appropriate for single family development with the potential for higher densities of single family uses if strict development standards can be met. The plan also encourages the retention of the industrial core of the District, with a few

site-specific opportunities for new economic development. Other concepts include additional public open space opportunities and strategies for site-specific redevelopment intended to increase employment opportunities. The plan recognizes the need to allow flexibility of development and also encourages quality development. Several locations within the Broad Rock District are thus identified.

Guiding Land Use Principles

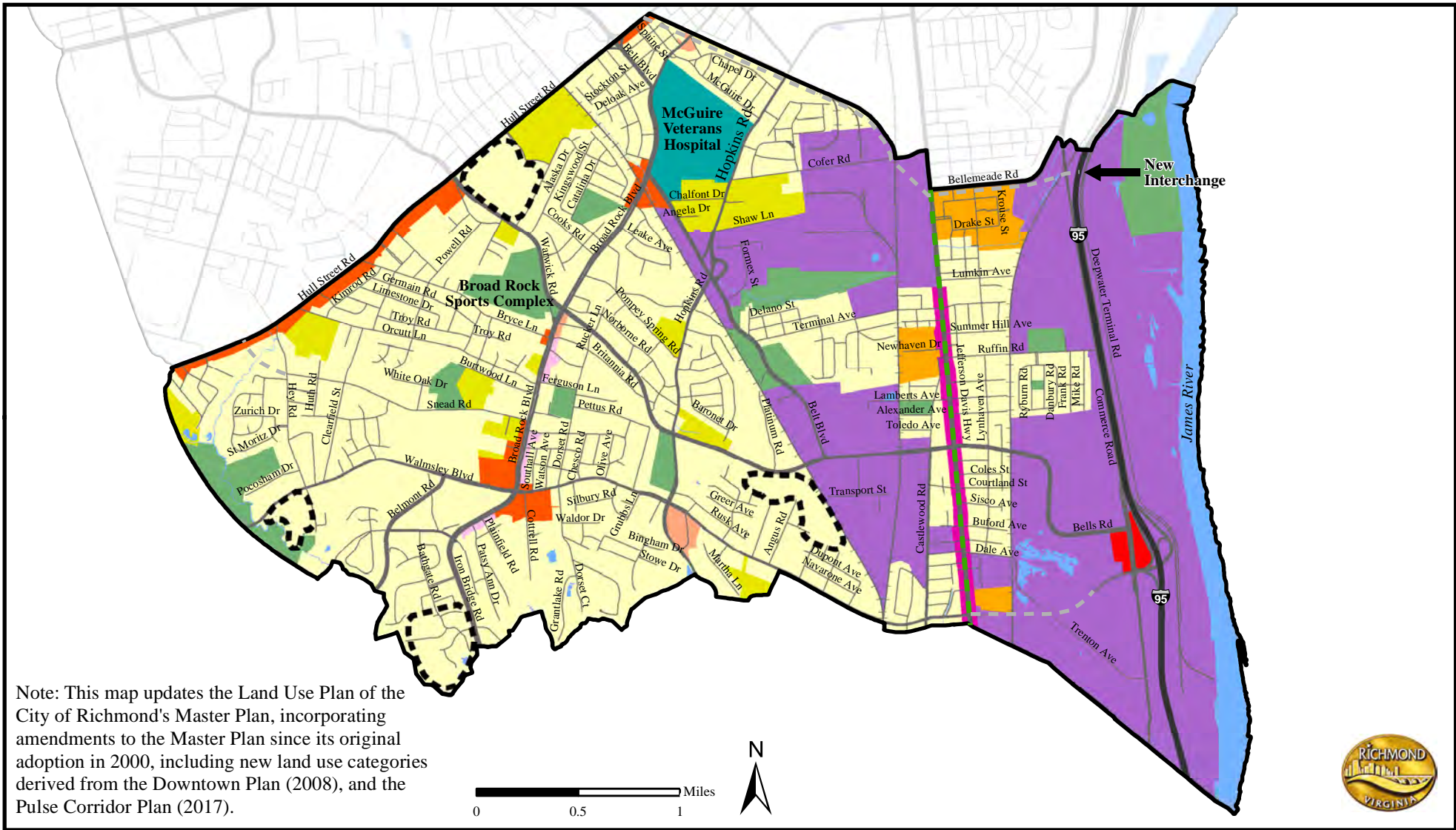
The policies and strategies established for the Broad Rock District were based in part on the guiding land use principles that follow:

- Revitalization of the Jefferson Davis Highway corridor is a high priority.
- Existing land use conflicts within the District should be resolved, particularly those that exist between residential and non-residential uses.
- Specific vacant parcels within the District may be appropriate for multi-family residential development only if strict standards for design, density and access can be adequately developed and met.
- Public park space within the District should be increased, with an emphasis on increased public access to the James River.

Land Use Policies and Strategies















The following land use policies and strategies are designed to address the significant issues. These policies and strategies also





Note: This map updates the Land Use Plan of the City of Richmond's Master Plan, incorporating amendments to the Master Plan since its original adoption in 2000, including new land use categories derived from the Downtown Plan (2008), and the Pulse Corridor Plan (2017).



	Single-Family (Low Density)		Mixed Use		Corridor Enhancement
	Multi-Family (Medium Density)		Transitional Office		Proposed New Road
	Community Commercial		Industrial		
	Neighborhood Commercial		Institutional		
	General Commercial		Public & Open Space		
	Economic Opportunity Area		Housing Opportunity Area		

Department of Planning & Development Review
 Created November 2000
 Updated September 2017

Broad Rock Planning District

Land Use Plan

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Broad Rock

take the district's guiding land use principles into account in their formulation, and correspond to the Land Use Plan map for Broad Rock.

- **Housing Opportunity Areas (HOA)**
Several residential areas on the Land Use Plan map are also designated as Housing Opportunity Areas (HOA). This designation indicates that the site is appropriate for residential development consistent with the underlying land use plan designation. However, the HOA designation suggests that, for these specific sites, higher density residential development is also appropriate, provided that specific objectives can be met. These objectives are: adequate access to the site be provided without increasing traffic volumes

on roadways through existing residential neighborhoods; an objective method of design review must be incorporated into the site development process; and adequate buffering between the proposed development site and adjacent lower density residential neighborhoods must be provided. Adherence to the objectives for any higher density development in an HOA should ensure that the development will be an asset to the neighborhood, the District and the City.

- The Housing Opportunity Area located north and south of Grindall Creek between Warwick Road and the Amphil Heights subdivision is also appropriate for higher density residential development provided

that adequate protection can be provided to Grindall Creek. Environmental restrictions imposed by the Chesapeake Bay Preservation Program limit the extent to which this site can be developed. Primary access to the site should be provided from Warwick Road.

- The Housing Opportunity Area located west of Ironbridge Road and south of the Brookbury subdivision near the Chesterfield County line (also partially located in a Chesapeake Bay Preservation Area) contains one of the few natural areas remaining within the City limits. In order to provide incentives to protect a significant portion of the site and allow it to remain in a natural setting, a higher single family residential density should be allowed. Primary access to the site should be from Ironbridge Road.
- The Housing Opportunity Area located at the northeast corner of Warwick Road and Hull Street is appropriate for single family residential development. However, a higher density development, such as town homes or apartments, may be appropriate provided that it is developed as a single complex and is adequately buffered from the surrounding single family neighborhoods. In any circumstance, the primary access to the site should



- be from Warwick or Hull Street Roads.
 - The Housing Opportunity Area identified for the area south of Walmsley Boulevard, west of Hey Road and east of Pocosham Park, is appropriate for single family residential development. However, a higher density development, such as town homes or apartments, may be appropriate provided that it is developed as a single complex and is adequately buffered from the surrounding single family neighborhoods.
- **Single family residential is the predominant use.**
Single family residential use is the predominant and most appropriate use throughout the District, particularly west of the CSX rail line, as shown on the Land Use Plan map. Much of the land currently vacant in this area is appropriate for low-density single family residential use, at compatible densities to adjacent neighborhoods. Areas identified on the Land Use Plan map for single family use are appropriate only for that designated use.
- **Additional multi-family housing.**
The development of any additional multi-family housing must be subject to strict controls on design, density and access in order to ensure compatibility with the prevailing single family residential uses.
- **New residential development on Shaw Lane.**
Residential and vacant land on the north side of Shaw Lane represents an opportunity for new residential development between the existing single family residential uses on Shaw Lane and the apartment complex to the north. A degree of flexibility should be allowed for development of the vacant land. Expansion of the multi-family development to the north should also be permitted provided that it can be integrated into a larger complex, and either adequately buffers the existing single family uses or acquires them as part of the development. Office or service uses are appropriate only if they involve incorporation of all or most of the existing single family parcels on the north side of Shaw Lane.
- **Land use conflicts district wide.**
Land use conflicts between low density, residential uses and higher intensity uses (commercial, office, retail and industrial) frequently result in problems for both residential and commercial property owners. Accordingly, landscaped buffers of adequate depth and width should be used wherever non-residential uses abut residential uses. This is intended to protect residential neighborhoods from the excessive noise and traffic created by industrial, commercial and business uses.
- **Commercial Uses.**
The Land Use Plan supports commercial activities and recognizes the crucial role that commerce plays in the District's job base, economic vitality and overall quality of life. Strategies intended to accommodate appropriate and beneficial commercial growth are to be accommodated, while at the same time safeguarding adjacent neighborhoods from the negative effects of commercial encroachment. The following policies apply to commercial development:
 - new commercial activity should occur only at the intersection of major transportation corridors, as shown on the Land Use Plan, in order to maximize access and convenience.
 - no additional commercial development along the District's major transportation corridors should be permitted except as shown on the Land Use Plan map. Opportunities to reduce obsolete, unattractive and deteriorated strip commercial development should be sought and encouraged.
- **Neighborhood commercial district-wide.**
Neighborhood commercial uses as shown on the Land Use Plan map should be limited to those uses that provide goods and services generally used by the immediate surrounding



neighborhood and are not intended to draw from a broader market. The three neighborhood commercial areas shown on the Land Use Plan for the Broad Rock District are: Walmsley Boulevard at Hopkins Road; Broad Rock Boulevard at Warwick Road; and Broad Rock at Robin View Drive. Commercial uses at these locations should not be allowed to expand beyond the existing boundaries as shown on the Land Use Plan map. Isolated neighborhood commercial uses not specifically identified on the Land Use Plan Map are not appropriate and, where currently existing, should be phased out over time.

- **Community commercial at Walmsley Boulevard and Ironbridge Road Service Center.** Community commercial use is appropriate at the intersection of Walmsley Boulevard and Ironbridge Road. Expansion of commercial uses in this service center is appropriate only if the market can support the additional businesses. Any expansion should not negatively impact the surrounding residential neighborhoods. Adequate buffers and transportation access should be addressed as part of any development. Expansion should occur to the west of the intersection along the north side of Walmsley Boulevard and

to the east on the south side of Walmsley Boulevard at Cottrell Road as identified on the Land Use Plan Map.

- **Development along Broad Rock Boulevard.** The Land Use Plan Map identifies a variety of land uses along Broad Rock Road Boulevard. However, the long-term appropriateness of these uses is unclear. Therefore, a corridor plan is recommended to ensure proper future development along Broad Rock Boulevard.

Commercial uses at the intersections of Broad Rock Boulevard and Bryce Land and Broad Rock and Warwick Roads should be limited to the areas generally shown on the Land Use Plan map for community commercial and neighborhood commercial use, respectively.

Office uses are shown along much of Broad Rock Boulevard and Iron Bridge Road as a means of reflecting the market for small office space and to provide transitional buffering uses between these high traffic corridors and adjacent single family residential uses.

- **Commercial along Hull Street.** The existing land use pattern on Hull Street Road, particularly between Warwick Road and the City limits, is one of strip commercial development of varying depths, backing up to stable

residential neighborhoods. Continuation of this pattern of uses, with some transition to office uses, has historically been the land use policy for Hull Street. A similar approach is reflected on the current Land Use Plan map. However, it is recognized that, like several other major transportation corridors in the City, further study of conditions along Hull Street is warranted, to more effectively develop land use and/or redevelopment strategies for both sides of the corridor. Until such time as a more detailed plan can be developed, office and community commercial uses should be allowed, provided that they can be adequately buffered from adjacent neighborhoods. All traffic and access should be focused on Hull Street. Significant consideration should be given to any development proposals that provide enhanced design and an improved image for the Corridor.

● **Economic Opportunity Areas.**

There are three sites within the Broad Rock District that are identified on the Land Use Plan Map as Economic Opportunity Areas. These areas are intended to provide flexibility for future development, provided that such development enhances the economic base of the city, does not negatively impact its surroundings, and provides tax base and employment opportunities. The areas are described as follows:

- Bellemeade Road – The 70-acre site identified as an Economic Opportunity Area on the Land Use Plan map at Bellemeade Road is located in both the Old South and Broad Rock Districts.

To the south of Bellemeade Road in the Broad Rock District exist what remains of two large, mostly vacant and dilapidated apartment complexes. Broad Rock Creek crosses a portion of the site. To the north of Bellemeade Road in the Old South District exist commercial uses fronting Jefferson Davis Highway and Bellemeade Road, vacant land, and some apartments.

Appropriate uses include light manufacturing, office, retail, or a mixture of these uses. Although continued dedication of this site for multi-family housing is not appropriate, multi-family housing as one element of a larger mixed-use development may be appropriate and should be considered. Adequate buffering from the surrounding single family homes should be provided and consider-



ation must be given to existing residents if they are relocated. These parcels should be assembled and redeveloped together to maximize the opportunities and marketability of this site. A redevelopment designation may be necessary to make this occur.

- The former shopping center at Jefferson Davis Highway and Walmsley Boulevard - The Plan recommends redevelopment of this area as a mixed-use commercial service area intended to capture new markets resulting from the planned eastern extension of Walmsley Boulevard from Jefferson Davis Highway to I-95.

- West Side of Jefferson Davis Highway at Ruffin Road - This area is identified as an Economic Opportunity Area in order to better accommodate a range of uses that can effectively contribute to the Jefferson Davis Highway corridor. The area generally identified on the Land Use Plan map currently consists of several parcels, and the most appropriate strategy is to encourage consolidation of as many of the parcels as practical to support a more substantial development. An acceptable alternative would be for development of portions of this area to occur separately, provided that a unified design scheme can ultimately be followed. While a variety of commercial or light industrial uses are appropriate for this area, the immediate frontage on Jefferson Davis Highway should be of the highest quality design, respectful of this gateway corridor. Retail on Jefferson Davis should be encouraged. Under either circumstance development should not negatively impact the surrounding residential neighborhoods.
- **Industrial Development**
Industrial uses in the Broad Rock District play an important part in the economic and employment base in the City of Richmond. Continuation of this role is reflected on the Land Use Plan

Map through the identification of large areas of land designated for industrial use. Some of these areas represent an appropriate expansion of current industrial uses. With the exception of the Davee Gardens community, almost all land east of the CSX East Main rail line is designated for industrial use. Between Jefferson Davis Highway and west to the West CSX main line, large areas of land are also identified for industrial use, most of which are currently used as such. Several undeveloped sites are included and where shown represent rare opportunities in the City for new industrial or employment based development. Such locations are frequently near rail lines, in proximity to other similar uses, and usually somewhat distant from larger concentration of single family residential uses. Where these locations abut residential uses, appropriate buffering should be encouraged.

- **Future uses along Jefferson Davis Highway**
The Land Use Plan Map reflects recommended improvements to the Jefferson Davis Highway corridor from the James River in the Old South District to the City limits. Along sections of the corridor areas have been designated on the Land Use map for commercial, office or industrial use, with enhanced landscaping and coordinated signage where appropriate to improve the image of the corridor as

a means to attract new businesses and aid in the revitalization of adjacent residential neighborhoods. Similar improvements, with a greater emphasis on pedestrian streetscape amenities, would be appropriate along those portions of the corridor designated for residential use on the Land Use Plan map.

Mixed-use development, including office and community commercial uses, are most appropriate on the west side of Jefferson Davis. Larger scale developments should be encouraged to concentrate at locations identified as Economic Opportunity Areas.

The long narrow area of land generally between Castlewood Road and Jefferson Davis Highway is currently a mixture of industrial and residential uses, with a variety of commercial uses fronting Jefferson Davis Highway. A continuation of this general pattern of use is appropriate and identified on the Land Use Plan Map. However, industrial uses identified for the area north of Dale Avenue should be confined to light industrial or service uses to minimize the negative impact on adjacent residential areas. Appropriate uses might include flex space or supporting offices. Any expansion of industrial uses in this area, while not inappropriate, should give careful consideration to impacts on the residential areas.

- **Parks and Recreation.**

The Land Use Plan map also reflects those elements of the recreation and parks plan as they relate to land use. The Plan recognizes the existing City parks in the Broad Rock District and also identifies lands appropriate for City park system expansion. Park expansion recommendations are intended to facilitate the development of:

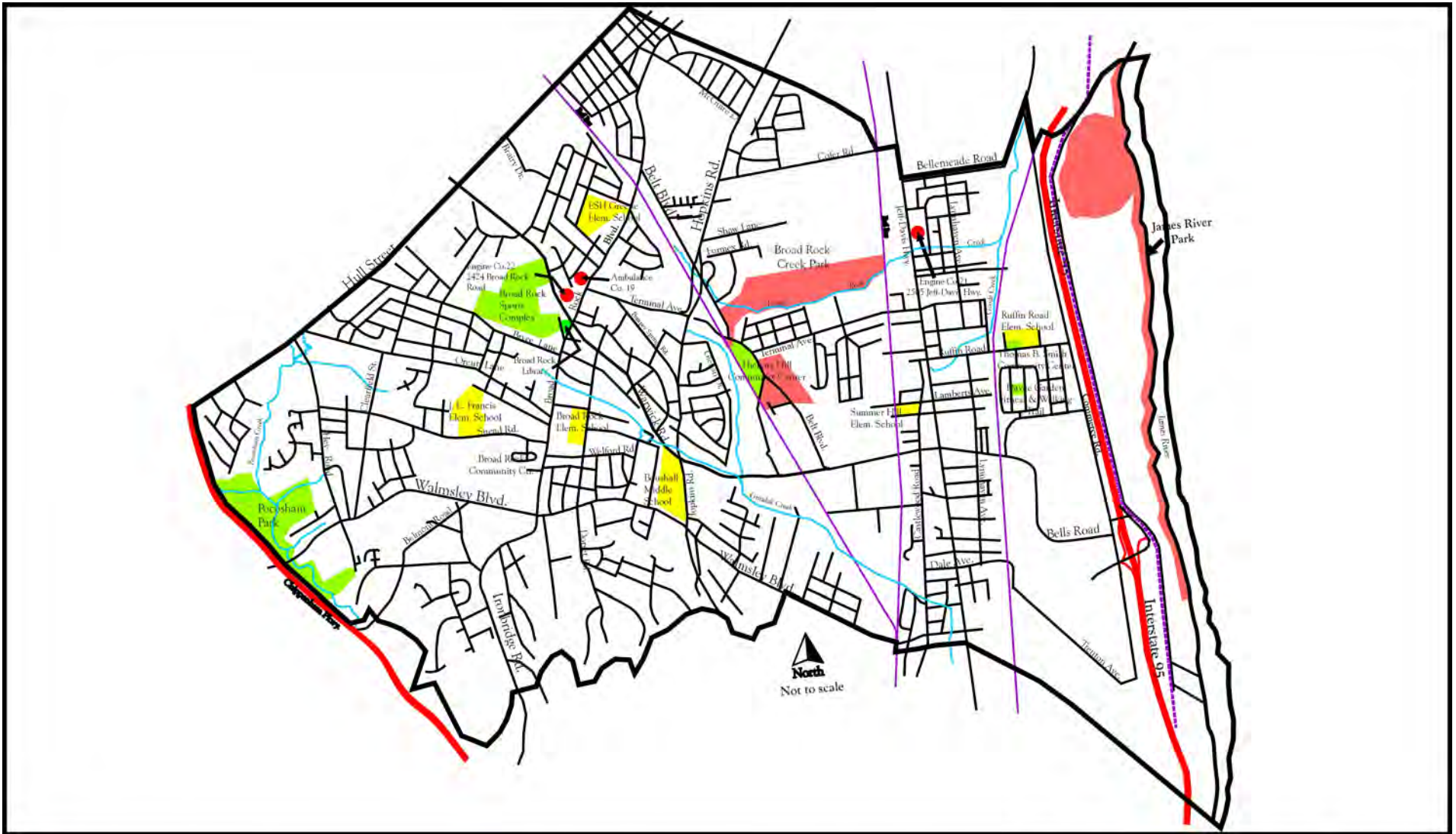
- the two rock and gravel quarries located along the James River (located in both the Old South and Broad Rock Districts), identified for future re-use to accommodate public recreational facilities such as marinas and/or other water-related facilities and activities;
- a linear park along the west side of the James River between Ancarrow's Landing (in the Old South District) and the Port of Richmond Terminal;
- a passive park on Belt Boulevard across from and next to Hickory Hill Community Center; and
- a passive park along Broad Rock Creek, between Belt Boulevard and the CSX rail line west of Jefferson Davis Highway.







- **Transportation.**


The Land Use Plan map also reflects those elements of the Transportation Plan as they relate to land use. The following key transportation improvements are worth noting, insofar as they

have significant impacts on land uses within the District.

- A new interchange at Bellemeade Road and I-95.
- A connector between Belt Boulevard and the new Bellemeade/I-95 interchange.
- Extension of Walmsley Boulevard from Jefferson Davis Highway to Commerce Road.
- Widening of Walmsley Boulevard from two to four lanes from the Chesterfield County line to Jefferson Davis Highway.
- A designated high-speed commuter rail corridor on existing north-south CSX line between Jefferson Davis Highway and I-95.
- A light rail trolley route on Jefferson Davis Highway to Chesterfield, County.
- A reconfigured US Route 1 (Jefferson Davis Highway) to include a right-of-way for cyclists, pedestrians, and potentially light rail.
- Widening of Hull Street from 4 to 6 lanes between Elkhardt to Dixon Roads.
- Improve the underpass of I-95 at Bells Road to support truck movements.

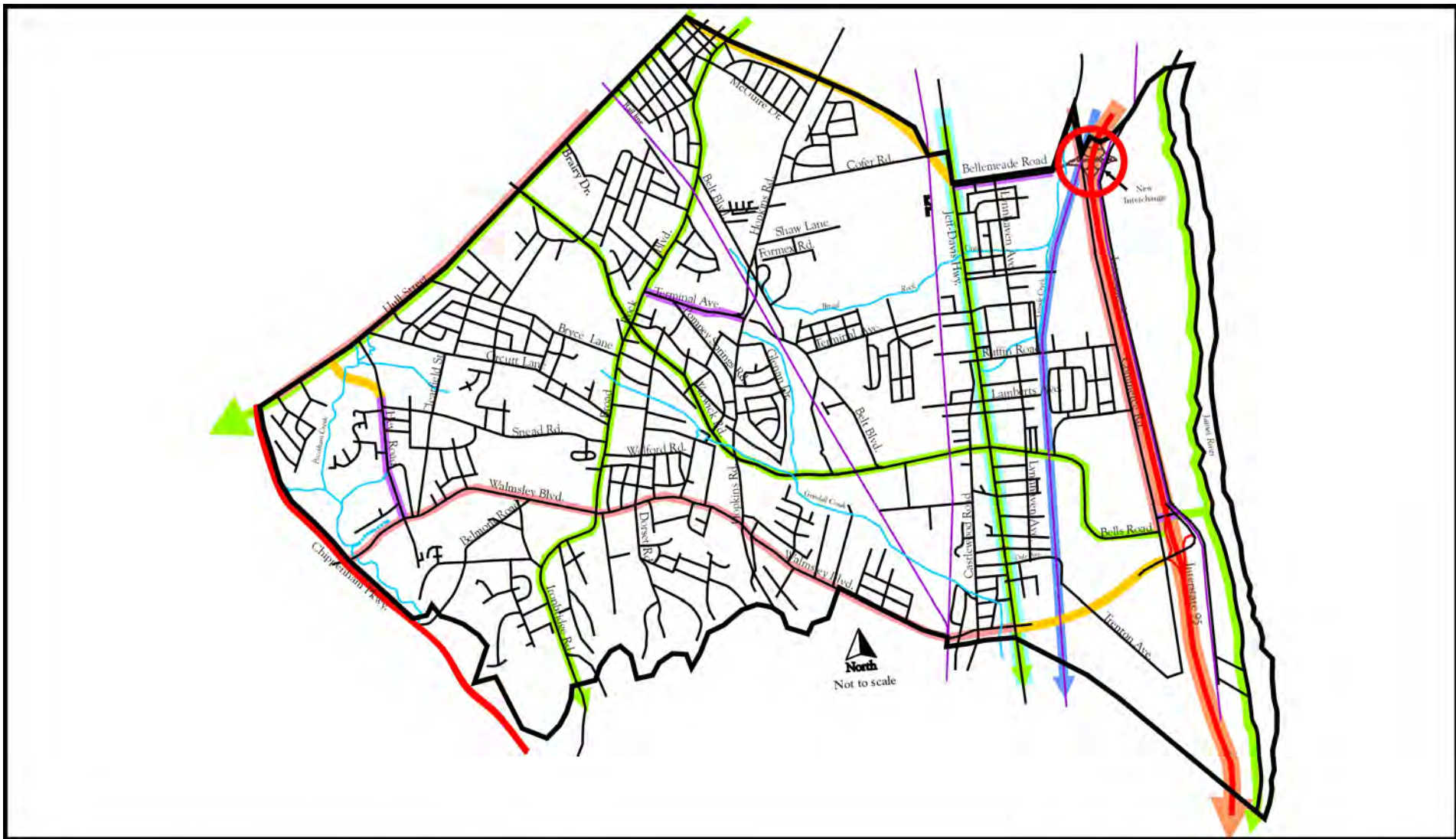











 Fire/Rescue	 School/Community Facility
 Public Libraries	 Proposed Public Parks
 Public Schools	
 Public Parks	


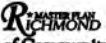

RICHMOND
 Department of Community Development
 Division of Comprehensive Planning
 December 2000

Broad Rock Planning District

Parks & Recreation Areas
Schools & Public Facilities



 Bike Routes	 Light Rail Transit
 New Roadway Segments	 Light Rail Conceptual Routes
 Operating Improvements	 Regional Commuter Rail/ High Speed Rail
 Additional Travel Lanes	 Interchange Improvements
 Express Bus Service	



 Department of Community Development
 Division of Comprehensive Planning
 November 2000

Broad Rock Planning District

Transportation and Roadway Improvements

CHAPTER 11
THE DISTRICT PLANS

**Land Use patterns and
Development Trends**

Significant Issues

Land Use Plan



**EAST
PLANNING DISTRICT**

**Land Use Patterns and
Development Trends**

General Description


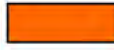



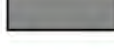





The East Planning District is bounded by the James River to the south, Interstates 95 and 64 (I-95, I-64) on the west and north, and the City limits to the north, east and south.

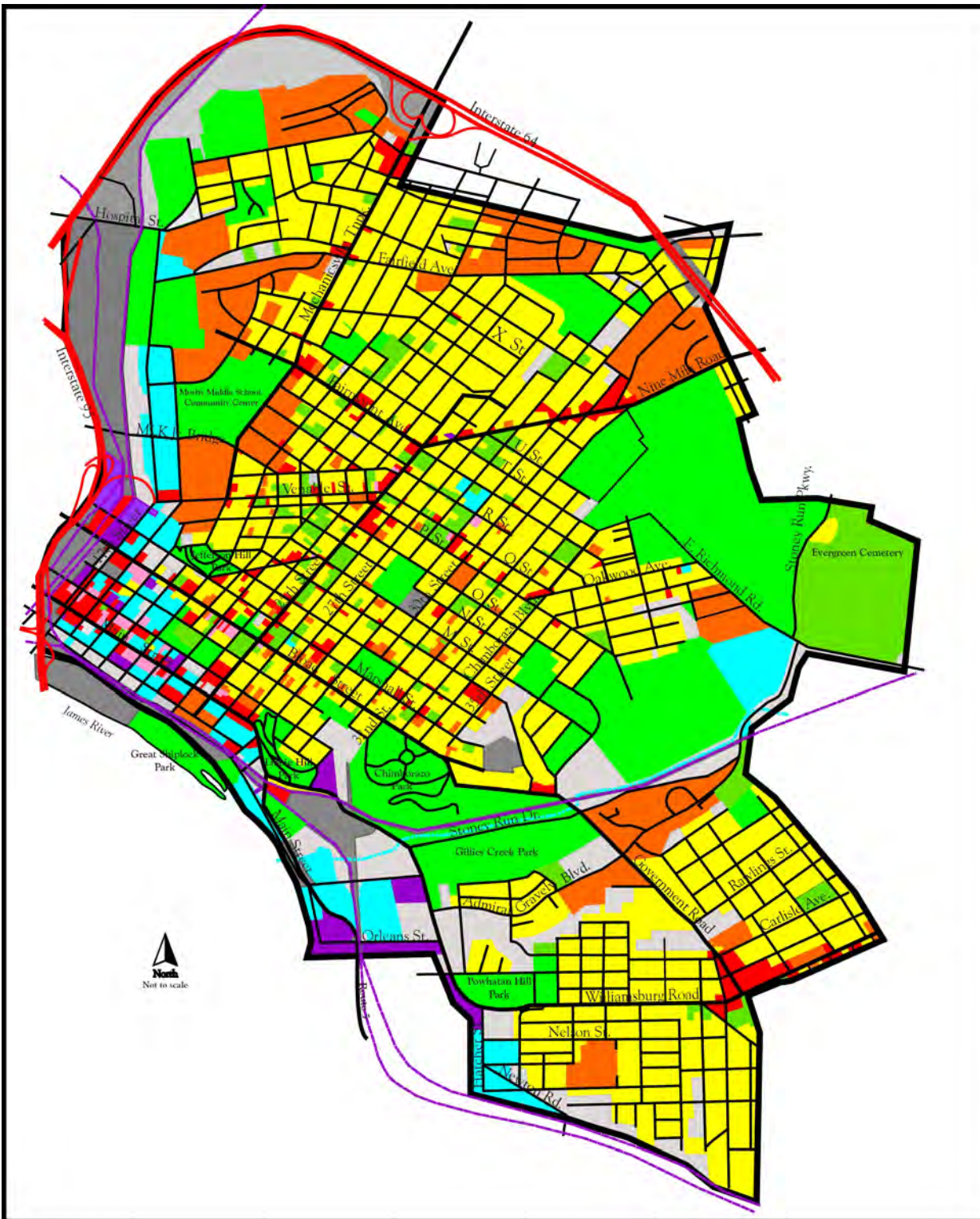
The East District has a rich history, dating back well over 300 years, beginning with the first settlement in Richmond on the banks of Shockoe Creek, followed by its development as a major shipping port and center for interstate and international commerce and a worldwide center for tobacco manufacturing. Most of the district still contains the original street pattern established in 1737, as well as a large number of historic properties, many pre-dating the Civil War.

The maintenance and rehabilitation of the district's large stock of residential, commercial, and industrial historic properties is due to both the quality of the original buildings and economic conditions which either allowed for their continued use or facilitated their rehabilitation. In recent years federal, state and local tax incentives have played a major part the preservation of historic structures.

East Planning District

Existing Land Use

-  Single-Family Residential
-  Multi-Family Residential
-  Vacant Land
-  Public
-  Institutional/Semi-Public
-  Trans. / Utilities
-  Office
-  Commercial
-  Light Industrial
-  Industrial
-  Mixed Residential



East

Shockoe Bottom, the oldest part of Richmond and once an industrial area focused around tobacco manufacturing, has become a center for entertainment, commerce, and urban living. Immediately adjacent to Downtown and the historic Church Hill neighborhood, Shockoe Bottom has become among the most vibrant entertainment areas in the Commonwealth of Virginia.

The East District has eight public parks serving both residents and visitors. Chimborazo, Libbie Hill, Taylor's Hill,



Jefferson, Patrick Henry, Powhatan Hill, Chapel Island and Great Ship Lock. The East District also contains some of the City's most spectacular views of the James River and the Downtown skyline. Large areas in the District have steep slopes that prevent development and have inevitably led to the establishment of several of the above mentioned parks. The District is also home to several large cemeteries, both public and private, which add to the overall stock of open space.

There are three large concentrations of industrial uses in the East District. The largest is located in the northwest corner of the District, and encompasses land north of Marshall Street along 17th and 18th Streets in the Shockoe Valley area. It is an area characterized by large turn-of-the-century warehouses originally built to take advantage of the north-south rail lines. The second area consists of large tracts of land in Fulton between Williamsburg Avenue and the James River from 29th Street to the City limits. The third is in the far southwest corner of the District along Hatcher and Newton Roads.

The East End Land Fill and Transfer Station on East Richmond Road near the Henrico County line is considered industrial land. Shockoe Bottom also contains numerous industries, most of which have been transitioning over the past two decades to offices, residences, retail stores, and other uses. The District also



contains a small industrial site located at R and 29th Streets.

There is very little vacant and undeveloped land in the District, and what exists generally falls into three categories:

- Environmentally challenging land - usually steep slopes, floodplains, or former landfills or other industrial sites.
- Isolated parcels within neighborhoods usually the result of demolition of unsafe structures over the period of several years.
- Land within designated Redevelopment Areas.

Other large institutional uses in the East District include Richmond Community Hospital on Nine Mile Road, the Oakwood

and Evergreen Cemeteries, and the Richmond Hill Retreat Center in the St. John's Church neighborhood. In addition there are numerous churches and other places of worship throughout the District.

Commercial activity can be found throughout the East District, both concentrations of commercial uses and scattered "corner commercial" uses within residential neighborhoods. The Shockoe Bottom community, one of the City's largest mixed use areas, contains a wide variety of commercial uses, intermixed with residential, office, industrial and institutional uses.

The Government Road/Williamsburg Road commercial area contains a mixture of neighborhood uses and automobile services that extends east into Henrico County. Williamsburg Road serves as a continuous commercial strip with some single and multi-family development, particularly on the north.

The 25th Street commercial corridor in the heart of Church Hill provides a number of retail services for the immediate neighborhood and the larger community.

The Nine Mile Road/Creighton Road Commercial area contains a small shopping center and a number of smaller commercial uses fronting on Nine Mile Road, many of which are automobile services. As the commercial area extends west along Nine Mile Road, the boundary

becomes less distinct, as the corridor becomes primarily residential with an occasional commercial use.

The East District also contains several smaller concentrations of neighborhood retail establishments in a variety of locations throughout the District. These commercial uses are usually in the form of convenience stores, restaurants, or services within residential neighborhoods. The "corner stores" are a distinct feature of the East District, which provide convenience goods and services to residents within walking distance of their homes.

Surrounding Influences

Eastern Henrico County surrounds the East Planning District to the north, east and southeast. For the most part, adjacent land uses are both similar and compatible with those located within the city. However, Henrico County's 2010 Land Use Plan identifies several "Developing Areas" that are close to the East District and the City limits. These are areas of vacant land of ten acres or more that have been identified as appropriate for mixed-use infill development. Developing Areas include:

- the Greenwood subdivision south of the Glenwood Golf Course;
- the Central Gardens neighborhood north of that same golf course;
- the Glen Echo Lake area between Evergreen Cemetery and Nine Mile Road; and



- the areas north and south of Darbytown Road west of its intersection with Laburnum Avenue.

Depending on the types of uses and densities allowed, development in any of these areas could impact the East District, particularly if it generates additional traffic within the City limits.

Redevelopment Areas

There are three Conservation Areas (Church Hill North, Tobacco Row, and East End) and one Redevelopment Area (Fulton) in the East District.

The redevelopment area designation is intended to revitalize a targeted area through programs designed to eliminate existing blight and the long-term conditions that result in deteriorating neighborhoods.

East

Redevelopment areas are targeted for additional federal, state and local rehabilitation and redevelopment funds and frequently result in land use changes as well. Such designation allows for the public acquisition of property for redevelopment purposes.

- The Church Hill North Conservation Area adopted in 1995 was designed to eliminate blight and deterioration within a 26-block area in a historic area of Church Hill, north of Broad Street.
- The Tobacco Row Conservation and Redevelopment Area was adopted in



1987 to help facilitate the conversion of several former tobacco warehouses into multi-family dwellings and other commercial uses.

- The East End Conservation Area, adopted in 1983, was designed to help revitalize and stabilize the residential area along the eastern periphery of Church Hill.
- The Fulton Redevelopment Area, adopted in 1970, was designed to eliminate blight and deterioration through incremental property clearance and the establishment of a medium-density single family residential community. Present programs are intended to add to the existing stock of detached, single family residential housing units. A significant portion of the Redevelopment Area remains undeveloped. Although a portion along the east side of Williamsburg Avenue had been designated for over 25 years for commercial use, recent acknowledgment of retail market conditions have suggested a change in this approach. That area is now designated for additional single family residential use. It is expected that further refinements to the redevelopment plan will appropriately occur as the original market assumptions continue to change.

There are a number of additional areas within the East District which clearly qualify for redevelopment designation and such designation would likely be the only mecha-

nism to allow the land use changes identified in the Plan. Such needs, however, will quickly outstrip the ability to fund the implementation of these designations. These designations, while necessary, should only be established if their implementation can realistically be funded. To do otherwise has in the past (and will likely in the future) lead to further deterioration and a withdrawal of private investment capital.

Changes In Land Use Since 1983

The basic land use pattern in the East District has remained unchanged since the adoption of the 1983 Master Plan. However, several isolated, yet notable changes have occurred, including:

- The completion of the James River Floodwall in 1997 has become a major catalyst for investment in the southwest corner of the District. With the reduction of the 100 year floodplain, the type and intensity of land uses in Shockoe Bottom has been transformed in the course of a few short years. Once exclusively a warehouse and distribution center with limited commercial uses, Shockoe Bottom now successfully accommodates restaurants, retail shops and galleries, canal-related activities and single family residential development.
- The conversion of vacant tobacco warehouses in Shockoe Bottom into the Tobacco Row apartments.

- New single family homes in the Fulton Redevelopment Area.
- The creation of the Gillies Creek Park.
- Construction of the Oliver Hill Courts Building and Juvenile Detention Center on 17th Street.
- Construction of the Family Resource Center on Jefferson Avenue.
- Expansions to Richmond Community Hospital.
- Designation of historic Main Street Station as the site of the future Main Street Multi-Modal Transportation Center.
- Conversion of several of the District's historic public schools to institutional and multi-family uses.
 - ❑ The Nathaniel Bacon School and the Bowler School are now used for elderly housing.
 - ❑ The Robert Fulton School now houses private art studios and a gallery.
- Completion of the rehabilitated James River and Kanawha Canal and the Canal Walk, west of 17th Street.
- The construction of Jefferson Mews, a new residential development in Church Hill as well as individual infill develop-

ment in the Church Hill and Church Hill North neighborhoods.

- New commercial development along the North 25th Street corridor.

Environmental Constraints Affecting Land Use

Although almost entirely developed, the East District has some opportunities for new growth and redevelopment. Such land use changes may be constrained or otherwise affected by the existing natural and man-made environment conditions.

The 100-year floodplains and Chesapeake Bay Preservation Areas located within the District carry statutory requirements that limit development or require specific performance standards to protect both property and water quality in these areas. Both of these overlay designations follow the James River and its major tributary, Stony Run Creek, as they flow through the District. Both waterways are protected from inappropriate development and land use activities under the City's Chesapeake Bay Preservation Program (as adopted, 1991). Public access opportunities along the James River within the East District will be enhanced when Phase Two of the James River and Kanawha Canal Restoration Project is implemented.

The East District landfill, located in the southeastern part of the District, is currently in operation but is no longer used to collect household or commercial refuse. It



East

has been identified as a source for ground water contamination and methane gas emissions. Adjacent to the landfill are several small apartment complexes. Future development in proximity of the landfill will need to ensure that no environmental conditions exist which pose a potential hazard to the public.

The East District may contain other isolated sites with some form of environmental contamination. None are likely to be severe enough to preclude development, although some cleanup may be required at former industrial sites.

Expected Changes and Trends

The East District will continue to be a residential area within the City, with strong emphasis on single family residences. Public and private redevelopment activities in a few transitional District neighborhoods aimed at improving single family residential housing will likely result in the development of additional infill housing, and bring some vacant and blighted housing units back into active use. Ongoing multi-family redevelopment activities within Shockoe Bottom, stimulated by federal, state and local tax incentives, are projected to serve a growing Downtown work force. It is anticipated that Shockoe Bottom will continue to evolve as a significant mixed-use District. The return of passenger rail service to Richmond at Main Street Station will likely spur increased development activity in this part of the East District.

Renewed interest in Downtown living, spurred by the successful rehabilitation for residential use of a number of industrial buildings in Shockoe Bottom, will most likely continue in key sections of Shockoe Bottom.

The negative effects of financial and physical disinvestment will continue to be felt in specific District neighborhoods, until such time that organized revitalization efforts can bring about necessary improvements.

It is anticipated that industrial uses will continue to play an important role in the economic and physical development of key sections of the District. The extent to which industrial uses increase within the District will depend on whether or not the City can attract new "clean" industrial uses to the area. Growth in the traditional industrial uses, particularly manufacturing, is not expected.

Sizable tracts of land currently in their natural state and unsuitable for development will continue as a character-defining feature of the District. It is anticipated that some of these lands will be added to the inventory of District parks as a means to greatly increase park and open space throughout the District.

Significant Issues

The following issues have significant implications for current and future physical development, and for the overall quality of life for District residents.

- **Vacant and deteriorating housing.**
Vacant and deteriorating housing is a problem District-wide. The East District contains the highest percentage of vacant housing of any area in the City. The abundance of substandard housing imparts a damaging image to the entire District. Given that the majority of structures throughout the District are historically and architecturally significant, demolition to address problems associated with blighted housing will need to be used sparingly.
- **Need to stabilize neighborhoods.**
A continued need exists to stabilize older low-income residential neighborhoods throughout the District, particularly north of Broad Street in the Church Hill, Oakwood/Chimborazo, and Fairmount neighborhoods.
- **Land use conflicts.**
Land use conflicts between residential and non-residential uses intensify neighborhood deterioration.
- **Large multi-family housing complexes.**
The long-term stability of a number of the District's neighborhoods continues to be threatened by social and eco-

conomic conditions associated with a few of the area's large multi-family (primarily public) housing complexes. This is particularly true of sections of the Fairmount and Eastview neighborhoods, but is also a significant issue for residents in parts of the Oakwood-Chimborazo and Church Hill neighborhoods.

- **Zoning can inhibit investment.**
There are a number of large areas within the East District with a mixture of residential uses. For many of these areas, the zoning reflects the predominant multi-family uses. Such zoning, while reflecting residential development, can inhibit investment by homeowners in single family structures.
- **Commercial service centers.**
The District's primary commercial service centers are all plagued by conditions typical of older urban commercial centers. They are impacted by substantial competition from newer suburban centers; they exist on restricted sites, frequently in functionally obsolete structures; they often present a negative street image; they are restricted in the ability to expand for business growth or parking; and they aren't able to accommodate the needs of many modern businesses, for off-street parking.

- **Nine Mile Road.**
Despite having been zoned for commercial use since 1927, Nine Mile Road has developed somewhat haphazardly, with little new commercial development since the Eastlawn Shopping Center was constructed in 1959.
- **Neighborhood convenience stores.**
Neighborhood convenience stores in the communities of Fairmount, Oakwood/ Chimborazo and North Church Hill raise neighborhood concerns due to the relatively high incidence of illegal activities carried out in close proximity to them. Careful review of each of these land uses is necessary in order to distinguish commercial uses that meet legitimate neighborhood needs from those that present hazards to neighborhood stability.
- **James River waterfront.**
The James River waterfront, from Great Shiplock Park downstream to the City limits, includes vacated industrial land and the City's Intermediate Terminal. While historically identified for industrial use, this area may no longer be appropriate for these uses as interest in riverfront development, spurred by completion of the Canal Walk that falls within the District, continues.



- **Redevelopment strategies.**
Land use and redevelopment strategies for the Carrington Street corridor and several other areas have been developed on behalf of the community, but never evaluated within the broader context of land use strategies for the larger Church Hill area.
- **Shockoe Bottom.**
The growth of businesses and housing within Shockoe Bottom has increased greatly with the completion of the Floodwall. Further commercial and mixed use development is expected but development and design controls are needed to provide protection of the historic urban environment that has been an element of its success.

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- **Vacant and/or underutilized industrial land.**

There is an extensive inventory of vacant and/or underutilized industrial land along the James River between I-95 and Powhatan Hill Park, much of which is located within the Fulton Redevelopment Area.

- **Industrial development.**

Historically, the East District has been the site of considerable industrial development. Over time, however, these uses have become somewhat marginalized, due in part to the diminished role that heavy industry plays in local economies nationwide, and in the development of larger industrial uses on large tracts of cheaper land in the counties adjacent to Richmond. Despite the expected continued obsolescence of many of these older industrial facilities, the retention of an industrial base is important in the East District because of the jobs and tax base provided.

Land Use Plan

Overview

The Land Use Plan for the East District reflects long-standing patterns of development and land use, some that began in



Church Hill as early as the mid-18th century. Where significant change is envisioned, it generally results from development on currently vacant land with some recognition of future public or private redevelopment. The entire Shockoe Bottom area is desig-

nated for “mixed use,” reflective of the unique pattern of development and use in the Bottom. Further east, the land between the River and the CSX rail line also possesses the mixed use designation, in response to the likelihood of continued

departure of riverfront industries to be replaced by development catering to new residents, visitors and a variety of commercial opportunities.

Within the broader residential area, primarily Church Hill, the Land Use Plan identifies the predominant residential nature of the area and reflects the future elimination of several non-residential uses within these neighborhoods. The larger multi-family apartment complexes (many which are public housing) are identified in the Land Use Plan.

While the East District is dominated by single family residential neighborhoods, the Plan also provides clear and specific direction for the future

of the numerous commercial areas as well as isolated “corner” commercial uses. A general land use strategy is provided for the commercial portions of North 25th Street and Nine Mile Road, and for the Williamsburg Road/ Government Road service center, although more detailed

plans could be useful in supplementing the land use policies described.

The Land Use Plan also identifies several major additions to the City Park inventory, and provides a clear land use policy for industrial uses that have played such an important role in the District's historical development.

Guiding Land Use Principles

The policies and strategies established for the East District were formulated based in part on the guiding land use principles that follow:

- Most of what currently exists is correct and appropriate.
- Infill development of like density and use is appropriate.
- The predominant land uses in the District are residential in nature, and these uses should be preserved.
- Industrial land uses should be limited to industrial portions of Shockoe Valley, Shockoe Bottom, and designated areas in Fulton. Single-site industrial uses located in residential neighborhoods are not appropriate long-term uses.
- Vacant land unsuitable for development should be reserved for public open space uses.



- Existing historic preservation design controls should be maintained, and where neighborhood support exists, new design controls should be encouraged to preserve existing historic neighborhoods from inappropriate development or design.
- Shockoe Bottom should continue as a mixed-use urban community.

- Recreation and tourism related land uses along the James River should be encouraged.

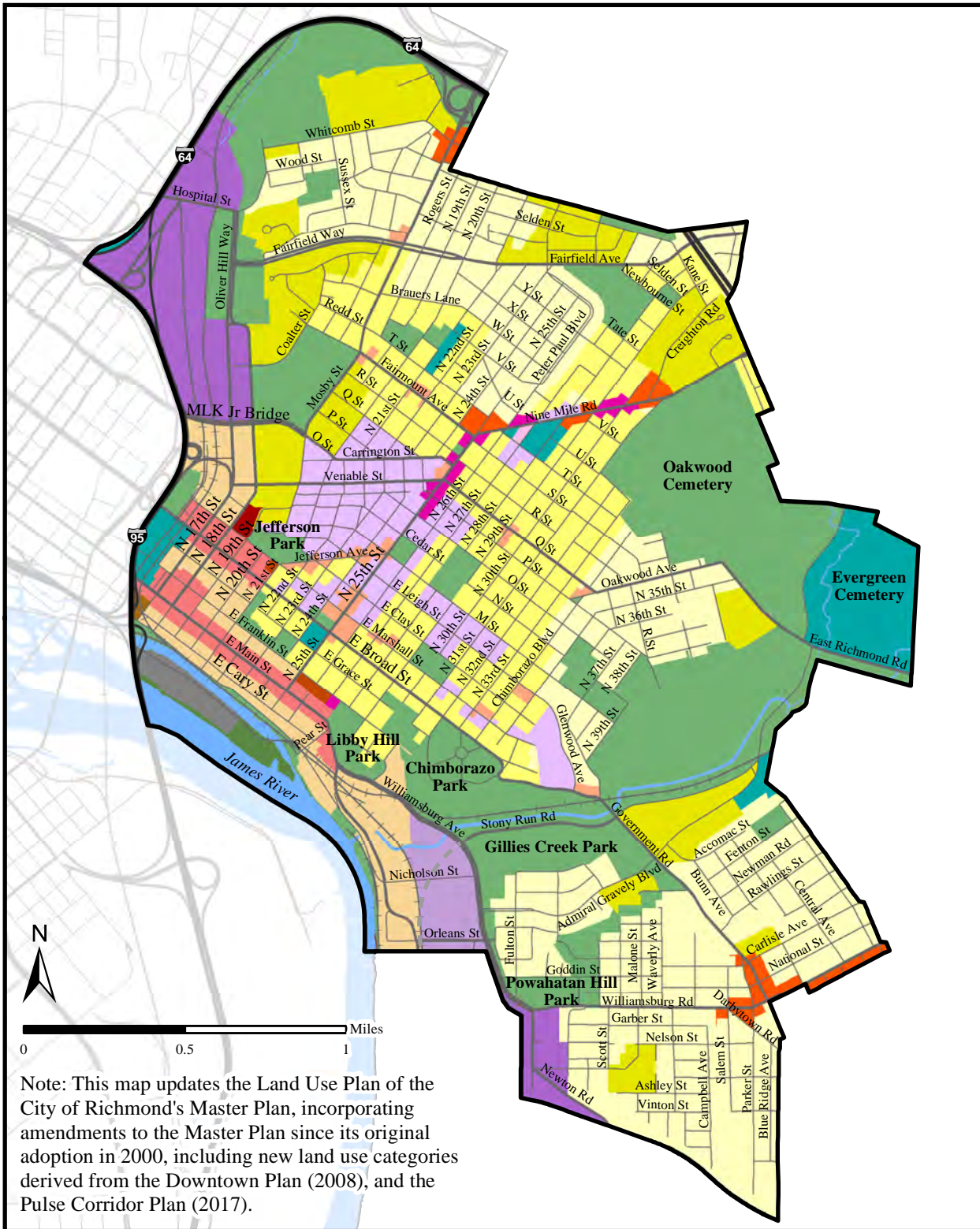
Land Use Policies and Strategies

The following land use policies and strategies are designed to address the significant issues. These policies and strategies also take the District's guiding land use principles into account in their formulation.

East Planning District

Land Use Plan

-  Single-Family (Low Density)
-  Single-Family (Medium Density)
-  Multi-Family (Medium Density)
-  Community Commercial
-  Neighborhood Commercial
-  Mixed Use
-  Mixed Use Residential
-  Transitional Office
-  Industrial
-  Institutional
-  Public & Open Space
-  Downtown Civic Area
-  Downtown General Urban Area
-  Downtown Municipal Infrastructure Area
-  Downtown Natural Area
-  Downtown Urban Center Area
-  Corridor Mixed-Use
-  Industrial Mixed-Use
-  Neighborhood Mixed-Use
-  Nodal Mixed-Use
-  Proposed New Road



Note: This map updates the Land Use Plan of the City of Richmond's Master Plan, incorporating amendments to the Master Plan since its original adoption in 2000, including new land use categories derived from the Downtown Plan (2008), and the Pulse Corridor Plan (2017).



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Updated September 2017

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- Industrial uses located within neighborhoods.**
 An area currently designated for industrial use - the mill yard at 29th and R Streets - is identified on the Land Use Plan map as residential. This designation indicates that the site is appropriate for low-to-medium residential development once the industrial uses currently operating at this location are discontinued. Although the current use has existed for some time and is not particularly detrimental to the community, at such time as that use ends, reuse of the property should be for residential purposes. Industrial uses located within neighborhoods are not appropriate long-term uses.
- Revitalization district wide.**
 Structures deemed appropriate for rehabilitation should be revitalized in order to maintain as much of the area's stock of architecturally significant buildings as possible and improve the neighborhood. Within the framework of existing housing programs, eliminate vacant and uninhabitable buildings where appropriate.
- Conservation and revitalization programs district wide.**
 The City's conservation and revitalization efforts should continue in Church Hill North, Tobacco Row and East End.
- Public to private ownership district wide.**
 Minimize the negative impact of

existing public housing communities on adjacent single family residential uses by promoting the conversion of a percentage of units in each project from public to private ownership.

- Commercial uses district wide.**
 Commercial uses in the East District should be concentrated within existing commercial service centers and mixed use areas.
- Williamsburg Road/Government Road Service Center.**
 The Williamsburg Road/Government Road Service Center, although containing a number of automobile related uses, is best suited for community commercial uses primarily due to the proximity of adjacent residential neighborhoods that would be adversely impacted by more intense uses. Thus,



the area is designated for "community commercial" use on the Land Use Plan map. This designation includes the south side of Williamsburg Road and along Government Road, and the east side of Parker Street. Expansion of the commercial area into the adjoining neighborhood, beyond what is included on the Land Use Plan map, is not appropriate.

- Nine Mile and Creighton Roads.**
 Commercial activities at Nine Mile Road and Creighton Road should be concentrated east of 29th Street and limited to frontage on Nine Mile Road and the East Lawn Shopping Center.
- Nine Mile and North 25th Street.**
 Further evaluation may be necessary to determine the extent to which increased commercial development along the Nine Mile Road corridor between 29th and 25th Streets, and the North 25th Street corridor from Fairmount Avenue to O Street, is appropriate. Such an analysis should be undertaken to identify the following: 1) the appropriateness of a commercial or mixed use designation along this corridor, 2) what will be necessary to make this area a viable commercial or mixed use corridor, 3) the correct use if determined not appropriate or realistic for commercial or mixed use designation, and 4) the means to revitalize the corridor.

As commercial uses along Nine Mile Road and North 25th Street are revitalized and new retail establishments locate on the corridor, the demand for commercial parking is expected to increase. Additional parking should be provided for utilizing vacant lots along the corridor. However, placement of these lots should be done in a manner that does not negatively impact the adjacent residential neighborhood.

Until such time as a more detailed study can be undertaken, the Land Use Plan map reflects mixed uses along the corridor, with the understanding that commercial, residential and office uses would be permitted. If necessary, the Land Use Plan map should be



amended upon completion of a more thorough analysis.

- **Corner commercial.**

Within the East District there are numerous, isolated single-site commercial uses (either the traditional “corner” store or groupings of businesses in the center of a block). Neighborhood commercial uses traditionally provided needed goods and services to adjacent residents, and when located in multi-story buildings were usually coupled with residential uses above. Over time, however, both the types of commercial uses found in these locations as well as the market served by these uses have changed. Expansion or conversion of these uses to more intense uses should be discouraged, particularly if existing zoning standards cannot be met. In all instances, such uses should be restricted to neighborhood commercial uses with limitations on operating hours, number of employees, and signage. While often convenient to the immediate neighborhood, single-site commercial uses (usually “corner stores”) frequently constitute a significant nuisance for the general neighborhood and beyond. Neighborhood commercial uses are deemed appropriate only as long as ABC licenses are not included in their operation.

- **Institutional uses district wide.**

The few institutional uses located

within the District are appropriately sited and serve as assets to the community. These uses should continue, but expansions to these facilities should not be allowed, as to do so would result in negative impacts to surrounding residential uses.

- **Richmond Community Hospital.**

The boundaries of the Richmond Community Hospital campus should remain as they currently exist. Recent expansions increased medical office space and public parking. No other expansions, particularly into any the residential neighborhood, are appropriate.

- **Redevelopment in Fulton.**

Single family residential development should continue within the Fulton Redevelopment Area. In addition to residential uses, the Fulton Redevelopment Plan calls for five other permitted land uses: neighborhood commercial, mixed-use, industrial, public and open space and institutional. The Land Use Plan reflects appropriate locations for each of these uses.

- **Opportunity for mixed-use development.**

There are approximately 60 acres of land along the edge of the James River, west of the CSX Rail trestle, that provide an opportunity for creative mixed-use development that can take advantage of both proximity to the Shockoe Bottom and the downtown as



well as amenities throughout the East District. With the ultimate continuation of the Canal Walk east along the River's edge to the city limits, this area offers numerous opportunities for complementary development that could also tie into similar development in adjacent Henrico County. Appropriate uses include hotels, housing, public areas and office space. Any development should, however, ensure continuous public access along the River and accommodate tour boat access. Reconfiguration of the roadway network is appropriate to enhance access and maximize development opportunities.

- **Development in Shockoe Bottom.** Shockoe Bottom is designated as

mixed use on the Land Use Plan. Development in this area should be consistent with the 1999 Shockoe Bottom Land Use and Development Strategy, with the understanding that any new use should retain the original structures to preserve the unique character of the Bottom.







- **Industrial uses.** Industrial uses shown on the land use plan map reflect the intent to consolidate industrial uses into three key areas within the East District: Shockoe Valley, the eastern part of Fulton, and the Hatcher Street and Newtown Road area. Industrial uses in Shockoe Bottom should continue as described in the 1999 Shockoe Bottom Land Use and Development Strategy. Industrial

uses may also be appropriate within the mixed use area along the James River, but such uses should be secondary to other residential, commercial and tourism related uses.

- **Former Juvenile Court Facilities.** The Land Use Plan map reflects the recommendation that the site of the former Juvenile Courts Building and Juvenile Detention Center on Mecklenberg Street be retained for an appropriate future use.
- **Parks and Recreation.** The Land Use Plan map reflects key elements of the recreation and parks plan as they relate to land use. The Plan recognizes the existing City parks in the District and also identifies lands appropriate for City park system expansion. Additional park and public open space should be added to the existing inventory of City Parks within the East District only if these areas can be properly maintained, and access and security can be controlled so as to not present problems for adjacent residential neighborhoods and/or business owners. The Plan includes the following elements of the Parks plan.
 - ❑ Expansion of Great Shiplock Park to include portions of the western half of Chapel Island.
 - ❑ Expansion of the Canal Walk east to the City limits.

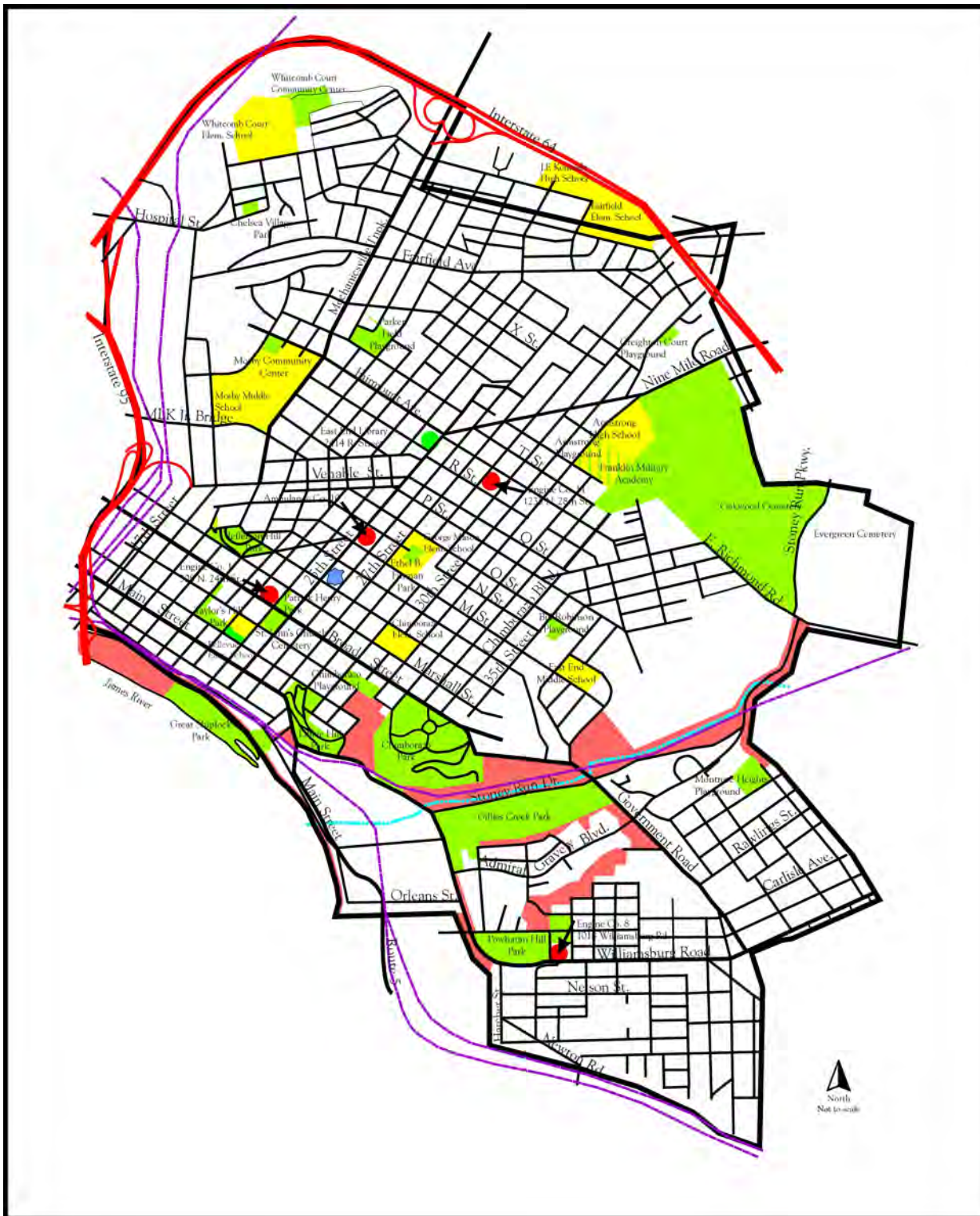
East Planning District

Parks & Recreation Areas
Schools and Public Facilities

-  Fire/Rescue
-  Public Libraries
-  Public Schools
-  Police Precinct Stations
-  Public Parks
-  Proposed Public Parks



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Division of Comprehensive Planning
November 2000

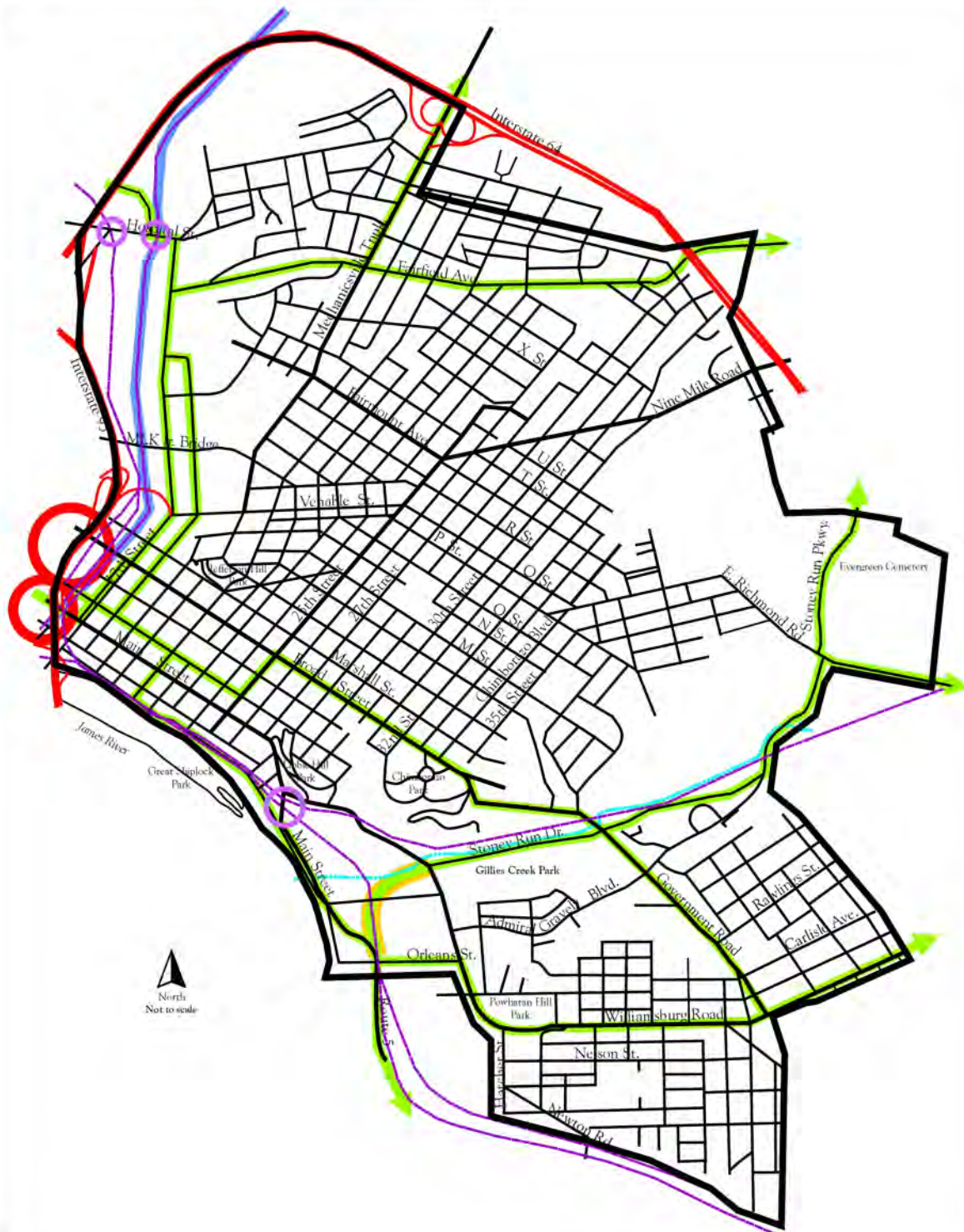


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- ❑ Conversion of a portion of the East Richmond Road Landfill to public open space, with the extent of development and programming dependent upon environmental conditions.
 - ❑ Expansion of the Gillies Creek Park to create a contiguous public park space with Powhatan Hill Park, Libbie Hill Park, and a portion of the land at East Richmond Road landfill, and Great Shiplock Park.
 - ❑ Development of recreational facilities and/or recreational opportunities within Gillies Creek Park, inclusive of parkland created at the site of the former East End Landfill. Possible activities include: horse stables, natural areas, outdoor entertainment areas, little league field, soccer fields, outdoor art exhibition area or a small boat access to the creek.
- **Transportation.**
 The Land Use Plan map also reflects those elements of the Transportation Plan as they relate to land use. The following key transportation recommendations are worth noting, insofar as they can have significant impacts on land use within the District:
 - ❑ Extension of 15th Street from the I-95 off-ramp, south past Franklin Street to Main Street in order to provide increased access to Main Street Station and safer deceleration off of the interstate;
 - ❑ Reconfigure the interchange of I-95 at 14th and Broad Streets to improve access to Main Street Station and address conflicts between cars accessing the interstate and heavy volumes of pedestrian traffic on the local streets. Also address means to relieve congestion of traffic accessing the interstate system during peak hours. Investigate the potential for a direct turn eastbound onto Broad Street from the southbound I-95 exit ramp.
 - ❑ Reconfiguration of the roadway system near the Intermediate Terminal to connect Route 5 (Main Street) with Williamsburg Avenue;
 - ❑ Improvements to the intersection of Dock and Main Streets to align Dock Street directly with Main Street; as a means of improving the road network to support future development.
 - ❑ Road realignment on Hospital Street to accommodate at-grade rail-crossing elimination.
 - ❑ Elimination of the existing at-grade railroad crossing at Valley Road.
 - ❑ Any planned accommodation of inbound commuter traffic from eastern Henrico County into the City should not include the widening of either Government or Williamsburg Roads.
- ❑ Roads have been identified on the Transportation and Roadway Improvements Map as potential bikeways. Development for a comprehensive bike routing system should include plans for the long-term maintenance of bicycle route designators (signage, bicycle lane street striping, etc.).

East Planning District

Transportation and Roadway Improvements



-  Bike Routes
-  New Roadway Segments
-  Operating Improvements
-  Additional Travel Lanes
-  Express Bus Service
-  Light Rail Transit
-  Light Rail Conceptual Routes
-  Regional Commuter Rail/High Speed Rail
-  Interchange Improvements

CHAPTER 11
THE DISTRICT PLANS

**Land Use patterns and
Development Trends**

Significant Issues

Land Use Plan

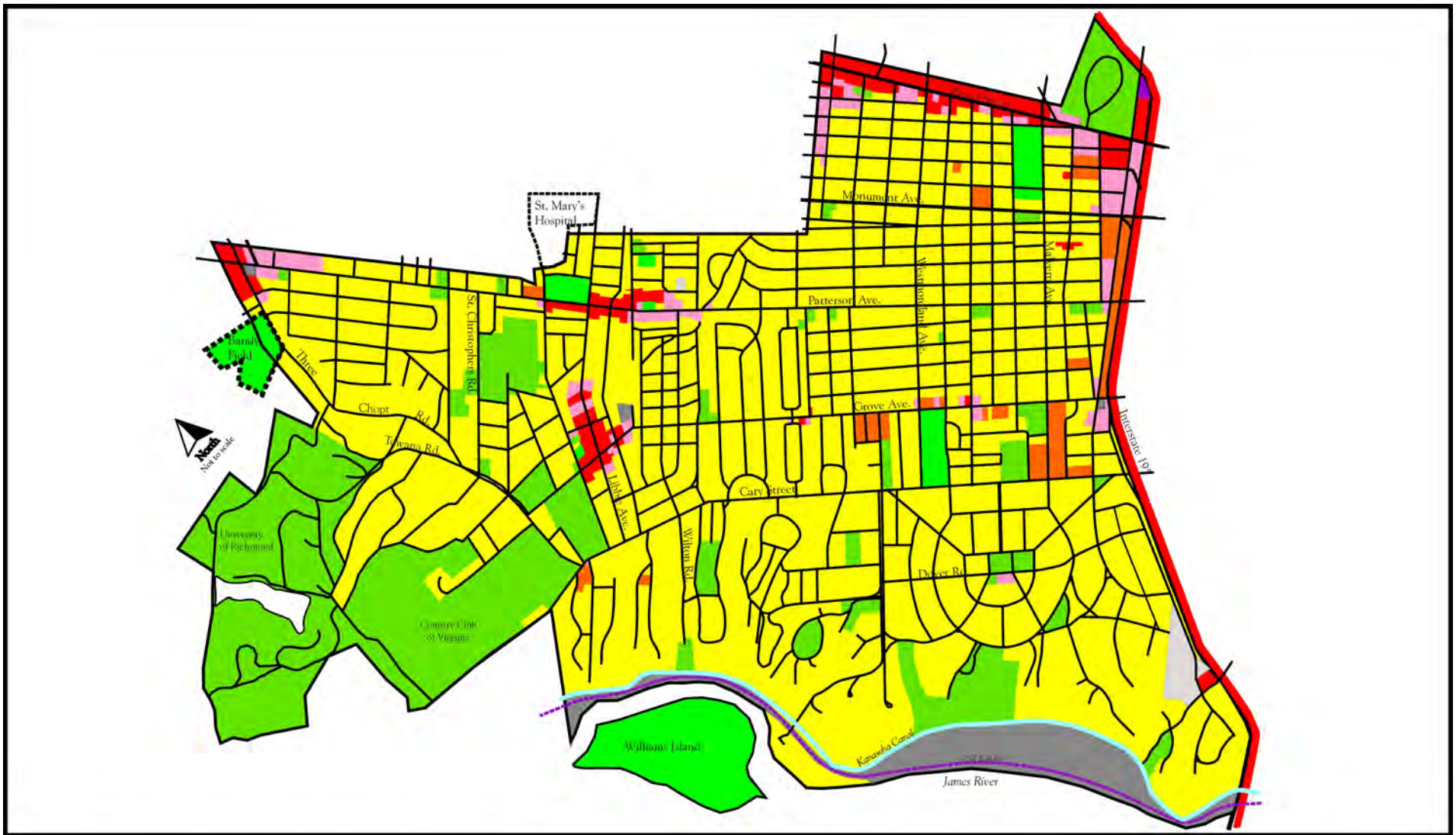












**FAR WEST
PLANNING DISTRICT**

**Land Use Patterns and
Development Trends**

General Description

The Far West Planning District extends from the James River on the south and Interstate 195 on the east, to the City limits to the north and west. The District is almost exclusively single family residential both in character and in land use. Some of the City's finest homes are located off of Cary Street Road, near the James River in the Windsor Farms and Lockgreen neighborhoods. Windsor Farms in particular is distinguished by a large collection of architecturally significant homes, many of which are excellent examples of 20th century neo-classical architecture. Elsewhere, well-constructed, well-maintained homes and abundant landscaping characterize District neighborhoods. The campuses of the University of Richmond, St. Catherine's and St. Christopher's Schools, the Country Club of Virginia, and the large number of mature street trees contribute to a park-like atmosphere throughout the District. The few multi-family residential structures scattered throughout the District are well maintained, and are in keeping with the character of surrounding neighborhoods. There are four clusters of intense commercial activity at Libbie and Grove Avenues, Libbie and



- | | |
|---|--|
|  Single-Family Residential |  Trans. / Utilities |
|  Multi-Family Residential |  Office |
|  Vacant Land |  Commercial |
|  Public |  Light Industrial |
|  Institutional/Semi-public |  Industrial |




MASTER PLAN
RICHMOND
 Department of Community Development
 Division of Comprehensive Planning
 November 2000

Far West Planning District

Existing Land Use



Patterson Avenues, Three Chopt Road and Patterson Avenue, and along West Broad Street which defines much of the northern boundary of the District. Each of these four areas contains businesses that attract clientele from throughout the City and region. While the Broad Street and the Three Chopt and Patterson commercial areas are designed to attract high-volume motor traffic, the Libbie and Grove and, to a lesser extent, the Libbie and Patterson areas feature more pedestrian-scaled environments. Two small neighborhood commercial areas exist in the District, one in the 4900 block of Grove Avenue at

Lexington Street and the other along Lafayette Street between West Franklin and Wythe Streets. Because the District is almost entirely developed, ongoing demands for more office and retail commercial space within an area largely devoted to residential uses will continue to lead to land use conflicts in the future.

With the exception of a small parcel on Hamilton Street, north of Broad Street, the Far West Plan-

ning District contains no industrial land. Most of the undeveloped land in the District is held by major institutions such as the Country Club of Virginia or the University of Richmond, or is limited to small residential infill sites. There are very few opportunities for new development without replacing an existing use.

Changes in Land Use Since 1983

The overall land use patterns for the District have not changed since the 1983 Master Plan was adopted. Single family residential uses still predominate, with commercial centers remaining relatively

unchanged. Both the Libbie-Grove and the Libbie Patterson areas have experienced some growth, expanding along Granite Avenue and Patterson Avenue respectively. Small neighborhood-oriented commercial areas at Grove Avenue and Lexington Street, and along Lafayette Street between West Franklin and Wythe Streets, are much the same as they were at the time of the 1983 Plan. Recommendations at that time called for no expansions of any of the above areas; these recommendations have, for the most part, been followed. There has been no perceptible change in the number of multi-family residential units within the district; their presence continues to be in harmony with, and subordinate to, the predominant single family residential use.



Environmental Constraints Affecting Land Use

Although almost entirely developed, primarily with residential uses, the Far West District will continue to experience subtle changes in land uses. Unlike the early part of the 1900's (when most of the development occurred), development and land use today must be respectful of both the natural and man-made environments. This respect is both desirable to the community at large and in many instances controlled by law or regulation. The District, however, has few natural features (aside from the James River) subject to regulatory control. Limitations on land use and development in the Far West District are more likely to result from community desires to protect and enhance particular aspects of the natural environment, rather than from regulatory mandate.

The James River, which forms the southern edge of the Far West District, provides the drinking water supply for the City and much of the region. The entire section of the River that flows through the City has been designated as a State Scenic River by the General Assembly. The approximately two-and-one-half mile section of the James River that falls within the boundaries of the Far West Planning District offers some of the City's most spectacular views of the river.

The James River and Westham Creek (the only tributary stream to the James in the



District) fall under the jurisdiction of the Chesapeake Bay Preservation Act. The Act designates sensitive areas adjacent to these and other water bodies, limiting development and/or requiring specific development performance standards to protect both property and water quality. Steep slopes along the edge of the James River also limit development; however, there is no regulatory mechanism to protect the aesthetic visibility either of the James River or areas adjacent to it.

The land use history in the District provides no indication of past uses that would generate environmental concerns inhibiting

future use of those sites. The one exception is the vacant land at the intersection of Douglasdale Road and Portland Place. The ability to develop much of this site is severely limited because of its past use as a landfill. No other sites with similar constraints on development have been identified in the District.

Significant Issues

The following have significant implications for future development and for the overall quality of life for District residents:

- **Limited opportunity for commercial development.**
There is significant demand, but limited opportunity, for further commercial development. Facilitating the expansion of existing commercial centers would have a negative impact on adjacent residential neighborhoods.
- **Commercial development on Broad Street and Staples Mill Road.**
Commercial development and activities on Broad Street and Staples Mill Road have a tendency to negatively impact adjacent residential neighborhoods with encroaching traffic, parking demand, and noise.
- **Traffic congestion on Three Chopt Road and Cary Street.**
Vehicular congestion (particularly during peak periods) on Three Chopt Road and Cary Street Road cannot be easily remedied without providing additional capacity through a traditional approach of road widening.
- **St. Mary’s Hospital.**
St. Mary’s Hospital development and expansion will have potentially negative impacts on adjacent neighborhoods in the City, particularly with regard to traffic and demand for parking.



- **Expansion of St. Christopher’s School.**
The potential expansion of St. Christopher’s School could encroach into adjacent neighborhoods and generate an adverse amount of vehicular traffic.
- **Lack of public open space.**
Despite the abundance of open space affiliated with private schools, churches, and private associations,

there is an inadequate amount of public open space, and limited opportunities to provide more.

- **Vacant land at Portland and Douglasdale Road.**
Vacant land at Portland Place and Douglasdale Road is environmentally unsuitable for future development, despite its advantageous location.
- **Limited public access to the James River.**
Public access to the James River is very limited within the District, even though this part of the river offers some of its most scenic views.

Land Use Plan

Overview

The Land Use Plan for the Far West District envisions virtually no change from what currently exists. The Land Use Plan maintains the existing development pattern in the District, with the expectation that single family residential development will continue to be the predominant and most appropriate land use. Commercial and office development is focused along the major corridors, particularly Broad Street and portions of Hamilton Street. The Land Use Plan also identifies three other commercial centers, and establishes the policy that, with few exceptions, no further development or encroachment of commercial or office uses into the residential neighborhoods is appropriate. Office uses are generally the preferred land use as a transition between established neighborhoods and concentrations of commercial activity.

Opportunities for redevelopment or change in use in the Far West District are extremely limited. Exceptions include the former land fill site at Portland Place, providing an opportunity for recreational use or open space and limited infill development opportunities elsewhere.

Guiding Land Use Principles

The following general land use principles reflect the status of existing conditions and attempt to predict major challenges and



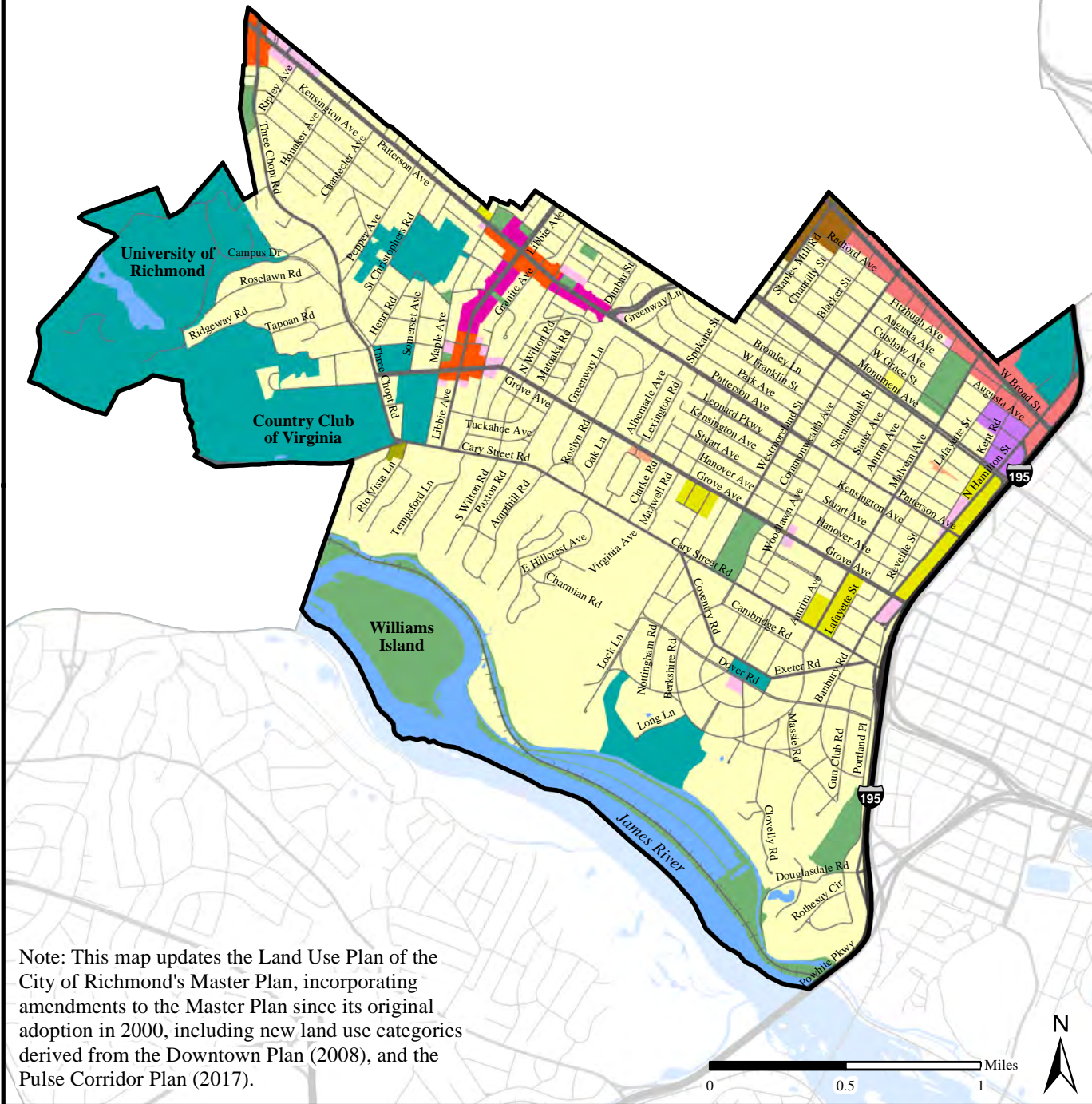
development pressures that may come to pass within the Far West District. They serve as the general foundation for more specific land use policies and strategies that follow.

- Most of the land uses that currently exist within the District are correct and appropriate.
- The predominant residential character of the District should be kept intact.
- Appropriate infill development (where possible) should be of similar density and use to what currently exists in the surrounding area.
- No University of Richmond expansion should occur outside the current campus boundaries.
- Residential areas should be protected from further commercial encroachment.
- Broad Street, from I-95 to the City limits, should remain a commercial (primarily retail) corridor.
- The Broad Street commercial corridor should not be allowed to encroach into adjacent neighborhoods.
- The commercial area south of Broad Street, along Staples Mill Road, should not be allowed to encroach into adjacent residential neighborhoods to the east.
- Future development of Cary Street west of the Downtown Expressway should remain exclusively residential in character and use.
- Expansion of commercial areas should not be allowed if resulting redevelopment or site expansions adversely impact surrounding residential uses.
- Broad Street commercial corridor uses should not include those inappropriate to the area or in direct conflict with other existing uses.
- Further commercial development within the District should occur within the Libbie/Grove, Libbie/Patterson, and Patterson/Three Chopt Service Centers and along the Broad Street commercial corridor as described on the Land Use Plan map. The vitality of the commercial Service Centers at Libbie/

Far West Planning District

Land Use Plan

-  Single-Family (Low Density)
-  Single-Family (Medium Density)
-  Multi-Family (Medium Density)
-  Multi-Family (High Density)
-  Community Commercial
-  Neighborhood Commercial
-  General Commercial
-  Mixed Use
-  Transitional Office
-  Institutional
-  Public & Open Space
-  Corridor Mixed-Use
-  Nodal Mixed-Use
-  Transitional



Note: This map updates the Land Use Plan of the City of Richmond's Master Plan, incorporating amendments to the Master Plan since its original adoption in 2000, including new land use categories derived from the Downtown Plan (2008), and the Pulse Corridor Plan (2017).



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& Development Review**
Created November 2000
Updated September 2017

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Far West

Grove, Libbie/ Patterson, and Patterson/Three Chopt should be maintained by placing limitations on the extent and character of expansions to those areas.

Land Use Policies and Strategies

The following land use policies and strategies are designed to address the significant issues. These policies and strategies also take the District's guiding land use principles into account in their formulation.

- Neighborhood Commercial**
 Neighborhood commercial uses as shown on the Land Use Plan map should be limited to uses that provide direct retail or services generally used by the immediate surrounding neighborhood and are not intended to draw from a broader market. Such uses would include convenience grocery stores, laundromat and dry cleaners, and some service stations. Such areas in the Far West District include Grove at Lexington Avenue, and Lafayette Street between Wythe Avenue and Franklin Street. The extent of these uses should not be allowed to expand beyond the existing boundaries as generally shown on the Land Use Plan map. Isolated neighborhood commercial uses not specifically identified on the Land Use Plan map are not appropriate and, where currently existing, should be phased out over time.



- Expanding the Libbie/Grove and Libbie/Patterson Service Areas¹**
 Although historically Grove and Patterson were separate shopping districts, there is an accelerating positive trend that will eventually join these into one shopping district. Development and zoning conversions are bringing more and more commercial and office uses to Libbie, between Grove and Patterson. This evolution of the three streets into one town center for Westhampton will be important to the future vitality of all the business on each of these streets.

Expansion of the Libbie/Grove Service Center should occur north on those parcels that front Libbie Avenue to Kensington Avenue as shown on the Land Use Plan map. As shown on the amended Land Use Plan, mixed use development is appropriate for these parcels, and an Urban Business District classification is the recommended zoning classification for this area. No new non-residential development should be allowed to expand into the residential neighborhoods east or west along Grove Avenue or along Libbie Avenue, beyond the boundaries shown on the Land Use Plan map.

¹ Patterson/Libbie/Grove Master Plan Amendment, Ord. 2012-8-15, adopted March 28, 2011

Expansion of the Libbie/Patterson Service Center should occur east and south on those parcels that front Patterson Avenue from Westview Avenue to Dunbar Street as shown on the Land Use Plan map. As shown on the amended Land Use Plan, mixed use development is appropriate for these parcels, and an Urban Business District classification is the recommended zoning district for this area. As shown on the Land Use Plan map, there should be no other expansion of non-residential uses into the residential neighborhood.

The West End Branch of the Richmond Public Library should be considered a key destination point for the Libbie/Patterson Service Center. Renovation and/or expansion of the library should be an integral piece of the redevelopment of the area.

New development and redevelopment within these mixed-use areas should:

- be a range of residential and commercial uses;
- be a mix of pedestrian and vehicular scales;
- be between two (2) and three (3) stories in height;
- have setbacks that match the existing development pattern or be adjacent to the sidewalk; and
- have parking located to the rear of the building with opportunities for shared parking with adjacent development.
- for the parcels fronting the west side of

Libbie Avenue north of Guthrie Avenue to Kensington Avenue, the mix of uses should be predominantly residential and provide adequate screening and buffering between the adjacent residential properties to the west.

Existing Public and Open Space, as shown on the Master Plan Land Use Recommendation map, should be maintained.

A pocket park on Libbie is proposed, which should not be a strictly passive space, but be one of the attractions that draw pedestrians along Libbie.

• **Parking and Transportation Improvements for the Libbie/Grove and Libbie/Patterson Service Areas¹**

Libbie and Patterson need a thorough re-thinking as “complete streets” that serve pedestrians, school children, the elderly, and cyclists, and that reinforce neighborhood connections. It is imperative that decisions be made now to create a dynamic and coherent system of public spaces and walkable streets that will contribute to the neighborhood’s quality of life, now and for future generations.

A redesign of these streets, as shown on the following graphic, should at least explore all of the following:

- Wider sidewalks
- Landscaped medians
- Landscaping that promotes the sense

of place

- Bike lanes, preferably buffered
- Generous crosswalks at major intersections, with curb extensions (bump-outs)
- Trees and other shading devices
- Higher level of amenities for pedestrians, including better sidewalks, lighting, seating, and way-finding
- Redesign of the Patterson and Libbie intersection, which is one of the big obstacles to Patterson becoming better connected to the rest of the district
- Gateway treatments at key places should mark entrances to the Grove-Libbie-Patterson shopping district



Far West

The attractive tree-lined streetscape of the neighborhood streets and sidewalks needs to be continuous all the way to the arterials to help break up the monotonous concrete environment of Patterson. Bringing the typical streetscape, with trees and good sidewalks, all the way to Patterson will be part of the strategy to signal to drivers that they are driving through a neighborhood place, making the corridor more attractive, and helping reduce traffic speeds. It will also encourage walkability and connectivity.

Traffic and parking impact analysis should be provided for new development and redevelopment proposals. Potential transportation and parking impacts should be mitigated if warranted.

In addition, a parking study and a traffic study are recommended for the Patterson/Libbie/Grove area to better understand where parking is undersupplied and whether this is more because of parking supply or parking management (enforcement of parking violations, directional signage, etc.) and should be completed within two years. Recommendations from these studies will be reviewed and those deemed necessary may be included as an Amendment to the Master Plan.

Funding for these studies should be explored through the City's budget process. Private funding may also be available through the creation of a Business Improvement District or the creation of a Special Assessment District.

● **Implementation of Recommendations¹**

The initial task of implementing the above recommendations should be a zoning analysis to determine the appropriate classifications for each property. If no appropriate zoning classification exists for the area, a new district should be created specifically to encourage the desired type of development. Business and property owners, as well as residents, will be invited to engage in this study.

In addition, the creation of an Urban Design Overlay District should be considered by the property owners, with the purpose of:

- protecting existing architectural massing, composition and styles as well as neighborhood scale and character;
- compatibility of new construction and structural alterations with the existing scale and character of surrounding properties; and
- preservation of streetscapes, open spaces and natural features.

¹ Patterson/Libbie/Grove Master Plan Amendment, Ord. 2012-8-15, adopted March 28, 2011



- **Patterson/Three Chopt Service Center.**
Expansions to the Patterson/Three Chopt Service Center should not be allowed, as the resulting encroachment of commercial uses into adjacent single family residential neighborhoods would adversely affect the quality of life for residents of these areas.
- **Mixed use developments at Broad and Hamilton Streets.**
The 26-acre parcel of land at the intersection of Broad and Hamilton Streets occupied by United Methodist Family Services provides an opportunity for significantly more development than that which is currently on the site. This location is identified on the Land

Use Plan map as mixed use. Appropriate uses could include additional housing at medium to high densities, expansion of existing institutional uses such as a school, or offices and some opportunity for retail along Broad Street.

- **Transitional buffers.¹**
The use of transitional buffers, such as on-site landscaping buffers, between commercial, mixed uses and residential neighborhoods should be increased. Areas that would greatly benefit include the neighborhoods surrounding the West Broad Street and Staples Mill commercial corridors, Libbie Avenue between Grove Avenue and Patterson Avenue, and Patterson Avenue between Willow Lawn Drive and Maple Avenue.

- **St. Mary's Hospital.**
Any expansion of St. Mary's Hospital and its related facilities, including parking, into City residential neighborhoods to the south should not be allowed.
- **St. Christopher's School.**
Currently, the campus of St. Christopher's School is defined by a set of somewhat irregular boundaries: Pepper Avenue and St. Christopher's Road to the west, Henri Road to the north (and the residential uses fronting Henri Road and Maple Avenue), Wesley and Ferguson Roads to the south, and the backs of residential uses fronting Maple Avenue to the east. Any future expansions to the campus should be confined within these boundaries, as shown on the Land Use Plan map. Expansion should not be allowed to adversely impact the surrounding residential neighborhoods.
- **St. Catherine's School.**
Expansion of St. Catherine's School should be limited to the ongoing acquisition of isolated single family residential properties along the north side of Grove Avenue. Property acquisitions along this section of Grove Avenue should not result in a change to the existing land use.
- **The Country Club of Virginia**
No expansions should be allowed to the existing campus of the Country

Club of Virginia, as such expansions would result in a negative impact to the surrounding residential neighborhoods.

● **Parks and Recreation.**

The Land Use Plan map also reflects those elements of the recreation and parks plan as they relate to land use. The Plan recognizes the existing City parks in the Far West District and also identifies lands appropriate for City park system expansion. Park expansion recommendations are as follows:

- ❑ Bandy Field should be maintained as a passive recreational space within the City’s Park system.
- ❑ Vacant land immediately to the west of Portland Place and east of the Windsor Farms subdivision should be used as public open space. This land has very limited development potential due to environmental constraints. Once the site of a landfill, this parcel is appropriate only for passive recreation uses, pending thorough environmental analysis.
- ❑ Physical improvements to the City’s Water Filtration Plant at the southern terminus of Douglasdale Road should incorporate a public access point to the James River, in order to address the lack of public access to the James River within the District.
- ❑ Williams Island should be added to the James River Park System. It

should be maintained in its natural state, with no active recreational uses.

● **Transportation.**

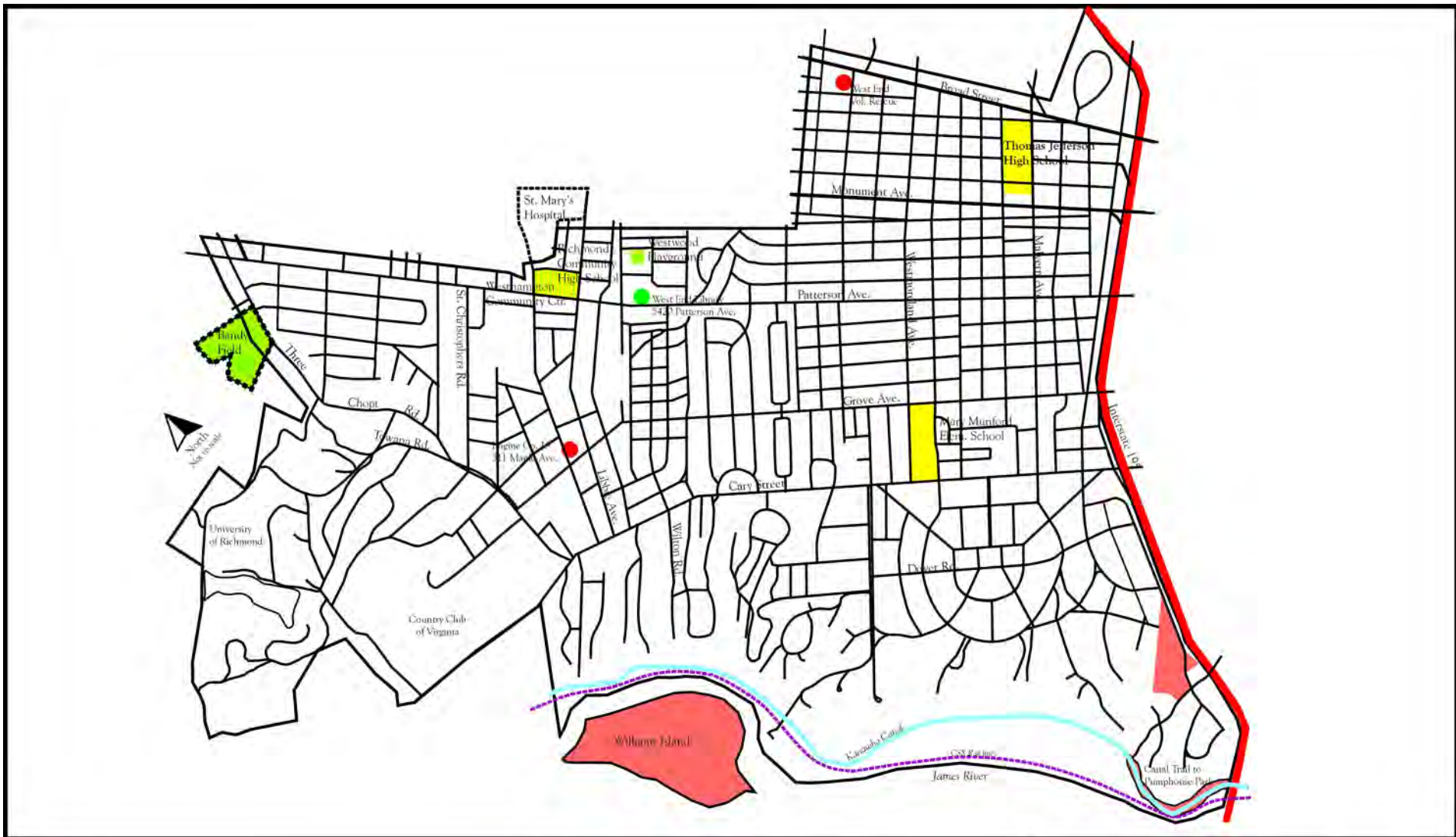
The Land Use Plan map also reflects those elements of the transportation plan that relate to land use. The following key transportation recommendations are worth noting, insofar as they have significant impacts on land use within the District.

- ❑ Any planned improvements to the Huguenot Bridge should not include the additional lanes on the bridge or widening of the roads leading up to it.
- ❑ Improvements within the existing right-of-way at the intersection of

Three Chopt Road and Patterson Avenue are recommended to enhance traffic efficiency.

- ❑ The development of left turn lanes at Three Chopt Road and Towana Road and Three Chopt and Grove Avenue with the existing right-of-ways are recommended to enhance traffic efficiency and to minimize traffic back-ups during peak commuter hours.
- ❑ The development of left turn lanes and median landscaping along Broad Street from I-195 to Staples Mill Road is recommended to enhance traffic flow and improve the streetscape.
- ❑ Designated bike routes along Grove, Willow Lawn Drive, and

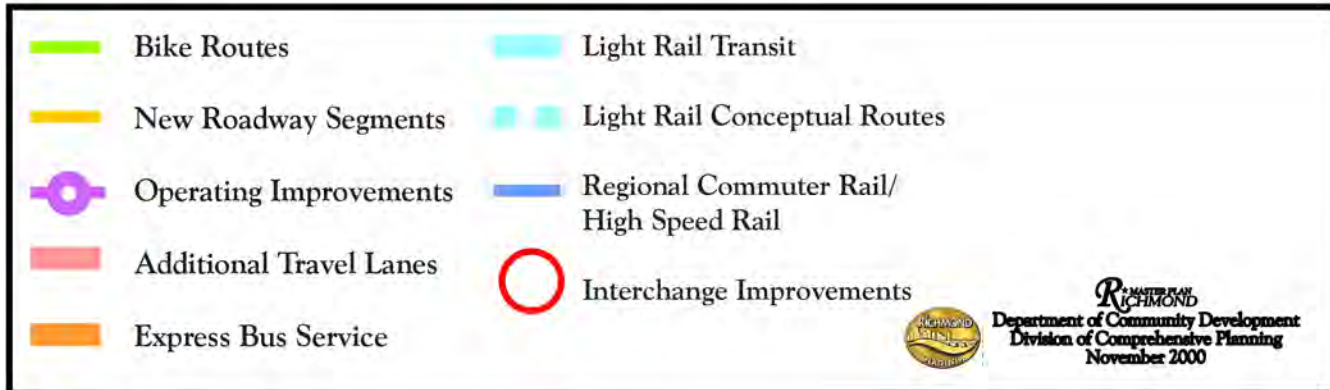
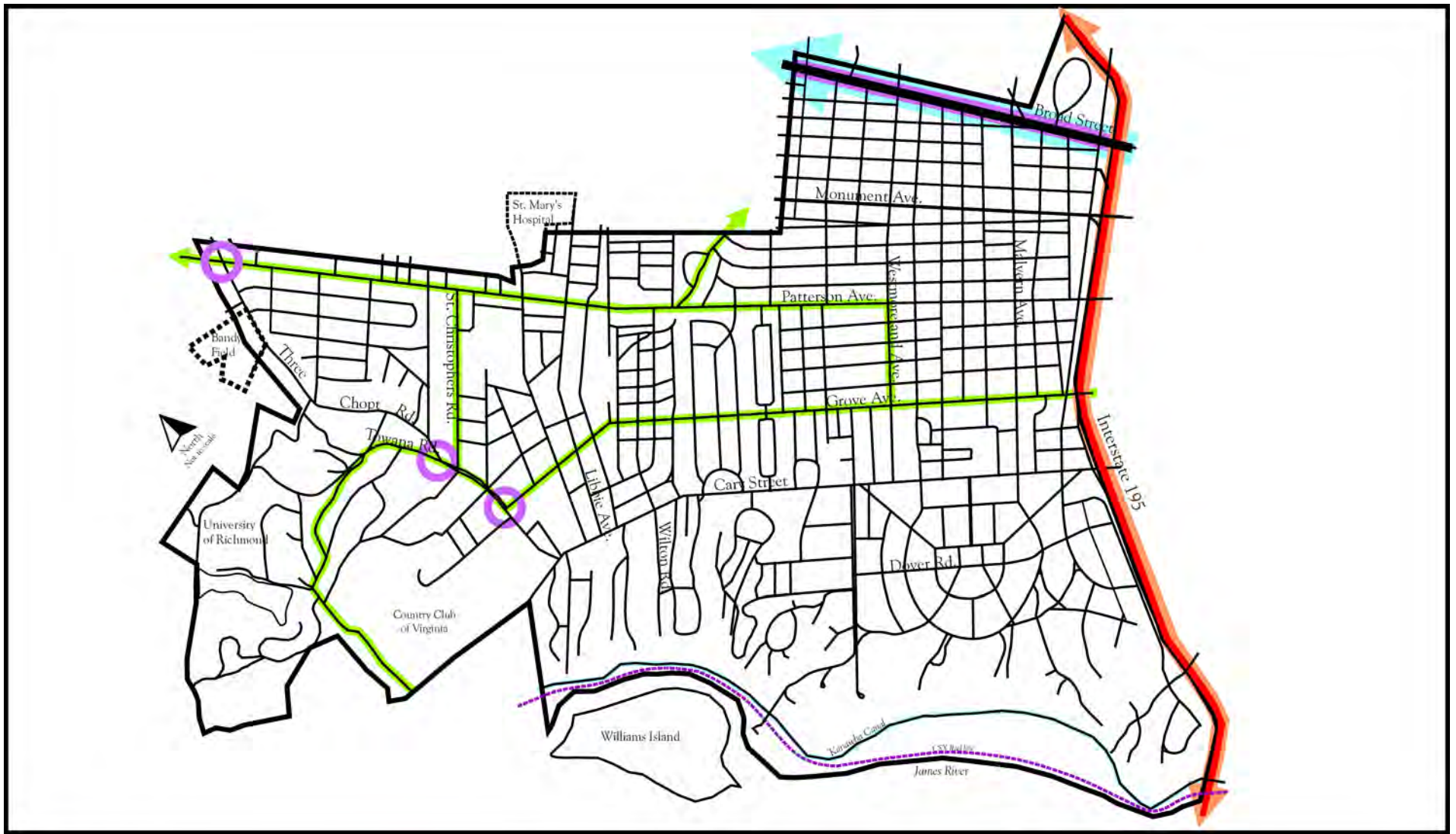




- Fire/Rescue
- Public Libraries
- Public Schools
- Public Parks
- School/Community Facility
- Proposed Public Parks


Far West Planning District

Parks & Recreation Areas
Schools & Public Facilities



Far West Planning District

Transportation and Roadway Improvements



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Patterson Avenues, St. Christopher's Road, Towana Road and across the Huguenot Bridge are recommended to provide safe travel for commuter and recreational bicycle travel. (signage, bicycle lane street striping, etc.)

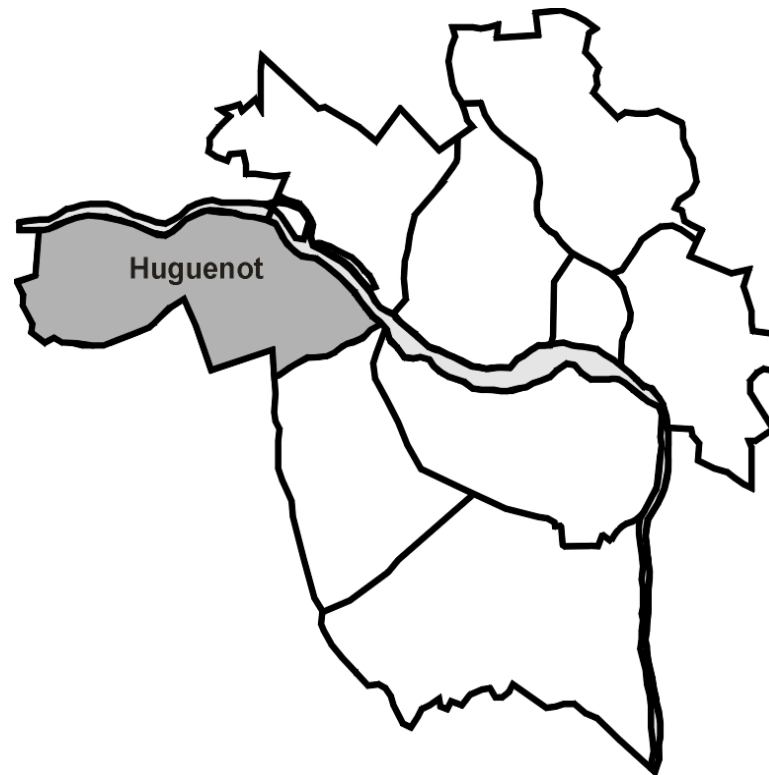
- Strategies intended to mitigate the negative impacts of traffic congestion along Cary Street Road and Three Chopt Road should not include widening either of these two arterial streets. This would be highly disruptive and detrimental to the surrounding neighborhoods. Improvements to Cary Street Road and Three Chopt Road should be designed to have minimal impact on the sensitive residential character of the area. Any improvements to these roads must consider the current character of these historic roadways. The use of strategically placed left turn lanes and more coordinated traffic signalization should be considered.
- Roads have been identified on the Transportation and Roadway Improvements Map as potential bikeways. Development for a comprehensive bike routing system should include plans for the long-term maintenance of bicycle route designators.

CHAPTER 11
THE DISTRICT PLANS

**Land Use patterns and
Development Trends**

Significant Issues

Land Use Plan



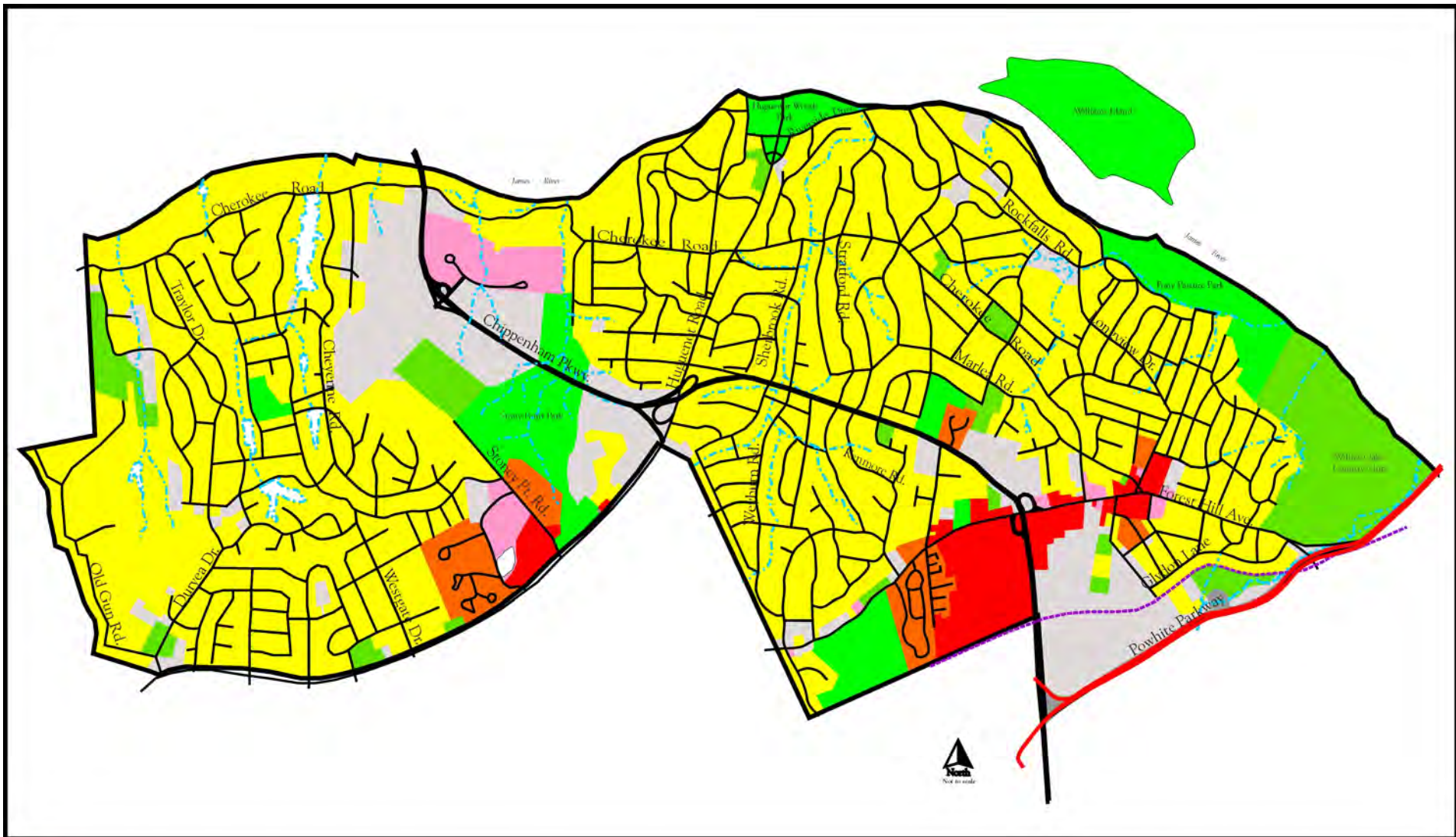
**HUGUENOT
PLANNING DISTRICT**











**Land Use Patterns and
Development Trends**

General Description

The Huguenot Planning District encompasses a number of the City's westernmost residential neighborhoods south of the James River, all annexed from Chesterfield County in 1970. The District is bounded by Chesterfield County to the west, the James River to the north and east, Powhite Parkway to the southeast, and Huguenot Road and the Chesterfield County line to the south. The District is comprised almost entirely of single family residential subdivisions developed between 1950 and 1970. Limited multi-family developments are located along Forest Hill Avenue, Stony Point Road, Chippenham Parkway, and Huguenot Road. Commercial and office development, once confined to Forest Hill Avenue, has spread to the Shops at Stony Point and to Park at Stony Point on Chippenham Parkway. There is no industrial development located anywhere within the District.

Forest Hill Avenue is the major east-west corridor for the District, and serves as one of the District's prominent commercial areas. It provides principal frontage for the majority of the commercial, office and multi-family developments serving the area.



- | | |
|--|--|
|  Single-Family Residential |  Trans. / Utilities |
|  Multi-Family Residential |  Office |
|  Vacant Land |  Commercial |
|  Public |  Light Industrial |
|  Institutional/Semi-public |  Industrial |



RICHMOND
 MASTER PLAN
 Department of Community Development
 Division of Comprehensive Planning
 November 2000

Huguenot Planning District

Existing Land Use

Huguenot

The District's two Service Centers are located at opposite ends of the Forest Hill Avenue corridor: the Stony Point-Bon Air Service Center is located at the western terminus of Forest Hill Avenue, where it intersects Huguenot Road (portions of this Service Center are located in Chesterfield County) and the Forest Hill-Stratford Hills Service Center is defined by the Chippenham Forest Square and Chippenham North Shopping Centers to the west and the Stratford Hills and Gravel Hill-Food Lion Shopping Centers to the east.

There are several large tracts of vacant land within the District, most notably at The Park at Stony Point and a relatively small

parcel at the northwest corner of the intersection of Huguenot Road and Chippenham Parkway. Other, smaller parcels of vacant land are scattered throughout the District. Much of the remaining large areas of undeveloped land are part of either public or private open space. Most notable among these are the portions of the James River Park system, the Stony Point Park, and the Willow Oaks Country Club property adjacent to the James River.

Multi-family development has been generally limited to the Forest Hill Avenue corridor. Several adjoining multi-family complexes located south of Forest Hill Avenue at Kenmore Road anchor the

western end of the Forest Hill-Stratford Service Center. Two other multi-family complexes are located on the eastern end of the Forest Hill-Stratford Hills Service Center. In addition, there are three multi-family complexes located adjacent to the Stony Point-Bon Air Service Center that were developed in the late 1980's and early 1990's as part of the Stony Point planned community.

The Forest Hill-Stratford Hills Service Center is anchored by the Chippenham Forest Square and Chippenham North Shopping Centers to the west and the Stratford Hills and Gravel Hill-Food Lion Shopping Centers to the east. It primarily adjoins the neighborhoods of Stratford Hills, Oxford and Southampton. The development of this commercial area during the 1950's was concurrent with the development of the surrounding single family subdivisions, and generally reflects suburban commercial strip type development consistent with that time. This Service Center is currently undergoing modernization and an evolution of businesses. However, the commercial properties along the corridor lack a strong identity and haphazard redevelopment has occurred without a cohesive plan for the area.

Increased traffic along Forest Hill Avenue resulting from ongoing development in the surrounding area is expected to drive expansion of this service area westward along Forest Hill Avenue, encompassing





undeveloped tracts of land located adjacent to Chippenham Parkway. Two significant tracts of land under single ownership are located in the southern quadrants at the intersection of Forest Hill Avenue and Chippenham Parkway, and both extend south to the Powhite Parkway. The western tract contains approximately 80 acres within the City limits. Recent development of this site (as Chippenham Forest Square) with two large retailers leaves several “outparcels” available for development.

The eastern tract located within the City contains approximately 150 acres of land, of which 50 acres are located south of the Norfolk-Southern Rail Road right-of-way. The frontage of this eastern tract was developed in the early 1970's with a neighborhood shopping center. It is likely that the major retailers in this Center will expand in the near future as the retail market grows and the overall area becomes more of a regional destination.

The Stony Point-Bon Air Service Center straddles the City-County Corporate line. This Service Center is generally bounded by Stony Point Road, Forest Hill Avenue and Huguenot Road and is anchored by the Stony Point-Ukrops Shopping Center. The portions of this Service Center located in Chesterfield County primarily consist of strip type development in a village setting. This Service Center provides retail services to adjoining residential subdivisions located in both the City and the County. The development of this commercial area emerged in the early 1980's concurrent with the development of single family residential subdivisions within Chesterfield County located to the south and west. The portion of the Service Center located within the City generally reflects planned unit development consistent with the Stony Point Community Unit Plan that was originally adopted in 1975.

North of Huguenot Road, on both sides of Chippenham Parkway, the Park at Stony Point, a mixed use development of approximately 275 acres, has been experiencing continued development since the mid-1980's. The western portion of the site, containing approximately 145 acres, remains undeveloped and provides a large development opportunity. Adjacent to the Stony Point development, City-owned land at the intersection of Huguenot Road and Chippenham Parkway is dedicated as a passive park in conjunction with the development of the Park at

Stony Point. Steep topography within the park site severely limits its development potential for anything other than passive recreational use.

Changes in Land Use Since 1983

Land use patterns east of Huguenot Road have not changed significantly since the 1983 Master Plan was adopted. Single family residential uses still predominate in this area, with commercial activities and multi-family uses primarily limited to the Forest Hill Road corridor. Several developments, however, are noteworthy: the Chippenham Forest Square Shopping Center; the Southampton Hills Townhouse community; and the construction of the Forest Hill Manor Adult Home/Nursing



Huguenot



Home complex on the north side of Forest Hill Avenue at Kenmore Road. Since 1980, there have been approximately 1000 new housing units constructed in the Huguenot District. Most of this development has occurred in areas south of Chippenham Parkway.

Land use patterns west of Huguenot Road have been significantly impacted by the construction of the Parham-Chippenham Connector and the Powhite Parkway Extension. Neither of these extensions was contemplated in the 1983 Master Plan. Single family residential uses still predominate in this portion of the District, with commercial activities and multi-family uses primarily limited to the intersection of Forest Hill Avenue and Huguenot Road.

Since the 1983 Master Plan was adopted, the southern portion of the Stony Point area has been nearly built out to its full potential. However, the northern portion of the Stony Point area has yet to be fully developed. Since construction of the Parham-Chippenham Connector, this area has evolved into an office park with access solely limited to the Stony Point

Parkway interchange on the Parham-Chippenham Connector.

The extension of public sewer and water services throughout the District has also had a significant impact on land uses west of Huguenot Road. Since the 1983 Master Plan, several sections of the Huguenot Farms Subdivision have been developed that would not have been possible without public utilities. In addition, several large lot subdivisions have been developed along Old Gun Road where public water is available either from the City or from Chesterfield County.

Environmental Constraints Affecting Land Use

Development of the Huguenot District occurred as the area grew primarily as a low-density single family residential suburb, prior to 1970, when still a part of Chesterfield County. The development pattern, and particularly the street network, was somewhat responsive to the natural environment.

The Huguenot District abuts the edge of the James River, and contains roughly 6.5 miles of shoreline. Along the shoreline is the 100-year floodplain that in several areas extends southward across Cherokee Road and Riverside Drive. The existence of this floodplain renders several areas inappropriate for development.

The District also contains a number of tributary streams, some of which have been dammed to create small ponds. Most of these streams and adjacent parcels contain flood plains. Adjacent to all of the streams and the James River is a 600-foot- wide band designated as a Chesapeake Bay Preservation Area. Within each of these areas, statutory requirements limit development or require specific development performance standards to protect both property and water quality.

As the westernmost point in the City of Richmond, the Huguenot District is located on the edge of the Piedmont geological province. As a result, much of the District,



particularly that portion closer to the James River, is characterized by rolling topography, steep slopes, and large ravines.

Property located between Riverside Drive and the James River is undevelopable due to environmental restrictions (steep terrain, floodplains, wetlands, and the designation of all riparian land adjacent to the James River within the District as a Chesapeake Bay Protection area). The Huguenot Annex of the James River Park system occupies 30 acres of open flood plain under the Huguenot Bridge. West of the bridge, steep terrain, floodplains, wetlands, and Chesapeake Bay Protection Areas restrict development of privately owned properties located along the James River extending west to the City/County line.

Before annexation, public sewers and water served only small portions of the District. Since that time, the City has extended services to most of the entire District. To date, City sanitary sewer service is still unavailable along the entire length of Old Gun Road. Only a small segment of Old Gun Road is currently served by City water lines.

Due to limited availability of public utilities and steep topography, residential development along Old Gun and Duryea Roads has been limited. Significant large estate tracts of land still exist along these roads. In addition, there are many large lots located throughout residential areas in the District which are either undeveloped or occupied by a single dwelling. These tracts have generally remained undeveloped due to environmental constraints including rock out-croppings, flood plains, wetlands and steep topography. In addition, floodplains and wetlands severely limit development of the remaining undeveloped land adjacent to Rattlesnake, Powhite and Cherokee Creeks.

Significant Issues

The following land use issues have significant implications for current and future physical development, and for the overall quality of life for District residents.

- **Infill Development**

Infill development is occurring without consideration of the character or density of the surrounding neighborhoods. Of particular concern is infill development in environmentally sensitive areas and areas where existing roads fail to meet the Virginia Department of Transportation's minimum standards for rural roads.

- **Forest Hill-Stratford Hills Service Center**

This Service Center is defined by the Chippenham Forest Square and Chippenham North Shopping Centers to the west and the Stratford Hills and Gravel Hill-Food Lion Shopping Centers to the east. The existing commercial properties in the eastern half of the Stratford Hills Forest Hill Avenue Service Center are undergoing haphazard redevelopment. Sprawl of community commercial uses and uncoordinated strip type development along Forest Hill Avenue between Grantwood Drive and the Stratford Hill and Granite Hills Shopping Centers threatens the long-term viability of the three main centers that anchor the strip. In addition, strip type development

Huguenot

increases vehicular congestion within the limited right-of-way that is available along Forest Hill Avenue.

- **Increased traffic along Forest Hill Avenue**
Increasing traffic along Forest Hill Avenue threatens the long-term viability of owner-occupied single family residences fronting on Forest Hill Avenue between the Forest Hill and Stratford Hills Shopping Centers and the Powhite Parkway.
- **Additional public open space and access to the James River**
The 1983 Master Plan and subsequent studies identified opportunities for additional public open space and access, to and within proximity of the James River. These opportunities should be pursued provided they are consistent with community priorities.
- **Stony Point Office Park Development**
The overall strategy and land use approach envisioned by the Stony Point Office Park development may require revisiting to respond to current market opportunities.
- **Higher density development**
The District contains several large undeveloped parcels, most being adjacent to low density single family areas. These parcels provide opportunity for use that can be responsive to market demand for higher density development or mixed use.

- **Alternatives to single family detached residences**
Many current residents of the Stratford Hills and Oxford neighborhoods are approaching retirement age, and very few alternatives to single family detached residences are available for residents who wish to remain in the community.
- **Development along Huguenot Road**
On the west side of Huguenot Road, north of the Stony Point Shopping Center, existing undeveloped land has raised continuous questions regarding availability for commercial development in “strip” form along Huguenot Road.

Land Use Plan

Overview

The Land Use Plan for the Huguenot District is based upon retaining the predominantly low-density single family residential environment of the District, while accommodating opportunities for new development at key locations. The land use plan provides flexibility regarding the use and intensity of development of these key sites, provided that general development objectives can be met. The land use plan also recognizes several opportunities for designating public open space and protection of environmentally sensitive or unique areas. Specific guidance regarding the extent and form of non-residential



development is also provided with appropriate locations clearly identified in the Land Use Plan map and discussed in the accompanying text.

Guiding Land Use Principles

The following general land use principles reflect the status of existing conditions and attempt to predict major challenges and development pressures that may affect the Far West District. They serve as the general foundation for the more specific Land Use Policies and Strategies that follow.

- Most of the development that currently exists is correct and appropriate.
- Infill development of like density and use is appropriate.
- Commercial activities should be concentrated within existing Service Centers and economic opportunity areas.
- Additional regional shopping centers are appropriate only within land set aside for Chippenham North Shopping Center, or as possible development within the Stony Point Economic Opportunity Area.
- Environmentally sensitive areas (flood plains, steep slopes, non-tidal wetlands and Chesapeake Bay Preservation Areas) should be protected from development.
- Opportunities for pockets of higher density residential development with



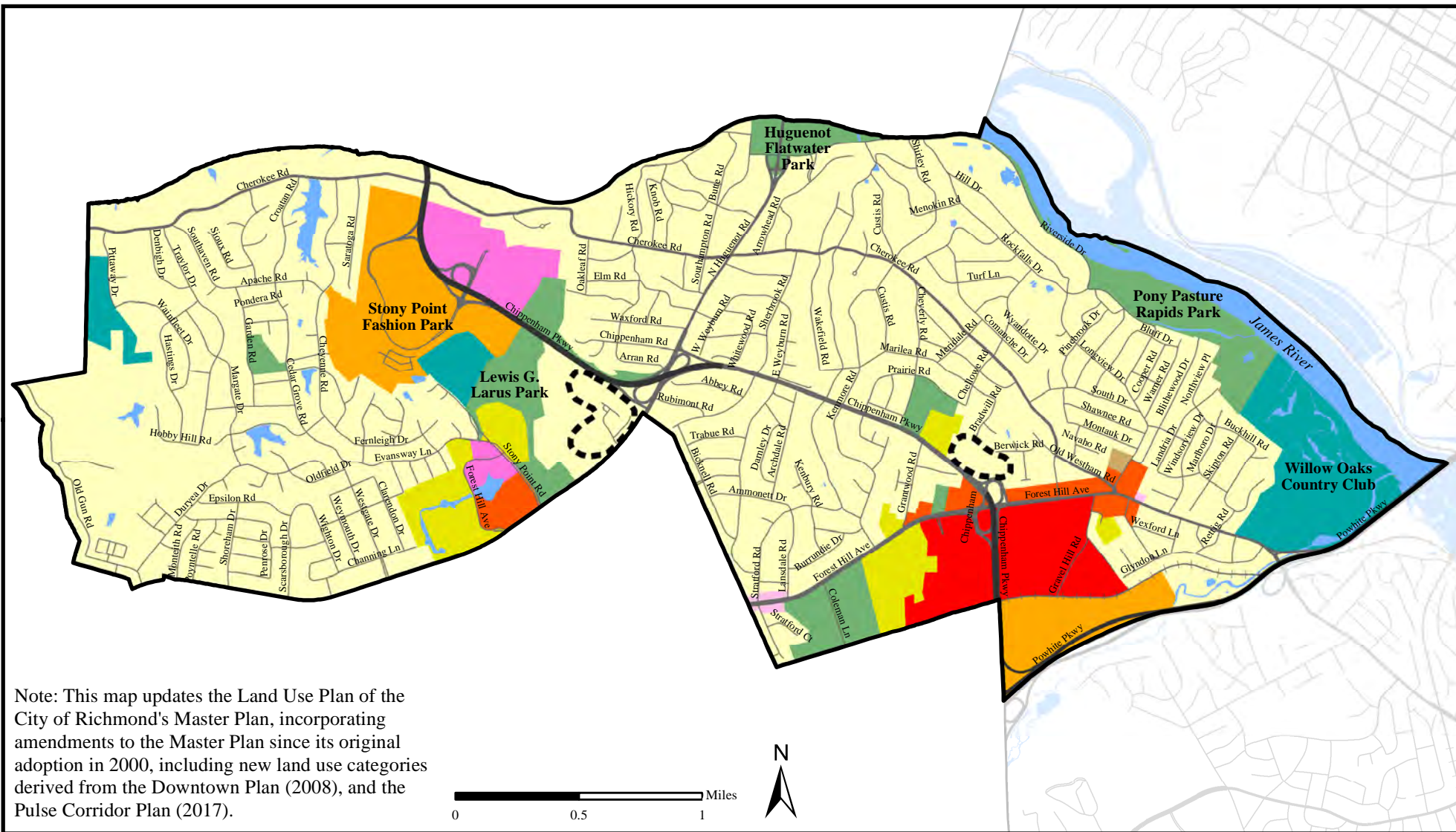
strict design, density and access control should be considered where possible.

Land Use Policies and Strategies

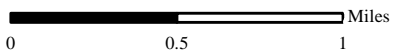
The following land use policies and strategies are designed to address the significant issues. These policies and strategies also take the District’s guiding land use principles into account in their formulation.












- **The “Snead” property**
The “Snead” property located north of the City Fire Station at 8800 Huguenot Road is appropriate for low-density single family residential development.
- **Housing Opportunity Areas (HOA)**
Several residential areas on the Land Use Plan map are also designated as


Housing Opportunity Areas (HOA). This designation indicates that the site is appropriate for residential development consistent with the underlying land use plan designation. However, the HOA designation suggests that, for these specific sites, higher density residential development is also appropriate, provided that specific objectives can be met. These objectives are: adequate access to the site be provided without increasing traffic volumes on roadways through existing residential neighborhoods; an objective method of design review must be incorporated into the site development process; and adequate buffering between the proposed development site and adjacent lower density residential neighborhoods must be pro-



Note: This map updates the Land Use Plan of the City of Richmond's Master Plan, incorporating amendments to the Master Plan since its original adoption in 2000, including new land use categories derived from the Downtown Plan (2008), and the Pulse Corridor Plan (2017).



 Single-Family (Low Density)	 General Office
 Multi-Family (Medium Density)	 Transitional Office
 Multi-Family (Very High Density)	 Institutional
 Community Commercial	 Public & Open Space
 General Commercial	 Housing Opportunity Area
 Economic Opportunity Area	



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 Created November 2000
 Updated September 2017

Huguenot Planning District

Land Use Plan

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Huguenot

vided. Adherence to the objectives for any higher density development in an HOA should ensure that the development will be an asset to the neighborhood, the Huguenot District and the City.

The Housing Opportunity Area identified on the Land Use Plan map southeast of the intersection of Huguenot Road and Chippenham Parkway is appropriate for single-family residential development at densities consistent with the surrounding neighborhood. Higher densities (up to 8 to 10 units per acre) may be appropriate at this location.

- The Housing Opportunity Area identified on the Land Use Plan map at the northeast corner of Forest Hill Avenue and Chippenham Parkway is appropriate for single family residential development at densities consistent with the surrounding neighborhood. Higher density development might be appropriate provided criteria outlined above for all Housing Opportunity areas can be met.

- **Community Unit Plan development process**
Development of large vacant tracts of land in the District should be done through the Community Unit Plan process. This would insure community input into the development and would

help protect the surrounding residential neighborhoods from commercial encroachment.

- **Retail Development**
Future mid – to – small - size retail development should be limited to the Stony Point-Bon Air and Forest Hill-Stratford Hills Service Centers.
- **Stony Point and Chippenham Forest Shopping Centers**
The current boundaries of the Stony Point and Chippenham Forest Shopping Centers should be maintained, with no allowances for an expansion of commercial activities into the surrounding residential areas.
- **Commercial encroachment**
The Stratford Hills Shopping Center should not be expanded along Old Westham and Hathaway Roads. Further commercial encroachment along these streets or into the adjacent residential neighborhood is not appropriate.
- **Commercial activity along Forest Hill Avenue**
“Strip” commercial activities along Forest Hill Avenue from Chippenham Parkway to the Stratford Hill Shopping Center should not be allowed to encroach further into adjacent residential neighborhoods. Recent streetscape improvements along Forest Hill Avenue should be expanded in order to encourage a stronger

pedestrian presence along what has traditionally been a commercial corridor catering to the commuting motorist.

- **Undeveloped land on Huguenot Road**
There is a significant amount of undeveloped or minimally developed land along the north side of Huguenot Road between Stony Point Road and Chippenham Parkway. Much of this land (particularly that portion abutting Stony Point Park) contains steep slopes not appropriate for development. Development of the Huguenot Road frontage for strip commercial uses is not appropriate and should not be allowed. Future commercial uses for the area should be encouraged only within the boundaries of the Stony Point Shopping Center.
- **Economic Opportunity Areas located at the western portion of the park at Stony Point**
For the western portion of the park at Stony Point, the Economic Opportunity Area Designation reflects the desire to allow some flexibility in the use of this site. Appropriate uses for this location include high-tech clean industry, office park development, and regional retail. Any use of this site, however, should be dependent on several conditions:
 - The ability of the roadway network to absorb the generated traffic. Specifically, access to the site should only come from

Chippenham Parkway.

- ❑ Minimal negative impacts on the surrounding residential communities.
- ❑ The extent to which development on this site can provide a significant economic return to the City.
- ❑ Opportunity to incorporate some mixture of uses on the site as secondary to a larger use. Such secondary uses may include retail, hotel, office, and higher density residential.
- ❑ The ability to provide high quality development, with appropriate design.
- ❑ Review of development on this site

should occur through the use of the Community Unit Plan process and provide an opportunity for public review and comment of any proposed development.

- **Economic Opportunity Area located at Chippenham and Powhite Parkways**

The Economic Opportunity Area (shown on the Land Use Plan map) north of the intersection of Chippenham and Powhite Parkways, and south of the railroad line, has the potential for retail expansion opportunities, light (“clean”) industrial and/or a Park n’ Ride facility for the proposed

regional commuter rail. Any future development of this site should provide greater vehicular access to Chippenham and Powhite Parkways, and buffering of adjacent single family homes.

- **The Southeast corner of Chippenham Parkway and Forest Hill.**

Vacant land south of the existing Chippenham North Shopping Center represents significant opportunities for general commercial or a mixed-use development. Development at this site should incorporate the following urban design elements to create a town center atmosphere.

- ❑ Buildings and landscaping should break up parking and signage should be at pedestrian scale.
- ❑ There should be areas for pedestrians to gather that includes landscaping and outdoor seating.
- ❑ Where possible, parking should wrap around buildings and buildings should be placed in a manner that clusters and allows for easy pedestrian access from one building to another.
- ❑ Landscaping, building orientation and signage should enhance the image corridors of Forest Hill Avenue and Chippenham Parkway.
- ❑ Development should be respectful of the existing topography and should incorporate appropriate



Huguenot

buffers and setbacks in order to protect residential uses within the adjacent Gravel Hill neighborhood located to the east. A buffer might include a greenway connection along the eastern edge of the property from Forest Hill Avenue to the rail line. This greenway could ultimately be developed through the property located just south of the site to the Park wetlands in the Midlothian District. This greenway would remain privately held by the property owner, and is meant as a buffer and an amenity to the development.

- Any new traffic patterns should

reduce traffic conflicts at the Chippenham Parkway and Forest Hill Avenue interchange.

- **Chippenham Forest Square**
Undeveloped parcels within Chippenham Forest Square shopping center should be developed in a manner to be oriented internally to the larger site, rather than on Forest Hill Avenue.
- **Transitional office uses along Forest Hill Avenue**
Transitional office uses are appropriate within frontage parcels along Forest Hill Avenue, west of Huguenot High School, between Landsdale Road and

the Chesterfield County line.

- **Stony Point Office Park**
General office uses within the Stony Point Office Park (east of Chippenham Pkwy) should continue. Development of densities higher than originally envisioned in the Community Unit Plan for this site may be appropriate, subject to the implementation of traffic mitigation strategies.
- **Transitional, non-residential uses**
Some transitional, non-residential uses may be appropriate on Gravel Hill Road at Forest Hill Avenue. However, the opportunities for office or service retail uses should be limited to the intersection at Forest Hill Avenue and should be buffered from the residential uses.
- **Institutional land uses**
Expansions of major institutional land uses within the District should not be allowed, as such expansions would adversely impact adjacent single family residential uses.
- **Stony Point Park**
Publicly own land located at the northeast corner of Stony Point and Huguenot Roads should be retained as public open space and added to Stony Point Park.
- **The James River flood plain**
The James River flood plain should be protected from any further development, unless the development is water



related.

● **Parks and Recreation**

The Land Use Plan map also reflects those elements of the recreation and parks plan that relate to land use. The plan recognizes the existing City parks in the Huguenot District and also identifies lands appropriate for City Park system expansion. Those elements include:

- A greenway connection from the James River Park in Old South District to the James River Park in Huguenot District. Creation of a trail could provide access under



the Powhite Parkway at Willow Oaks Country Club.

- The addition of Williams Island to the James River Park System.
- A continuous walking path, adjacent to the James River, between Pony Pasture Park and Williams Dam and, if appropriate, to Huguenot Woods Park. This element should have minimal implication for adjacent land uses, since the intent is to not acquire additional land beyond that which is needed for the right-of-way.
- Retaining the vacant parcel of land at the intersection of Huguenot Road and Stony Point Road for public open space as either a neighborhood park or an expansion of the Stony Point Park.
- The James River floodplain should remain undeveloped, particularly that portion north of Cherokee Road and Riverside Drive, unless such development is specifically water related.

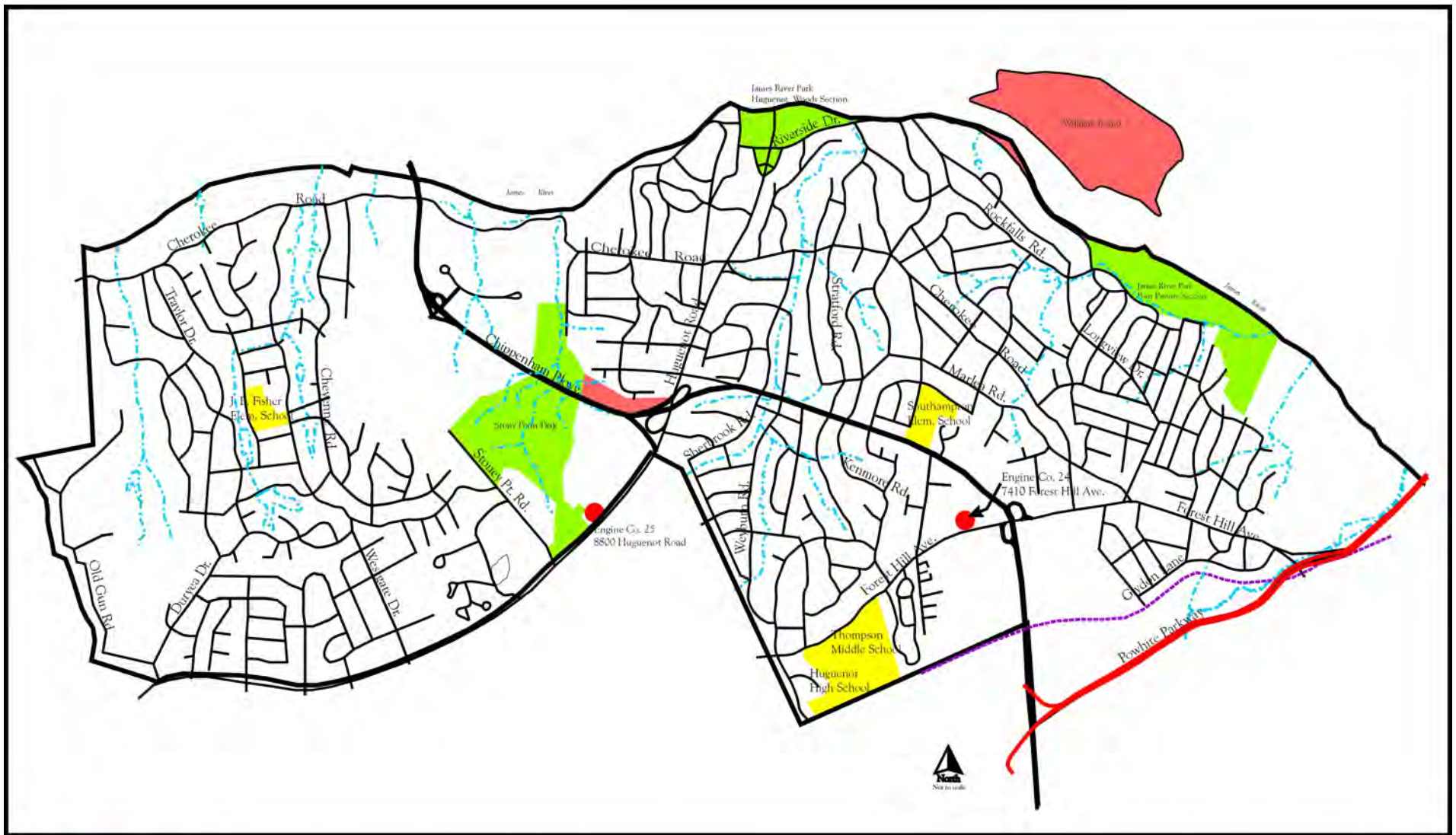
● **Transportation**

The Land Use Plan map also reflects those elements of the transportation plan as they relate to land use. The following key transportation recommendations are worth noting, insofar as they have significant impacts on land use within the District.

- Improvements to the Huguenot Bridge should not result in additional travel lanes on the bridge,

nor in widening of the roads leading up to the bridge.

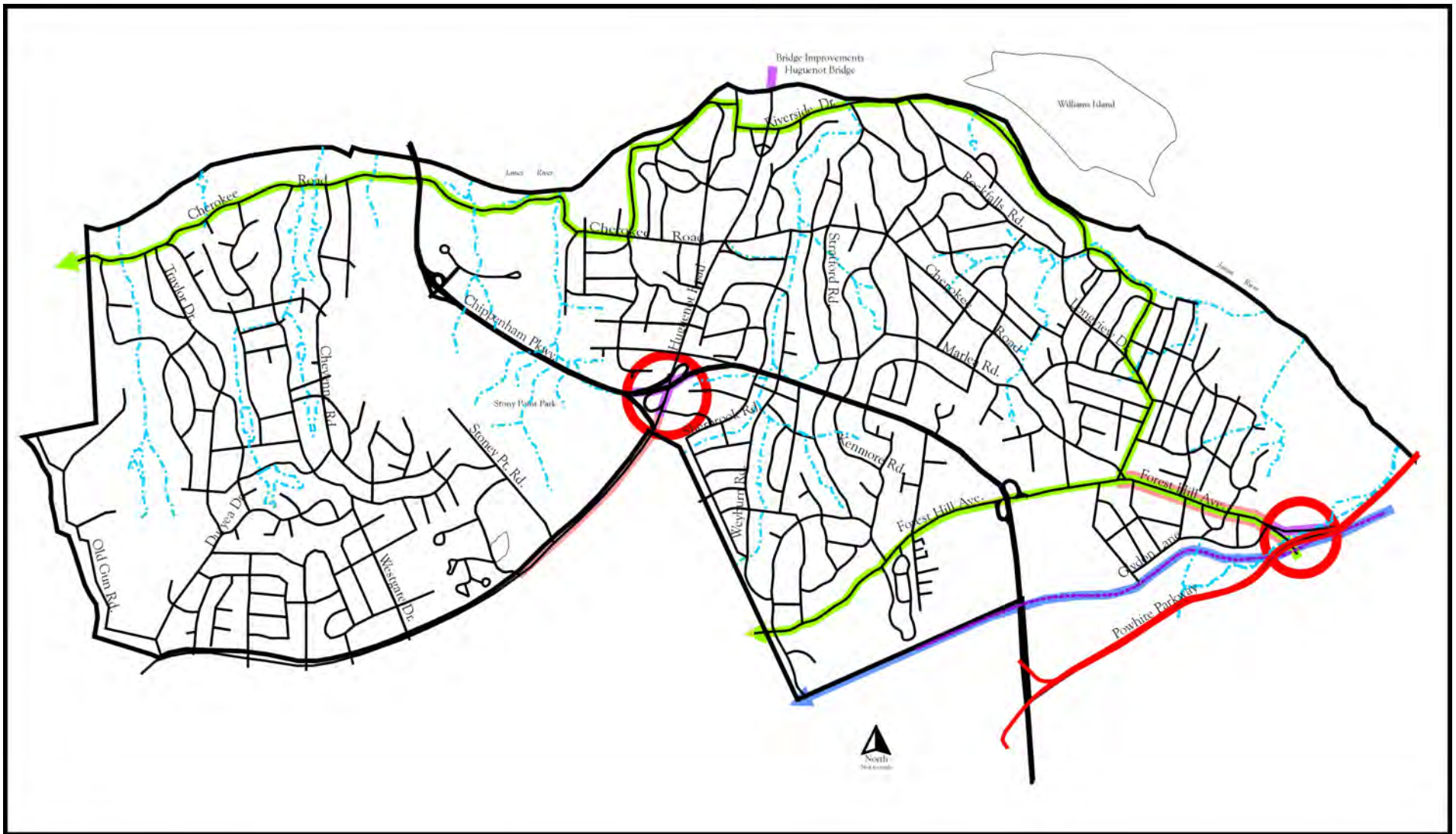
- Suburb-to-suburb bus routes should be added to existing GRTC routes.
- Forest Hill Avenue - Powhite Parkway to Hathaway Road widen from 4 to 5 lanes.
- Huguenot Road - Chippenham to Forest Hill Ave - widen from 4 to 6 lanes.
- Chippenham Parkway and Huguenot Road Interchange: improve operation of exit ramps leading from Chippenham Parkway onto Huguenot Road.
- Chippenham Parkway and Forest Hill Avenue: improve operation of exit ramps leading from Chippenham Parkway onto Forest Hill Avenue.
- Roads have been identified on the Transportation and Roadway Improvements Map as potential bikeways. Development for a comprehensive bike routing system should include plans for the long-term maintenance of bicycle route designators (signage, bicycle lane street stripping, etc.).



- Fire/Rescue
- Public Parks
- Public Libraries
- Public Schools
- Proposed Public Parks
- Police Precinct Stations


Huguenot Planning District


Parks & Recreation Areas
Schools and Public Facilities





 Bike Routes


 New Roadway Segments


 Operating Improvements


 Additional Travel Lanes

 Express Bus Service

 Light Rail Transit

 Light Rail Conceptual Routes

 Regional Commuter Rail/
High Speed Rail

 Interchange Improvements



MASTER PLAN
RICHMOND
Department of Community Development
Division of Comprehensive Planning
November 2000

Huguenot Planning District

Transportation and Roadway Improvements

CHAPTER 11
THE DISTRICT PLANS

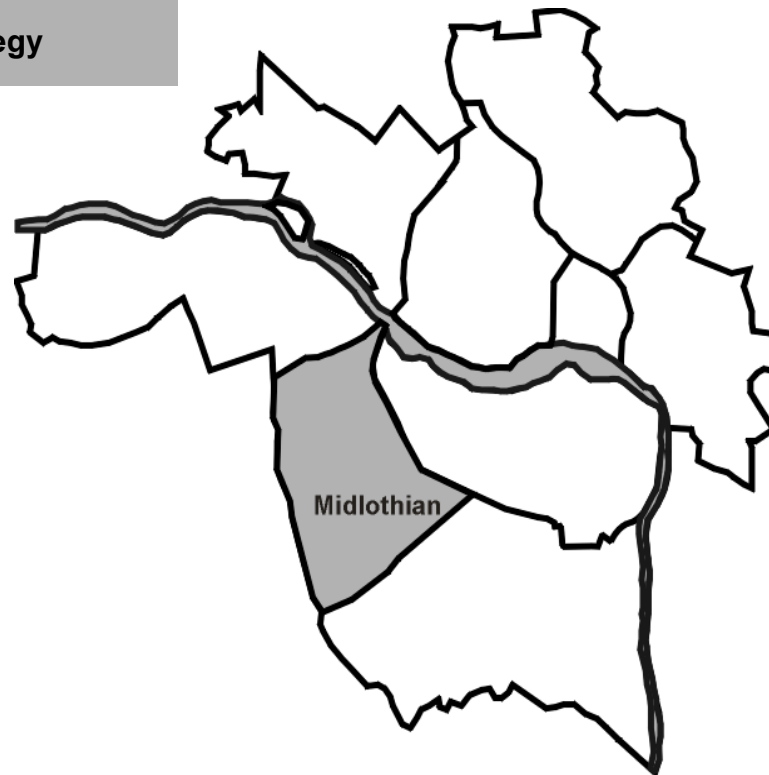
**Land Use patterns and
Development Trends**

Significant Issues

Land Use Plan

Midlothian Turnpike Strategy

Town Center Strategy



**MIDLOTHIAN
PLANNING DISTRICT**

**Land Use Patterns and
Development Trends**

General Description











The Midlothian Planning District is bounded by the Powhite Parkway to the north, the CSX rail line to the east, Hull Street to the south and Chippenham Parkway to the west. Midlothian Turnpike (U.S. Route 60), one of the most heavily traveled corridors in south Richmond, runs through the center of the District.

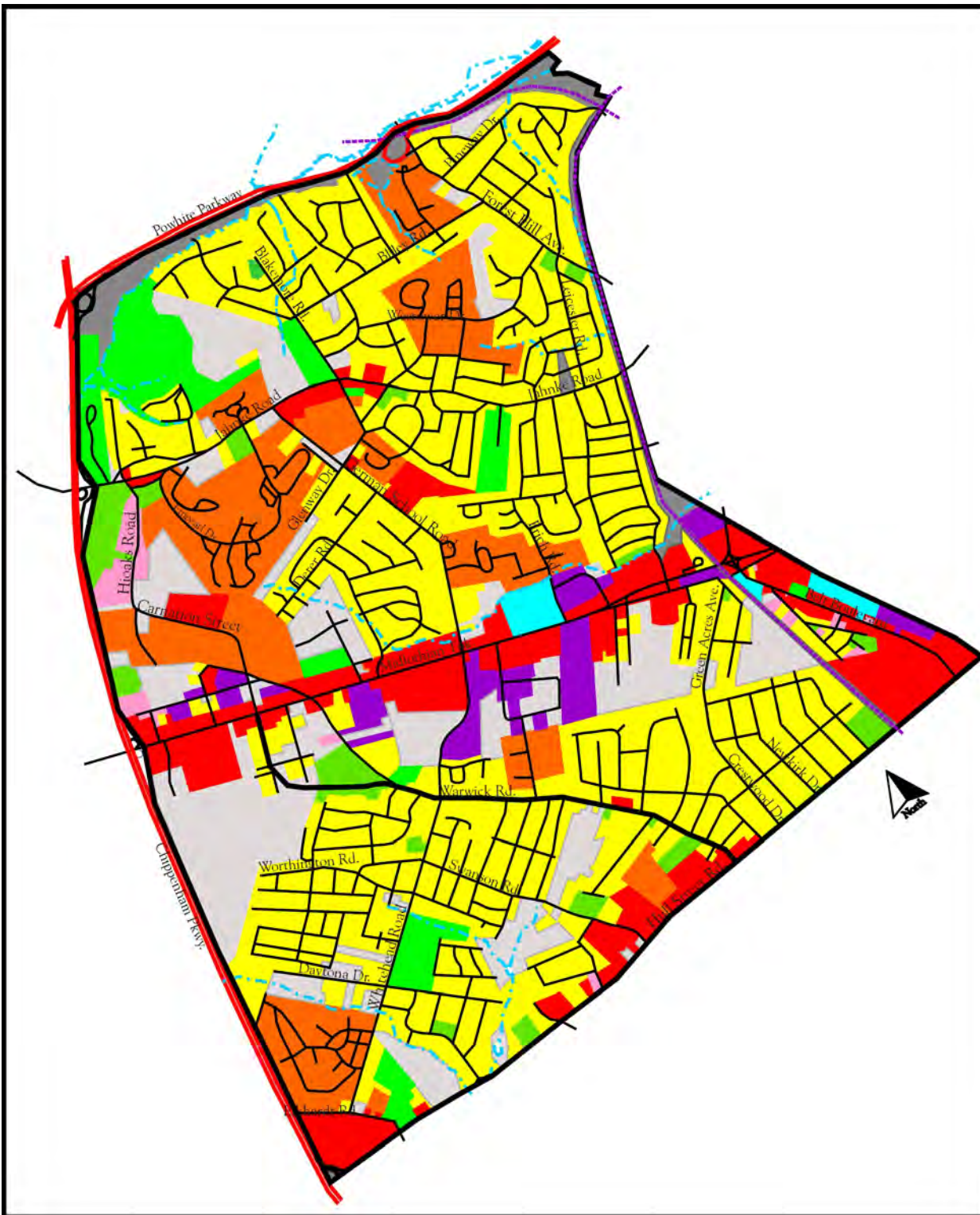
The basic land use patterns for the Midlothian District were established while the area was still a part of Chesterfield County, prior to the 1970 annexation. The Midlothian Turnpike between Belt Boulevard and the Chesterfield County line at Chippenham Parkway had historically been the central focus of the district, and a significant retail core. With new car dealerships, shopping centers, department stores, and restaurants, the Midlothian turnpike corridor served for a time as the largest retail center in the City outside of downtown.

Today, the Midlothian Turnpike corridor is an area in transition, having experienced the departure of most of its retail base as it followed regional population shifts further southwest into Chesterfield County. In its

Midlothian Planning District

Existing Land Use

-  Single-Family Residential
-  Multi-Family Residential
-  Vacant Land
-  Public
-  Institutional/Semi-public
-  Trans. / Utilities
-  Office
-  Commercial
-  Light Industrial
-  Industrial



Midlothian

place are several large tracts available for redevelopment or reuse, and the beginnings of land use changes reflective of economic shifts demanding more light industrial and non-retail commercial uses.

Overall, the Midlothian district is predominantly residential, stemming from post World War II economic expansion which resulted in the construction of numerous single family subdivisions and the construction of small homes directly along winding secondary roads in the County. The district also contains a number of large garden apartment complexes, with the largest concentration along Jahnke Road and Carnation Street, developed during the 1970's and 1980's. Of the estimated 10,317 housing units in the district, almost half are multi-family units contained within these complexes.

Commercial activity in the District, besides the Midlothian Turnpike, is concentrated in four other areas: the Belt Boulevard and Southside Plaza corridor, Jahnke Road, and two locations along Hull Street. There are also several smaller clusters of commercial activity located along Elkhardt Road, Warwick Road, Carnation Street, and German School Road. Commercial uses along Jahnke Road are primarily retail establishments located within two shopping centers, along with some "strip" commercial development east of Blakemore Street. Both shopping centers have been constructed within the past two decades.

The Belt Boulevard corridor is anchored on the south end at Hull Street by Southside Plaza and Circle Shopping Centers. Neither of these shopping centers retains its traditional "anchor" stores and the remaining frontage on Belt Boulevard contains primarily gas stations and fast food restaurants. There is also a significant amount of vacant land and several vacant commercial buildings on the corridor.

Hull Street is primarily a commercial corridor throughout its entire length in the City. At the western end at Chippenham Parkway is the Chippenham Mall Shopping

Center. Despite its relatively small size, this commercial service center primarily serves a regional market due to the particular retail mix in the center. A variety of commercial establishments are concentrated between Warwick and Swanson Roads.

Industrial uses are generally located along portions of Midlothian Turnpike and Belt Boulevard.

At the western edge of the district adjacent to Chippenham Parkway at Jahnke road is Chippenham Hospital, the largest single employer in the district. The hospital has



undergone numerous expansions in the past two decades and has generated a significant amount of related office development, particularly along Hioaks Road. Smaller areas of general office uses in the district can be found along portions of the Midlothian Turnpike Corridor and Belt Boulevard.

In a pattern that is somewhat uncharacteristic of the rest of the City, the Midlothian District contains a significant amount of vacant land. Much of this land has not

been developed due to environmental constraints traditionally attributed to drainage problems. A significant portion of the District suffers from poor drainage, which has substantially impacted the use or reuse of these large areas. The flood plains Powhite Creek, Falling Creek, and particularly Reedy Creek are contained in the district and impact portions of the Midlothian Turnpike corridor in particular. Several areas of vacant land also contain non-tidal wetlands.

There are also several large privately held parcels of vacant and developable land with minimal environmental constraints to development.

Public uses in the District consist of the Powhite Park, a regional passive park, located north of Jahnke Road at Chippenham Parkway, and several City schools, each of which also provides public recreational space.



Midlothian

Redevelopment Areas

The Beaufont Grove Redevelopment Area (formally the location of the Jefferson Village apartments) has transformed what had been a high-density apartment complex plagued with criminal activity into new single family homes. In addition to these new homes, the Redevelopment Area includes the new Miles Jones Elementary School, and a wetland mitigation site maintained by the City.

Surrounding Influences

Immediately west of the City along Midlothian Turnpike in Chesterfield County, there is a similar pattern of commercial development. Similar to what has occurred in the City, the retail centers of Cloverleaf Mall and Beaufont Mall have been impacted by population growth in the western portion of the County which has caused retailers to follow. Both malls have high vacancy rates but remain in operation. Similar patterns have also emerged with other retailers along what the County refers to as the “Eastern Midlothian” corridor. It is likely that efforts will be made to substantially revitalize this area. Such efforts may resurrect the Chippenham/Midlothian ring road concept from the early 1970’s in order to provide better access to enhance the feasibility of the reuse of this area. Cooperative efforts between the City and Chesterfield County could result in a renewal of this area, which in turn could stimulate investment in the City. Other plans for Chesterfield County are outlined in the 1998 The Plan for Chesterfield, and are not

expected to impact current or proposed land use in the Midlothian District.

Changes In Land Use Since 1983

While the overall pattern of land use has not changed substantially since the last Master Plan was adopted in 1983, a significant amount of development has occurred. Significant land use changes since 1983 include:

- New medical offices along Hioaks Road as well as the expansion of Chippenham Hospital.
- New multi-family development (including assisted living facilities) near Hioaks Road and Carnation Street.
- A new shopping center on Jahnke Road.
- The transition of several retail centers along the Midlothian Turnpike corridor to mixed-use and light industrial.
- The transition of Jefferson Village Apartments to a single family development and a new elementary school.
- Small areas of single family infill development as a result of several new subdivisions, including Westover Hills West, Westover Woods, Forest Hill Farms, and Willow Creek.
- New Police Precinct on Belt Boulevard.
- New retail development has occurred at the intersection of Hull and Swanson Streets.

- The departure of a large industrial use adjacent to the former CSX rail line along Belt Boulevard, between Midlothian Turnpike and Hull Street Road.

Environmental Constraints Affecting Land Use

Although the Midlothian District has a substantial amount of vacant land, not all of the land is appropriate for development. A number of constraints on development are the result of the natural environment. The most significant constraints impacting development in the Midlothian District are associated with three tributary streams of the James River that run through the District. Each of the streams (Powwhite Creek, Falling Creek, and Reedy Creek) have adjacent 100-year flood plains and are located within Chesapeake Bay Preservation Areas. Statutory requirements applicable to these areas limit development or require specific performance standards to protect both property and water quality. With Reedy Creek in particular, the reality of regular flooding (often several times per year) substantially affects much of the drainage basin. Continued improvements to the channel, which have been slowly under way for several decades, along with additional retention basins should dramatically improve this condition.

The Midlothian District also contains areas of non-tidal wetlands. The U. S. Army Corps of Engineers regulates development

on or adjacent to non-tidal wetlands, with the intent of preventing destruction or damage to these environmentally sensitive areas. Non-tidal wetlands associated with Powhite Creek are located within Powhite Park as well as in the adjacent residential area. A large area of wetlands also exists south of Midlothian Turnpike adjacent to the Green Acres neighborhood.

While the Midlothian District also contains a number of sites formerly housing light industrial uses, none are expected to generate environmental conditions that would limit future reuse of the sites.

Expected Changes and Trends

The Midlothian District is expected to continue to be a predominantly low-density single family residential area, providing homes in a range of styles to varying income levels. Further office development, much of it medical related in the vicinity of Chippenham Hospital, will likely occur over the next several years. Decades of decline along the Midlothian Turnpike corridor should ultimately reverse as redevelopment efforts coupled with public improvements addressing drainage issues are implemented. A revitalized Midlothian Turnpike will better serve residents of the adjacent neighborhoods, provide professional employment opportunities for an expanding regional workforce, and serve as a more attractive gateway into the City from Chesterfield County. Infrastructure improvements in the vicinity of the proposed

Town Center at Belt Boulevard, combined with additional public investment, is expected to serve as a catalyst for subsequent private investment and, ultimately, new commercial, retail and service opportunities for all south Richmond residential neighborhoods.

Significant Issues

While existing land use patterns in the Midlothian District present significant opportunities for future development, there are present challenges that must be addressed in order to improve the quality of life for District residents, and to facilitate proposed development opportunities. Accordingly, careful consideration should be given to the following issues:

- **Environmentally sensitive land.**
There are a number of areas where undeveloped land contains environmental constraints, impacting the extent to which the land can or should be developed;



Midlothian

- Belt Boulevard commercial corridor.**
The Belt Boulevard commercial corridor suffers from long-standing economic disinvestment and no longer meets the commercial service needs of adjacent residential neighborhoods;
- Land use conflicts.**
There are key areas, particularly within the Midlothian Turnpike corridor, where industrial and commercial uses directly abut residential areas, resulting in significant land use conflicts;
- Reedy Creek watershed.**
Several neighborhoods north of Midlothian Turnpike are adversely impacted by frequent flooding caused by poor drainage and substantial development within the Reedy Creek watershed;
- Midlothian Turnpike.**
Inappropriate commercial and industrial uses along Midlothian Turnpike add to the corridor’s physical and economic decline, as does the presence of vacant or underutilized “big box” retail centers. Midlothian Turnpike is the heaviest traveled and most developed commercial corridor in south Richmond. Since no strong market exists for the goods and services currently provided along the corridor, the overall impression is that of a business area in serious decline. The presence of adult entertainment businesses adds to the perception of a commercial corridor catering to fringe

markets. Overall, the area does not project a positive image for the City;

- Retail service centers district wide.**
District retail service centers operate without fixed boundaries, and the continual expansions of commercial uses along Belt Boulevard, Hull Street Road, Jahnke Road and German School Road threaten the stability of all adjacent residential neighborhoods;
- Coordinated design plans District-wide.**
There is a lack of coordinated design plans and controls for commercial areas District-wide, resulting in visual clutter and lack of commercial identity;
- Chippenham Hospital.**
There continues to be an increased demand for medical office uses adjacent to Chippenham Hospital.

Land Use Plan

Overview

Single family residential uses are, and will continue to be, the predominant land use in the District. While the Land Use Plan reflects existing multi-family development, it identifies only very minor opportunities for expansion of that use in the District. Several Housing Opportunity Areas are identified as locations appropriate for slightly higher density single family development.

The Land Use Plan for the Midlothian District recommends maintaining the existing development pattern in the District while at the same time allowing for redevelopment activities where appropriate and needed. The Plan reflects opportunities for redevelopment in two specific areas: along



Belt Boulevard between Hull Street and Midlothian Turnpike, and along Midlothian Turnpike. With large tracts of developable land, Midlothian Turnpike provides the City's greatest opportunity for future office park development, where designated Economic Opportunity Areas will also provide significant employment opportunities.

Substantial redevelopment along the Belt Boulevard corridor is recommended with the expectation that ultimately the corridor will evolve into a center of high density commercial, residential, and office activity. Transportation improvements to help implement this "Town Center" concept are also recommended. It is intended that the Town Center provide a variety of uses and activity for south Richmond with a higher density urban development pattern.

Guiding Land Use Principles

The policies and strategies established for the Midlothian District were formulated based in part on the guiding land use principles that follow:

- Revitalization of the Midlothian Turnpike and Belt Boulevard corridors is a high priority.
- Infill development of like density and use is appropriate.
- Commercial activities should be concentrated within existing service centers, at specific locations along Midlothian Turnpike Corridor and within

the proposed Town Center on Belt Boulevard.

- Additional office and business park development is appropriate only within the Midlothian Turnpike Corridor, the medical office areas around Chippenham Hospital and within the proposed Town Center on Belt Boulevard.
- Environmentally sensitive areas (flood plains, steep slopes, non-tidal wetlands and Chesapeake Bay Preservation Areas) should be protected from development.

Land Use Policies and Strategies

The following land use policies and strategies are designed to address the significant issues. These policies and strategies also take the District's guiding land use principles into account in their formulation.

- **Housing Opportunity Areas (HOA).** Several residential areas on the Land Use Plan map are also designated as Housing Opportunity Areas (HOA). This designation indicates that the site is appropriate for residential development consistent with the underlying land use plan designation of single family residential. However, the HOA designation indicates that these specific sites are also appropriate for higher density residential development, provided that specific objectives and conditions described for each location can be met: access can be provided

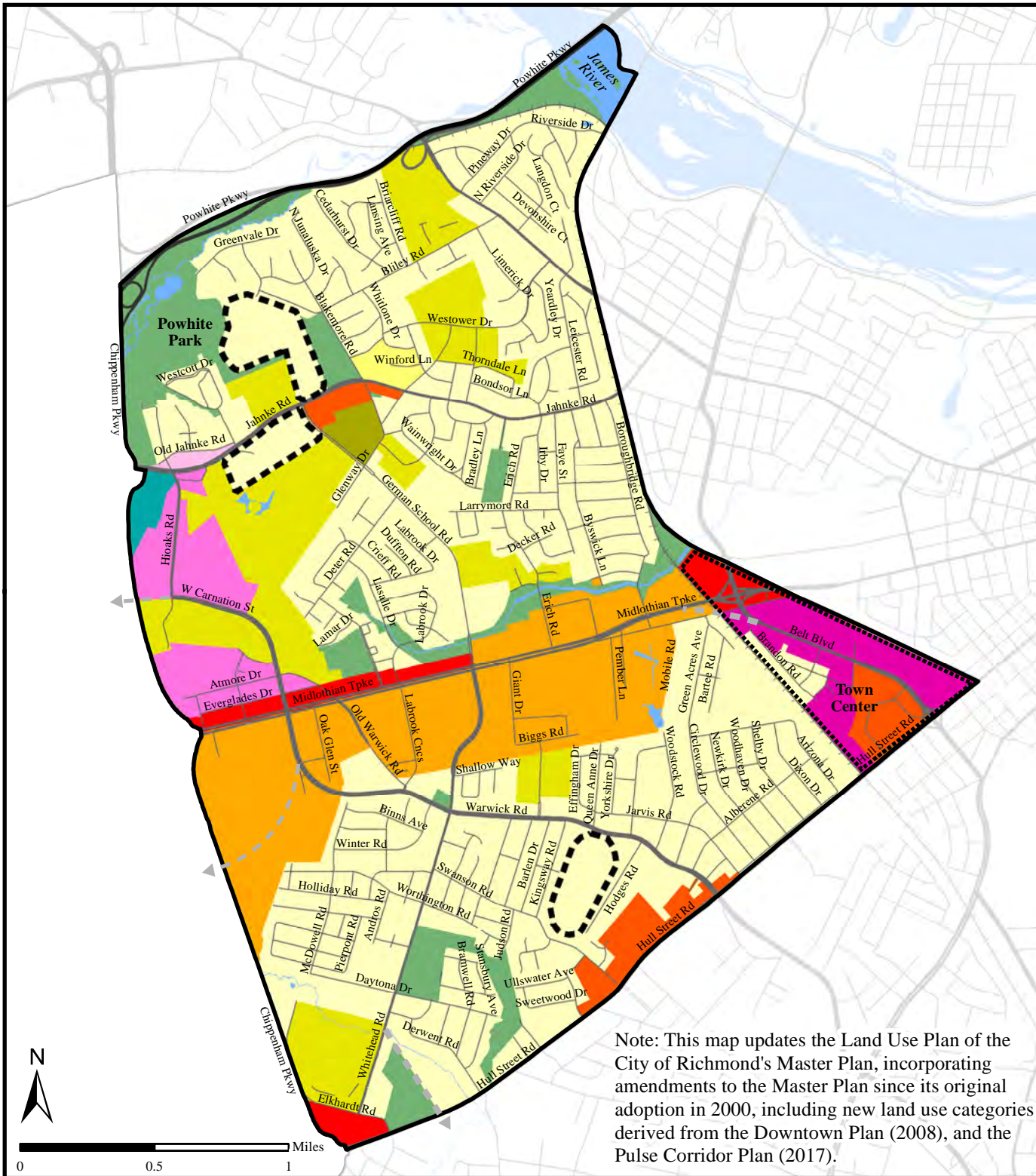
without increasing traffic volumes on roadways through existing residential neighborhoods; an objective method of design review is incorporated into the site development process; and adequate buffering between the proposed development site and adjacent lower density residential neighborhoods is provided. The four HOA's in the Midlothian District and specific considerations are:

- The area north of Jahnke Road adjacent to Powhite Park generally appropriate for low density single family residential use, consistent with the surrounding neighborhood. However, higher densities are appropriate if additional open space or protection of some of the natural environment can be provided. Some of the frontage of this site on Jahnke Road should also be considered for public use, given the proximity of the adjacent middle school and the potential need for other public facilities in this growing district.
- The area on the south side of Jahnke Road west of German School Road is designated to encourage higher quality residential development. High density single family use accommodating the three general HOA criteria addressing access, design, and buffering would be appropriate. Otherwise, single family low-

Midlothian Planning District

Land Use Plan

-  Single-Family (Low Density)
-  Single-Family (Medium Density)
-  Multi-Family (Medium Density)
-  Multi-Family (High Density)
-  Community Commercial
-  General Commercial
-  Economic Opportunity Area
-  Mixed Use
-  Transitional Office
-  General Office
-  Institutional
-  Public & Open Space
-  Housing Opportunity Area
-  Town Center
-  Proposed New Road



Note: This map updates the Land Use Plan of the City of Richmond's Master Plan, incorporating amendments to the Master Plan since its original adoption in 2000, including new land use categories derived from the Downtown Plan (2008), and the Pulse Corridor Plan (2017).



Department of Planning & Development Review
 Created November 2000
 Updated September 2017

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density uses should continue in this area.

- ❑ The area between Kingsway and Hodges Roads, south of Warwick Road and the area immediately east of Elkhardt Middle School on Hull Street Road, are appropriate for higher density single family use (up to 8 to 10 units per acre) provided the three general criteria addressing access, design, and buffering are met.
- **Old Jahnke Road transitional office.** Single family residential uses along Old Jahnke Road should be allowed to change over to transitional office uses in order to complement medical office expansion opportunities near Chippenham Hospital.
- **Transition to single family.** Commercial and office uses should be encouraged to transition to single family in the following locations as reflected on the Land Use Plan map:
 - ❑ Warwick between Rosemont Road and Queen Anne Drive.
 - ❑ German School Road between Glenway Drive and Seaman.
 - ❑ Hull Street from Silverwood Drive to Elkhardt Road.
- **Commercial uses District-wide.** The location, character and extent of commercial uses within the District should enhance the economic viability of such uses, provide convenient

access, and allow for expansions where appropriate while protecting adjacent residential uses from commercial encroachment.

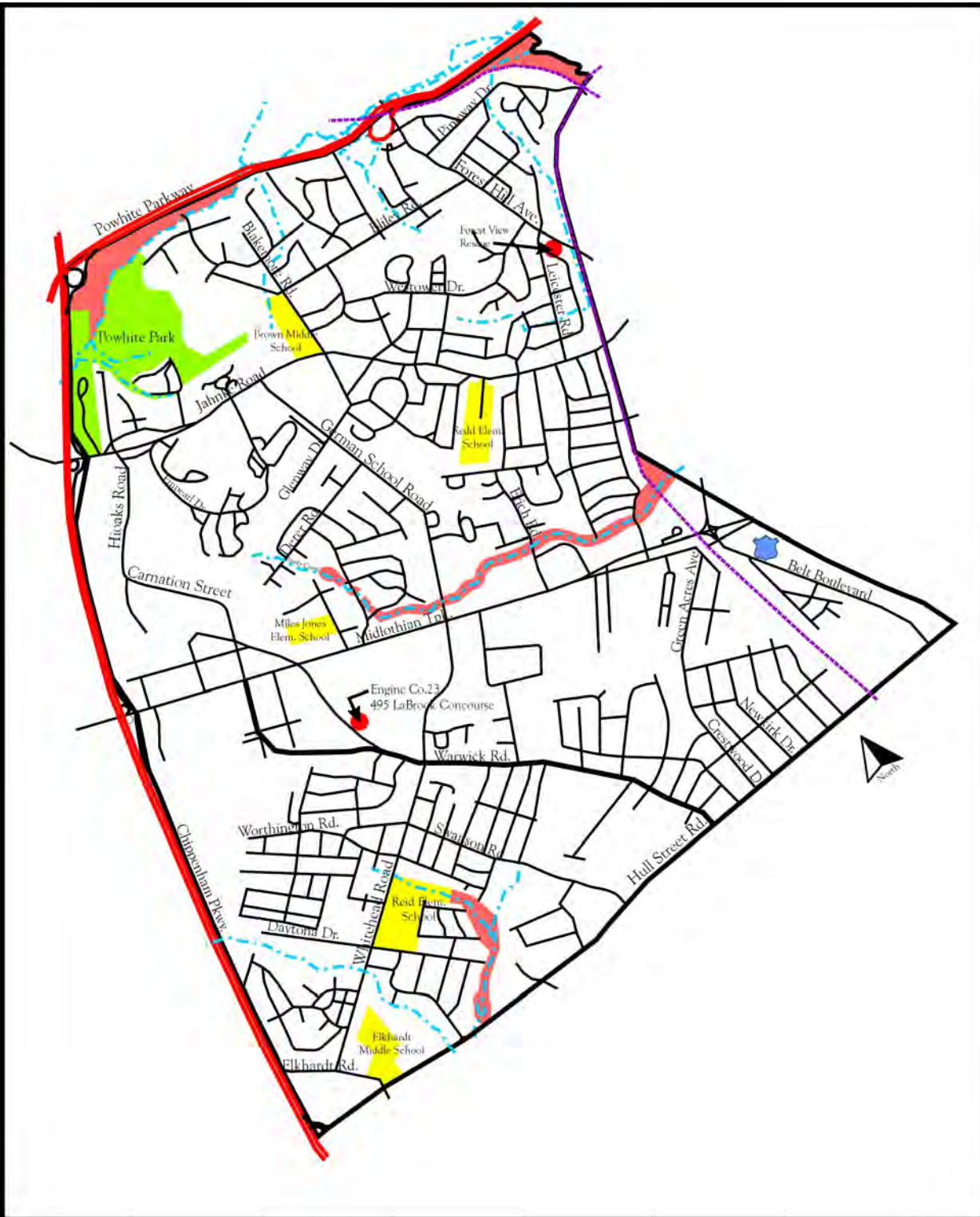
- ❑ new commercial activity should occur at major intersections and as shown on the Land Use Plan map to maximize access and convenience;
 - ❑ the continuation of strip-commercial development along any of the major corridors within the District is not recommended;
 - ❑ commercial uses should be limited to those areas identified on the Land Use Plan map; and
 - ❑ design standards are needed to assist in the revitalization of the existing commercial centers.
- **Jahnke Road ServiceCenter.** The Jahnke Road Service Center is located along Jahnke Road from the intersection with Newell Road to German School Road. Commercial uses should be limited to the current boundaries and only on the south side of Jahnke Road. Commercial uses on the north side of Jahnke Road should be transitioned to residential.
 - **Commercial along Hull Street.** The existing land use pattern on Hull Street Road, particularly between Warwick Road and the City limits, is one of strip commercial development of varying depths, backing up to stable residential neighborhoods. Continua-







tion of this pattern of uses, with some transition to office uses, has historically been the land use policy for Hull Street. A similar approach is reflected on the current Land Use Plan map. However, it is recognized that, like several other major transportation corridors in the City, further study of conditions along Hull Street is warranted, to more effectively develop land use and/or redevelopment strategies for both sides of the corridor. Until such time as a more detailed plan can be developed, office and commercial uses should be allowed as shown on the Land Use map, provided that they can be adequately buffered from adjacent neighborhoods. All traffic and access should be focused on Hull Street. Significant consideration should be given to any development proposals that provide enhanced design and an improved image for the corridor.

- **Parks and Recreation.** The Land Use Plan map also reflects those elements of the recreation and parks plan as they relate to land use. The Plan recognizes the existing City parks in the Midlothian District and also identifies lands appropriate for City park system expansion. Additional park and public open space should be added to the existing inventory of City Parks only if these areas can be properly maintained, and access and security can be controlled so as not to present problems for adjacent residen-

Midlothian Planning District

Parks & Recreation Areas
Schools and Public Facilities



-  Fire/Rescue
-  Public Libraries
-  Public Schools
-  Police Precinct Stations
-  Public Parks
-  Proposed Public Parks



Midlothian

tial neighborhoods and (in the case of the proposed Reedy Creek park) business owners. Expansions of the park system shown on the Land Use Plan map include:

- ❑ public open space along Reedy Creek, from Westover Hills Boulevard to German School Road, with walking/jogging/bicycle trails north and south of the creek, and a parking/picnic area on vacant land east of Covington Road. Development of this Park should not occur until revitalization efforts for Midlothian Turnpike are well under way. A community process and City Council action should take place prior to the creation of this park;
- ❑ a northern expansion of Powhite Park to provide opportunities for connections along Powhite Creek north to Forest Hill Avenue in the Huguenot District;
- ❑ a Pocashock Creek Park with connections to the smaller pond located at the eastern terminus of Ullswater Drive, and to G. H. Reid Elementary School.

- **Transportation.**

The Land Use Plan map also reflects those elements of the transportation plan as they relate to land use. The following key transportation recommendations are worth noting, insofar as they have significant impacts on

residential and commercial uses within the District:

- ❑ infrastructure improvements (curb and gutter, sidewalks) along Jahnke Road to facilitate greater pedestrian activity;
- ❑ an extension of Hey Road, north of Hull Street to just east of the Elkhardt Middle School property, connecting with a realigned Whitehead Road;
- ❑ realignment of Midlothian Turnpike to intersect Belt Boulevard at Brandon Road, thus diverting the majority of heavy through traffic away from George Wythe High School and the residential areas along Midlothian Turnpike north and east of Roanoke Street;
- ❑ a connector road between Carnation Road and Boulder Parkway to increase access to the Boulders Business Park and other parts of eastern Chesterfield County;
- ❑ a connector road between Warwick Road and Clover Leaf Road south of Cloverleaf Mall in Chesterfield County, to constitute the southern half of a circular “loop” road designed to alleviate traffic congestion problems at the intersection of Midlothian Turnpike and Chippenham Parkway with an overpass over Chippenham Parkway.

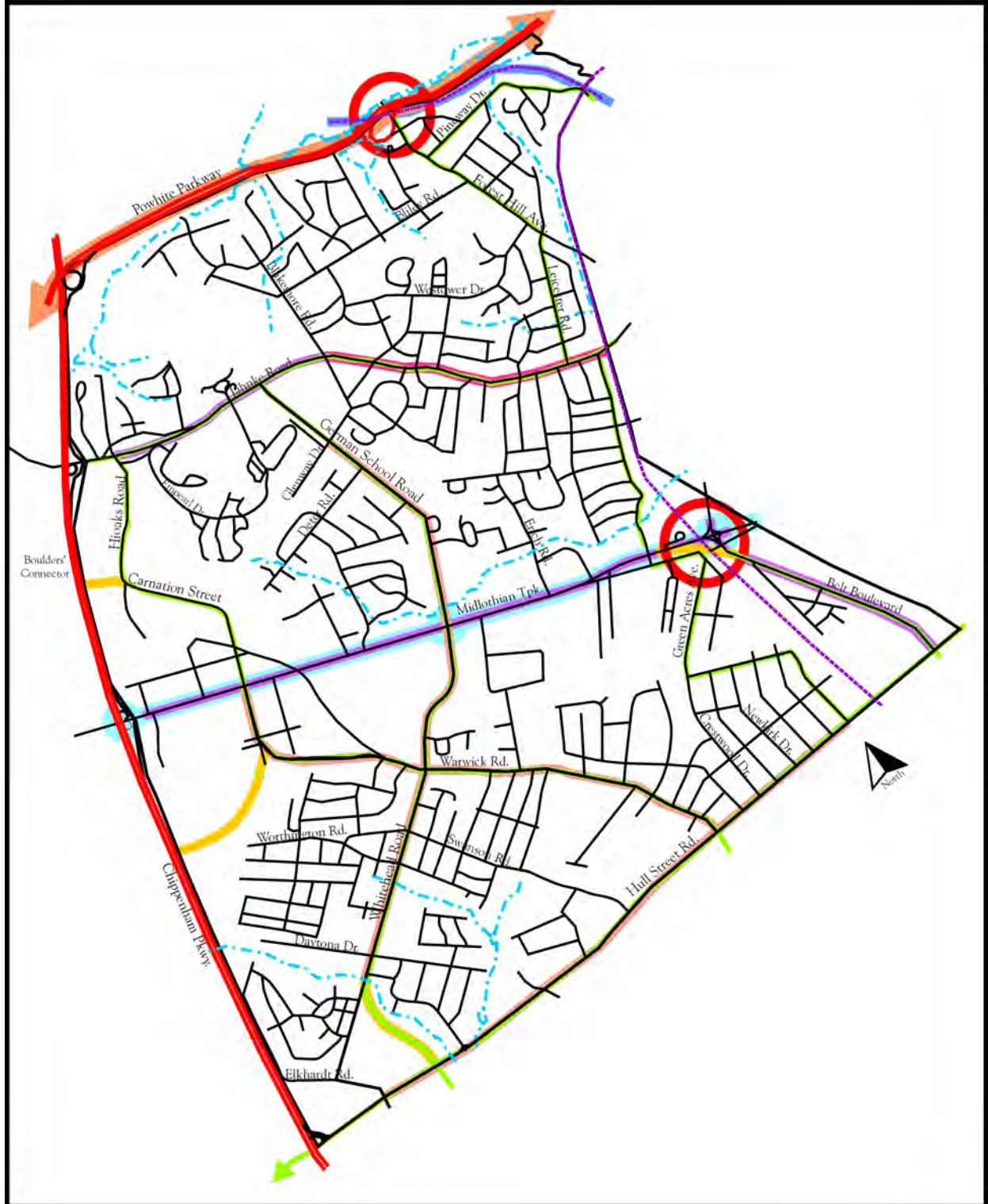
- ❑ widening of Hull Street from 4 to 6 lanes between Elkhardt and Dixon Roads;
- ❑ widening of Whitehead Road from 2 to 4 lanes between Warwick and Elkhardt Roads;
- ❑ widening of German School Road from 2 to 4 lanes between Warwick and Glenway Roads;
- ❑ widening of Jahnke Road from 2 to 4 lanes between Blakemore Road and Clarence Street; and
- ❑ reconstruction of Midlothian Turnpike to support transit operations and light-rail transit.

Roads have been identified on the Transportation and Roadway Improvements Map as potential bikeways. Development for a comprehensive bike routing system should include plans for the long-term maintenance of bicycle route designators (signage, bicycle lane street stripping, etc.).

Midlothian Planning District

Transportation and Roadway Improvements

-  Bike Routes
-  New Roadway Segments
-  Operating Improvements
-  Additional Travel Lanes
-  Express Bus Service
-  Light Rail Transit
-  Light Rail Conceptual Routes
-  Regional Commuter Rail/High Speed Rail
-  Interchange Improvements



Midlothian

Midlothian Turnpike Strategy

In order for this strategy to succeed, there is a need to facilitate the acquisition and consolidation of property, including significant parcels of vacant land. Redevelopment may require public intervention.

- **General Commercial on Midlothian.**
General commercial uses, including small strip shopping centers and automobile oriented uses, are appropriate along the north side of the Midlothian Turnpike as shown on the Land Use Plan map, and should be limited to the Midlothian frontage. Many of these properties are shallow and abut adjacent residential areas. Adequate buffering should be provided in order to protect the neighborhoods.
- **Office on Midlothian Turnpike.**
The area designated on the Land Use Plan map for General Office use north of the Midlothian Turnpike next to Chippenham Parkway provides a unique opportunity for office park development, feeding off of the office market across Chippenham Parkway in the Boulders located in Chesterfield County. A mix of office related uses would be appropriate as secondary uses, and may include opportunity for retail and hotel development fronting Midlothian Turnpike. Consideration should be given to accommodating access across Chippenham Parkway in cooperation with development in

Chesterfield County (i.e. the northern portion of the proposed loop road).

- **Economic Opportunity Areas on Midlothian Turnpike.**
The Midlothian Turnpike corridor is recognized as one of the largest economic development opportunities in the City. The areas identified on the Land Use Plan map as Economic Opportunity Areas are intended to provide flexibility for future development, provided that such development enhances the economic base of the city, does not negatively impact its surroundings, and provides tax base and employment opportunities. Existing trucking and transportation related uses along the corridor are not appropriate and should ultimately be phased out.

Development of these areas should occur in a comprehensive, rather than piecemeal, manner to more efficiently develop the land. Facilitation of this strategy through a redevelopment area designation would be appropriate and likely necessary to facilitate consolidation of a sufficient land area. The areas are described below:

- The Economic Opportunity Area designation for the southern portion of the corridor is intended to provide an opportunity for a variety of non-residential developments. Many of the larger parcels

on the south side of the corridor suffer from frequent flooding or contain wetlands limiting their reuse potential. Wherever possible, existing wetland areas should be incorporated into the development as a natural amenity. Appropriate uses in this portion of the Economic Development Area may include light industrial, office, institutional, and/or retail. Priority should be given to those uses that can generate substantial tax revenues and jobs and contribute to the overall enhancement of the corridor. Retail fronting Midlothian Turnpike and high density housing as a secondary use would also be appropriate. Primary access should be provided from Midlothian Turnpike and not through adjacent residential neighborhoods. Sufficient landscaped buffering should be a condition of development in order to protect adjacent residential areas from all Economic Opportunity Areas. This economic opportunity area includes several small residential areas. These areas are located on Atmore Drive, Arcadia Street, Warwick Road, Carnation Street, Brookline Street, Pinehurst Way, Rodman Road and Pember Lane. In recent years, some of the residential properties located on the above-referenced streets have been converted to light industrial

uses. Any further such conversions should be allowed only as part of a master plan for the surrounding Economic Opportunity Area. Piecemeal development of this area is not appropriate.

- The Economic Opportunity Area on the north side of the Turnpike provides similar opportunities, yet over a much smaller area. Strong consideration should be given to uses and development scenarios that enhance the image of the corridor, provide environmental protection to Reedy Creek, and generate jobs and tax revenue.

Town Center Strategy

A complete transformation of the Belt Boulevard corridor between Midlothian Turnpike and Hull Street represents one of two substantial changes (Midlothian Turnpike being the other) envisioned for the Midlothian District. This corridor, containing approximately 100 acres of land and generally bounded by Hull Street, the CSX rail line, Midlothian Turnpike and former CSX right of way, is intended to undergo substantial change over the next decade. The map reflects this transformation with the designation of “Town Center.” The Town Center is intended to serve as a vibrant center of activity, among a mixture of uses within a modern, well designed urban context. With roadway and transit connections to Downtown and the rest of

the City and metropolitan area, the Town Center offers an opportunity for a focal point for south Richmond, with a mixture of higher density residential, office, retail, entertainment, and public uses.

Centrally located in south Richmond, the Town Center has easy access to Downtown, to major transportation arteries, and can easily be served by future public transit and new roadways. The Veterans Administration Hospital, one of the regions largest employers is only a few blocks away, and a significant amount of the City’s population resides in close proximity.

In the past two decades the character of the corridor has changed substantially. The CSX rail line that once delineated the City from Chesterfield County has been removed. A large industrial use adjacent to that rail line has left, and both shopping centers (Southside Plaza and Circle Shopping Center) have lost their traditional anchor stores. Despite recent investments for public uses, Belt Boulevard is still characterized by fast food restaurants, service stations, an abundance of vacant and underutilized properties, and an overall poor appearance.

Establishment of the Town Center is among the most significant actions that should be taken to revitalize this corridor and provide economic opportunity for all of south Richmond. This revitalization effort will require substantial infrastructure modifications as well as both public and private redevelopment. The Town Center



Midlothian

should ultimately become the largest concentrations of commercial and residential activity outside of Downtown.

A restructured Belt Boulevard is intended to be the focal point for the Town Center, serving as the primary image street, yet still accommodating large volumes of vehicular traffic. Development on Belt Boulevard should be oriented to the street with minimal setbacks, creating an urban storefront atmosphere. Abundant landscaping should also be provided to encourage pedestrian usage and complement adjacent uses. Vehicle-oriented land uses and driveways that could impede the flow of pedestrian traffic should be kept to a minimum.

A variety of land uses are appropriate within the Town Center, although certain areas of existing uses, as depicted on the Land Use Plan Map, should remain. In particular, the existing single family neighborhood along Brandon Road should remain, as should community commercial use at what is currently Southside Plaza. The remainder of the corridor should be developed (or redeveloped) with higher density retail, office, residential, and public uses.

The following considerations should be part of the Town Center as it evolves.

- Commercial uses should be developed with traditional commercial storefronts with minimal street setbacks. Buildings should be placed in a manner that



- clusters and allows for easy pedestrian access from one to another. Buildings and landscaping should break up parking and signage should be at pedestrian scale.
- There should be areas for pedestrians to gather that includes landscaping and outdoor seating. Parking should wrap around or placed in the rear of buildings. All development should be respectful of adjacent residential uses.
- The intersection of Midlothian Turnpike and Belt Boulevard should be reconstructed, with consideration given to linking westbound Midlothian Turnpike directly to southbound Belt Boulevard, preferably by an at-grade intersection.
- A roadway connection should be established to connect I-95 and the Town Center. A new road between the proposed I-95 interchange at Bellemeade Road and the Town Center should connect to either Hull Street or

the intersection of Belt Boulevard and Broad Rock. This roadway should also include a bicycle and pedestrian path.

- Land should be set aside to provide light rail transit and a station with park and ride facilities to link the Town Center with Downtown.
- Design standards should be used to guide all development to ensure adherence to an established design theme which reinforces the Town Center as an attractive, pedestrian-oriented environment for residents, workers and visitors.
- Residential and civic uses or services should be encouraged in the Town Center development to reinforce its integration into the community.
- A mix of office, retail, entertainment and service uses should be encouraged to provide a range of business and employment opportunities.

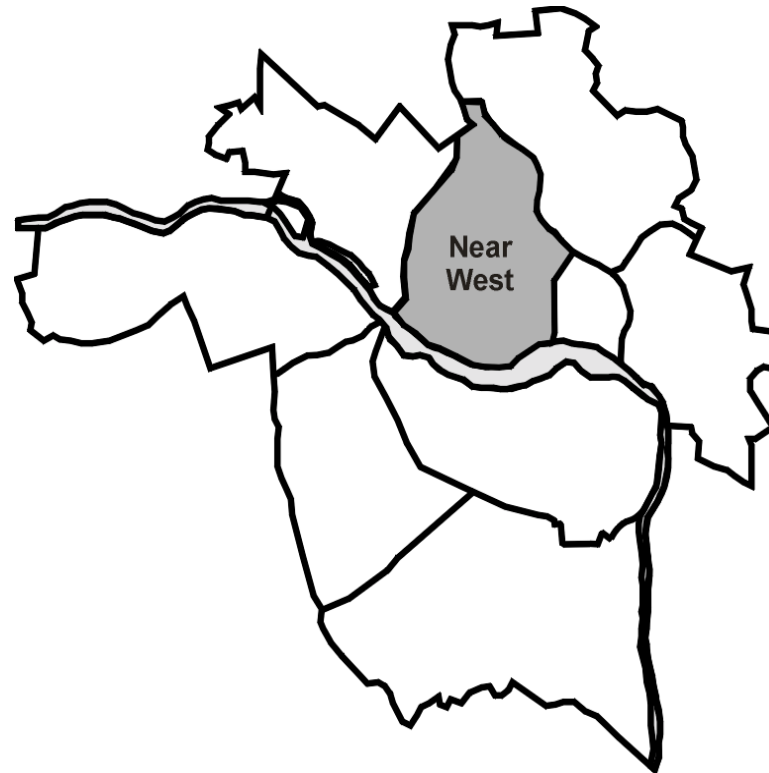
A Redevelopment Area designation would be an appropriate means of implementing the Town Center concept, and more detailed planning for the Town Center should commence immediately.

CHAPTER 11
THE DISTRICT PLANS

Land Use patterns and
Development Trends

Significant Issues

Land Use Plan



NEAR WEST
PLANNING DISTRICT

**Land Use Patterns and
Development Trends**

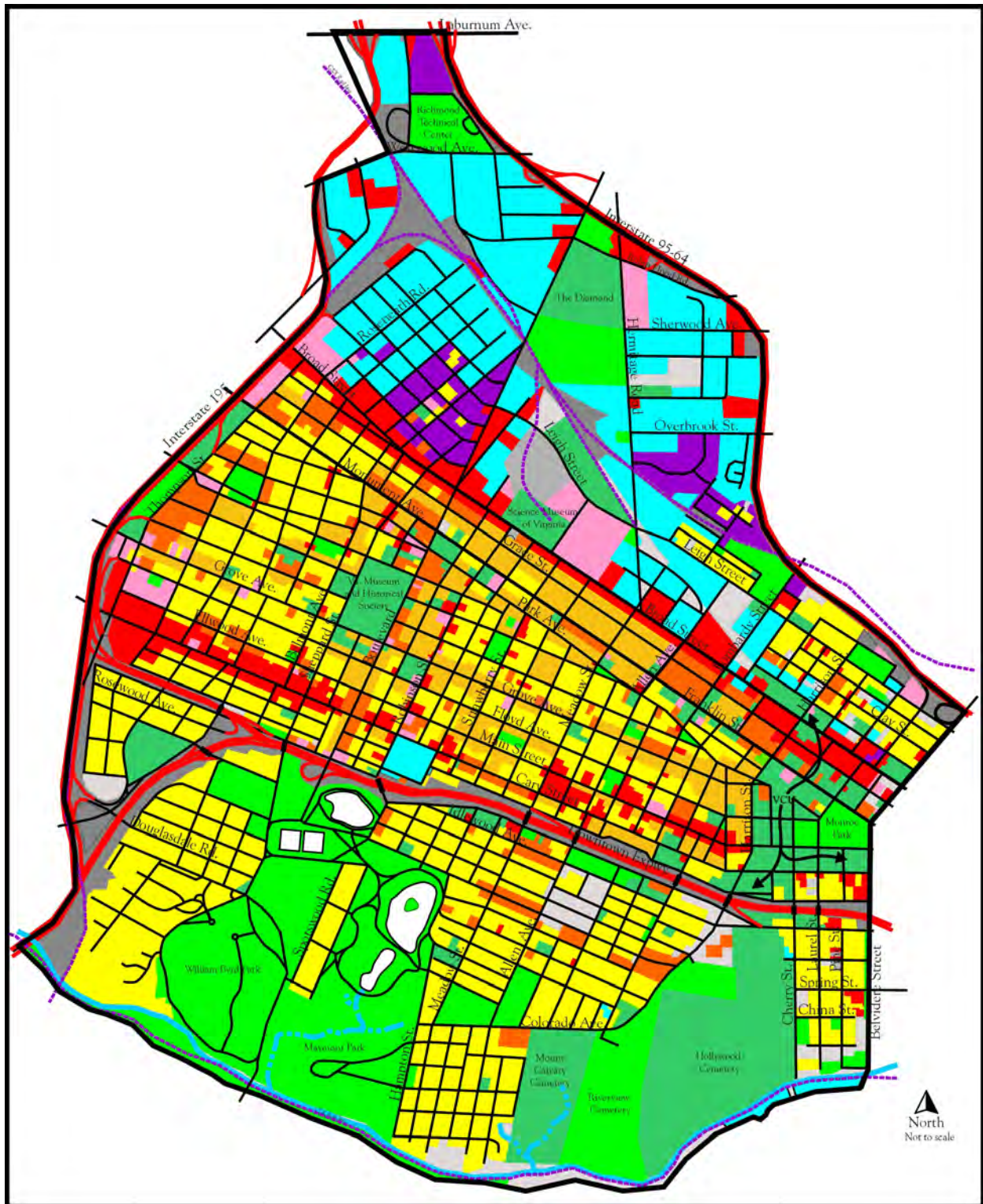
General Description

The Near West Planning District is bounded by the James River to the south, Interstate 195 to the west, Interstate 95/64 to the north and Belvidere Street to the east. Land uses within the District are diversified, with the largest single land use being single family residential housing. The character of residential neighborhoods throughout the District varies greatly, from large, turn-of-the-century homes along Monument Avenue to the working men's housing in Oregon Hill and the modest post-World War II bungalows found in the Randolph community. The Fan and West of the Boulevard neighborhoods are among the City's most desirable places to live, with Queen Anne, Colonial Revival and Italianate houses contributing to a strong sense of cohesive architectural character. Several District neighborhoods are listed on the National Register of Historic Places, and a significant amount of restoration, renovation and adaptive reuse of character-defining structures has resulted in an increased appreciation for the District's architectural resources.

Several major regional transportation corridors run through or define the boundaries of the District, including Interstate 195

Near West Planning District

Existing Land Use



- Single-Family Residential
- Multi-Family Residential
- Vacant Land
- Public
- Institutional/Semi-public
- Trans. / Utilities
- Office
- Commercial
- Light Industrial
- Industrial

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(the Downtown Expressway) and Interstates 95/64. Monument Avenue, the Boulevard, Belvidere, Broad, Cary and Main Streets, as well as other streets, serve as major commuter corridors for the residents of west Richmond and Chesterfield and Henrico Counties who work Downtown.

At the center of the District, the Fan and West of the Boulevard neighborhoods have experienced considerable restoration, and the presence of retail opportunities within the fabric of the neighborhood, as well as major institutions, such as the Virginia Museum of Fine Arts, make these neighborhoods popular places to live and visit. The intimate, pedestrian scale of residential and commercial areas, with houses and storefronts close to the street, is unmatched in all but a few City neighborhoods. However, scattered land use conflicts exist throughout the District particularly along neighborhood edges. The commercial uses along Broad Street, Ellwood and Main Streets and West Cary Street create significant land use conflicts with the adjacent residential uses.

Commercial development within the District is located primarily along Broad Street, Main Street and Cary Street, with smaller hubs of commercial, retail, and office activity scattered throughout the District. Predominant land uses north of Broad Street include institutional/state government, manufacturing, light industrial and

medium-scaled commercial activity, while the south side of Broad consists mainly of small-scaled commercial, office and service uses along a traditional urban corridor.

Carytown is a major commercial Service Center located along West Cary Street between I-195 and the Boulevard. It encompasses approximately 750,000 gross square feet of commercial development and is surrounded on all sides by residential neighborhoods. Commercial activity within Carytown varies from specialty shops and sidewalk restaurants to an assortment of professional services.

The West Grace Street commercial area provides services to a clientele made up mostly of Virginia Commonwealth University students and nearby residents. A small concentration of varied commercial uses, interspersed among residential uses, runs along West Cary Street from Mulberry Street to Meadow Street. Commercial uses can also be found

along the east side of Strawberry Street between Park and Hanover Avenues, and along Robinson Street through the Fan.

Virginia Commonwealth University, with a full and part-time projected enrollment of 26,000 by the year 2005, owns the largest percentage of institutional land within the District. Other major institutional uses include the Virginia Museum of Art, the Virginia Historical Society and the Science Museum of Virginia.

Heavy and light industrial uses are restricted to areas north of Broad Street, with



the two largest concentrations of these uses in the Scott's Addition area and a large area between Hermitage Road and I-95.

Park space in the District is found primarily in the south in the 287 acres of Byrd Park, and in Monroe Park at the eastern edge of the District. Smaller neighborhood parks exist throughout the Near West District.

Redevelopment Areas

There are four City Council-designated Redevelopment and Conservation Areas in the Near West District: Newtown West, West Cary Street, Carver, and Randolph.

Redevelopment and Conservation Areas are designed to eliminate blight and deteriorated conditions in selected neighborhoods by the acquisition, rehabilitation and resale of properties to families and individuals.

- The Carver Conservation and Redevelopment Area has been in place since 1988 and covers 21 blocks. Since its inception, a number of vacant industrial struc-

tures have been demolished as have a significant amount of substandard housing. A public park and over 30 new single family homes have been constructed. Continued public investment in Carver has the potential to create 70 additional new homes and even more rehabilitated housing. Along the western edge of the Carver neighborhood, there remains a collection of structures not covered by the redevelopment area designation. Consisting mainly of older industrial structures, the area could benefit from an expansion to the present Carver Conservation and Redevelopment



Area. Much of the Carver neighborhood has also been identified as one of six top-priority areas within the City where additional housing improvement efforts should be focused.

- The Newtown West Conservation Area was adopted by City Council in 1997, and subsequently designated as a Neighborhoods in Bloom area along with the Carver Conservation and Redevelopment Area. Newtown West is also targeted for additional property acquisition and infill development.
- The West Cary Street Conservation and Redevelopment Area was designated by Council in 1997 to facilitate the transition of the area from a light industrial and automobile related business district into one more conducive to residential and neighborhood business development. While this remains the most appropriate land use strategy, funding for the redevelopment program will likely be necessary in order to catalyze this transition.
- The Randolph Redevelopment and Conservation Area was adopted by City Council in 1971; however, full redevelopment has yet to be completed. Although Randolph retains a considerable amount of vacant land, it is all designated for residential use, and should ultimately develop accordingly. The Randolph Area has the potential for 100 new single family homes.

Near West

Changes in Land Use Since 1983

While the general pattern of land uses has not changed significantly since 1983, expansions to the Virginia Commonwealth University academic campus and redevelopment activities designed to improve housing conditions in selected areas have resulted in changes to the intensity of some land uses. This will undoubtedly generate additional development and redevelopment activities in the future. Significant land use changes since 1983 include:

- Expansion of the VCU academic campus north along Broad Street with



the development of the Siegel Convocation Center, the Fine Arts Complex, the School of Social Work, and the VCU Bookstore and Broad Street Parking Deck.

- Development of the VCU School of Engineering at Belvidere and Main Streets, serving as an eastern entrance gateway to the Academic Campus from Downtown, and development of the Life Sciences Building on Cary Street.
- New single family development in the Carver, Newtown West and Randolph neighborhoods.
- Expansion of the Virginia Historical Society facility on North Boulevard, creating additional exhibition space and providing office space for the Virginia Department of Historic Resources.
- Development of the Richmond Children's Museum adjacent to the Science Museum of Virginia.

Environmental Constraints Affecting Land Use

Although almost entirely developed, the Near West District will continue to experience new opportunities for growth and change. Unlike the early part of the 1900's (when most of the development occurred), today's development and land use must be respectful of both the natural and man-made environment. This is both desirable to the community at large and, in many instances, controlled by law or regulation.

Along the southern edge of the District, the 100 year floodplain of the James River, combined with the presence of steep slopes, severely limits development. Located within the watershed of both the James River and the Chesapeake Bay, these riparian lands are designated Chesapeake Bay Preservation Areas, and as such are protected from non-water related development. In these areas, statutory requirements limit development or require specific performance standards to protect both property and water quality.

A significant portion of the Near West District has had a history of heavy industrial land uses. Such uses frequently have been known to create adverse environmental conditions on the site, requiring specific care and limitations on future uses. Although none of the current or former industrial sites in the Near West District are known to be severe enough to preclude development, small areas of remediation may be required.

Expected Changes and Trends

The Near West District has historically been a very stable community. Many of the neighborhoods have existed since the early 1900's and no substantial changes are expected. The major institutions in the District, most notably VCU, will likely experience continued growth, potentially exerting pressure upon adjacent residential neighborhoods. The major transportation and commercial corridors, particularly

Broad Street and Main Street, are expected to undergo further conversions from their traditional industrial and commercial uses to greater emphasis on retailing and commercial services. Eventual relocation of the City maintenance facilities at the Diamond should facilitate development of planned sports-related uses with related retail and hotel development.

The three major industrial centers - Scott's Addition, Hermitage Road, and Ellen Road - will likely continue to thrive, benefiting considerably from their central location near I-95. Some consolidation of property

and continuous change in occupants is also likely to occur.

The availability of parking will likely continue to be an issue and potential impediment for rapid reuse and development of specific commercial and industrial areas within the Near West District.

Significant Issues

The Near West District includes several of the City's most desirable residential areas and parks; Carytown, a popular commercial district, Virginia Commonwealth University, one of the state's largest public universities, and the second largest area of industrial land in the City. Protecting and sustaining these uses, while accommodating new development in an area largely built out, is a major challenge. The following key issues define the way in which future land use decisions will be made in the Near West District:

- **Virginia Commonwealth University expansion.**
Virginia Commonwealth University is the largest institution located within the Near West District. Recent University expansions have occurred south of Main Street and north along the Broad Street corridor. The University's need to expand has at times conflicted with the desire of residents of adjacent neighborhoods to retain the residential character of their neighborhoods.
- **Land use conflicts district wide.**
The Near West District is a densely developed urban community where commercial areas and industrial uses are located directly adjacent to residential neighborhoods. The resulting land use conflicts frequently result in concerns over traffic, parking, noise, and housing deterioration. Long-term



Near West

land use strategies to mitigate these conflicts are needed.

- **Vacant industrial and commercial properties.**

There are a number of vacant industrial and commercial properties within the District, many of which are within or adjacent to residential neighborhoods. Creative reuse strategies for these buildings or sites are needed.

- **Neighborhood plans.**

Key recommendations listed in adopted neighborhood plans (such as the [West Broad Street Corridor Study](#), the [West Main Street Corridor Plan](#), and the [West Cary Street Revitalization Plan](#)) have not yet been implemented. The lack of implementation does not necessarily imply that the overall land use strategy is not valid.

- **Restrictions on infill development.**

Despite the general desire on the part of residents of several neighborhoods to ensure high standards for infill residential development, with few exceptions there exists no mechanism to apply design standards for new development.

- **Expansion of commercial activity.**

There are a number of concentrations of commercial activity in the District which are surrounded by residential uses (most of which are single family). Originally containing small establishments serving the needs of the imme-

diately neighborhoods, many now contain specialty stores and restaurants serving a larger, frequently regional market. These successful market expansions bring potential impacts to the surrounding neighborhoods as well as market pressure to expand the edges of the commercial areas for both business growth and parking. Clear land use guidance needs to be provided regarding the extent and manner for such expansion.

- **Corner commercial uses.**

Isolated “corner” neighborhood commercial uses exist throughout the Near West District, with the largest numbers in the Fan, Carver, and West of the Boulevard. In several locations these uses, while providing needed goods and services at a convenient location, also raise neighborhood concerns due to high incidences of illegal activities associated with them.

Land Use Plan

Overview

The Land Use Plan for the Near West District does not recommend any substantial changes to the distribution of land uses; rather it is meant to accommodate new and diverse development opportunities where appropriate, while preserving the urban character of an area almost entirely built-out. The Plan recommends the redevelopment of much of the Parker Field facility into a regional sports complex, and provides guidance regarding the potential expansion of major institutions, while establishing clear policy regarding the expansion or long term existence of others. Another significant recommendation is to extend commercial development associated with the Carytown Service Center east along Cary Street to Robinson Street. This Service Center extension is intended to alleviate the area’s existing expansion pressures, to minimize threats to residential areas adjacent to Carytown, and to provide greater commercial service opportunities at the southern end of the Robinson Street commercial corridor, especially when the GRTC facility is relocated.

Several areas in the Near West District are designated for uses other than those that currently exist. The Plan recommends the ultimate conversion or phasing out of several isolated pockets of uses that are inconsistent with their surroundings. The Plan also identifies areas appropriate for

future residential development on either redevelopment sites or currently undeveloped land.

Guiding Land Use Principles

The policies and strategies established for the Near West District were formulated based in part on the guiding land use principles that follow:

- Most of what currently exists is correct and appropriate.
- Residential areas should be protected from further commercial encroachment.
- Infill development of like density, scale and use is appropriate.
- Any future expansions to the Virginia Commonwealth University campus should be consistent with the 1996 VCU Master Site Plan and should avoid adjacent residential neighborhoods.
- The Broad Street commercial corridor (from I-195 to the City limits) should remain a commercial corridor (primarily retail) and not be allowed to encroach into adjacent residential neighborhoods.

Land Use Policies and Strategies

The following land use policies and strategies are designed to address the significant issues. These policies and strategies also take the District’s guiding land use principles into account in their formulation.

- **Housing Opportunity Areas (HOA)**
Several residential areas on the Land Use Plan map are also designated as Housing Opportunity Areas (HOA). This designation indicates that the site is appropriate for residential development consistent with the underlying Land Use Plan designation. However, the HOA designation suggests that, for these specific sites, higher density residential development is also appropriate, provided that specific objectives can be met. These objectives are: adequate access to the site be provided without increasing traffic volumes on roadways through existing residential neighborhoods; an objective method of design review must be incorporated into the site development process; and adequate buffering between the proposed development site and adjacent lower density residential neighborhoods must be provided. Adherence to the objectives for any higher density development in an HOA should ensure that the development will be an asset to the neighborhood, the Near West District and the City.
- The Housing Opportunity Area identified on the Land Use Plan map that currently houses the GRTC bus yard and maintenance facility works in conjunction with the policy that these facilities should be relocated in the future. When such relocation occurs, this site (of

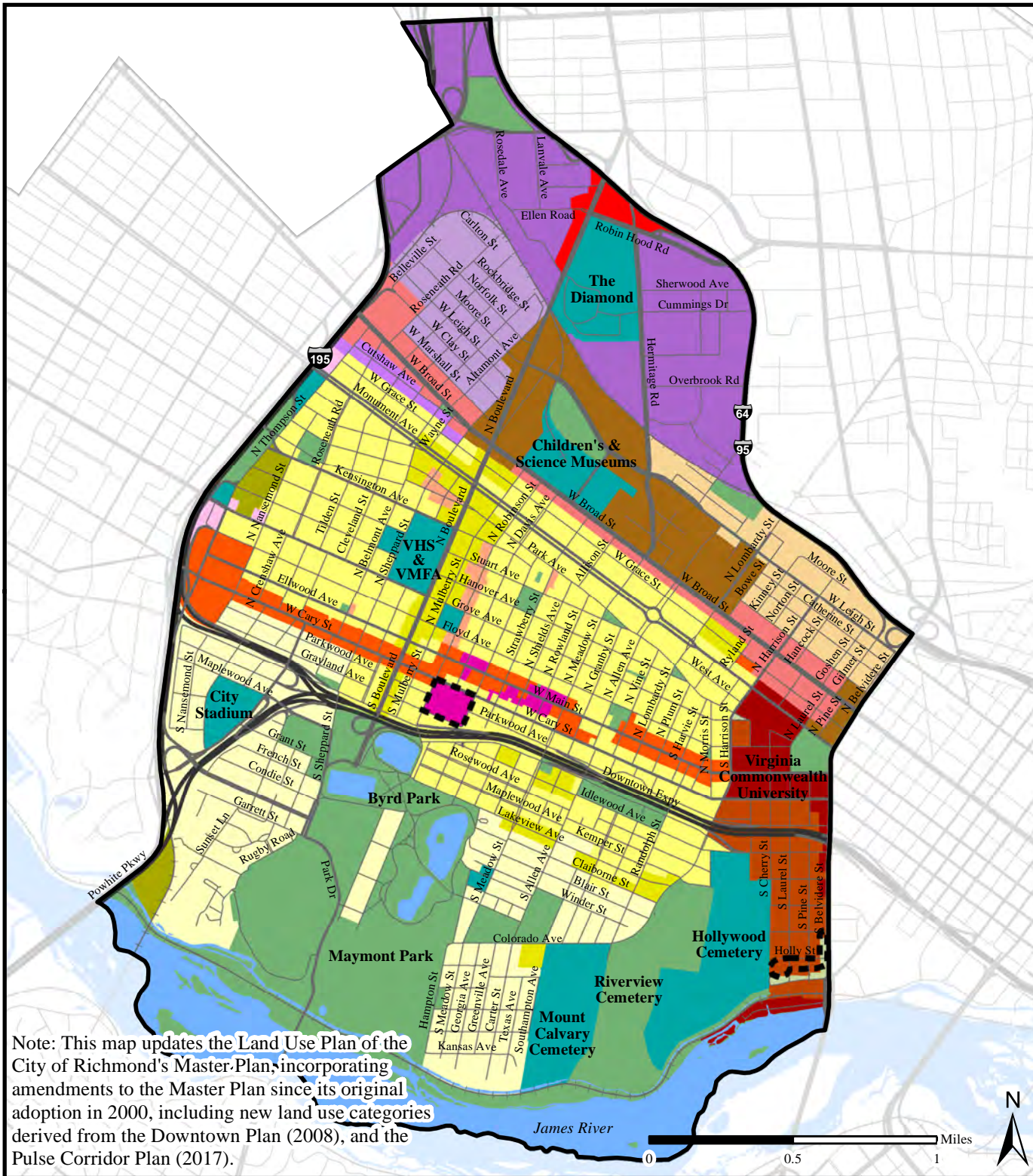
approximately four City blocks), which also encompasses Dominion Power, presents a unique opportunity for high quality mixed-use, urban infill development. Given the size of the site, a mixture of commercial and office uses may be appropriate within the residential development. In addition any future redevelopment activities should retain and preserve the historic trolley sheds located on-site.

- The Housing Opportunity Area identified in Oregon Hill south of Holly Street provides an opportunity for new residential development in close proximity to the central business district and overlooking the James River. Higher density residential development is appropriate in this area, but should honor the existing grid street pattern and the prevailing architectural character of the area. New development should duplicate the area’s medium-density, smaller lot single-family development pattern. The Land Use Plan map designates the area for “medium density single family” use. However, higher density single family or some multi-family use may also be appropriate if such development can maintain the neighborhood character, provide quality design, and keep traffic and other inappropriate intrusions away from the

Near West Planning District

Land Use Plan

-  Single-Family (Medium Density)
-  Multi-Family (Medium Density)
-  Multi-Family (High Density)
-  Community Commercial
-  Neighborhood Commercial
-  General Commercial
-  Mixed Use
-  Transitional Office
-  General Office
-  Industrial
-  Institutional
-  Public & Open Space
-  Downtown Civic Area
-  Downtown General Urban Area
-  Downtown Urban Center Area
-  Corridor Mixed-Use
-  Industrial Mixed-Use
-  Neighborhood Mixed-Use
-  Nodal Mixed-Use
-  Transitional
-  Housing Opportunity Area



Note: This map updates the Land Use Plan of the City of Richmond's Master-Plan, incorporating amendments to the Master Plan since its original adoption in 2000, including new land use categories derived from the Downtown Plan (2008), and the Pulse Corridor Plan (2017).

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remainder of Oregon Hill. Additional office or commercial uses are not appropriate in this residential area.

● **The Fan**

The Fan is a neighborhood which exists much as it has since the early 1900's. It is identified on the Land Use Plan map as appropriate for the continuation of a wide range of urban residential uses (with varying housing styles and residential densities) and commercial uses to serve the area. While the Land Use Plan map does not provide specific details regarding the exact location of each type and density of residential and commercial uses, it is intended to reflect the importance of maintaining such a mix in this urban residential neighborhood. A more detailed neighborhood plan exclusively for the Fan should be developed to address its numerous land use issues.

● **Stuart Circle Hospital**

Any redevelopment of Stuart Circle Hospital should allow for institutional or multi-family residential uses compatible with the surrounding single- and multi-family uses. Redevelopment of the facility should be particularly sensitive to the density and design of the new use. Given the long-standing existence of the prior institutional use, either continued institutional uses or new residential uses are appropriate.



● **West Cary Street east of Meadow Street**

East of Meadow Street, West Cary Street should transition to a residential environment with limited commercial uses, as described in the 1996 West Cary Street Revitalization Plan. Implementation of that Plan through the Redevelopment Area designation is the best mechanism to ensure this land use transition.

● **Robert E. Lee Elementary School**

The vacant Robert E. Lee Elementary School on Kensington Avenue in the

West of the Boulevard neighborhood is appropriate for adaptive reuse. Reuse of the building and site should be sensitive both to the predominant single family neighborhood that surrounds it and to the architectural significance of the school building itself. Appropriate reuses could include a range of multi-family residential uses, including senior "assisted living" development. Any non-residential uses at this location should be subject to strict controls imposed through a special use permit process, or through institutional zoning requiring a specific master plan for the site.

● **"Blue Shingles" property**

High-density residential or office uses are appropriate for the "Blue Shingles" property located between I-195 and the CSX rail line, with spectacular views of the James River. Given the intensive uses proposed for this site, primary access to this area should not be allowed through any of the adjacent residential neighborhoods, and design controls should be implemented in order to minimize conflicts with nearby residential uses.

● **Carytown South**

The Carytown South Neighborhood is identified on the Land Use Plan map for single family low and medium-density residential use. Its proximity to the Carytown commercial district and I-195 has had a negative impact on the

community in the past. A more detailed plan should be prepared for this area to help the neighborhood benefit from these features and guide revitalization of the neighborhood.

- **Carver**

In the Carver neighborhood, recent changes have seen the departure of much of the traditional manufacturing and commercial base in favor of a greater institutional presence by Virginia Commonwealth University. While Carver will continue to be an urban residential neighborhood, with non-residential uses along its edges, specific limitations on these other uses will need to be determined. Carver should remain primarily a single-family neighborhood, with some multi-family uses in appropriate locations. Any new development or redevelopment of existing structures that results in additional multi-family residential units in the Carver neighborhood must provide sufficient off-street parking to accommodate the increase in housing units. Any new non-residential development should be limited to the area south of Marshall Street, north of Broad Street, and west of Bowe Street. To better facilitate the redevelopment of recently abandoned industrial land in Carver, and to enhance the environment of the new Governor’s School, the Redevelopment Area designation should be expanded west to Lombardy Street, both north and south of Leigh

Street. A more detailed neighborhood land use analysis and plan should be developed to identify specific land use policies and locations appropriate for higher density residential uses and non-residential uses in Carver.

- **Redevelopment of the Parsons House in Oregon Hill**

Any redevelopment of this site which has been used as an annex for the state penitentiary should allow for:

- the preservation and appropriate reuse of the Samuel P. Parsons House located at 601 Spring Street, built in 1818, with a strong historical connection to the abolitionist’s movement of the 1820’s and the underground railroad. This house would be an appropriate location for a museum honoring these important social justice movements;
- the incorporation of land adjacent to Belvidere into the existing Oregon Hill Linear Park to complete a greenway connection between Oregon Hill Park to the south and Monroe Park to the north; and
- the mixed-use development (medium density single-family residential and office uses) on the remainder of the site, with adequate off-street parking to minimize parking impacts to the neighborhood.



- **Higher-density residential development**

In keeping with traditional residential development patterns within the District, higher-density mixed residential uses are appropriate in both the Fan and West of the Boulevard neighborhoods. Concentrations of small, multi-family structures (6 to 12 units) are scattered throughout these areas and contribute to a strong sense of social and economic diversity. This residential mix is appropriate and desirable, as long as single-family residential uses continue to prevail.

- **Industrial use on Cherry Street**

No additional industrial uses should be permitted within the Oregon Hill neighborhood. The single industrial use currently located on Cherry Street near Hollywood Cemetery has a



traditional economic tie to the cemetery. Should that use be discontinued or relocate, the land use should transition to a residential use or uses compatible with the surrounding medium-density single family residential uses.

- **Virginia Commonwealth University**
The academic campus of Virginia Commonwealth University (VCU) is the largest and most influential institution in the Near West District and the City, and among the largest employers in the metropolitan area. Expansion of the campus over the past several years has resulted in significant enhancement of the University's facilities and image. Some of the geographic expansion has extended the campus into areas traditionally considered part of larger residential neighborhoods. Future expansion of the VCU academic campus into the Carver neighborhood should be limited to the south side of West Marshall Street. The VCU presence on West Broad Street should continue to be respectful of adjacent residential areas as well as the architectural and historic character of many of the existing structures.

Expansion of the VCU campus across Harrison Street into the Fan should be discouraged, as should any further expansion south of Cary Street into the Oregon Hill neighborhood. Expansion of VCU may, however, be appropriate

along the Broad, Main and Cary Street corridors. Controlled growth of the campus east across Belvidere Street is generally appropriate provided that new development along Belvidere fronts the street, as stipulated in the 1996 VCU Master Site Plan. This recommendation is also supported by the 1997 Downtown Plan, which includes specific recommendations for the Belvidere Street Corridor. Expansion of VCU should not jeopardize existing architecturally significant structures. New facilities should locate in existing structures when possible. Demolition should be kept to a minimum.

To minimize the potential for future land use conflict VCU should maintain strong, cooperative relationships with the surrounding neighborhoods and, as appropriate, enter into cooperative agreements with those communities.

The presence of VCU along both Broad and Belvidere Streets provides the University with the opportunity to establish a quality gateway into the University and the City at this intersection. Development at this intersection should be thoughtfully designed in order to provide positive entryways both into the VCU campus from the east and into Downtown from the west. Development at the intersection should be of an appropriate scale and character, reflecting the importance of the location.

- **Corner commercial uses**

Within the Near West District there are numerous, isolated single-site commercial uses: either the traditional “corner store” or groupings of generally up to three businesses in the center of a block. Neighborhood commercial uses historically provided needed goods and services to adjacent residents, and when located in multi-story buildings were usually coupled with residential uses above. Over time, however, both the types of commercial uses found in these locations and the market served by these uses have changed. Although the impact varies throughout the District, problems have emerged with many of these uses. Often commercial uses can constitute a neighborhood nuisance, depending on the way in which they are managed or the specific goods and services provided. Many of these uses have evolved over time to serve a broader market, generating significant automobile traffic, causing parking problems, and serving less as a true neighborhood convenience. With the exception of the Fan District (defined by the western side of Belvidere to the east, the eastern side of North Boulevard to the west, the southern side of West Broad Street to the north, and the southern side of West Main Street to the south), the Land Use Plan map for the Near West District specifically identifies many of these existing isolated commercial uses. For those

not specifically identified, the policy is that these are not appropriate locations for non-residential uses. For those that are shown on the Plan map, expansion or conversion to more intense uses, such as those requiring an ABC license, should be discouraged, particularly if existing zoning standards cannot be met. In all instances, such uses should be restricted to neighborhood commercial uses with limitations on operating hours, number of employees, and signage.

Isolated neighborhood corner commercial uses reflected on the Land Use Plan map and appropriate for continued use include:

- ❑ Idlewood Avenue in Oregon Hill; however, future expansions should be limited to properties fronting the 700 block of Idlewood
- ❑ Pine Street at Albermarle and Spring Streets
- ❑ Cleveland and Franklin Streets
- ❑ Cleveland between Stuart and Kensington
- ❑ Patterson and Roseneath

Although no corner commercial uses are identified in the Fan District on the Land Use Plan map, if the establishment legally existed upon adoption of this Master Plan then it is appropriate.

- **Oregon Hill Commercial**

There are a few isolated commercial uses on Idlewood Avenue between Laurel Street and Belvidere Avenue.

Near West

They serve the immediate Oregon Hill neighborhood, most without any apparent draw from a larger citywide customer base. Future expansions to this area should be limited to neighborhood-serving commercial uses in the 700 block of Idlewood, and along Pine Street as shown on the Land Use Plan map.

- **Neighborhood Commercial Clusters**

The Land Use Plan also reflects several existing small neighborhood commercial clusters throughout the District. For the most part, these areas are somewhat larger, have a specific identity, and frequently have stronger community support for their continuation than the individual isolated businesses referenced above. Uses appropriate for these areas are limited to neighborhood serving uses, and reflect the “neighborhood commercial” designation on the Land Use Plan map. For all of these areas, unless described otherwise, no expansion beyond the existing boundaries is appropriate. Such areas of commercial concentration include several in the Fan and West of the Boulevard neighborhoods, and a variety of neighborhood commercial corridors. Particular land use policies that should be applied are as follows:

- Sheppard Street at Park Avenue. This group of small retail shops, convenience stores and restaurants fronts primarily on Sheppard

Street, but also includes a number of properties fronting Patterson Avenue along a 1½ block stretch east to Boulevard. Commercial uses here should be limited to those that serve the immediate neighborhood. Additional auto-related uses (including service stations) are not appropriate. Commercial use of properties on Park and Patterson Avenues

should be limited to those that front either one of those streets as indicate on the Land Use Plan map.

- Robinson Street between West Cary Street and Kensington Avenue should continue as a neighborhood commercial street, serving both the neighborhood and a broader metropolitan area market. For commercial properties



fronting Robinson Street, expansions of existing first floor commercial uses to second floor spaces are appropriate where needed. Existing residential properties fronting on the intersecting east-west streets should remain residential. Ultimately, the Robinson Street shopping district should meet with an expanded Carytown to create a continuous urban shopping experience along Cary and Robinson Streets.

- Strawberry Street. Although intended as a “neighborhood serving” commercial area, Strawberry Street has a number of businesses that cater to a regional market. The expansion of Strawberry Street retail uses is not recommended, and all such uses should be confined to the east side of the Street, as is the case currently. The popularity of these businesses generates significant parking demand that cannot reasonably be accommodated off-street. Therefore the commercial uses along the east side of Strawberry Street between Stuart and Park should actively seek to acquire, reconfigure, and utilize existing garages and private parking areas behind the establishments for patron parking. Properties on the west side of Strawberry Street are appropriate for residen-

tial use only. Further expansion of existing office or commercial use on the west side of Strawberry Street is inappropriate. Any encroachment into existing residential

areas or park areas for parking or further commercial/office development is not appropriate. Properties fronting on Park and Stuart Avenues immediately adjacent to the commercial area should remain residential.

- West Grace Street. Also known as Midtown-West, this commercial corridor runs along West Grace Street from Belvidere Street to Ryland Street. It is partially within the VCU campus and contains several VCU facilities. It is designated as a “community commercial” area on the Land Use Plan map. To maintain the original urban fabric of the street, future development along the corridor should front on to Grace Street. A high-rise retirement community is located on the south side of the 1000 block of West Grace Street,



and constitutes a significant multi-family residential structure in the area. Continuation of a multi-family residential use at this location is appropriate. The eastern-most blocks, between Belvidere and Laurel Streets, are identified as appropriate for a broader range of uses including office, residential, or institutional, provided that these uses front onto Belvidere as well.

- **Cary Street west of Belvidere.** Along the south side of West Cary Street, between Cherry and Belvidere Streets, community commercial uses are appropriate for properties fronting West Cary Street or Belvidere. Permitted future uses should be consistent with the area’s prevailing pedestrian scale and architectural character.

Near West

- **Carytown**

The Carytown Service Center is one of the most successful and unique commercial districts in the City. It runs along West Cary Street from I-195 to the Boulevard and contains over a hundred independent specialty retail shops in a unique urban shopping environment. The success of Carytown has generated substantial demand for retail (and frequently office) space, as well as a continuous need to accommodate the demand for both employee and customer parking. With virtually no vacant land along the commercial street to accommodate these needs, pressure has been exerted on adjacent residential neighborhoods. The appropriate direction for expansion should be east, across the Boulevard to Robinson Street. No further expansion of commercial uses including parking lots and storage facilities should occur into the adjacent neighborhoods. Further commercial uses on the side streets north of Cary Street should be limited to the adjacent alleys unless otherwise depicted on the Land Use Plan map. Conversion of residential structures on these side streets should retain their residential appearance. South of Cary Street, no additional commercial uses on side streets are appropriate.

- **Cary Street from Boulevard to Robinson Street**

The Land Use Plan map for the West

Cary Street corridor between Boulevard and Meadow Streets reflects the current pattern of existing heavy commercial uses. The blocks between Robinson and Boulevard should be encouraged to develop into a shopping district similar to Carytown. This would ultimately provide a continuous urban retail corridor from Thompson Street to Robinson Street.

- **West Main Street**

The West Main Street corridor, between VCU and Meadow Street, has evolved into a variety of commercial uses. The Land Use Plan map identifies this corridor as a combination of mixed-use and “community commercial” use. Specific zoning, urban design and development guidance is provided in the 1999 West Main Street Corridor Plan and should be followed so as to avoid, in particular, inappropriate strip-style development. In addition, efforts should be made to provide parking between Main and Cary Streets with decks similar to those in Carytown. In addition, architecturally significant structures on campus should be reused rather than demolished;

- **Lombardy Street south of Leigh Street**

The east side of Lombardy Street south of Leigh Street is identified for community commercial use. Expansion of the redevelopment designation

to facilitate this transition is appropriate.

- **West Broad Street between Belvidere Street and the Boulevard**

Land uses on the north side of Broad Street include government, and institutional, industrial and a variety of commercial activities. The south side of Broad consists mainly of smaller commercial and service uses in the context of traditional commercial storefronts with minimal street setbacks. Development along the corridor should be consistent with the 1995 West Broad Street Corridor Study. Community commercial, institutional, governmental and office uses are all appropriate and should continue. Vacant buildings on the corridor should be encouraged to develop first floor commercial uses with office and/or residential uses for upper floors. Ideally, Broad Street should be a dense urban development that is oriented to the pedestrian and compatible with adjacent residential development. Therefore, any new development along this section of Broad Street needs to be oriented to the street with no setbacks, and to complement the prevailing urban storefront character. Additional off-street parking should be developed with minimal visual impact on the corridor. Vehicle-oriented land uses and driveways that could impede the flow of pedestrian traffic should be discouraged. Existing auto-related and

warehouse/storage uses should be gradually phased out along the corridor. In addition, nightclubs and adult entertainment establishments are inappropriate.

- **West Broad Street from Boulevard to I-195**

The general character of land uses along the Broad Street corridor changes west of Boulevard and, gradually assumes character more in keeping with suburban commercial areas. West Broad Street from the Boulevard to I-195 should remain a commercial corridor.

- **Boulevard from I-95 to Broad Street**

The Boulevard from I-95 to Broad Street is identified on the Land Use Plan map for general commercial and institutional uses (for the Diamond and Sports Backers stadiums) with industrial uses located around the rail line. The commercial designation is meant to serve highway traffic as well as visitors to the Diamond and Sports Backers stadiums. In addition, the commercial designation is meant to support linkages to the Museum and tourist activities on the Boulevard, Hermitage Road and Broad Street. Streetscape, design and traffic circulation improvements should be implemented to help revitalize and improve the appearance of the corridor providing an attractive gateway into the City, and enhanced pedestrian environment.



- **Metropolitan sports complex**

In the area surrounding the Diamond (the region's AAA baseball stadium), the City's Arthur Ashe Athletic Center, and the new Sports Backers Stadium, the Land Use Plan map reflects the future development of the area as a metropolitan sports complex. Appropriate for this complex are an expanded baseball stadium, additional hotel space, retail spaces, a multi-use field house, and parking structures. The sports complex development should follow relocation of the City "Parker Field" maintenance facilities to south Richmond, ideally co-located with

similar facilities. Implementation of this plan will also displace Travel Land Park and the Metropolitan Visitors Center. The Visitors Center should be relocated Downtown, and comparable public open space should be provided to replace Travel Land. The sports complex is reflected on the Land Use Plan map as an "Institutional" land use. North of Robin Hood Road, a "General Commercial" land use designation is applied to reflect the intention of hotel or commercial development at that location. Development of the Sports Complex should have a strong design presence on the Boulevard and support the role of the Boulevard as a gateway into the City. The resulting relocation of existing softball fields at Travel Land Park to areas within the sports complex should not jeopardize continued public access to those facilities. Consideration should also be given to accommodating improvements to the I-95 interchange at Boulevard and Robin Hood Road.

- **Changes in land use**

A change in use from that which currently exists is reflected on the Land Use Plan map in a number of locations. In most instances, this change is recommended in order to minimize land use conflicts, provide opportunities for economic development, enhance the residential environment, or some combination of the above objectives. For many of these areas, the use

Near West

recommended for phasing out may have existed for many decades, however, the evolution of land and use in the general vicinity renders the current land use pattern obsolete or inappropriate.

For some of these areas, the private market may allow a smooth transition over time, if supported by local land use policy and regulation. For other areas, public involvement will be necessary to facilitate a needed transition to address a blighting situation or stimulate an economic need. For others still, long term land use policy may suggest a transition, yet allow continuation of the current use for several years until the desired change or changes can occur.

Instances in the Near West District where the Land Use Plan recommends a change in use are as follows:

- ❑ All existing residential uses within the Scott's Addition area are identified for future industrial use.
- ❑ The few remaining single family residential uses within the Newtown West area north of the CSX rail line are recommended for industrial use;
- ❑ No industrial use is identified for Broad Street frontage, nor is any identified as appropriate within the Carver neighborhood;
- ❑ The GRTC bus facility/Virginia Power (Dominion) site is identified

for a "Housing Opportunity Area" for future residential and mixed land use;

- ❑ The former Maggie Walker High School campus is designated for public use, reflecting its future use as the Governor's School for Government and International Studies;
- ❑ It is appropriate that institutional uses at the former Stuart Circle Hospital be allowed to transition to multi-family uses. Any reuse of the facility for residential purposes should be contingent upon strict controls over density and access, so as to avoid negative impacts on the surrounding medium-density single family residential uses.



- **Underground Utilities**

New or expanded electrical and communication cables and any new future technology should be located underground. Existing above - ground cables should be relocated underground when possible, especially when significant repairs, maintenance, or upgrades are implemented;

- **Preservation Design Review**

Existing historic preservation design controls should be implemented, and where neighborhood support exists, new design controls should be encouraged in order to preserve existing historic neighborhoods from inappropriate development/and design.

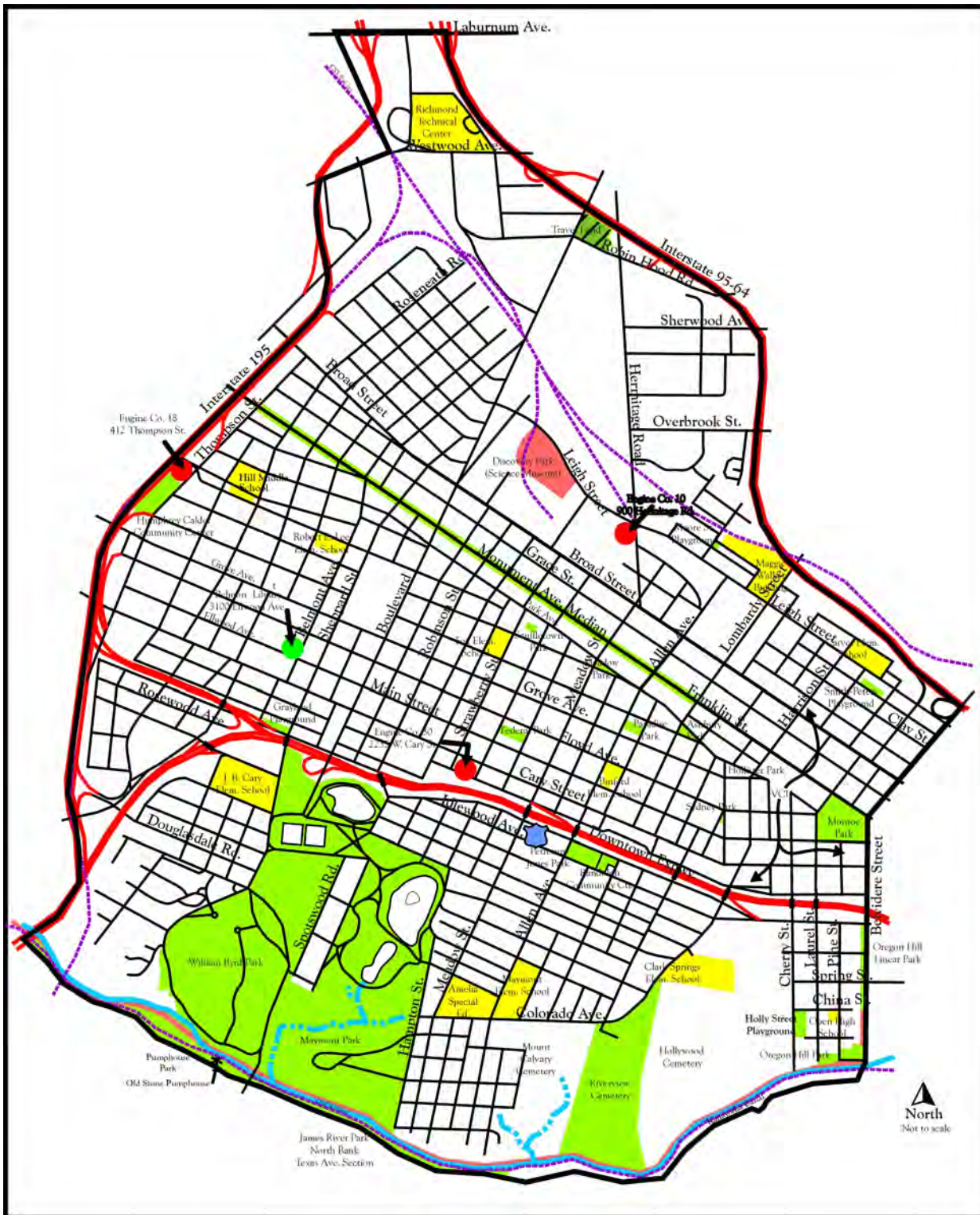
- **Parks and Recreation**

The Land Use Plan map also reflects those elements of the recreation and parks plan as they relate to land use. The Plan recognizes the existing City parks in the Near West District and also identifies lands appropriate for City park system expansion, as well as those identified for removal from the Park inventory. Discovery Park, an element of the Science Museum of Virginia is reflected as an institutional use on the Land Use Plan map. City Park lands include:

- ❑ elimination of "Travel Land" park and the adjacent softball field to accommodate a larger recreational and sports development at the Diamond Parker Field complex;

Near West Planning District

Parks & Recreation Areas
Schools and Public Facilities



-  **Fire/Rescue**
-  **Public Libraries**
-  **Public Schools**
-  **Police Precinct Stations**
-  **Public Parks**
-  **Proposed Public Parks**
-  **Eliminate Existing Park**

North
Not to scale

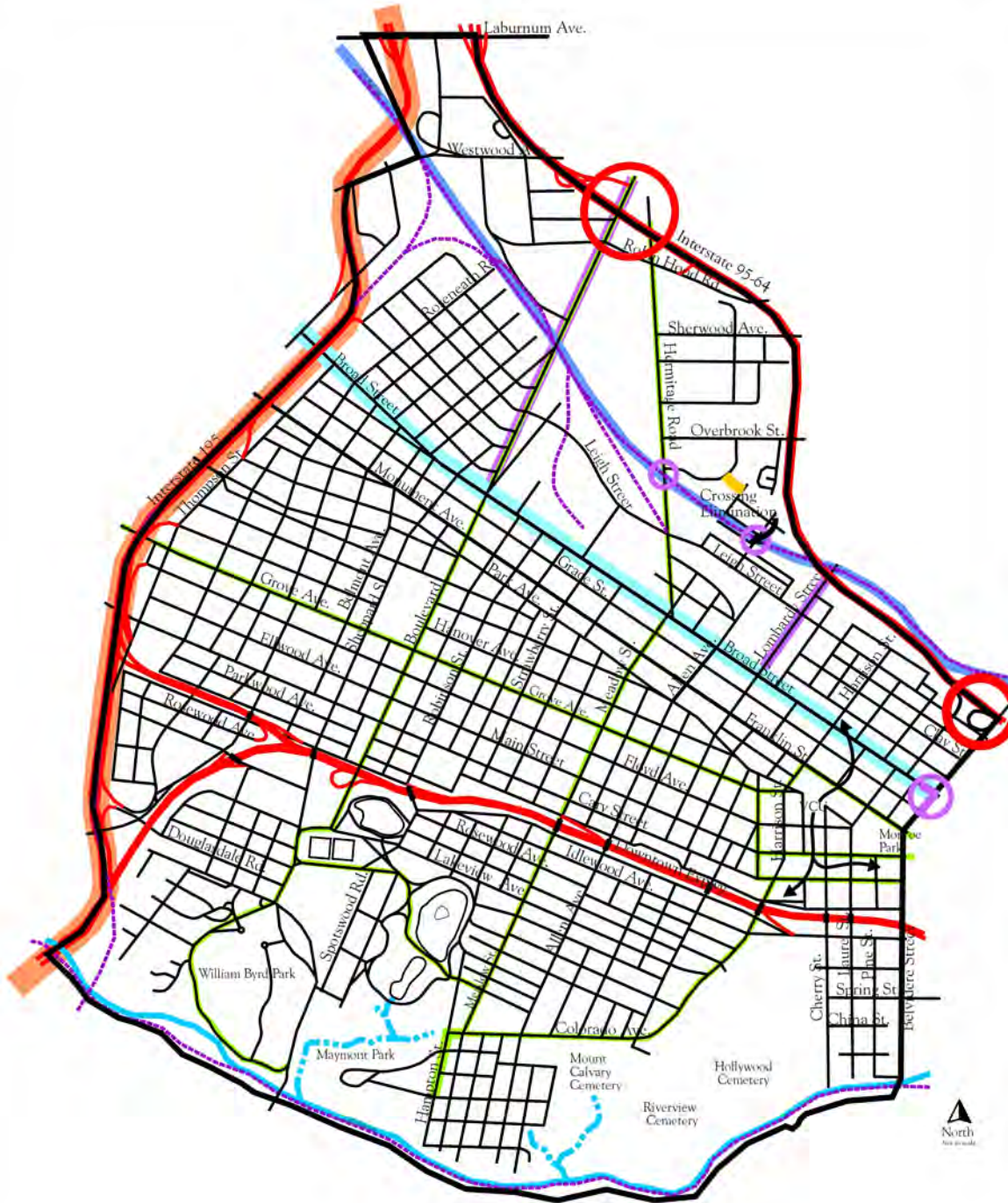


Near West

- ❑ development of the west canal segment between the Tredegar Iron Works and Maymont Park, and eventually further west;
 - ❑ expansion of the Oregon Hill Linear Park located along the west side of Belvidere Street south to connect with Oregon Hill Park (with connections, where appropriate, to the Kanawha Canal and the James River Park at Belle Isle) and north to connect with Monroe Park. Enhanced pedestrian connections should also be provided within the public right-of-way between the existing Linear Park and Monroe Park to the north.
- **Transportation**
 The Land Use Plan map also reflects those elements of the transportation plan as they relate to land use. The following key transportation improvements and recommendations apply to the Near West District.
 - ❑ encouraging greater use of the Downtown Expressway to minimize the negative impacts of high levels of commuter traffic through the District. This can be accomplished by improving access points and by removing Expressway tolls. Appropriate signage prohibiting truck traffic in residential neighborhoods throughout the District should be posted where needed.
 - ❑ improvements to the intersection of Belvidere and Broad Streets to address traffic congestion problems. An additional northbound left turn lane is needed, as are alignments to the eastbound and westbound turn lanes.
 - ❑ development of a comprehensive Fan area transportation study to address issues of one-way to two-way conversions, traffic calming, expressway entrances, difficult and dangerous intersections, strategies to ensure pedestrian safety and other issues as they are identified.
 - ❑ implementation of light rail transit along West Broad Street to the Science Museum of Virginia and beyond to the Boulevard.
 - ❑ elimination of existing Lombardy Street rail line underpass just north of Broad Street to bring the roadway up to grade. This improvement is intended to enhance Lombardy as an important transportation arterial between the Near West and North Districts.
 - ❑ redesigns of the I-95/Belvidere and I-95/Boulevard interchanges to enhance traffic movements on and off of the interstate.
 - ❑ extension of Botetourt Street from Middlesex Street to Ownby Lane in the Hermitage Business Park provide greater access to this area.
 - ❑ improvements to Boulevard between Broad Street and Westwood Avenue to improve the medians and enhance pedestrian and vehicular safety.
 - ❑ roads have been identified on the Transportation and Roadway Improvements Map as potential bikeways. Development for a comprehensive bike routing system should include plans for the long-term maintenance of bicycle route designators (signage, bicycle lane street stripping, etc.) a designated lane with signage should be provided for bicycle traffic on Grove Avenue, Hermitage Road, Meadow Street, Colorado Avenue and the Boulevard.

Near West Planning District

Transportation and Roadway Improvements



-  Bike Routes
-  New Roadway Segments
-  Operating Improvements
-  Additional Travel Lanes
-  Express Bus Service
-  Light Rail Transit
-  Light Rail Conceptual Routes
-  Regional Commuter Rail/High Speed Rail
-  Interchange Improvements

CHAPTER 11
THE DISTRICT PLANS

Land Use patterns and
Development Trends

Significant Issues

Land Use Plan



NORTH
PLANNING DISTRICT

**Land Use Patterns and
Development Trends**

General Description

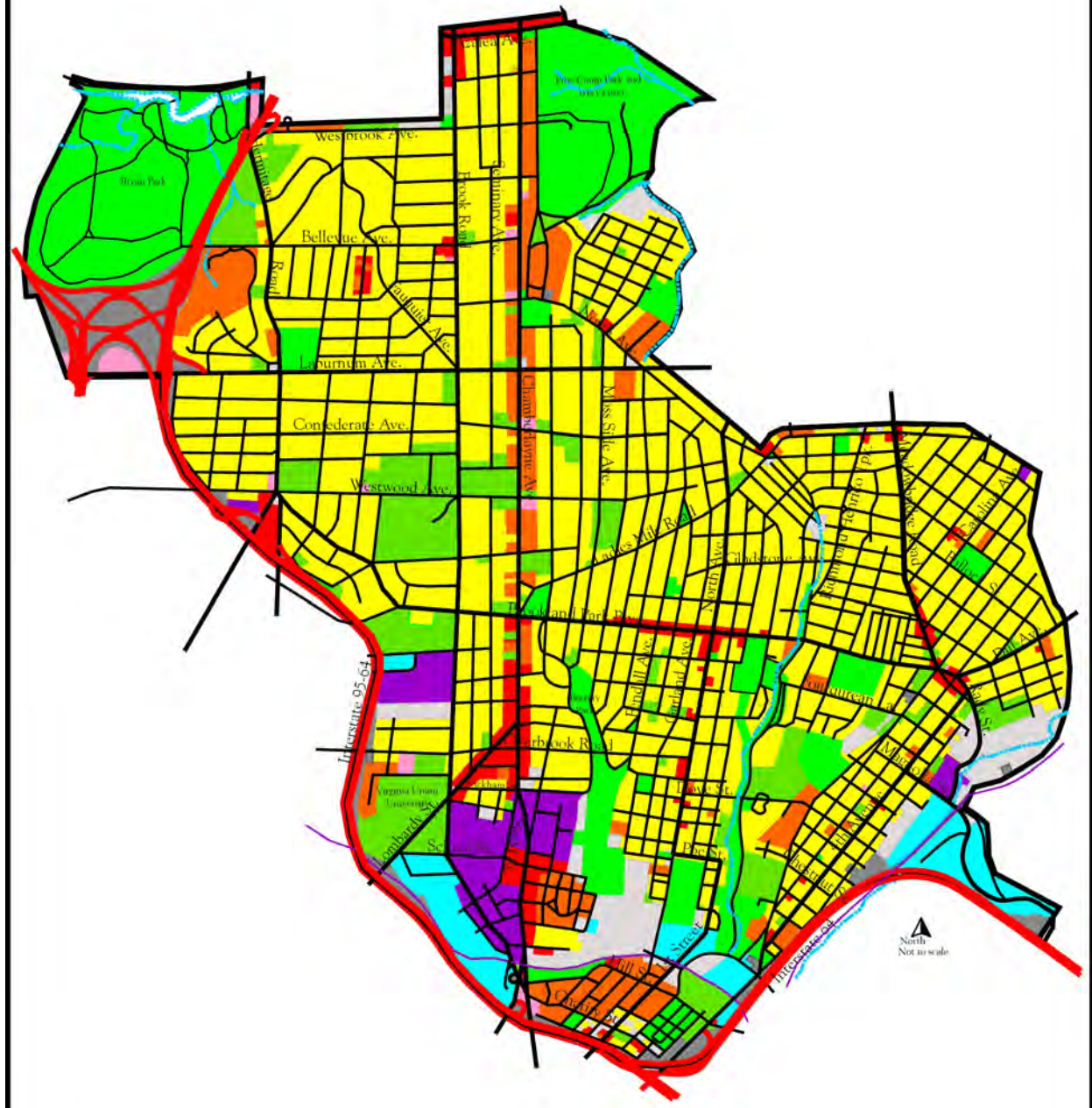
The North Planning District is located immediately north of Downtown Richmond. Its boundaries include Interstate 95 and Interstate 64 to the south and west and the City limits to the north and east.






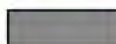




Land uses in the North District are predominantly single family residential with some apartments. Commercial and industrial uses are located along major thoroughfares and in several concentrations throughout the District. The District also contains three large public parks, two universities, and the State's largest public housing community. Opportunity for new development is limited to isolated infill development and redevelopment opportunities at specific sites.

In several of the older residential areas, particularly in the Highland Park and Barton Heights neighborhoods, originally constructed as streetcar suburbs in the early 1910's, a significant portion of the houses have been converted from single family to multi-family homes. Because the large single family houses are costly to maintain, dividing the homes provided additional income for property owners.

North Planning District

Existing Land Use



-  Single-Family Residential
-  Multi-Family Residential
-  Vacant Land
-  Public
-  Institutional/Semi-public
-  Trans. / Utilities
-  Office
-  Commercial
-  Light Industrial
-  Industrial

North



Portions of these neighborhoods are currently zoned for two-family houses.

In the western portion of the District are the Sherwood Park, Bellevue, and Rosedale neighborhoods and, to the north, the Ginter Park neighborhood. These neighborhoods offer a wide range of housing styles from the modest ranch-style houses in Rosedale and bungalows and cottages in Bellevue to the grand homes of Ginter Park.

Commercial development in the North District occurred early in the twentieth century on main thoroughfares where the streetcar traveled, particularly Brookland Park Boulevard and Meadowbridge Road. As the automobile became more prominent, Chamberlayne Avenue (U.S. Route 1

and 301) became a major thoroughfare for north-south interstate travel prior to construction of the Richmond Petersburg Turnpike (I-95). Initially, the businesses along the corridor served automobile travelers with motels, restaurants and automobile service stations. Later, residential areas filled out around this corridor, and commercial uses

began to locate along Chamberlayne Avenue.

The North District contains very little vacant and undeveloped land. Most of what exists is either incorporated into the City park system, part of several large institutions, or is subject to environmental conditions which preclude development. The latter category includes the steep slopes along the edges of Highland Park near the Crooked Branch ravine, and the area around the old School Street landfill. At Rady and Magnolia Streets there remain numerous opportunities for isolated infill residential development. There have been several notable examples of infill in the district, most of which have been produced by non-profit Community Development

Corporations. A few instances of conversions from residential to commercial use have also occurred.

The District is served by four major commercial service centers: Brookhill-Azalea/Azalea Mall, Chamberlayne Avenue/Lombardy, Brookland Park Boulevard/North Avenue, and Meadowbridge Avenue. Smaller neighborhood commercial centers are located along McArthur Avenue, at Brook Road and Meadowbridge Road at Laburnum Avenue.

Several large institutions are located within the North District, including Virginia Union University, Union Theological Seminary, Children's Hospital and the Scottish Rite Temple.

There are several City parks in the North District, the largest of which are Bryan Park and Pine Camp. Recreation centers are scattered throughout the District and range from small neighborhood centers, such as the Ann Hardy Plaza building in Highland Park, to the Hotchkiss Recreation Center located on Brookland Park Boulevard.

Surrounding Influences

Henrico County borders the District to the north and east. For the most part, adjacent land uses are similar to and thus compatible with those located within the City. However there are several significant land uses that potentially impact the North District. These include the following:

- **Azalea Mall**
Azalea Mall, once the region's first enclosed shopping mall, was demolished in late 1999 in order to more effectively market the site for future reuse. With only a small edge of the property within the City, access to the site is provided from both Brook Road and Westbrook Avenue. Future use of this site has the opportunity to benefit adjacent City neighborhoods, with compatible uses, provided that traffic impacts on neighborhood streets are minimized.
- **Brookhill Azalea Shopping Centers**
The Brookhill Azalea Shopping Center traditionally served as an anchor for much of the strip development along Azalea Avenue. The current condition and retail mix of the center impacts the marketability and condition of adjacent commercial uses.
- **State Fairgrounds and Richmond International Raceway**
At the intersection of Laburnum Avenue and Richmond Henrico Turnpike, extending east to Carolina Avenue, is the Richmond International Raceway and former home of the State Fair of Virginia. This facility can attract in excess of 100,000 visitors per event, and generate a substantial amount of traffic and noise. Not being immediately adjacent to the City, direct land use impacts are minimal. However, concern over traffic, noise and other

negative impacts will continue to be an issue for adjacent City neighborhoods. Current plans call for the relocation of the State Fairgrounds to eastern Henrico County.

- **Overlook Apartments**
Additional residential development, most likely multi-family, is expected along Brook Road immediately north of I-95. Direct impact of such development on the City of Richmond should be minimal. Residential development should continue to enhance the marketability of retail uses in the vicinity of Brook Road and Azalea Avenue. Additional low income housing in this area will likely not have the same beneficial market impact.
- **ACCA Rail Yard**
Although located in Henrico County and separated from the City by I-195, this rail yard supports large volumes of daily rail traffic and is the source of moderate to high levels of noise.

Redevelopment Areas

There are two Conservation Areas (Highland Park and Southern Barton Heights) in the North District.

The Conservation Area designation is intended to help facilitate revitalization of the community through programs designed to eliminate existing blight and the long-term conditions that result in deteriorating neighborhoods.



- The Highland Park Conservation Area adopted in 1998 was designed to eliminate blight and deterioration within much of the Highland Park neighborhood. The boundaries include most of the area covered by the Highland Park Southern Tip (Chestnut Hill) Neighborhood Plan as well as several blocks to the north.
- The Southern Barton Heights Conservation and Redevelopment Area adopted in 1995 is the vehicle for implementing the Land Use and Revitalization Plan for Southern Barton Heights.

Changes in Land Use Since 1983

The basic land use pattern in the North District has remained unchanged since the adoption of the 1983 Master Plan. However, several isolated yet notable examples have occurred, these include:

North

- Construction of the Linwood Holton Elementary School at the “13 Acres” site located at the intersection of Hermitage Road and Laburnum Avenue.
- Development of the golf driving range at School Street landfill.
- Relocation of Richmond Memorial Hospital to Hanover County.
- Expansion of the Whitehall Robins pharmaceutical plant.
- Construction of the City Police Training Academy on Graham Road near the VUU Campus.
- Creation of Highland Park Plaza (Senior Housing).
- Scattered single family residential infill.



Environmental Constraints Affecting Land Use

Although almost entirely developed, the North District will likely face some growth opportunities or opportunities for future redevelopment. Such land use changes will be constrained or otherwise affected by existing natural and man-made environmental conditions.

In the northern portion of the District, Upham Brook and Princeton Creek, flowing through Bryan Park and a portion of the Bellevue neighborhood, create adjacent 100-year floodplains and Chesapeake Bay Preservation Areas. In each of these

areas, statutory requirements limit development or require specific performance standards to protect both property and water quality. Chesapeake Bay Preservation Areas also exist adjacent to House Swamp Creek that forms part of the border with Henrico County, and Shockoe Creek before it becomes part of a large underground drainage system.

In addition to water features, steep slopes, particularly along Shockoe Creek near I-64, effectively limit the extent of development that can occur. The same situation exists throughout Shockoe Valley.

Located at the southern edge of the Barton Heights neighborhood, the former School Street landfill was used for disposing of municipal solid waste for over 40 years, and filled in a significant portion of Shockoe Valley. A portion of the site is also used as a City golf driving range, with a nine-hole golf course planned for most of the remainder. Beyond such recreational uses, development of this land is not allowed.

The North District may contain additional isolated sites with some form of environmental contamination from previous industrial use. None are likely to be severe enough to preclude development.

Significant Issues

The following issues have significant implications for current and future physical development, and for the overall quality of life for District residents.

- Multi-family on Chamberlayne Avenue.**
There is a large concentration of multi-family residential uses along Chamberlayne Avenue north of Brookland Park Boulevard. This proliferation of apartments has created numerous conflicts with the adjacent single family uses on Hawthorne and Seminary Avenues in the Ginter Park, Edgehill and Barton Heights neighborhoods.
- Adult homes along Chamberlayne Avenue.**
The concentration of adult homes along Chamberlayne Avenue has intensified over the last two decades. Although current zoning no longer allows these uses without a conditional use permit, negative influences from existing adult homes continue to impact surrounding neighborhoods.
- Single family transitioning to multi-family.**
The neighborhoods of Southern Barton Heights and Highland Park Southern Tip have faced decline as their large homes have transitioned from single family to multi-family uses.

- Rooming Houses.**
The existence of rooming homes, not allowed by current zoning, in Highland Park and Barton Heights is of particular concern and poses a threat to neighborhood stability.
- Corner commercial stores in residential neighborhoods.**
Convenience stores in the neighborhoods of Barton Heights, Highland Park and Providence Park raise concerns due to the relatively high incidence of illegal activities carried out in close proximity to them. However, because of a lack of convenient commercial centers in North Richmond, these stores serve a legitimate purpose.
- Relocation of Richmond Memorial Hospital.**
The 1998 relocation of Richmond Memorial Hospital to Hanover County

resulted in the vacancy of a large building and site zoned for institutional use. The amount of traffic and parking demand generated by the hospital increased substantially over the last several years, generating some controversy. The status of the vacant structures and questions regarding appropriate future uses are now of major concern to the adjacent neighborhood.

- U.S. Post Office.**
The 300,000 square foot U.S. Post Office building located on Brook Road at Roberts Street houses the main mail processing operation for Central Virginia. The Post Office has recommended expanding the facility by an additional 200,000 square feet. Potential expansion plans must consider (and could be severely restricted by) the existing residential and institutional



North

land uses adjacent to the Post Office, including the Chamberlayne Court Addition neighborhood and the campus of Virginia Union University. If expansion plans cannot be accommodated and relocation of the postal facility occurs, redevelopment of this large complex to a use compatible with the adjacent neighborhoods may prove a difficult challenge.

- **Commercial on Brookland Park Boulevard.**

The nucleus of the commercial area on Brookland Park Boulevard is located at the intersection of North Avenue and Brookland Park Boulevard. It stretches from Woodrow Avenue on the east to Edgewood Avenue to the west. The commercial area is surrounded by the Barton Heights neighborhood. Services from this commercial area have declined following the development of larger and more convenient shopping centers in eastern and northern Henrico County, and population decline that has threatened the stability of surrounding residential areas. The area has limited parking, obsolete retail spaces, and difficult traffic circulation. The proliferation of gas stations, auto repair stations, car sale lots, and outdoor storage lots renders the corridor unappealing.

- **Meadowbridge Road commercial area.**

The Meadowbridge Road commercial



area is concentrated around the five-way intersection of Dill Avenue, Rady Street, Brookland Park Boulevards, and Second Avenue. Land uses in the Meadowbridge Road Service Center are primarily commercial with the exception of several institutional uses, including an elderly housing complex housed in the former Highland Park

Elementary School. Commercial uses include neighborhood grocery stores, restaurants, a gas station, and a bank. The commercial corridor is surrounded by the Highland Park neighborhood. The development of large shopping centers in Henrico County has also led to disinvestment in this area. Deterioration of the service center is com-

pounded by uses incompatible with the surrounding neighborhoods, especially the auto repair related uses. In addition, the center's disruptive traffic patterns create negative impacts on both the commercial uses and the residential neighborhoods.

- **Industrial uses in Shockoe Valley.** Due to its proximity to the rail line, Shockoe Valley developed as an industrial corridor. Steep slopes separate it from the surrounding neighborhoods of Highland Park, Barton Heights and North Jackson Ward. With the exception of limited truck traffic, there is little impact on the surrounding communities.
- **Industrial uses on Rady Street.** Some industrial development exists along Rady Street between Highland Park and the City limits and along Magnolia Street east of Highland Park. Because of the grading and a buffer of trees, this development does not seem to have a negative impact on the residential communities surrounding it. It is unlikely, however, that further industrial development will occur due to topographic conditions (steep slopes), flood plains, and the limited amount of land which can be easily developed.
- **North Jackson Ward.** The neighborhood of North Jackson Ward, just north of Downtown, is in need of significant revitalization. Much of the neighborhood is adjacent to the

Interstate, and therefore serves as a major image corridor for the City. The construction of the Interstate in the 1950's, which separated the neighborhood from the rest of Jackson Ward, and the large concentration of public housing in the Gilpin Court complex have negatively impacted the neighborhood.



Land Use Plan

Overview

The Land Use Plan for the North District reflects the current pattern of development. With little opportunity, or appropriate locations, for new development, the significant changes in land use that are recommended focus predominantly on public and private redevelopment strategies. In the southern portion of the District, a redevelopment strategy is recommended

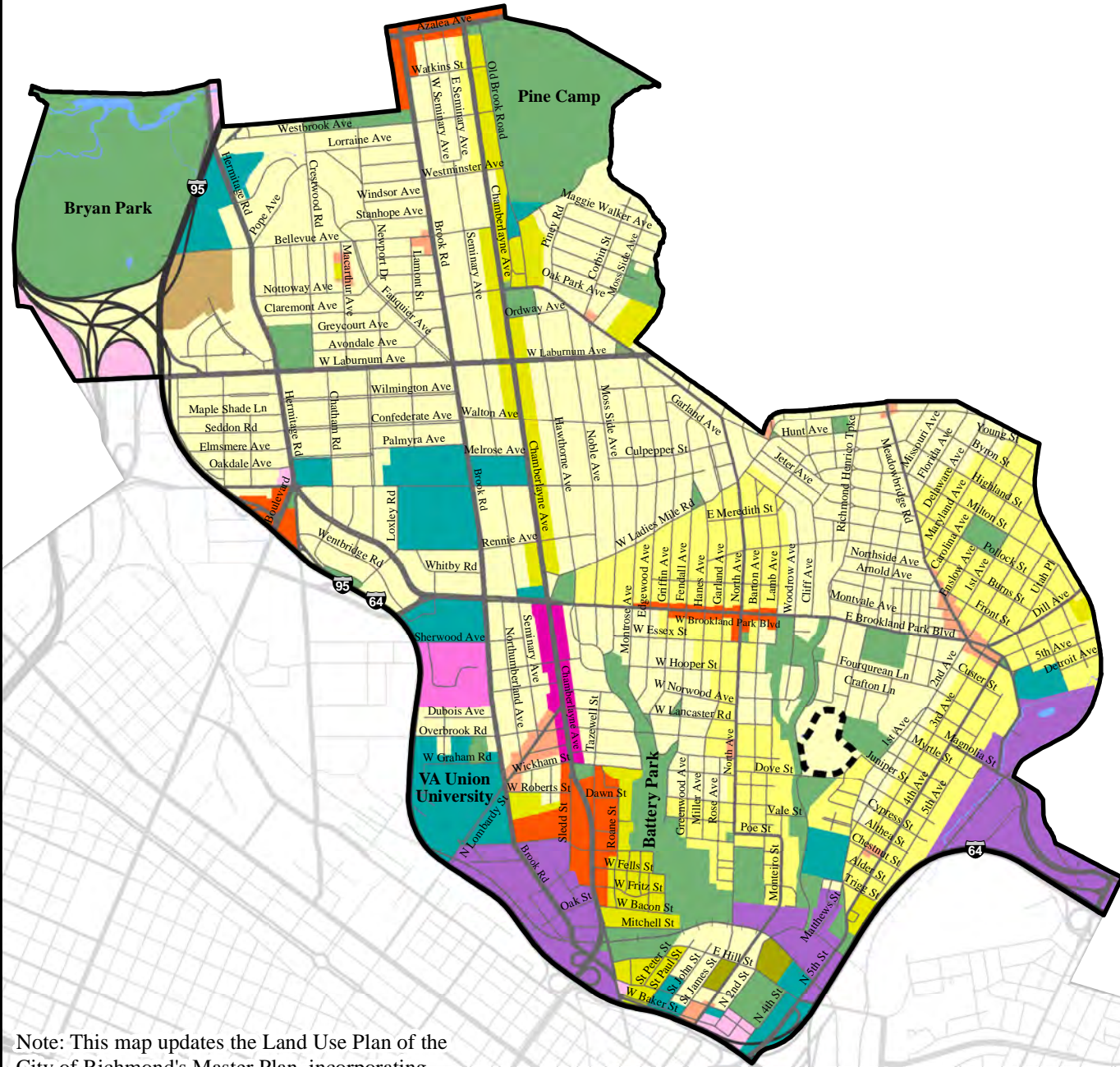
for the Fells Street landfill area and surrounding apartment complexes, as an opportunity for both economic and recreational development.

While the North District is dominated by single family residential neighborhoods, the Plan also provides clear and specific direction for the future of the numerous commercial areas as well as isolated ("corner") commercial uses. The North District is also home to a number of large institutional uses,

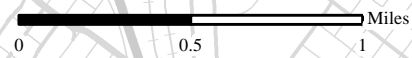
North Planning District

Land Use Plan

-  Single-Family (Low Density)
-  Single-Family (Medium Density)
-  Multi-Family (Medium Density)
-  Multi-Family (High Density)
-  Multi-Family (Very High Density)
-  Community Commercial
-  Neighborhood Commercial
-  General Commercial
-  Economic Opportunity Area
-  Mixed Use
-  Transitional Office
-  General Office
-  Industrial
-  Institutional
-  Public & Open Space
-  Housing Opportunity Area



Note: This map updates the Land Use Plan of the City of Richmond's Master Plan, incorporating amendments to the Master Plan since its original adoption in 2000, including new land use categories derived from the Downtown Plan (2008), and the Pulse Corridor Plan (2017).



**Department of Planning
& Development Review**
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North

and the appropriateness of expansion (or in some cases reuse) of these institutions is discussed. A general land use strategy is provided for the residential portion of Chamberlayne Avenue, although a more detailed plan is expected to supplement the land use policies described. The Land Use Plan also identifies several small additions to the City Park inventory, and provides land use policy for the City portion of parcels shared with neighboring Henrico County.

Guiding Land Use Principles

The policies and strategies set forth in this document were formulated based, in part, on the following guiding principles specifically related to the North District.

- Most of the land uses that currently exist are correct and appropriate.
- The predominant residential character of the District should be kept intact.



- Residential infill development should be similar in density, architectural character, and use to what currently exists in the surrounding area and should enhance the character and quality of the neighborhoods.
- Commercial activities should be concentrated within the existing service centers.
- Regional shopping centers are appropriate at the Brook Hill/Azalea Mall Service Center only.
- Existing land use conflicts within the District should be resolved, particularly those that exist between residential and non-residential uses.
- Additional multi-family development should be limited to managed senior housing along major transportation corridors, excluding Chamberlayne Avenue, where access cannot impact single family residential areas.
- Environmentally sensitive areas and single family residential neighborhoods, unique habitats such as flood plains, steep slopes, non-tidal wetlands and Chesapeake Bay Preservation Areas should be protected from development.
- Redevelopment activities within the Southern Barton Heights and Highland Park Southern Tip neighborhoods should continue.
- No additional adult care residences should be located in the North District.
- Expansion of existing assisted living facilities is only appropriate where land is available and such expansion does not encroach on adjacent residential areas.
- Infill development and redevelopment should match the scale and architectural character of existing buildings.
- Existing historic preservation design controls should be maintained and, where neighborhood support exists, new design controls should be encouraged in order to preserve existing historic neighborhoods from inappropriate development and design.

Land Use Policies and Strategies

The following land use policies and strategies are designed to address the significant issues. These policies and strategies also take the District's guiding land use principles into account in their formulation.

- **Housing Opportunity Area (HOA).** The Dove Street National Guard Armory site is designated as Housing Opportunity Area (HOA) on the Land Use Plan map. This designation indicates that the site is appropriate for single family residential development. It is also appropriate for higher density residential development, provided that the following three key objectives can be met.
 - adequate access to the site can be provided without increasing traffic



accordance with the 1995 Southern Barton Heights Revitalization Plan which calls for the preservation and expansion of single family housing as the primary land use. The plan also identifies a specific area in which second dwelling units within single family structures would be permitted, and an area that should serve as a neighborhood commercial node. The plan identifies the area south of Yancey Street for senior

assisted housing. However, this area may also be appropriate for single family residential use, or for expansion of adjacent recreation uses.

- volumes on roadways through existing residential neighborhoods;
 - an objective method of design review can be incorporated into the site development process; and
 - adequate buffering between the proposed development site and adjacent lower density residential neighborhoods, and from Overby-Sheppard Elementary School to the north, can be provided.
- **Southern Barton Heights.** Land use and development in Southern Barton Heights should proceed in

- **Single family uses in Highland Park.** Single family uses should extend throughout the neighborhoods in Highland Park. There should be no additional multi-family and two-family uses should be discouraged.
- **Southern Highland Park.** Land use and development in the southern portion of Highland Park

(Chestnut Hill) should proceed in accordance with the 1996 Highland Park Southern Tip (Chestnut Hill) Neighborhood Revitalization Plan, which calls for single family land uses to be expanded throughout the neighborhood, while future two-family uses are discouraged. The Plan also encourages the concentration of commercial land uses along Brookland Park Boulevard and Meadowbridge Road. A new industrial area is proposed for a site currently occupied by a vacant apartment complex on Mathews Street.

- **Rooming Houses.** Rooming houses and similar uses are not appropriate uses within single family residential neighborhoods. Targeted revitalization efforts, particularly in Highland Park and Barton Heights, should address this issue by phasing out these uses as opportunities arise.
- **North Jackson Ward.** Improvements to the North Jackson Ward neighborhood should occur in a comprehensive manner that includes the revitalization of existing public housing units to create a mixed income neighborhood. In addition, there is opportunity for an expansion of existing senior housing and the creation of new single family housing. This should be done in a way that preserves the existing historical character of the

neighborhood and institutional uses. Commercial uses should be concentrated at the intersection of First and Charity Streets and on the block between Charity and St. James Streets next to I-95. There are key parcels along the southern edge of North Jackson Ward, near the intersection of I-95 and I-64, that provide opportunity for future economic development such as office or small-scale light industrial uses.

- Chamberlayne Avenue north of Brookland Park Boulevard.**
 The Chamberlayne Avenue corridor north of Brookland Park Boulevard should continue to be primarily residential, with single and multi-family residential use and limited institutional uses. However, more detailed policy direction for the corridor addressing a variety of public safety, land use, design and human service issues is provided in the [Chamberlayne Avenue Strategy](#), a planning process that is currently underway. The Land Use Plan map identifies single family low density residential use for areas along Chamberlayne Avenue north of Brookland Park Boulevard where this is intended to be the predominant but not exclusive use. The multi-family medium density designation is identified for the bulk of the remaining portion of the Chamberlayne Avenue corridor. Within the multi-family designated area, there remain a

number of large original single family structures. Single family use of these structures should be encouraged. The larger institutional uses such as the Seminaries and the Eastern Star Home lend stability and in many cases architectural value to the corridor. Smaller institutional uses such as group homes and adult care residences are not appropriate. Consideration should be given to implementing a Corridor Design District for Chamberlayne Avenue as a means of protecting the remaining elements of the original Avenue design and ensuring that any new development also contributes to that design theme. Unless specifically outlined in the Strategy no commercial activity or new multi-family should be allowed north of Brookland Park Boulevard.

- Westbrook Avenue.**
 The strip of land along the north side of Westbrook Avenue, abutting the Henrico County line between Crestwood Avenue and I-95, is identified on the Land Use Plan map for “single family residential” use. While much of this land is currently occupied by vegetated buffers, parking lots or serving the adjacent uses, a single family residential

designation is most appropriate, given the residential nature of the street and the need to complement the single family residences on the south side of Westbrook Avenue.

- Imperial Plaza.**
 Imperial Plaza, a retirement community located south of Bellevue Avenue and west of Hermitage Road, should be allowed further residential development only within the existing campus boundaries, with vehicular access limited to the existing Bellevue Avenue entrance. Other facilities clearly consistent with, and in support of, the retirement community purpose that also serve the Plaza residents may also be appropriate. Expansion of facilities should not result in the development of frontage parcels along either Bellevue Avenue



or Hermitage Road. Non-residential uses should not be allowed to encroach on the current residential uses along Hermitage Road.

- **Lombardy/Chamberlayne Avenue Service Center.**

The Lombardy/Chamberlayne Avenue commercial area should not expand beyond its current boundaries, as shown on the Land Use Plan map. There should be no expansion of commercial uses north into the Edgehill neighborhood or south into the Chamberlayne Court Addition neighborhood. Along Chamberlayne Avenue, there should be no encroachment to the east into Barton Heights. Only commercial and office uses should be developed on the north side of Lombardy Street. Transitional office uses are recommended along both sides of Chamberlayne Avenue from Hammond Street north toward Brookland Park Boulevard. This approach reflects the current practice of using the large, traditionally single family residential structures along this section of Chamberlayne Avenue as office space. The commercial uses at the southwest and southeast corners of the intersection of Chamberlayne Avenue and Brookland Park Boulevard should continue, but be limited to those currently in use at the intersection. The transitional office designation is intended to accommodate multi-family uses such as those that currently exist

on the east side of Chamberlayne Avenue in this block. No additional multi-family development should be allowed along Chamberlayne Avenue.

- **Hotels and motels on Chamberlayne Avenue.**

Once the preeminent north-south route for interstate travel, Chamberlayne Avenue's role in providing accommodations and auto-related services to long-distance travelers has greatly diminished. In light of this, and because commercial land on Chamberlayne is relatively shallow in depth, hotels and motels are no longer appropriate commercial uses in this area.

- **Meadowbridge Road Service Center.**

The Meadowbridge Road commercial corridor is appropriate for pedestrian-oriented neighborhood commercial uses. Auto related businesses should be discouraged, as should uses that require outside storage. Further expansion beyond the existing boundaries of Maryland Avenue to the north and 4th Avenue to the south should be discouraged. Revitalization efforts should promote the area as a neighborhood commercial district, emphasizing traditional pedestrian-oriented goods and services over more recent and inappropriate auto-related land uses.

- **Brookland Park Boulevard Service Center.**

The Brookland Park Boulevard Com-

mercial area should evolve in a manner consistent with the 1996 Revitalization Plan for the Brookland Park Boulevard Area. Brookland Park Boulevard should continue to exist with uses appropriate for a "community" shopping district, with a pedestrian orientation. Heavy commercial uses such as those affiliated with automobile repair are not appropriate. Properties fronting Brookland Park Boulevard, particularly those east of North Avenue should retain their pedestrian orientation without curb cuts and drive throughs. Any expansion of the Brookland Park Boulevard commercial uses into the residential neighborhood is not appropriate. Off street parking needs should be accommodated within the existing commercial frontage, implemented through a public redevelopment strategy.

Along the western edge of the commercial area, between Griffin and Montrose Avenues, converting existing commercial uses located in single family structures back to single family uses would also be appropriate. The commercial uses along North Avenue should be limited to the existing boundaries and not extend south of Essex Street as shown on the Land Use Plan map.

- **Commercial area at Boulevard and Westwood.**

The commercial area at Boulevard and

Westwood supports both Interstate traffic and surrounding residents. Commercial uses north of Westwood Avenue should be limited to transitional office uses to minimize the impact on the adjacent neighborhood. South of Westwood Avenue, community commercial uses should continue, with no further encroachment into residential areas. The industrial uses adjacent to I-95 should transition to a lower intensity (commercial) use over time.

- **Commercial uses along Azalea Avenue and Brook Road.** Existing commercial uses along Azalea Avenue and Brook Road near the former Azalea Mall should not be allowed to expand beyond the frontage generally shown on the Land Use Plan map. Along the west side of Brook Road between Westbrook and Azalea Avenues, the Land Use Plan map indicates community commercial uses.



Commercial uses developed in this area should only occur within the out-parcels of Azalea Mall, and should only be accessed from the existing Mall entrances (with no additional curb cuts to be allowed). The existing landscaped buffer should be retained at its current configuration and width.

- **Isolated neighborhood commercial uses.** Isolated neighborhood commercial uses (usually "corner stores") should be phased out over time, as should small clusters of commercial uses, unless specifically identified on the Land Use Plan map. While often convenient for residents and employees in a small geographic area, these uses frequently constitute a significant nuisance for the general neighborhood and beyond. Several small clusters of neighborhood commercial uses are for varying reasons, no longer appropriate land uses within their broader context. These small centers are generally characterized by high levels of vacancy or marginal uses, substantial physical deterioration, and neighborhood public safety concerns. Areas that are not reflected on the Land Use Plan map, are not appropriate

long-term uses, and should be phased out.

- **Neighborhood commercial clusters.** The Land Use Plan also reflects several existing small neighborhood commercial clusters throughout the District. For the most part, these areas are somewhat larger, more economically viable, and have community support for their continuation. Uses appropriate for these areas are limited to neighborhood serving uses, and reflect the "neighborhood commercial" designation on the Land Use Plan map. For all of these areas, unless specifically described in the Plan, no expansion beyond the existing boundaries is appropriate. Such areas of commercial concentration include Bellevue Avenue at Brook Road, MacArthur Avenue, North Avenue at Moss Side Avenue, Ladies Mile Road at Hazelhurst Avenue, 3rd Avenue at Chestnut Street, and North Avenue between Overbrook Road and Graham.
- **Economic Opportunity Area redevelopment opportunity along Chamberlayne Avenue.** The area between the existing landfill site and Chamberlayne Avenue, south to the CSX rail line, provides a unique redevelopment opportunity in the North District. Currently occupied by a mobile home park, several blocks of substandard apartment buildings, the

City automobile tow lot, and a number of commercial uses fronting Chamberlayne Avenue, the Land Use Plan map designates this area as an Economic Opportunity Area, identifying it as appropriate for redevelopment for a variety of uses, particularly those which promote economic development. In concert with the development of the City golf course on the adjacent landfill, this location ultimately represents a prime economic development opportunity. Designation as a Redevelopment Area will allow for the acquisition of the land and ultimate marketing of the property to a single large user for a variety of purposes, provided that such use can yield substantial economic return to the City and complement the surrounding recreational uses.



- Richmond Memorial Hospital.**
The vacant Richmond Memorial Hospital currently occupies a large parcel of land on Westwood Avenue, with a reasonable amount of surface parking. The site is shared by Sheltering Arms Rehabilitation Hospital and also includes a dormitory and some single family homes. It is unlikely that another hospital will locate within the existing facility. Any reuse of either the building or site should be sensitive to both the predominant single family neighborhood and the historic setting within Ginter Park and Laburnum Park. Any additional development or redevelopment should be subjected to height

restrictions appropriate for the surrounding residential neighborhoods. Appropriate reuses of the building could include nursing homes or senior assisted living centers. Other “adult home” or “adult care residence” uses are not consistent within the context of the surrounding single family residential neighborhood. Reuses at the site that involve demolition of the existing structures should be limited to those that complement the surrounding neighborhoods. Any redevelopment plan should include the preservation of the Laburnum House, the existing

single family residential structure on-site, as it has significant historic and architectural value. Any new development should be compatible in design and extent with the adjacent neighborhood and should be tightly controlled through a special use permit process, a community unit plan process, or institutional zoning requiring a site Master Plan.

- Future need for a police facility.**
The location of a new precinct substation in north Richmond either on Chamberlayne Avenue, North Avenue, or Brookland Park Boulevard should be considered to help enhance crime prevention strategies for North District neighborhoods.
- Expansion of the U. S. Post Office facility.**
Future expansion of the U.S. Post Office facility should only be encouraged north to Roberts Street, east to Sledd (possibly to Chamberlayne Avenue) and south along School Street. School Street should be closed to accommodate the expansion if necessary. In the event the Post Office relocates, any new use of the site should be light industrial. A buffer to protect the neighborhood should include a large setback and foliage.
- Virginia Union University.**
Virginia Union University should be allowed and encouraged to expand west to I-95 and north to Overbrook

Road. All existing single family residences fronting Overbrook Road should be retained.

- **City golf driving range site.**
Land adjacent to the City golf driving range at School Street, including portions of the Fells Street landfill, the existing waste transfer station at School Street and some surrounding property, should be used to accommodate the development of a nine hole golf course as a companion to the driving range. Such a recreational use allows for an appropriate reuse of lands ill-suited to development, provides a neighborhood amenity and meets a regional recreation need. In order to accommodate such a use at this location it is appropriate for it to extend into the City’s former waste transfer and landfill facilities west of Roane Street as well as some of the existing residential area at Fendall Avenue and east to St. James Street.
- **Rubicon Treatment Center.**
Any future expansions to the Rubicon Treatment Center campus, located along Rady Street, should be confined within the current boundaries.
- **Industrial land on Carolina Avenue.**
Industrial land on Carolina Avenue fronting onto Laburnum Avenue in Henrico County should transition to single family residential uses in keeping with the surrounding residential uses.

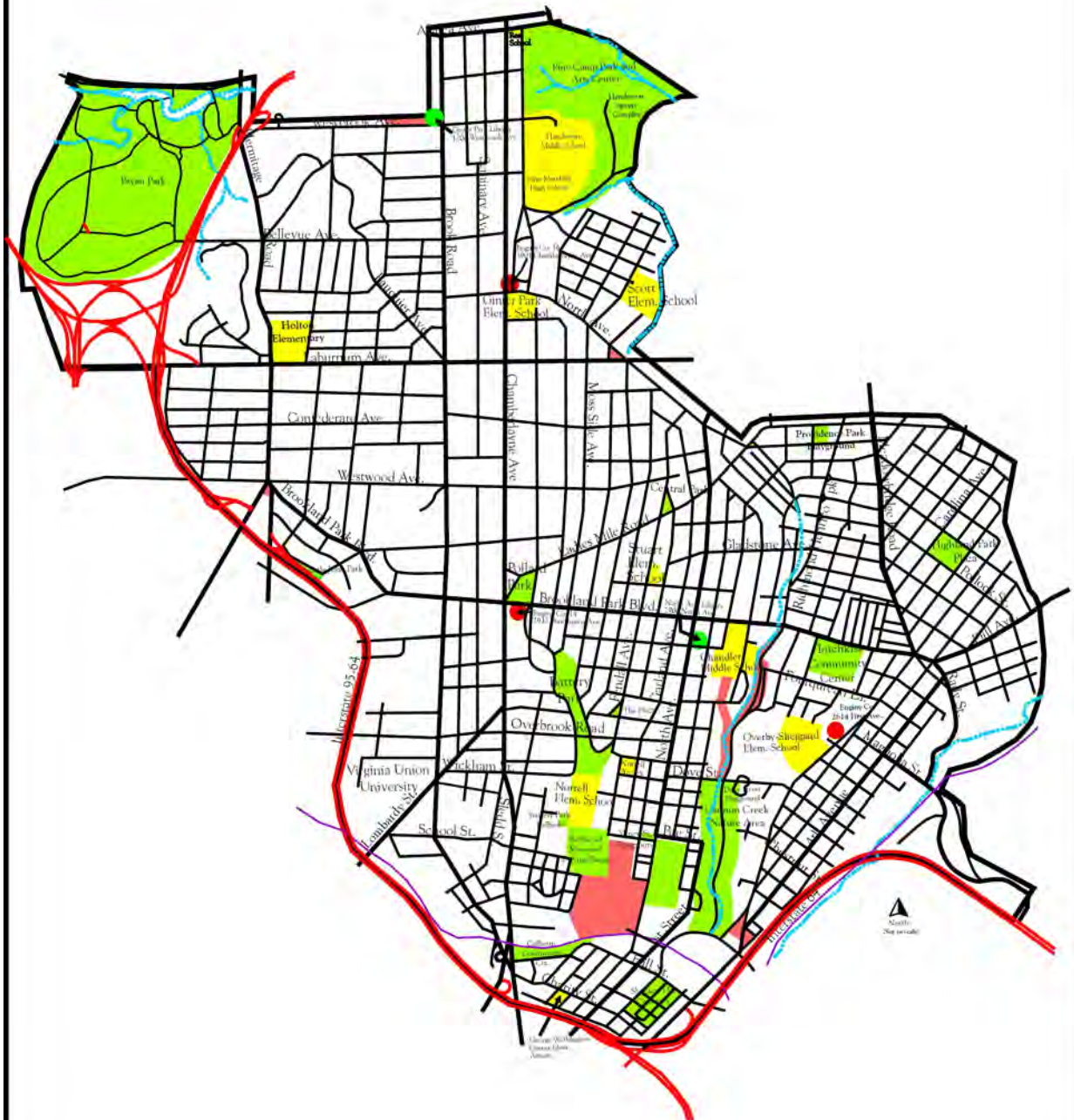
- **Recreation and Parks.**
The Land Use Plan map also reflects key elements of the recreation and parks plan as they relate to land use. The Plan recognizes the existing City parks in the North District and also identifies lands appropriate for City park system expansion. No existing parks within the North District are to be eliminated; on the contrary, additional parks and open space should be provided where appropriate. Those additional lands include:
 - ❑ Lands adjacent to the Richmond-Henrico Turnpike between Brookland Park Boulevard and Dove Street. City owned land should be transferred to the Department of Recreation and Parks in order to create a continu-

- ous greenway from Brookland Park Boulevard to the existing Cannon Creek Nature Area. This recommendation also supports the acquisition of an additional strip of land south of Chandler Middle School, due east of Lamb Street, to connect with the above-referenced Richmond-Henrico Turnpike greenway.
 - ❑ Vacant land at the intersection of North Avenue and Laburnum Avenue should be set aside for a passive park or tot lot.
 - ❑ The former Fells Street landfill and surrounding areas should be used to accommodate recreational uses to complement the golf driving range and the ultimate redevelopment of the residential area to the east.



North Planning District

Parks and Recreation Areas Schools and Public Facilities



- Fire/Rescue
- Public Libraries
- Public Schools
- Public Parks
- Proposed Public Parks

North

- **Transportation.**

The Land Use Plan map also reflects those elements of the transportation plan as they relate to land use. The following key transportation recommendations are worth noting, insofar as they can have significant impacts on residential and commercial uses within the District.

- ❑ Reconfiguring the interchange of Belvidere Street and I-95 to create a northbound I-95 ramp (thereby reducing truck traffic on Chamberlayne Avenue and Brook Road) and improving overall circulation and access.
- ❑ Increase landscaping and buffering along the I-95, which serves as a gateway and image corridor for the City.
- ❑ Widening of Laburnum Avenue is not an appropriate means by which



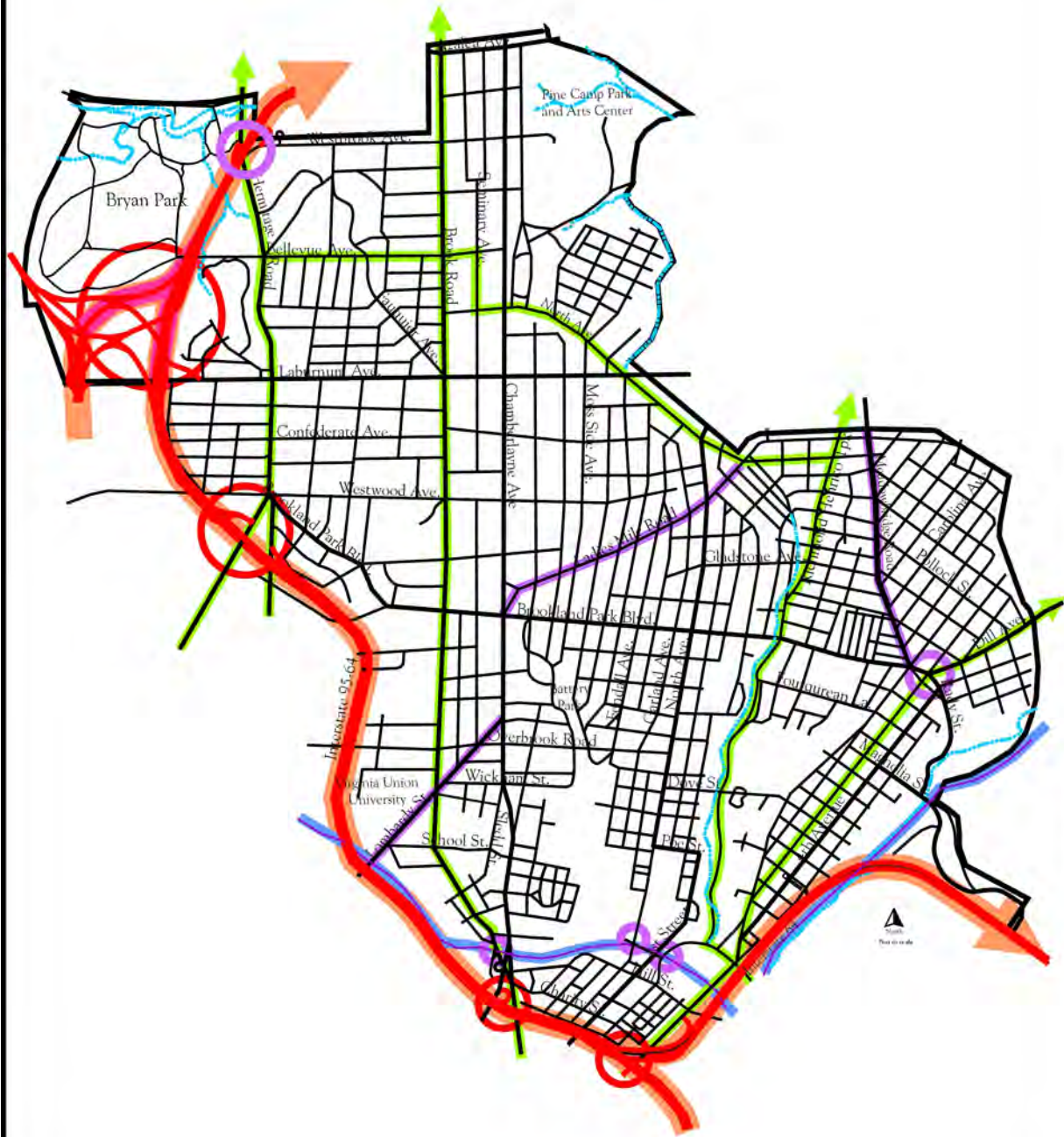
- ❑ to address deficiencies in the carrying capacity of that corridor.
- ❑ Improvements to the “Bryan Park” I-95, I-64 and I-195 interchange in accordance with the 1999 I-95/I-64/I-195 Feasibility Study. The recommendations endorsed by this study were developed in accordance with the Bryan Park Interchange Advisory Committee, a multi-jurisdictional citizen group and a consultant. Improvements should include the following: provide a two-lane on-ramp to I-95 northbound from I-64/ I-195, replace the Hermitage Road off-ramp from I-95 northbound and the Hermitage Road on-ramp to I-95 southbound with an off-ramp to Dumbarton Road from I-95 northbound and an on-ramp from Dumbarton Road to I-95 southbound. These improvements are needed to accommodate changes in traffic patterns and volumes, which have changed significantly since the interchange was originally designed and constructed. Any improvements to the Interchange should not take land from Bryan Park.
- ❑ Improvement of the interchange of I-95 and Boulevard/Hermitage Road should be carried out to support current and future traffic demands.

- ❑ Traffic circulation improvements should be implemented at the intersection of Meadowbridge Road at Dill Avenue/Rady Street.
- ❑ Roads have been identified on the Transportation and Roadway Improvements Map as potential bikeways. Development for a comprehensive bike routing system should include plans for the long-term maintenance of bicycle route designators (signage, bicycle lane street striping, etc.).



North Planning District

Transportation and Roadway Improvements



-  Bike Routes
-  New Roadway Segments
-  Operating Improvements
-  Additional Travel Lanes
-  Express Bus Service
-  Light Rail Transit
-  Light Rail Conceptual Routes
-  Regional Commuter Rail/ High Speed Rail
-  Interchange Improvements



CHAPTER 11
THE DISTRICT PLANS

**Land Use patterns and
Development Trends**

Significant Issues

Land Use Plan



**OLD SOUTH
PLANNING DISTRICT**

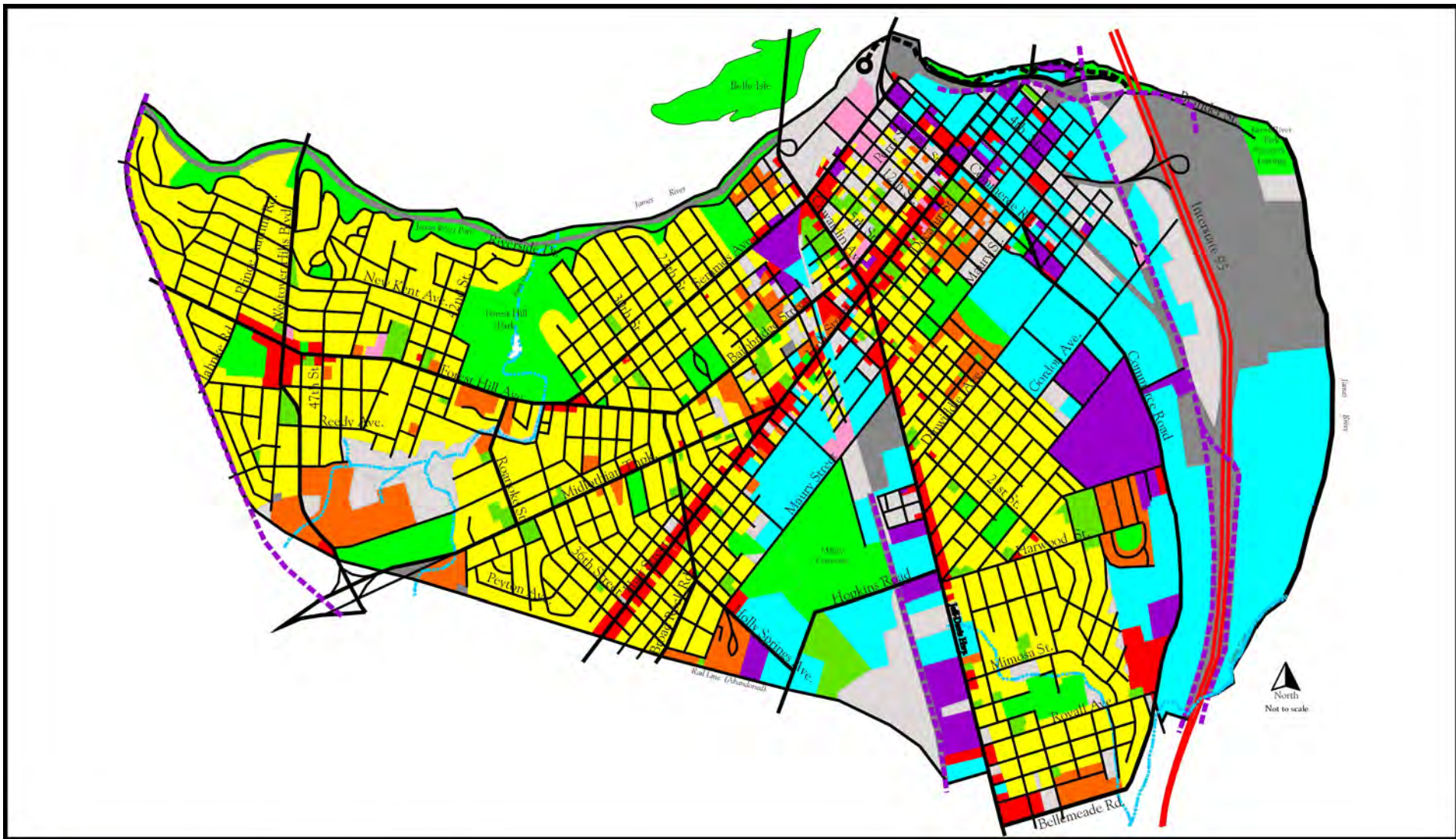
**Land Use Patterns and
Development Trends**



General Description

The Old South Planning District is bounded by the James River to the north and east, the CSX rail line to the west, and Hull Street and Bellemeade Road to the south. Much more than a natural line of demarcation, the James River provides District residents with unparalleled recreational opportunities. With much of the land adjacent to the River preserved as part of the James River Park system, the area also offers spectacular views of Downtown.

The Old South District encompasses a number of older, well-established residential neighborhoods. There are large tracts of industrial land, several historic neighborhoods, and late 19th century industrial warehouses. In addition to the Hull Street commercial corridor, the district includes the former City of Manchester which predates the settlement of Richmond.

Hull Street, a major east-west arterial street, cuts through the north central and western sections of the District and is among the District's most intensely developed and heavily traveled corridors within the District. Land use patterns within the District have been strongly influenced by



- | | |
|---|--|
|  Single-Family Residential |  Trans. / Utilities |
|  Multi-Family Residential |  Office |
|  Vacant Land |  Commercial |
|  Public |  Light Industrial |
|  Institutional/Semi-public |  Industrial |




MASTER PLAN
RICHMOND
 Department of Community Development
 Division of Comprehensive Planning
 November 2000

Old South Planning District

Existing Land Use

Old South

the presence of Hull Street and the half-dozen other major transportation corridors that pass through the District. The evolution of streetcar suburbs from the early decades of the 20th century resulted in the development of single family subdivisions in the north, west and southern sections of the District.

The most substantial changes in the Old South District have occurred in the Old Manchester and Blackwell neighborhoods, and along the Jefferson Davis Highway corridor. Blackwell, Old Manchester, and the Hull Street Commercial corridor experienced significant disinvestment and deterioration beginning in the early 1970's, due in large part to high concentrations of poverty, housing deterioration, and public housing. Most of the investment that has occurred in these areas in recent years has either been stimulated through public redevelopment efforts or activities of community development corporations. These efforts have resulted in substantial demolition and new construction in Old Manchester, the elimination or revitalization of public housing in Blackwell, and new office development and improvements on Hull Street.

The Jefferson Davis Highway corridor has been significantly impacted by the departure of tobacco and other manufacturing facilities, most of which have yet to be converted to productive use. The loss of these major employers has also impacted

adjacent neighborhoods that traditionally provided housing for the workers.

Single family residential uses predominate in the Old South District. The character of residential neighborhoods throughout the District varies considerably with several neighborhoods possessing significant historic or architectural character. While not currently designated, significant sections of the Blackwell, Oak Grove, Forest Hill, Woodland Heights and Old Manchester neighborhoods are eligible for inclusion on the National Register of Historic Places.

There are a number of multi-family residential developments in the District. There are

several garden style apartment complexes of a variety of sizes and one high-rise apartment tower located on Riverside drive. Public housing is located in the Blackwell and Hillside Court neighborhoods and along the north side of Bellemeade Avenue just east of Jefferson Davis Highway. Additionally, there are also a number of small scale, isolated multi-family residential housing complexes located within single family residential neighborhoods throughout the District, as well as one mobile home park located off of Semmes Avenue.

Commercial uses are distributed throughout the District, with major concentrations at Westover Hills Boulevard and Forest Hill



Avenue and along Hull Street. The Westover Hills/Forest Hill Commercial Service Center serves the adjacent residential neighborhoods of Westover Hills and Woodland Heights and also attracts additional clientele from commuters traveling to and from Downtown. This commercial area has undergone substantial change in recent years, with the addition of several national chain drug stores. With the exception of these high visibility uses directly at the intersection of Forest Hill Avenue and Westover Hills Boulevard, the area remains characterized by small-scale commercial uses offering a fairly wide range of goods and services.

While commercial uses along Hull Street extend as far west and south as 32nd Street, the bulk of these uses are located at the intersection of Hull Street and Cowardin Avenue and between Commerce and Cowardin fronting on Hull Street. Once a thriving commercial district, this portion of Hull Street has declined significantly since the late 1950s and has lost the attraction of customers from across the City, becoming more of a neighborhood serving commercial strip. The corridor suffers from a lack of design continuity, routine building maintenance, sufficient off-street parking and contains shallow lots that preclude expansion for the few businesses that may prosper in this environment.

The Old South District also contains several small concentrations of neighbor-



hood commercial establishments in a variety of locations throughout the District. The district also contains a large number of convenience stores, restaurants, or other convenience type services, frequently, as isolated uses within residential neighborhoods. These “corner stores” are a distinct feature of the District and they provide convenience type goods and services to residents within walking distance of their home.

There are significant tracts of public open space located in the District, and most are part of the City park system. The largest City park in the District is the main section

of the James River Park System. Located along the south shore of the James River between the Robert E. Lee and Boulevard Bridges, the park encompasses the floodplain of the River’s south bank as well as Belle Isle. Ancarrow’s Landing, east of I-95 at the eastern terminus of Brander Street, is also part of the James River Park System and offers the only access to the James River within the City for trailered boats. Forest Hill Park, located along Forest Hill Avenue between 34th and 42nd Streets, offers over 100 acres of steeply forested trails, as well as picnic facilities and tennis courts. Maury Cemetery between Maury Street and Hopkins Road is

Old South



also considered part of the District's park and open space system. Blackwell, Fonticello and Canoe Run Parks as well as smaller neighborhood parks and playgrounds function as neighborhood parks, serving surrounding neighborhoods with a variety of recreational opportunities.

Traditionally, the Old South District has been the site of much of the City's industrial development due in part to convenient access to the river, the region's rail network and I-95. Industrial uses in the District are found primarily along Commerce Road, between I-95 and the James River, in the Old Manchester and Blackwell areas and along Jefferson-Davis Highway and Maury Street.

The industrial area west of Jefferson Davis Highway includes numerous large and stable industries intermixed with various public, commercial and residential uses, particularly in the area immediately south of the Hull Street commercial area.

There are few concentrations of office uses within the District. The largest groupings are found

along Semmes Avenue in Old Manchester. Smaller groupings can also be found along the north side of Maury Street between 28th Street and the CSX rail line, and in or near the Westover Hills/Forest Hill Service Center.

Vacant and undeveloped land is scattered throughout the Old South District, with the majority concentrated in the eastern portion. Large parcels of vacant land exist east of the commercial and industrial properties along Commerce Road. Other large parcels of vacant land are located in an area southwest of the intersection of Hopkins Road and Jefferson Davis Highway. Large tracts of vacant land can also

be found along the abandoned rail line that runs parallel to, and west of, Jefferson Davis Highway. The most significant grouping of vacant land within a residential area is located in the Old Manchester neighborhood, and is the result of widespread residential demolition in the 1970's and 1980's.

In the western portion of the district, a large tract of vacant land can be found at the southern terminus of 42nd and 44th Streets. Stretching south to Crutchfield Street and the multi-family apartments fronting it, this area forms the watershed of Reedy Creek as it runs north through Forest Hill Park on its way to the James River.

The areas of vacant land referenced above hold the greatest potential for new development activities within the District. The Old Manchester area, with its large stock of



functionally obsolete industrial uses, also offers great redevelopment opportunities much like those that have transformed Shockoe Bottom into a commercially vibrant mixed-use area.

Redevelopment Areas

Beginning with the adoption of the Oak Grove Redevelopment and Conservation Area in 1980, several other areas have been designated in the Old South District. The Redevelopment designation is to foster revitalization of the community through programs designed to eliminate existing blight and the long-term conditions that result in deteriorating neighborhoods.

- The Oak Grove, Southside, and Swansboro conservation areas, in place since 1980, 1981 and 1994 respectively, are designed to stabilize the existing stock of housing in these neighborhoods through rehabilitation and infill development.
- The Hull Street Redevelopment Area, adopted in 1992, was intended to assist the revitalization of the historic Hull Street commercial corridor.
- The Old Manchester Redevelopment and Conservation Area was adopted in 1993 to implement the land use recommendations of the 1996 Old Manchester Revitalization Plan and previous redevelopment strategies. The redevelopment designation was

the vehicle for implementing the office development north of Semmes Avenue, and will ultimately facilitate new development throughout Old Manchester.

- The Blackwell Redevelopment Area, adopted originally in 1996 and amended in 1998, provides the vehicle for facilitating the “HOPE VI” transition in Blackwell from a public housing community to a more livable mixed-use residential community.

There are a number of additional areas within the Old South District that are identified in this plan as appropriate for redevelopment designation, and such designation would likely be the only mechanism to allow the land use changes identified in the Plan. As funding is identified, designation of these sites should be pursued.

Changes In Land Use Since 1983

Although few areas within the Old South District have experienced changes in land use since 1983, the changes that have



Old South

occurred are significant and indicative of market and economic shifts, as well as public investment and interaction. Among the more notable changes are:

- Development of the Suntrust Bank (formerly Crestar) Operations Center and Suntrust Mortgage Center on Semmes Avenue between the Manchester and Lee Bridges.
- Development of the Northrup Apartments on Crutchfield Street for elderly housing.
- Demolition of public housing in the Blackwell neighborhood to facilitate the implementation of Hope VI housing programs.
- Development of the Blackwell Community Center.
- Redevelopment activities in the Newtowne South neighborhood, focusing on the rehabilitation of existing residential structures and the development of new infill housing.
- Development of the Manchester Medical Center on Cowardin Avenue.
- Expansions to the St. Francis Home for Adults on Wise Street.



- New commercial development at the Forest Hill/Westover Hills Service Center.
- Development of single family residential housing on Porter Street, west of Cowardin Avenue.
- Development of the City's Department of Public Utilities Operations Center on Jefferson Davis Highway.
- The transition of selected industrial uses in the Old Manchester Industrial area to commercial, office and retail uses.
- Completion of the James River flood-wall in 1997.

Environmental Constraints Affecting Land Use

Although almost entirely developed, the Old South District will likely face some growth opportunities or future redevelopment. Such land use changes will be constrained or otherwise affected by existing natural and man-made environmental conditions.

The Old South District is bounded on two sides by approximately seven miles of James River shoreline. Along that shoreline is a 100-year floodplain that impacts public-owned land in the James River Park system, as well as

much of the District's industrial land east of I-95, including the City's Wastewater Treatment Plant. The District also contains two tributary streams from the James River, Reedy Creek and the western branch of Goode Creek, both of which have adjacent floodplains of varying widths. Reedy Creek also has adjacent areas of legally protected non-tidal wetlands. Adjacent to both these streams and the James River is a minimum 600 foot wide swath of riparian land designated as a Chesapeake Bay Preservation Area. Within these areas, statutory requirements limit development or require specific development performance standards to protect both property and water quality.

Because of its heritage, much of the industrial land in the Old South District is subject to some degree of environmental contamination. Although none of the current or former industrial sites in the Old South District are known to be severe enough to preclude development, small areas of remediation may be required.

Expected Changes and Trends

The Old South Planning District is expected to undergo significant and important land use changes in the next twenty years. As one of only three Districts citywide that offer

relatively large tracts of vacant land, Old South is expected to be targeted for the creation of new single family residential development, limited multi-family development and redevelopment along portions of the Jefferson Davis Highway corridor. The planned development of additional park space and public facilities, along the James River and within the Reedy Creek watershed is also expected to improve the quality of life for residents of the Old South District and residents across the City. Transition of the Old Manchester industrial area into a mixed-use area suitable for

commercial, retail, office and residential uses is also expected. The area will be patterned after the successful revitalization of Shockoe Bottom, and is expected to effectively expand the boundaries of Downtown Richmond and increase economic vitality within the District.



Old South

Significant Issues

The Old South District has a number of land use issues, some of which are applicable District-wide while others are related to specific sites. These issues have significant implications for current and future physical development, and for the overall quality of life for District residents.

- **Deterioration on Jefferson Davis Highway.**
Physical and commercial market deterioration along Jefferson Davis Highway is exerting a negative influence on surrounding neighborhoods. There is a need to implement appropriate redevelopment opportunities specifically designed for the corridor.
- **Land Use Conflicts.**
District-wide, the buffering of residential uses from commercial and industrial uses is currently inadequate. The close proximity of industrial uses to residential neighborhoods results in land use conflicts from traffic, noise and, in some instances, odor (particularly in the areas around the City wastewater treatment plant and the quarries).
- **Commercial Areas.**
The District's two primary commercial areas – Forest Hill/Westover Hills and Hull Street – are characterized by many conditions typical of older urban commercial centers. Specifically, businesses in these areas often
 - are unable to expand due to site limitations;
 - operate within functionally obsolete structures;
 - present a negative image to the street; and
 - are severely threatened by strong competition from newer, more successful suburban commercial centers.
- **Vacant land.**
Most of the large tracts of vacant land in the District hold limited potential for development due to environmental conditions.
- **Vacant buildings.**
There are a number of vacant and obsolete industrial facilities, most with limited reuse potential.
- **Need to revisit the 1996 Old Manchester Neighborhood Plan.**
The 1996 Old Manchester Neighborhood Plan recommends office and single family residential uses along the west side of Cowardin Avenue as well as multi-family use on the northwest corner of Semmes and Cowardin Avenues that may no longer be appropriate.

Land Use Plan

Overview

The Land Use Plan for the Old South District recognizes the nature of existing development and accommodates appropriate opportunities for additional growth. The Plan recommends maintaining the existing development pattern in the District while at the same time allowing for redevelopment activities where appropriate. Opportunities for redevelopment are identified for the Old Manchester industrial area, as well as along the west side of Jefferson Davis Highway between Maury Street and Hopkins Road. The Old Manchester industrial area is recommended for a mixed-use site, similar in character to the

mixed-use development successfully underway in the Shockoe Bottom area north of the James River.

Single family residential is, and will continue to be, the major land use. Limited commercial, office, and/or mixed uses are proposed along the major transportation corridors, but should not occur to the detriment of existing, well-established residential neighborhoods. Generally, existing Service Centers and commercial areas within the District should not be allowed to expand their boundaries.

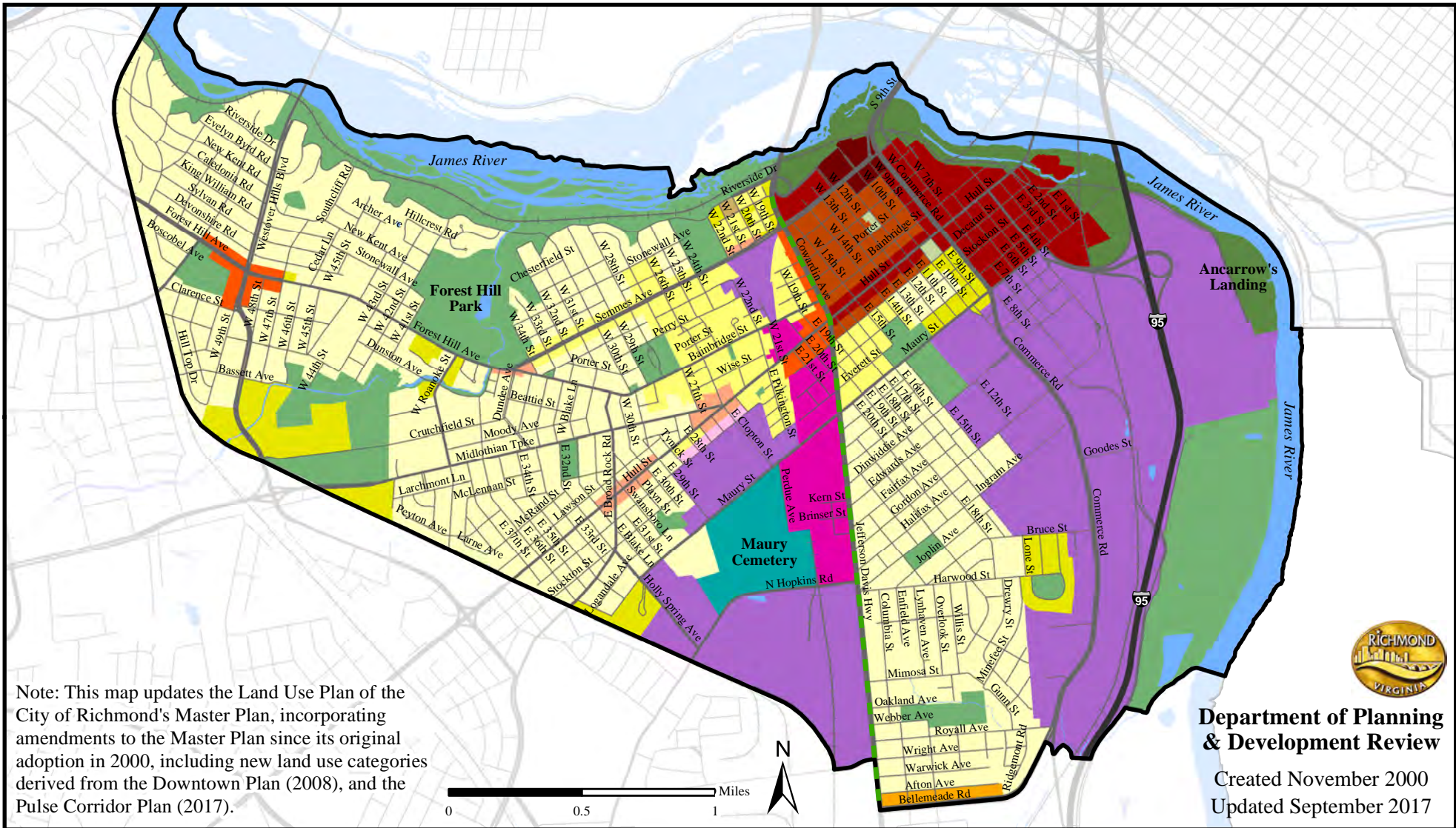
Guiding Land Use Principles

The policies and strategies set forth in this document were based in part on the

following guiding principles specifically related to the Old South District.

- Most of what currently exists is correct and appropriate.
- Residential land uses predominate and should be preserved.
- In most areas, infill development of like density and use is appropriate.
- Where possible, land use conflicts between residential and non-residential uses should be resolved.
- Revitalization of the Jefferson Davis Highway corridor is a high priority, as is the need to revitalize the Hull Street commercial corridor.
- Environmentally sensitive areas (flood plains, steep slopes, non-tidal wetlands and Chesapeake Bay Preservation Areas) should be protected from development.
- Where possible, industrial uses should transition to uses that are less noxious and therefore more compatible with adjacent residential neighborhoods.
- Redevelopment in Old Manchester, Blackwell, Newtowne South and Swansboro neighborhoods should be implemented.
- Where neighborhood support exists, design controls should be encouraged to preserve existing historic neighborhoods from inappropriate development/design.





	Single-Family (Low Density)		Economic Opportunity Area		Downtown Civic Area
	Single-Family (Medium Density)		Mixed Use		Downtown General Urban Area
	Multi-Family (Medium Density)		Transitional Office		Downtown Natural Area
	Multi-Family (Very High Density)		Industrial		Downtown Urban Center Area
	Community Commercial		Institutional		Downtown Urban Core Area
	Neighborhood Commercial		Public & Open Space		Corridor Enhancement

Old South Planning District

Land Use Plan

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Old South

Land Use Policies and Strategies

The following land use policies and strategies are designed to address the significant issues. These policies and strategies also take the District's guiding land use principles into account in their formulation.

- **Blackwell.**
Redevelopment of the Blackwell neighborhood should occur according to the 1996 Blackwell Neighborhood Revitalization Plan and the Hope VI

Blackwell Conservation and Redevelopment Plan. The Plans recommend that the majority of Blackwell be designated as a Conservation and Redevelopment Area to facilitate the phasing-out of existing public housing units and the acquisition of private property as needed. Redevelopment activities should focus on:

- creating market-rate single family residential housing compatible with

- the character of the existing historic housing stock;
- retaining viable residential structures;
- creating a mixed-use area along the north side of Decatur Street between Jefferson Davis Highway and Commerce Road. Appropriate uses may include well-designed single family attached and detached housing, and/or multi-family housing, in addition to institutional or parking uses that would support commercial uses along Hull Street immediately to the north.

- **Newtowne South Neighborhood.**
The Newtowne South Neighborhood, primarily in the vicinity of Pilkington Street west of the old CSX railroad right-of-way, is an isolated yet viable small urban community. Over the past two decades a substantial volume of public and private improvements have been undertaken. Although isolated and surrounded on two sides by functioning industrial uses, the continuation and reinforcement of this single family neighborhood is appropriate. Expansion of industrial uses into this neighborhood should not occur.
- **Old Manchester.**
Land use and development in Old Manchester should proceed in accordance with the Old Manchester Neighborhood Plan. This Plan, amended in 1997, was designed to be implemented through a public redevelopment



strategy. The primary objective of the Plan is for Old Manchester to become an urban village that contains a mix of rehabilitated and newly constructed housing units, offices, public amenities and a variety of activities and services within walking distance for area residents and workers.

Specific major Plan recommendations include (but are not limited to):

- ❑ Allow commercial and institutional uses along the west side of Cowardin Avenue between Semmes Avenue and Hull Street. Appropriate commercial uses may include community commercial, such as fast food, convenience retail, and banks. Future office uses should serve as a complement to the current and planned office uses along the Semmes Avenue corridor east of Cowardin Avenue and along the west side of Commerce Road south to Bainbridge Street.
- ❑ Target Commerce Road between Perry and Bainbridge Streets as appropriate for a mix of multi-family and office uses.
- ❑ Reinforce Hull Street from Commerce Road to 21st Street as the neighborhood-serving commercial center of Old Manchester.
- ❑ Create a centrally located park to serve as a public amenity and focal point for the community.

- ❑ Reinforce 12th Street as an important pedestrian and open space link between Hull Street and with public access points along the James River.
- ❑ Preserve as many existing, viable residential structures as possible and use the community-adopted Old Manchester Redevelopment



Design Guidelines to ensure that new residential infill development is compatible with the existing stock of early 20th century structures.

- ❑ Reconsider the land use in the Plan. The Plan recommendation for multi-family residential uses at the northwest corner of Cowardin and Semmes Avenues should be re-evaluated, given neighborhood concerns about the appropriateness of such uses.

- **Swansboro.**

The Swansboro neighborhood in the vicinity of 22nd Street between Bainbridge Street and Semmes Avenue abuts an industrial area, which in many instances forms an indistinct line between the neighborhood and the industrial uses. Although this proximity would normally be discouraged, phasing out of either use is not expected. A more distinct line between the otherwise incompatible uses should be recognized in the location generally shown on the Land Use Plan map. Buffers between these uses should be provided as opportunities arise.

- **New redevelopment area off Jefferson Davis Highway and Hopkins Road.**

The area bounded by Maury Street to the north, Hopkins Road to the south, Jefferson Davis Highway to the east and the CSX line to the west should be designated as a Redevelopment Area

in order to accommodate a range of mixed uses. With a few exceptions, industrial land uses currently dominate the area between Jefferson Davis Highway and the CSX rail line to the west, and from Decatur Street south to Hopkins Road. With revitalization of the Jefferson Davis Highway as a high priority, it is recommended that the area be designated as a Redevelopment Area in order to accommodate a range of mixed uses. Appropriate uses for the area may include a variety of housing types (low-to-moderate density single family and, if well designed, multi-family), office, light industrial, commercial (such as a grocery store), and public uses (to include school or police facilities if needed).

- **Vacant land in residential areas.** Vacant land within an existing residential area should be developed with uses reflective of the surrounding residential uses.
- **Multi-family.** Other than the multi-family use identified on the Land Use Plan map in Old Manchester and Blackwell, no new multi-family is recommended for development in the Old South District.
- **General Commercial and Office uses along Cowardin and Bainbridge.** The area bounded by Bainbridge Street to the north, Decatur Street to the south, the abandoned CSX rail line to the west and Cowardin Avenue/

Jefferson Davis Highway to the east should be allowed to transition to general commercial and office uses. The western third of the area is currently vacant land, with a mixture of industrial, residential and commercial uses making up the remainder.

- **Corner Commercial.** Isolated neighborhood commercial uses (usually “corner stores”) should ultimately be phased out unless specifically identified on the Land Use Plan map. Such uses, while often providing convenience services, frequently generate neighborhood nuisances. Those identified for retention should be limited to neighborhood serving uses, and be compatible in design and scale with the surrounding neighborhood.
- **Commercial uses along Hull Street in Old Manchester.** As commercial uses along Hull Street in Old Manchester are revitalized, the corresponding demand for increased commercial parking should not be accommo-

dated at the expense of adjacent residential uses. Accordingly, the Plan recommends the efficient placement of off-street parking decks, and utilizing vacant lots wherever possible. Parking areas should complement the architectural character of the surrounding historic commercial and residential properties. In addition, commercial activity should be confined to those properties fronting Hull Street.

- **Forest Hill/Westover Hills Service Center.** Land use and development within the Forest Hill/Westover Hills commercial area should:



- ❑ allow commercial uses at the southeast corner of the intersection of Forest Hill Avenue and 47th Street to transition to low-density single family residential uses;
- ❑ prohibit new office or non-single family residential uses on Forest Hill Avenue east of 47th Street.
- **Neighborhood commercial on Semmes.**
Neighborhood commercial uses on the north side of Semmes Avenue from Cowardin to 22nd should be allowed to continue.
- **Town Center.**
A Town Center designation is identified for the Belt Boulevard corridor, located just west of the Old South District, to help guide future development along that corridor. The intent of the Town Center is to create a center of commercial and mixed-use activity in South Richmond. Although located in the Midlothian District, subsequent development may ultimately have an impact on land use within the Old South District.
- **Incompatible Industrial Uses.**
Where there are land use conflicts between industrial and residential uses, heavy industrial uses should, where possible, transition to lighter industrial uses that are less noxious and therefore more compatible with adjacent residential neighborhoods. In areas where new development is appropriate,

buffering and setbacks should be required to protect the surrounding neighborhoods.

- **Economic Opportunity Area (EOA).**
The 70-acre site identified as an Economic Opportunity Area on the Land Use Plan map at Bellemeade Road is located in both the Old South and Broad Rock Districts.

To the south of Bellemeade Road in the Broad Rock District exist the remains of two large, mostly vacant and dilapidated apartment complexes. Broad Rock Creek crosses a portion of the site. To the north of Bellemeade Road in the Old South District exist commercial uses fronting Jefferson Davis Highway and Bellemeade Road, vacant land, and apartments. The intent of this designation is to provide flexibility for future development provided that such development enhances the economic base of the City, does not negatively impact its residential surroundings, and provides tax base and employment opportunities.

Appropriate uses include light manufacturing, office, retail, or a mixture of these uses. Although continued dedication of this site for multi-family housing is not appropriate, multi-family housing as one element of

a larger mixed-use development may be appropriate and should be considered. Adequate buffering from the surrounding single family homes should be provided. Consideration must be given to existing residents in the event they are relocated.

These parcels should be assembled and redeveloped together to maximize the opportunities and marketability of this site. A redevelopment designation may be necessary to make this occur.

- **Old Manchester Industrial area.**
The Old Manchester industrial area has recently experienced the beginning of a transition from an exclusively industrial area to one that can accommodate retail, entertainment, and office uses as well. Accordingly, the Land Use Plan map identifies the Old Manchester Industrial Area for mixed-



Old South

uses with the intent that the area is appropriate for retail, entertainment, residential and office uses similar to those currently found in Shockoe Bottom in the East Planning District.

- **Jefferson Davis Highway.**

The Land Use Plan map reflects recommended improvements to the Jefferson Davis Highway corridor from the James River to the City limits. Along sections of the Corridor designated on the Land Use Plan Map for commercial or industrial use, enhanced landscaping and coordinated signage are appropriate to improve the image of the corridor as a means to attract new businesses and to aid in the revitalization of adjacent residential neighborhoods. Similar improvements with a greater emphasis on pedestrian streetscape amenities would be appropriate along those portions of the corridor designated for residential use on the Land Use Plan map.

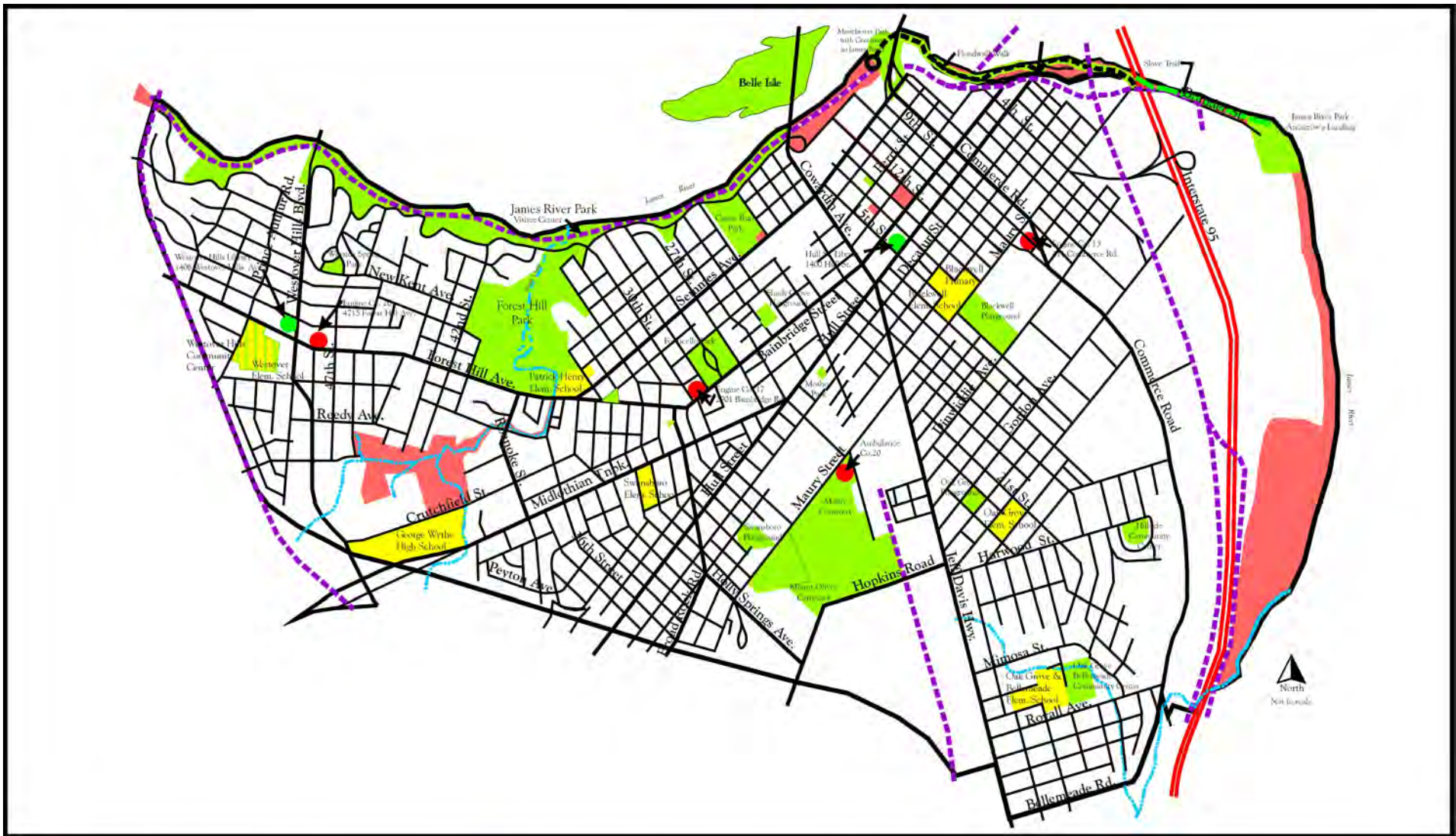
- **Parks and Recreation.**

The Land Use Plan map also reflects elements of the recreation and parks plan as they relate to land use. The Plan recognizes the existing City parks in the Old South District and also identifies lands appropriate for City park system expansion. If implemented as proposed, these parks will be added to existing sections of the Park. Expansion recommendations are as follows:

- The two rock and gravel quarries located along the James River (located in both the Old South and Broad Rock Districts) are identified for future reuse as public recreational uses such as marinas or other water-related facilities and activities.
- Riparian land between the James River Park at Ancarrow's Landing and the Port of Richmond Terminal in the Broad Rock Planning District to create a continuous linear park along this section of the River.



- An expansion of the Floodwall walk east to Ancarrow's Landing incorporating the Slave Trail and west to the James River Park at Cowardin Avenue.
 - A community-oriented park, in Old Manchester, with a linear greenway connector north to the James River.
 - Vacant land on Crutchfield Street near George Wythe High School as an undeveloped passive City park, with a connecting trail along Reedy Creek to Forest Hill Park. (This site contains several unique environmental features, including non-tidal wetlands and old growth forests. Development of any City facilities should be sensitive to the environmental resources and conditions on site and maximize their use for educational purposes.) The property located at the southeast corner of Canoe Run Park (currently a vacant convenience store) for future park expansion.
 - A new neighborhood park in Blackwell between Stockton, Everett, 10th and 11th Streets.
- **Transportation.**
- The Land Use Plan map also reflects elements of the Transportation Plan as they relate to land use. The following key transportation improvements are worth noting, insofar as they have significant impacts on residential and commercial uses within the District.



- Fire/Rescue
- Public Libraries
- Public Schools
- Public Parks

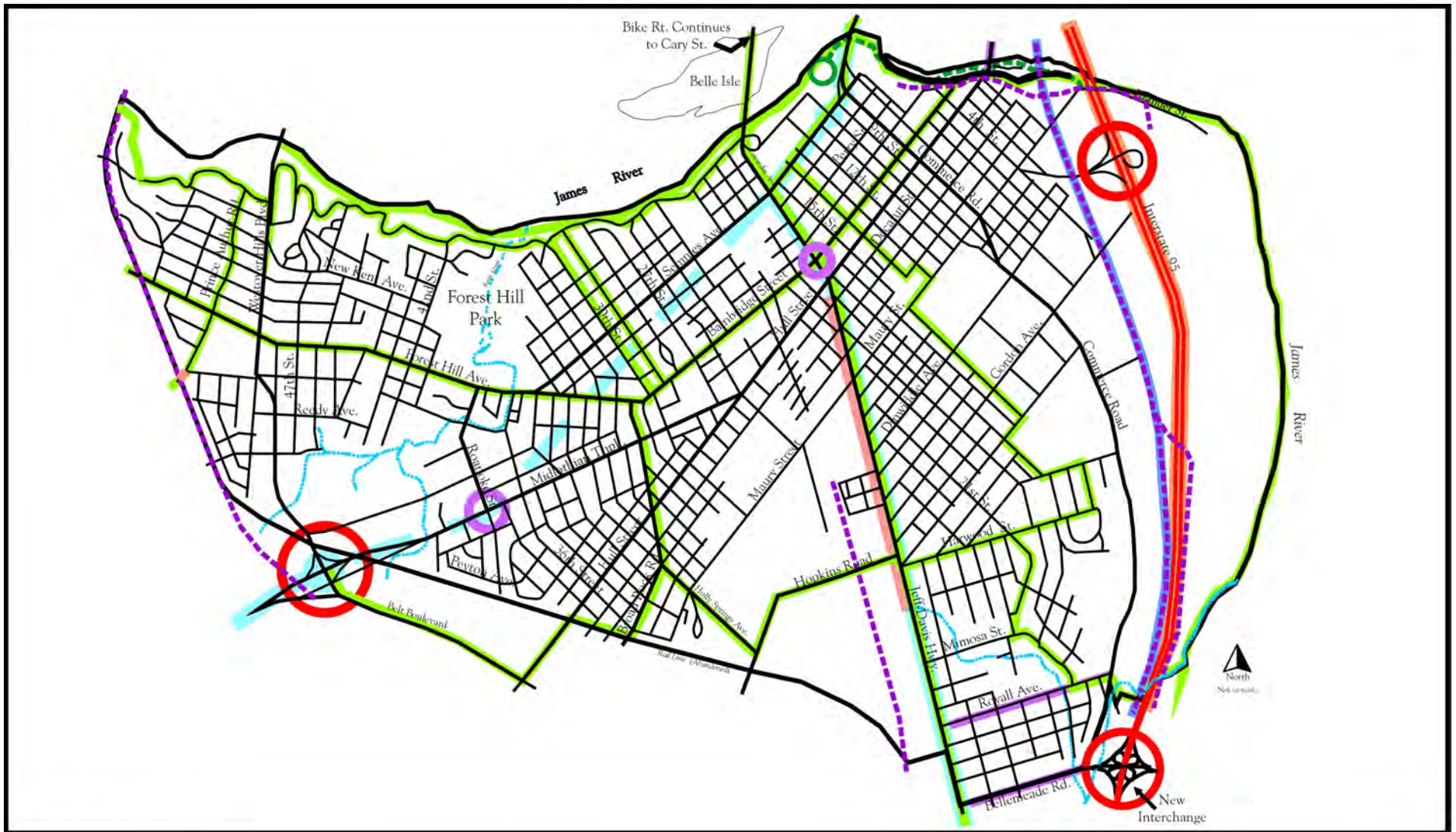
- School/Community Facility
- Proposed Public Parks

Old South Planning District

Parks & Recreation Areas
Schools and Public Facilities



RICHMOND
 Department of Community Development
 Division of Comprehensive Planning
 November 2000



- Bike Routes
- New Roadway Segments
- Operating Improvements
- Additional Travel Lanes
- Express Bus Service
- Light Rail Transit
- Light Rail Conceptual Routes
- Regional Commuter Rail/High Speed Rail
- Interchange Improvements

Old South Planning District

Transportation and Roadway Improvements

Transportation improvement recommendations include:

- ❑ Improvements to Mayo's Bridge.
- ❑ The reconfiguration of the I-95/ Maury Street off-ramp to 4th Street with emphasis on protecting the surrounding residential neighborhoods.
- ❑ Development of a new I-95/ Bellemeade interchange.
- ❑ Light rail trolley connecting Downtown to the Town Center and Midlothian Turnpike to Chesterfield County.
- ❑ Reconfiguring of Belt Boulevard/ Midlothian intersection.
- ❑ Widening of Jefferson Davis Highway from Chesterman to Decatur Street, from 4 to 6 lanes.
- ❑ Reconstruction of US Route 1 (Jefferson Davis Highway) in south Richmond to control access and to include a separate right-of-way for bicyclists, pedestrians, and potentially light rail transit.
- ❑ Several roads have been identified on the Transportation and Roadway Improvements Map as potential bikeways. Development of a comprehensive bike routing system should include plans for the long-term maintenance of bicycle route designators (signage, bicycle lane street stripping, etc.).

CHAPTER 12

Appendix

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City of Richmond Old and Historic Districts Groups of Buildings

Name of District	Year of Designation	Year(s) of Expansion	Total # of Properties	General District Boundaries
<i>St. John's Church</i>	1957	1967, 1977, 1987	638	21 st to 32nd Sts., Broad to Franklin Sts.
<i>Monument Avenue</i>	1971	1988, 1990	350**	Birch St. to Roseneath Rd., north alley to south alley
<i>Shockoe Valley</i>	1977	1978, 1985	114	18th to 21 st Sts., Marshall to Franklin Sts.
<i>200 Block W. Franklin St.</i>	1977	1990	15	Madison St. to Jefferson St., Main Street to north alley
<i>Shockoe Slip</i>	1979	1982, 1999	113	12th to 15th Sts., Main to Canal/Dock Sts.
<i>Broad Street</i>	1985	1995	113	Belvidere St. to 1 st St., north alley to south alley
<i>Jackson Ward</i>	1987		487	Belvidere St. to 2nd St., Jackson to Marshall Sts.
<i>Chimborazo Park</i>	1987		160	32nd to 36th Sts., Marshall to and including Chimborazo Park
<i>00 Blocks E.&W. Franklin St.</i>	1987		42	Adams St. to 1 st St., Grace St. to Main St.
<i>Hermitage Road</i>	1988		55	Laburnum Ave. to Westbrook Ave., west alley to east alley
<i>West Franklin Street</i>	1990		33	Birch St. to Harrison St., north alley to south alley
<i>Boulevard</i>	1992		250*	Alley north of Grace St. to Idlewood Ave., east alley to west alley
<i>West Grace Street</i>	1996		329**	Ryland St. to Boulevard, north alley to south alley

There are 13 groups of buildings currently recognized as City of Richmond Old and Historic Districts. In addition there are 33 individual buildings that have been so designated, 5 of which have now been included in a grouping. The 41 separate Old and Historic Districts contain a total of 2,733 parcels, there are a total of 15 parcels that are located in two districts at the same time, for a net total of 2,718 parcels.

* The boundaries of the Monument Avenue and Boulevard districts overlap such that 6 parcels are in both districts.

** The boundaries of the Monument Avenue and West Grace Street districts overlap such that 9 parcels are in both districts.

List is current as of November 30, 2000.



City of Richmond Old and Historic Districts

- 1. 00 Blocks of West Franklin
- 2. 200 Block of West Franklin
- 3. Boulevard
- 4. Broad Street
- 5. Chimborazo Park
- 6. Hermitage Road
- 7. Jackson Ward
- 8. Monument Avenue
- 9. Shockoe Slip
- 10. Shockoe Valley
- 11. St. John's Church
- 12. West Franklin Street
- 13. West Grace Street

**City of Richmond Old and Historic Districts
Individual Sites**

Name of District	Year of Designation	Year(s) of Expansion	General District Boundaries
<i>Old Stone House</i>	1970		1916 East Main Street
<i>Adam Craig House*</i> <i>Included in Shockoe Valley district in</i>	1970	1977	1812 East Grace Street
<i>White House of the Confederacy</i>	1970		1200 East Clay Street
<i>Valentine Museum and Wickham-Valentine House</i>	1970		1005-15 East Clay Street
<i>John Marshall House</i>	1970		818 East Marshall Street
<i>Norman Stewart House</i>	1970		707 East Franklin Street
<i>The Barret House</i>	1970		15 South 5th Street
<i>Crozet House</i>	1970		100-02 East Main Street
<i>Glasgow House</i>	1970		1 West Main Street
<i>Virginia House</i>	1970		4301 Sulgrave Road
<i>Linden Row</i>	1970		100-14 East Franklin Street
<i>Kent-Valentine House*</i> <i>Included in 00 Blocks E. & W. Franklin Street district in</i>	1972	1989	12 East Franklin Street
<i>Belgian Building</i>	1975		Lombardy Street at Brook Road, VUU Campus
<i>Bolling Haxall House</i>	1975		211 East Franklin Street
<i>Centenary United Methodist Church</i>	1975		409 East Grace Street
<i>Henry Coalter Cabell House</i>	1975		116 South 3rd Street
<i>Hancock-Wirt-Caskie House</i>	1975		2 North 5th Street

**City of Richmond Old and Historic Districts
Individual Sites**

Name of District	Year of Designation	Year(s) of Expansion	General District Boundaries
<i>Leigh Street Baptist Church</i>	1975		Leigh and North 25th Streets
<i>Mayo Memorial House</i>	1975		110 West Franklin Street
<i>St. Paul's Episcopal Church</i>	1975		815 East Grace Street
<i>St. Peter's Catholic Church</i>	1975		800 East Grace Street
<i>Second Presbyterian Church</i>	1975		9 North 5th Street
<i>Woodward House-Rocketts</i>	1977		3017 Williamsburg Avenue
<i>St. Andrews Episcopal Church</i>	1977		Laurel Street and Idlewood Avenue
<i>Stonewall Jackson School</i>	1978,	1983	1520 West Main Street
<i>Ebenezer Baptist Church*</i> <i>Included in Jackson Ward district in</i>	1983	1987	214-16 West Leigh Street
<i>William Morien House</i>	1983		2226 West Main Street
<i>Wilton</i>	1985		215 Wilton Road
<i>Jefferson Hotel</i>	1985		114 West Main Street
<i>Pace House</i>	1985		100 West Franklin Street
<i>Talavera*</i> <i>Included in West Grace Street district in</i>	1986	1996	2315 West Grace Street
<i>Joseph P. Winston House</i>	1987		101-03 East Grace Street
<i>Montrose*</i> <i>Included in Hermitage Road district in</i>	1988	1988	4104 Hermitage Road

National Register of Historic Places
Districts Listed
In
Richmond, Virginia

No.	Resource	Address	Date Listed
071	Block 0-100 E. Franklin St. Historic District	Roughly 1st, Main, Foushee + Grace Sts.	1980-02-27
101	Boulevard Historic District	00--300 S. Boulevard and 00--800 N. Blvd.	1986-09-18
103	Broad Street Commercial Historic District	Broad St. bounded by Belvidere + Fourth Sts.	1987-04-09
135	Carver Industrial Historic District	Marshall, Lombardy, Clay + Harrison Sts.	2000-05-26
125	Church Hill North Historic District	Marshall, Clay, Leigh +M Sts., 21-30th Sts.	1997-09-05
137	Church Hill North His. Dis. (Boundary Increase)	M St. to T St., 25th-32nd Sts.	2000-08-16
085	Commonwealth Club Historic District	319-415 and 400-500 W. Franklin Street	1983-04-07
098	Fan Area Historic District	Harrison, Main, Grace + Mullberry Streets	1985-09-12
100	Fan Area Historic District (Boundary Increase)	Main, + Harrison Sts., RMA, + S. Boulevard	1986-05-30
102	Ginter Park Historic District	North, Moss Side and Chamberlayne Aves.	1986-09-22
127	Grace Street Commercial Historic District	Adams, Broad, 8th and Franklin Sts.	1998-07-13
058	Jackson Ward Historic District	5th, Marshall, + Gilmer Sts., and I-95.	1976-07-30
032	James River and Kanawha Canal His. Dis.	Ship Locks to Boshers Dam	1971-08-26
136	Manchester Industrial Historic District	Perry St., James River, Maury St., + 10th St.	2000-08-02
094	Monroe Park Historic District	Belvidere, + Main, Laurel, + Franklin Sts.	1984-07-05
132	Monroe Ward Historic District	Main, + Cary Sts., and 3rd to Jefferson Sts.	2000-01-27
023	Monument Avenue Historic District	Grace + Birch Sts., Park Ave. + Roseneath Rd.	1970-02-16
107	Monument Avenue His. Dis. (Boundary Increase)	Franklin St. to Roseneath Rd.	1991-01-17
110	Oregon Hill Historic District	Cary, Belvidere, Park, Cherry + Linden Sts.	1991-02-05

No.	Resource	Address	Date Listed
044	Shockoe Slip Historic District	E. Carey St., S. 14th and S. 12th Sts.	1972-03-29
087	Shockoe Slip His. Dis. (Boundary Increase)	RR tracks, RMA, Main, Dock,+ 12th Sts.	1983-04-20
084	Shockoe Valley and Tobacco Row His. Dis.	Dock, 15th, Clay, Franklin, + Peach Sts.	1983-02-24
028	St. John's Church Historic District	22nd, Marshall, 32nd, Main, + Franklin Sts.	1970-09-15
108	St. John's Church His. Dis. (Boundary Increase)	21st, E. Marshall, 22nd + E. Franklin Sts.	1991-01-17
049	2900 Block Grove Avenue Historic District	2901, 2905, 2911, and 2915 Grove Ave.	1973-02-20
061	Two Hundred Block West Franklin Street His. Dis.	200 block of W. Franklin Street	1977-11-17
119	Two Hundred Block West Franklin Street His. Dis. (Boundary Increase)	212-20 W. Main Street	1994-10-21
047	West Franklin Street Historic District	W. Franklin St., between Laurel + Ryland Sts.	1972-09-14
117	West of Boulevard Historic District	Colonial, Cutshaw, Thompson + Ellwood Ave.	1994-03-07

Note: The No. column shows the order in which the sites were listed.

The National Register of Historic Places (NRHP) and the Virginia Landmarks Register (VLR) are almost identical in Richmond. As of November 30, 2000 there are 23 groupings of buildings containing roughly 10,000 buildings that have been designated historic districts. Six of the districts have been expanded at some time.

National Register of Historic Places
Complete Listing
In
Richmond, Virginia

No.	Resource	Address	Date Listed
062	Agecroft	4305 Sulgrave Rd.	1978-12-13
073	Almshouse, The	210 Hospital St.	1981-10-29
105	Almshouse, The (Boundary Increase)	210 Hospital St.	1990-06-13
112	Bacon, Nathaniel, School	815 N. 35th St.	1992-08-24
037	Barret House	15 S. 5th St.	1972-02-23
005	Beers, William, House	1228 E. Broad St.	1969-04-16
016	Bell Tower	Capitol Sq.	1969-06-11
121	Belle Isle	James River at US 1/301	1995-03-17
071	Block 0-100 E. Franklin St. Historic District	Roughly 1st, Main, Foushee +Grace Sts.	1980-02-27
057	Blues Armory	6th and Marshall Sts.	1976-05-17
101	Boulevard Historic District	00--300 S. Boulevard and 00--800 N. Blvd.	1986-09-18
026	Branch Building	1015 E. Main St.	1970-04-17
091	Branch House	2501 Monument Ave.	1984-02-23
103	Broad Street Commercial Historic District	Broad St. bounded by Belvidere+Fourth Sts.	1987-04-09
038	Broad Street Station	Broad and Robinson Sts.	1972-02-23
068	Byrd Theatre	2908 W. Cary St.	1979-09-24
123	Byrd, William, Hotel	2501 W. Broad St.	1996-12-16
048	Cabell, Henry Coalter, House	116 S. 3rd St.	1972-12-27
135	Carver Industrial Historic District	Marshall, Lombardy, Clay +Harrison Sts.	2000-05-26
113	Cary, John B., School	2100 Idlewood Ave.	1992-08-24
075	Cathedral of the Sacred Heart	Floyd Ave. and Laurel St.	1982-07-08
070	Centenary Church	411 E. Grace St.	1979-12-28
067	Central National Bank	3rd and Broad Sts.	1979-09-20
125	Church Hill North Historic District	Marshall, Clay, Leigh +M. Sts., 21-30th Sts.	1997-09-05
137	Church Hill North His. Dis. (Boundary Increase)	M St. to T St., 25th-32nd St.	2000-08-16
021	City Hall	1011 E., Broad St.	1969-10-01
129	Coliseum, The,--Duplex Envelope Company Bldg.	1339-1363 W. Broad St.	1999-01-27
079	Columbia	1142 W. Grace St.	1982-09-16

No.	Resource	Address	Date Listed
085	Commonwealth Club Historic District	319-415 and 400-500 W. Franklin St.	1983-04-07
039	Confederate Memorial Chapel	2900 Grove Ave.	1972-02-23
040	Crozet House	100 E. Main St.	1972-02-23
134	Davis, Decatur O., Hs.	1001 E. Clay St.	2000-05-11
024	Donnan-Asher Iron-Front Building	1207--1211 E. Main St.	1970-02-26
006	Egyptian Building	SW cnr. E. Marshall +College Sts.	1969-04-16
090	English Village	3418-3450 Grove Ave.	1983-09-29
098	Fan Area Historic District	Harrison, Main, Grace +Mullberry Sts.	1985-09-12
100	Fan Area Historic District (Boundary Increase)	Main, Harrison, RMA, +S. Boulevard	1986-05-30
007	First African Baptist Church	NE corner of College and E. Broad Sts.	1969-04-16
008	First Baptist Church	NW corner of 12th and E. Broad Sts.	1969-04-16
074	First National Bank Building	825--27 East Main St.	1982-04-12
	Fourth Baptist Church	2800 P St.	1979-09-07
102	Ginter Park Historic District	North, Moss Side and Chamberlayne Aves.,	1986-09-22
033	Glasgow, Ellen, House	1 W. Main St.	1971-11-11
012	Governor's Mansion	Capitol Sq.	1969-06-04
127	Grace Street Commercial Historic District	Adams, Broad, 8th and Franklin Sts.	1998-07-13
009	Grant, William H., House	1008 E. Clay St.	1969-04-16
027	Hancock-Wirt-Caskie Hs.	2 N. 5th St.	1970-04-17
089	Hasker and Marcuse Factory	2401-2413 Venable St.	1983-08-11
041	Haxall, Bolling, House	211 E. Franklin St.	1972-03-16
111	Highland Park Public School	2928 Second Ave.	1991-10-22
077	Holly Lawn	4015 Hermitage Rd.	1982-08-26
022	Hollywood Cemetery	412 S. Cherry St.	1969-11-12
099	Home For Confederate Women	301 N. Sheppard St.	1985-11-07

National Register of Historic Places
Complete Listing
In
Richmond, Virginia

No.	Resource	Address	Date Listed
058	Jackson Ward Historic District	5th, Marshall, Gilmer Sts., and the I-95.	1976-07-30
032	James River and Kanawha Canal Historic District	Ship Locks to Boshers Dam	1971-08-26
013	Jefferson Hotel	104 W. Main St.	1969-06-04
030	Kent-Valentine House	12 E. Franklin St.	1970-12-18
042	Leigh Street Baptist Church	517 N. 25th St.	1972-03-16
010	Leigh, Benjamin W., Hs.	1000 E. Clay St.	1969-04-16
035	Linden Row	100--114 E. Franklin St.	1971-11-23
069	Loews Theatre	6th and Grace Sts.	1979-11-20
029	Main Street Station and Trainshed	1020 E. Main St.	1970-10-15
088	Manchester Cotton and Wool Manufacturing Co.*	Hull St. at Mayo's Bridge	1983-07-21
126	Manchester Courthouse	920 Hull St.	1998-05-08
136	Manchester Industrial Historic District	Perry St., James R., , Maury St., +10th St.	2000-08-02
001	Marshall, John, House	9th and Marshall Sts.	1966-10-15
051	Mason's Hall	1807 E. Franklin St.	1973-07-02
081	Masonic Temple	101-107 W. Broad St.	1983-02-10
036	Maymont	Hampton St. (Spottswood Rd.)	1971-12-16
094	Monroe Park Historic District	Belvidere, Main, Laurel, +Franklin Sts.	1984-07-05
132	Monroe Ward Historic District	Main, Cary St., and 3rd to Jefferson Sts.	2000-01-27
034	Monroe, James, Tomb	Hollywood Cemetery, 412 S. Cherry St.	1971-11-11
023	Monument Avenue Historic District	Grace +Birch Sts., Park +Roseneath Rd.	1970-02-16
107	Monument Avenue His. Dis. (Boundary Increase)	Franklin St. to Roseneath Rd.	1991-01-17
011	Monumental Church	1224 E. Broad St.	1969-04-16
115	Moore's Auto Body and Paint Shop	401 W Broad St.	1993-10-14
017	Morson's Row	219-23 Governor St.	1969-06-11
052	Old Stone House	1914 E. Main St.	1973-11-14

No.	Resource	Address	Date Listed
110	Oregon Hill Historic District	Cary, Belvidere, Park, Cherry +Linden Sts.	1991-02-05
058	Pace-King House	205 N. 19th St.	1976-07-30
082	Planters National Bank	12th and E. Main Sts.	1983-02-10
018	Putney Houses	1010--1012 E. Marshall St.	1969-06-11
096	Randolph School	300 S. Randolph St.	1984-10-04
063	Reveille	4200 Cary Street Rd.	1979-02-01
131	Rice House	1000 Old Locke Lane	1999-03-30
095	Richmond Academy of Medicine	1200 E. Clay St.	1984-08-16
045	Scott-Clarke House*	9 S. 5th St.	1972-04-13
043	Second Presbyterian Church	9 N. 5th St.	1972-03-29
122	Shockoe Hill Cemetery	Jct. of Hospital and 2nd Sts.	1995-07-07
044	Shockoe Slip Historic District	E. Carey St. S. 14th and S. 12 Sts.	1972-03-29
087	Shockoe Slip His Dis. (Boundary Increase)	RR tracks, RMA, Main, Dock, +12th Sts.	1983-04-20
084	Shockoe Valley and Tobacco Row His. Dis.	Dock, 15th, Clay, Franklin, +Peach Sts.	1983-02-24
124	Sixth Mount Zion Baptist Church	14 W. Duval St.	1996-12-16
114	Springfield School	608 N. 26th St.	1992-08-24
078	St. Alban's Hall	300--302 E. Main St.	1982-09-09
065	St. Andrew's Church	223, 224, and 227 S. Cherry St.	1979-06-22
028	St. John's Church Historic District	22nd, Marshall, 32nd, Main, +Franklin Sts.	1970-09-15
108	St. John's Church His. Dis. (Boundary Increase)	21st, E. Marshall, 22nd+E. Franklin Sts.	1991-01-17
002	St. John's Episcopal Church	E. Broad St. between 24th and 25th Sts.	1966-10-15
080	St. Luke Building	900 St. James St.	1982-09-16
014	St. Paul's Church	815 E. Grace St.	1969-06-04
020	St. Peter's Church	800 E. Grace St.	1969-06-23
072	St. Sophia Home of the Little Sisters of the Poor	16 N. Harvie St.	1980-05-07

National Register of Historic Places
Complete Listing
In
Richmond, Virginia

No.	Resource	Address	Date Listed
120	Steamer Company Number 5	200 W. Marshall St.	1995-02-08
025	Stearns Iron-Front Building	1007--1013 E. Main St.	1970-02-26
046	Stewart-Lee House	707 E. Franklin St.	1972-05-05
092	Stonewall Jackson School	1520 W. Main St.	1984-05-03
109	Taylor Farm	4012 Walmsley Blvd.	1991-01-24
050	Taylor-Mayo House	110 W. Franklin St.	1973-04-02
055	Third Street Bethel A.M.E. Church	616 N. 3rd St.	1975-06-05
116	Thomas Jefferson High School	4100 W. Grace St.	1993-12-23
031	Tredegar Iron Works	500 Tredegar St.	1971-07-02
104	Trinity Methodist Church	2000 E. Broad St.	1987-04-16
049	2900 Block Grove Avenue Historic District	2901, 2905, 2911, and 2915 Grove Ave.	1973-02-20
061	Two Hundred Block West Franklin Street His. Dis.	200 block of W. Franklin St.	1977-11-17
119	Two Hundred Block West Franklin Street His. Dis. (Boundary Increase)	212-20 W. Main St.	1994-10-21
015	U.S. Post Office and Customhouse	1000 E. Main St.	1969-06-04
086	Union Seminary	3401 Brook Rd.	1983-04-14
019	Valentine Museum	1005--1015 E. Clay St.	1969-06-11
106	Virginia House	4301 Sulgrave Rd.	1990-06-13
060	Virginia Mutual Building	821 E. Main St.	1977-11-07
004	Virginia State Capitol	Capitol Sq.	1966-10-15
076	Virginia Union University	1500 N. Lombardy St.	1982-07-26
097	Virginia War Memorial Carillon	1300 Blanton Ave.	1984-10-04
083	Virginia, The	1 N. Fifth St.	1983-02-10
128	Walker, Maggie L., High School	1000 N. Lombardy St.	1998-09-09
054	Walker, Maggie Lena, House	110A E. Leigh St.	1975-05-12
118	Weisiger-Carroll House	2408 Bainbridge St.	1994-05-19

No.	Resource	Address	Date Listed
047	West Franklin Street Historic District	W. Franklin St., Laurel +Ryland Sts.	1972-09-14
117	West of Boulevard Historic District	Colonial, Cutshaw, Thompson +Ellwood	1994-03-07
133	Westbourne	330 Oak Ln	2000-01-27
003	White House of the Confederacy	Clay and 12th Sts.	1966-10-15
130	Whitworth, John, House	2221 Grove Ave.	1999-02-05
056	Wilton	S of Richmond, on N bank of James River	1976-04-30
064	Winston, Joseph P., Hs.	101--103 E. Grace St.	1979-06-11
053	Woodward House	3017 Williamsburg Ave.	1974-06-19
093	Young Women's Christian Association	6 N. 5th St.	1984-05-03

Note: The No. column shows the order in which the sites were listed.

* The Virginia Landmarks Register (VLR) is almost identical to the National Register of Historic Places (NRHP). There are 137 listings on the NRHP and 138 on the VLR. The Manchester Cotton and Wool Manufacturing Co. and the Scott-Clarke House, while on the NRHP have been de-listed from the VLR. The VLR includes the Belgian Building, Chesterman Place (Pace House), and St. Stephen's Episcopal Church, which have not been listed on the NRHP.

List is current as of November 30, 2000.

Demographic Summary

Population by Planning District 1990 and 2000

Planning District	1990 Population	2000 Population	Difference	Percent Change
Broad Rock	21,232	25,197	3,965	0.19
Downtown	4,101	3,926	-175	-0.04
East	27,650	27,743	93	0.00
Far West	16,328	17,285	957	0.06
Huguenot	11,816	11,324	-492	-0.04
Midlothian	24,916	20,735	-4,181	-0.17
Near West	33,778	32,764	-1,014	-0.03
North	37,742	35,298	-2,444	-0.06
Old South	25,493	23,518	-1,975	-0.08
Total	203,056	197,790	-5,266	-0.03

Race and Hispanic Origin by Planning District

Planning District	Total	White alone	Black or African American alone	Asian alone	Other races alone	Population of two or more races:	Hispanic or Latino
Broad Rock	25,197	5,711	17,426	163	1,455	442	1,855
Downtown	3,926	1,467	1,977	329	49	104	72
East	27,743	2,993	24,278	65	133	274	232
Far West	17,285	16,164	738	138	87	158	188
Huguenot	11,324	8,115	2,683	162	230	134	274
Midlothian	20,735	7,156	12,051	445	633	450	931
Near West	32,764	20,488	10,397	865	400	614	663
North	35,298	7,069	27,467	161	235	366	357
Old South	23,518	6,581	16,091	143	362	341	502
Total	197,790	75,744	113,108	2,471	3,584	2,883	5,074

Demographic Summary

2000 Population, Race, and Hispanic Origin by Census Tract

Census Tract	Total	RACE					*Hispanic or Latino Origin
		White alone	Black or African American alone	Asian alone	Other races alone	Persons of two or more races	
102	3,855	2,803	973	27	21	31	33
103	1,720	16	1,661	3	15	25	14
104	6,487	3,636	2,625	80	61	85	78
105	1,579	127	1,423	3	11	15	10
106	2,280	96	2,161	3	7	13	12
107	2,800	34	2,703	0	12	51	20
108	4,475	74	4,356	1	23	21	40
109	3,190	74	3,083	1	14	18	28
110	2,926	57	2,806	11	23	29	42
111	3,239	111	3,017	32	29	50	47
201	1,716	12	1,676	2	8	18	7
202	4,238	13	4,176	5	12	32	39
203	1,889	43	1,808	4	6	28	17
204	5,520	161	5,314	3	17	25	35
205	2,262	1,007	1,194	26	8	27	26
206	1,540	431	1,070	8	13	18	15
207	1,276	16	1,245	0	7	8	5
208	1,714	583	1,083	10	12	26	24
209	2,949	47	2,868	1	3	30	9
210	1,638	285	1,315	4	20	14	28
211	1,396	167	1,208	0	2	19	9
212	1,605	228	1,321	2	25	29	18
301	2,747	41	2,659	0	19	28	33
302	1,609	430	1,044	75	20	40	35
305	2,317	1,037	933	254	29	64	37
402	1,457	204	1,218	3	6	26	12
403	2,511	1,397	756	233	80	45	94
404	3,811	3,050	405	209	40	107	82
405	3,455	2,950	324	74	36	71	66
406	1,674	1,454	113	46	16	45	46
407	2,369	2,117	116	47	31	58	72
408	1,343	1,126	146	28	13	30	25
409	2,643	2,035	479	60	27	42	46
410	2,612	2,393	85	76	19	39	55
411	3,290	2,011	1,110	62	58	49	94
412	785	721	17	17	15	15	10
413	2,941	129	2,774	0	15	23	18

Census Tract	Total	RACE					*Hispanic or Latino Origin
		White alone	Black or African American alone	Asian alone	Other races alone	Persons of two or more races	
414	2,353	378	1,894	3	35	43	36
416	1,520	523	960	7	9	21	7
501	2,612	2,400	146	29	22	15	20
502	2,997	2,838	99	35	5	20	44
503	1,268	1,222	19	12	4	11	13
504	2,714	2,391	274	15	14	20	26
505	5,407	5,047	187	43	38	92	82
506	2,287	2,266	13	4	4	0	3
601	430	85	325	2	3	15	12
602	2,097	85	1,988	2	7	15	24
603	1,667	401	1,161	45	11	49	22
604	5,447	597	4,747	8	29	66	66
605	6,073	2,938	2,738	57	225	115	266
606	2,536	2,040	430	18	23	25	18
607	5,268	435	4,702	11	64	56	94
608	3,436	796	2,461	12	114	53	176
609	1,298	569	658	15	29	27	40
701	4,224	3,409	720	43	21	31	34
703	3,252	1,725	1,295	63	124	45	150
704	3,848	2,981	668	56	85	58	90
706	7,848	1,428	5,276	158	790	196	985
707	4,798	997	3,468	73	165	95	244
708.01	6,881	1,684	4,620	50	398	129	472
708.02	2,300	957	1,258	9	51	25	87
709	6,578	1,130	4,952	63	319	114	433
710.01	4,870	1,759	2,826	79	94	112	172
710.02	3,157	912	2,044	63	71	67	92
711	4,766	2,635	1,914	86	57	74	85
City total	197,790	75,744	113,108	2,471	3,584	2,883	5,074
		38.3%	57.2%	1.2%	1.8%	1.5%	2.6%

* Hispanic or Latino Origin is tabulation in addition to race. Respondents identifying themselves as "Hispanic or Latino" are also identified in the race categories.

Recreation & Parks Facilities

Neighborhood Parks	District	Acreage	Address
Bandy Field	Far West	13	6701 Three Chopt Road
Canoe Run Park	Old South	4.5	W. 22nd Street & Riverside Drive
Ethel Bailey Park	East	6	North 29th & M Streets
Fonticello Park	Old South	15	W. 28th & Bainbridge Streets
Jefferson Hill Park	East	7.8	North 21st & East Marshall Streets
Little John Park	North	1	1401-1509 Little John Road
Oregon Hill Park	Near West	2.5	
Parker Field	East	7	1415 Rogers Street, Annex 3101 North Boulevard
Patrick Henry Park	East	1	2400 Block East Broad Street
Petronius Jones Park	Near West	4.1	1415-1501 Grayland Avenue
Pollard Park	North	3.6	NE corner of Chamberlayne Avenue & Brookland Park Boulevard
Randolph Park	Near West	8.5	400 Randolph Street
RMA Park	Downtown	2	South 10th & Canal Streets
Stockton Street/Blackwell	Old South	10.0	
Taylor's Hill Park	East	2.6	2100 Block East Franklin Street
Washington Park	North	2.5	900 Maggie Walker
Wayside Spring Park	Old South	1	New Kent Road
Mini-Parks	District	Acreage	Address
Ashbury Triangle Park	Near West	.7	Lombardy Avenue & Park Avenue
Bojangles Park	Downtown	.08	600 Chamberlayne Parkway
Cannonball Park	East		Ashe-Peebles
Federal Park	Near West	.25	In alley behind 2110 West Main Street
Meadow Park	Near West		N. Meadow Street & Park Avenue
Paradise Park	Near West	.3	In the rear of 1712 Floyd Avenue
Scuffletown Park	Near West	1.8	2300 Block Stuart Avenue
Washington Square Park	Old South		E. 10th & Hull Streets

Recreation & Parks Facilities

Community Parks	District	Acreage	Address
Broad Rock Park/C.C.	Broad Rock	50	4615 Ferguson Lane
Cannon Creek Nature Area	North	8	Richmond-Henrico Turnpike
Gillies Creek Park	East	35	Stoney Run Drive
Highland Plaza Park	North	7	3300 First Avenue
Kanawha Plaza	Downtown	4	South 8th and East Cary Streets
Libbie Hill Park	East	12	2801 East Franklin Street
Library Park	Downtown		110 East Main Street
Monroe Park	Near West	7.5	North Belvidere and 700 Blk. West Franklin Street
Nina Abady Festival Park	Downtown	1.6	North 7th & East Clay Streets
Pocosham Park	Broad Rock	86	2850 Templeton Road
Powhatan Hill Park	East	19.5	20 Williamsburg Road
Powwhite Park	Midlothian	101	7200 Jahnke Road
Stony Point Park	Huguenot	106	8800 West Huguenot Road
Regional (Heritage) Parks	District	Acreage	Address
Bryan Park	North	280	Hermitage Road
Byrd Park	Near West	288	735 Byrd Park Court
Chimborazo Park	East	35	3513 East Broad Street
Forest Hill Park	Old South	119	Forest Hill Avenue
James River Park System	City-wide	486	Hillcrest & Riverside Drive
Ancarrow's Landing	Old South	33	1308 Brander Street
Belle Isle	Old South	65	Tredegar Street
Brown's Island Park	Downtown	6	600 South 7th Street
Great Shiplock Park	East	4	2801 Dock Street
Huguenot Woods	Huguenot	30	
Main Section	Old South	213	Hillcrest & Riverside Drive
North Bank Park	Near West	6	Texas Avenue
Pony Pasture	Huguenot	100	Riverside Drive
Pumphouse Park	Near West	29	Pumphouse Drive
Williams Island (proposed)	Huguenot	95	
Lewis Ginter Botanical Gardens	(outside city)	77	7000 Lakeside Avenue
Maymont Park	Near West	105	1600 Hampton Street

Recreation & Parks Facilities

Playgrounds	District	Address
Alice Fitz	Old South	13th & Perry Sts.
Bill Robinson	East	701 N. 37th St.
Briel Street	East	35th & M Sts.
Chandler	North	201 E. Brookland Pk. Blvd.
Chelsea Village	East	Chelsea & Sussex Sts.
Chimborazo	East	N. 29th & E. Grace Sts.
Dove Street	North	509 Dove St.
Elkhardt	Midlothian	6300 Hull Street Road
Fonticello	Old South	28th & Bainbridge Sts.
Grayland Playground	Near West	3021 Grayland Avenue
Greene	Broad Rock	1745 Catalina Drive
Holly Street	Near West	Holly and Laurel Sts.
Horace Edward	Near West	Harrison St. & Lakeview Ave.
Mary Munford	Far West	Cary St. Rd. & Westmoreland Ave.
Mary M. Scott	North	4011 Moss Side Ave.
Montrose Heights	East	Randall & Fenton Sts.
Moore Street	Near West	1848 Moore St.
Oak Grove	Old South	Gordon and W. 22nd Sts.
Parker Field	East	Rogers & T Sts.
Parker Field Annex	Near West	Robin Hood & Hermitage Rds.
Pilkington	Old South	2310 Decatur St.
Providence Park	North	421 E. Ladies Mile Rd.
Redd	Midlothian	5601 Jahnke Rd.
Smith-Peters	Near West	900 blk. of Catherine St.
Southampton	Huguenot	3333 Cheverly Rd.
Summer Hill	Broad Rock	Lamberts Ave. & Castlewood Rd.
Swansboro	Old South	Logandale Ave. & Swansboro Lane
Travel Land	North	Robin Hood & Hermitage Lane
Triangle Park	Near West	Meadow St. & Park Ave.
West End	Near West	2100 Idlewood Ave.
Westover	Old South	1300 Jahnke Road
Westwood	Far West	Glenburnie & Marian Sts.
William Fox	Near West	2300 Hanover Ave.

Recreation & Parks Facilities

Yancey Street	North	Yancey St. & North Ave.
Community Facility & Centers	Planning District	Address
Battery Park C.C.	North	2803 Dupont Circle
Bellemeade C.C.	Old South	1800 Lynnhaven Avenue
Blackwell C.C.	Old South	East 16th & Everett Streets
Broad Rock Park/C.C.	Broad Rock	4515 Ferguson lane
Calhoun Park/C.C. (Boys & Girls Club)	North	435 Calhoun Street
Chimborazo C.C.	East	3513 East Broad Street
Creighton Court C.C. (Boys & Girls Club)	East	2101 Creighton Road
Dogwood Dell Amphitheater	Near West	1301 Blanton Road
Fairfield C.C. (Boys & Girls Club)	East	2506 Phaup Street
J.L. Francis C.C.	Broad Rock	5146 Snead Road
Ann Hardy (Highland Park) C.C.	North	3300 First Avenue
Hillside Court C.C. (Boys & Girls Club)	Old South	1500 Harwood Street
Hotchkiss Park/C.C.	North	701 East Brookland Park Boulevard
Humphrey Calder C.C.	Near West	414 North Thompson Street
James River Nature Center	Old South	3200 Riverside Drive
Landmark Theatre	Near West	6 North laurel Street
Mosby Court C.C.	East	Mosby & O Streets
Pine Camp C.C.	North	4901 Old Brook Road
Pine Camp Cultural Center	North	4901 Old Brook Road
Powhatan C.C.	East	5051 Northampton Street
Randolph C.C.	Near West	1401 Grayland Avenue
Elson Redmond Golf Range	North	400 School Street
G.H. Reid C.C.	Midlothian	1301 Whitehead Road
Richmond Center	Downtown	400 East Marshall Street
Richmond Coliseum	Downtown	601 East Leigh Street
Thomas B. Smith C.C.	Broad Rock	2015 Ruffin Road
Swansboro Natatorium	Old South	3200 Midlothian Turnpike
Westhampton C.C.	Far West	5800 Patterson Avenue
Westover C.C.	Midlothian	1301 Jahnke Road
Whitcomb Court C.C. (Boys & Girls Club)	East	2100 Sussex Street

Recreation & Parks Facilities

Sports Fields	District	Acres	Address
Armstrong	East	7	Briel Street & Bill Robinson
Broad Rock Sports Complex	Broad Rock		2401 Broad Rock Boulevard
Dumbar		12.5	
Henderson Sports Complex	North	27.7	800 Forest Lawn Drive
Laurel Street PG.	Near West	.4	Holly & Laurel Street
Shady Grove	Old South	3.5	2411 Bainbridge Road
Travel Land	Near West	10	Robin Hood & Hermitage Roads
Cemeteries	District	Acres	Address
Barton Heights	North	12	1600 Lamb Avenue
Maury & Mt. Olivet	Old South	87	2700 Maury Street
Oakwood	East	179	3109 East Nine Mile Road
Riverside	Near West	85	1401 South Randolph Street
St. Johns	East	4	2401 East Broad Street
Shockoe	North	12	North 4th & Hospital Streets

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CHAPTER 13

Amendments

Location of Changes	Date of City Planning Comm. Resolution	Ordinance Number	Date of City Council Adoption	Planning District
Southern Barton Heights Amendments to the Future Land Use Plan for Southern Barton Heights.	September 3, 2002	2002-260-269	October 14, 2002	North
Nine Mile Road and North 25th Street Amendments to the Future Land Use Plan for Nine Mile Road and North 25th Street.	April 7, 2003	2003-160-105	April 30, 2003	East
Downtown Plan (2004) Adoption of Downtown Plan (2004).	September 20, 2004	2004-296-299	November 8, 2004	Downtown
Downtown Plan (2008) Adoption of Downtown Plan (2008).	July 21, 2008	2008-208-227	October 13, 2008	Downtown, East, Old South
Downtown Plan Amendments Amendments to the 2008 Downtown Plan.	May 4, 2009	2009-117-157	July 13, 2009	Downtown, East, Old South
Union Hill Amendments to the Future Land Use Plan for Union Hill, including new "Mixed-Use Residential" land use classification.	June 1, 2009	2009-136-144	July 27, 2009	East

Note: Land Use Plan maps as well as relevant text have been updated to reflect these amendments.

**Amendments
(Cont'd)**

Location of Changes	Date of City Planning Comm. Resolution	Ordinance Number	Date of City Council Adoption	Planning District
Church Hill Amendments to the Future Land Use Plan for Church Hill.	April 19, 2010	2010-104-111	June 28, 2010	East
Floyd Ave, Ellwood Ave, Nansemond St, Thompson St Amendments to the Future Land Use Plan for the block bounded by Floyd Ave, Ellwood Ave, Nansemond St, and Thompson St.	February 7, 2011	2011-43-47	March 28, 2011	Near West
Patterson/Libbie/Grove Amendments to the Future Land Use Plan for the Patterson/Libbie/Grove area, as well as to the text regarding the expansion of the Libbie/Grove and Libbie/Patterson service areas.	November 21, 2011	2012-8-15	February 13, 2012	Far West
Swansboro Amendments to the Future Land Use Plan for the Swansboro area.	January 17, 2012	2012-57-36	April 9, 2012	Old South
Nine Mile Road Amendments to the Future Land Use Plan for the Nine Mile Road area.	February 6, 2012	2012-62-41	April 23, 2012	East
Riverfront Plan Amendment to the Master Plan for the adoption of the Riverfront Plan.	September 4, 2012	2012-202-190	November 26, 2012	Downtown, East, Near West, Old South

**Amendments
(Cont'd)**

Location of Changes	Date of City Planning Comm. Resolution	Ordinance Number	Date of City Council Adoption	Planning District
Hull Street Revitalization Plan				
Amendment to the Master Plan for the adoption of the Hull Street Revitalization Plan.	January 6, 2014	2014-12-21	February 24, 2014	Broad Rock, Midlothian
VUU/Chamberlayne Neighborhood Plan				
Amendment to the Master Plan, including the Future Land Use Plan, for the adoption of the VUU/Chamberlayne Neighborhood Plan.	November 16, 2015	2016-002	February 8, 2016	North
Church Hill Central and Woodville/Creighton Conservation Plans				
Amendment to the Master Plan, including the Future Land Use Plan, for the adoption of the Church Hill Central and Woodville/Creighton Conservation Plans.	March 7, 2016	2016-109	April 25, 2016	East
Pulse Corridor Plan				
Amendment to the Master Plan, including the Future Land Use Plan, for the adoption of the Pulse Corridor Plan.	May 15, 2017	2017-127	July 24, 2017	Downtown, East, Far West, Near West