RICHMOND 300
A Guide for Growth

Designing an equitable, sustainable, and beautiful Richmond for its 300th birthday in 2037
ACKNOWLEDGMENTS

This document reflects the consensus reached by thousands of Richmonders on guiding the future growth of Richmond. The content in this plan arose from the time, attention, expertise, and passion of thousands of people. The individuals listed here are elected officials, commission members, City staff, and citizens who participated in various Richmond 300 groups.

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**Supporting Reports (under separate cover)**
  - Land Use, Housing, Demographics, and Projections Report by CURA at VCU
  - Urban Design Typology Report by CURA at VCU
  - Insights Report
  - Community Consultation #1 and #2 Reports
  - Parking Study Report
Executive Summary

RICHMOND 300
A Guide for Growth

Designing an equitable, sustainable, and beautiful Richmond for its 300th birthday in 2037
Richmond 300: A Guide for Growth

*Richmond 300: A Guide for Growth* seeks to create a more equitable, sustainable, and beautiful future for all Richmonders; so that when Richmond celebrates its 300th birthday in 2037, Richmonders can collectively see how equity- and sustainability-centered actions resulted in evolving Richmond into a beautiful city where all Richmonders thrive.

*Richmond 300: A Guide for Growth* outlines a 20-year vision, a growth strategy centered on nodes and networks, and 17 goals grouped in 5 topics to achieve the vision. This comprehensive plan was developed and reviewed by thousands of Richmonders. The plan coalesces various other plans and initiatives to provide one vision to guide the growth of the city. The hundreds of strategies and policy recommendations in the plan provide guidance for City staff, local businesses and non-profits, and the public to use as Richmond continues to grow and change over the next 20 years.

The shear breadth and length of any comprehensive plan can make it difficult to execute; therefore this Master Plan outlines 6 big moves. Each big move intentionally seeks to expand equity, increase the sustainability of our city, and beautify our city. Because these moves are wide-reaching, there are several strategies throughout the Master Plan that relate to each big move. If the City can advance each of the big moves over the next 5 years, Richmond will be on its way to realize its 20-year vision.

**City-Wide Vision:**

In 2037, Richmond is a welcoming, inclusive, diverse, innovative, and equitable city of thriving neighborhoods; ensuring a high quality of life for all.
Big Move

Re-Write the Zoning Ordinance

Direct growth to appropriate areas while maintaining and creating new authentic neighborhoods adjacent to enhanced transit

The Zoning Ordinance is a legal document that outlines what property owners may build on their land and how the building and site must be designed. The current Zoning Ordinance was primarily written in 1970 but has been amended over the past several decades. Many of the objectives in this Master Plan have strategies that suggest revisions to the Zoning Ordinance. Updating the Zoning Ordinance will provide many benefits, including, but not limited to:

- **Move from Euclidean to Form-based:** The current zoning ordinance is predominantly a Euclidean approach to zoning – meaning uses are separated into distinct districts with limited mixing of uses. Over the past few years, the City has developed zoning districts that allow a mix of uses within the same district but also require certain form elements (such as windows and doors that open to the street and buildings built to the sidewalk). The re-write of the Zoning Ordinance will likely include a further look at using more form-based elements.

- **Prepare for Opportunity:** By rezoning the city, Richmond can prepare certain areas for anticipated development, such as the Priority Growth Nodes and industrial areas, to retain, attract, and grow companies to employ new and existing Richmonders.

- **Rethink the B-3 district:** Predominantly found along major streets in South Richmond, the B-3 zoning district is a district that promotes the development of car-oriented commercial buildings. The B-3 zoning district has been flagged by City Council and City Planning Commission for review to improve the form and function of the buildings in those commercial areas.

- **Improve Health, Resiliency, and Access:** By re-writing the Zoning Ordinances in accordance with the Future Land Use Map, the City will align land use and transportation planning to create compact and mixed nodes connected by walkable neighborhoods and corridors. Increasing walkability and access to non-car transportation modes has various benefits related such as improving public health, increasing resiliency in a changing environmental climate, and expanding easy to access by bringing homes, jobs, retail, and services closer together.

- **Expand Options:** The re-write of the Zoning Ordinance may include examining residential zoning districts to make sure they provide many housing options at various price points throughout the city – this will help further the Big Move related to housing.

Each one of the 5 topic areas contains many recommendations that refer to specific elements to consider when rewriting the Zoning Ordinance; for example, Objective 1.1 specifically states: “Rezone the city in accordance with the Future Land Use Plan.”
Walkscore® Map  The Walkscore® Map is a tool for showing how close amenities such as businesses, parks, and schools are to a specific place in the city. The city-wide Walkscore® is 51, meaning that on average, the city is somewhat walkable with some errands accomplished on foot, but the majority of errands require a car. This map shows the divide in walkability between areas of Richmond that are north of the James River, which are generally walkable, and the south side of the James River, which are generally car dependent. The re-write of the Zoning Ordinance will seek to improve walkability by creating form requirements and allow mixed-use districts.

Data source: Walkscore® (2016)
Big Move
Re-Imagine Priority Growth Nodes

Route 1, Southside Plaza, Stony Point Fashion Park, Greater Scott’s Addition, and Downtown

People want to go to great places. The Priority Growth Nodes are places in Richmond that can be elevated to become even greater places than they are in 2020. Over the next 20 years, not all of Richmond will experience population and job growth, but these Nodes are the places where the city is targeting the greatest growth in jobs and population. This targeted growth strategy has several benefits:

- **Open for Business:** Signals to the business attraction community that there are locations in the city where they can locate and expand.

- **New Neighborhoods:** Identifies new areas for increased residential growth with housing a various income levels by creating entirely new neighborhoods.

- **Smart Growth:** Creates sustainable places that do not worsen environmental conditions. By focusing on creating amazing destinations with housing and jobs that are walkable and accessible by biking and transit.

- **New Services:** Targeting these area for new public buildings, parks, and businesses, increases access to new amenities within Richmond for existing residents in adjacent neighborhoods.

All of the goals in Richmond 300 refer to Nodes because creating amazing destinations in Richmond requires strategies that create high-quality places, equitable transportation, a diverse economy, inclusive housing, and a thriving environment.

Southside Plaza Conceptual Plan Southside Plaza has the potential to be transformed into a bustling center of in South Richmond offering employment, housing, recreation, and entertainment in a walkable human-scale environment.
Greater Scott's Addition Conceptual Aerial  Crescent Park, a signature element, anchors a series of green spaces that connect a new baseball stadium, residential areas, and employment.

Manchester Conceptual Aerial  Manchester's proximity to Downtown and the James River is strengthened over the next 20 years with investments in improving connections, such as enhanced transit on Hull Street, improved bridges, the Ashland to Petersburg Trail, and an improved Manchester Canal.
Big Move

Expand Housing Opportunities

Encourage the development of housing options throughout the city to expand the geography of opportunity by deconcentrating poverty

An entire section of Richmond 300 is focused on creating Inclusive Housing throughout the city. Richmond already has a wide variety of housing options; however, many parts of the city are inaccessible to low-income households. Several of the objectives in Goal 14 seek to expand access to more parts of the city. The 9 objectives are summarized here:

- **Very-Low and Low-Income Units**: Create 10,000 new affordable housing units for very-low and low-income households over the next ten years (14.1)

- **Mobile Homes**: Re-imagine the future of “manufactured home parks” (14.2)

- **Aging-in-Neighborhood**: Assist households that desire to age in place in their neighborhoods (14.3)

- **Mixed-Income**: Increase the number of mixed-income communities along enhanced transit corridors (14.4)

- **Housing Variety**: Encourage more housing types throughout the city (14.5)

- **Public Housing**: Transform Richmond Redevelopment and Housing Authority public housing properties into well-designed, walkable, mixed-use, mixed-income, transit-adjacent communities (14.6)

- **Displacement**: Develop inclusionary and equitable housing options for gentrifying neighborhoods to prevent involuntary displacement (14.7)

- **Communications**: Increase city-wide awareness of the importance of integrating affordable housing into every residential neighborhood (14.8)

- **Homelessness**: Ensure that homelessness is rare, brief and one-time (14.9)

Housing In Richmond [Top] Mixed-use community at the former Armstrong High School site redeveloped by RRHA; [Middle] Single-family homes in Battery Park; [Bottom] Multi-family building in Manchester
Provide Greenways & Parks for All

100% of Richmonders within a 10-minute walk of a park

A connected network of parks and greenways will provide Richmonders with access to green space for places of relaxation, rejuvenation, and recreation and provide these benefits:

- **Reduce the heat-island effect**: Richmond’s heat-island effect is more pronounced in areas of high poverty because there are not many parks, a lot of pavement, and a thin tree canopy.

- **Manage rainfall**: Green space manages rainfall and reduces the amount of rainwater that flows into the City’s drainage and sewage systems.

- **Improve health outcomes**: Proximity to a park and greenway system can help reduce chronic conditions, such as asthma, diabetes, and obesity.

- **Anchor new and existing neighborhoods**: Parks and greenway systems create a gathering place in communities and can serve as catalysts to spur private investment in the city.

- **Increase resiliency to a changing climate**: vegetation sequesters carbon which helps reduce the total amount of emissions in the city and a network of greenways encourages biking and walking, instead of driving, thereby potentially reducing per capita carbon emissions.

Many strategies in *Richmond 300* relate to creating more parks and greenways. Objective 17.4 states: “Increase the percentage of Richmonders within a 10-minute walk of quality open space to 100%, prioritizing low-income areas with a high heat vulnerability index rating, with a long-term goal of having all Richmonders within a 5-minute walk of a quality open space.”

As Richmond looks to add new parks to the city, not all new parks will be large parks. Some may be pocket parks, like Scuffletown Park in the Fan [top] and others may be reclaimed industrial space, like the Low Line [middle]. The Capitol Trail [middle] and Cannon Creek Greenway [bottom] are greenways that provide safe paths for walkers, joggers, and cyclists.
Big Move
Reconnect the City

Cap highways to reknit neighborhoods destroyed by interstates, build/improve bridges, introduce street grids and make the city easier to access by foot, bike, and transit

In the 1950s the Richmond-Petersburg Turnpike (now I-95/I-64) was built through Jackson Ward; thereby cutting the neighborhood in half and destroying over 900 buildings. The main project of this Big Move is to cap the highway and build a park, buildings, and roads on top of the highway in an effort to heal the wound caused by the highway construction. There are several benefits to this Big Move:

- **One Neighborhood:** Jackson Ward and North Jackson Ward feel like two entirely different places, but capping the highway will make them feel as one.

- **Improve Access:** Connections to North Jackson Ward are limited today. It is difficult to get in and out of the area. Adding another street connection over the highway will make it easier to get to North Jackson Ward from Downtown by walking, biking, bus, or car.

- **Placemaking:** A park and buildings on top of the highway have the opportunity for distinctive architecture and public art that shows off Jackson Ward’s history and also serves as a gateway to Richmond.

There are several other strategies within the Equitable Transportation section of the Master Plan that seek to reconnect Richmond, such as capping the Downtown Expressway, building a bridge over the tracks from Leigh Street to the Diamond Site, and general recommendations about creating street grids to encourage walking and increase access.

Jackson Ward Bridge Deck. By capping the highway between Jackson Ward and North Jackson Ward with streets, parks, and buildings, Jackson Ward will once again be one neighborhood.
Big Move
Realign City Facilities

Improve city buildings (schools, libraries, fire stations, police stations, etc.) to provide better services in efficient, shared-use, accessible facilities

As the city grows, there will be new residents living in new areas of the city and filling out existing neighborhoods. This growth will likely lead to new demand in City services and require City facilities to move, expand, close, or co-locate. Cities across the country are creating innovative strategies to co-locate city facilities and better serve residents - such as adding clinics to fire stations and reexamining how public libraries deliver of all kinds of information in various formats (not just books). Goal 2 of the High-quality Places section outlines Objective 2.1 to advance this Big Move: “Align new facilities with the Future Land Use Plan and improve existing City-owned facilities,” which includes 6 strategies:

- Develop and maintain a facility assessment inventory of all City-owned facilities (2.1.a)
- Analyze police station and fire precincts within the context of the Future Land Use Plan and determine whether there are needs for creating, relocating, and/or closing police and fire stations to align with population projections and meet minimum response times
- Develop a schools facility master plan based within the context of the Future Land Use Plan to determine whether there are needs for creating, relocating, and/or closing schools to align with population projections
- Develop a parks and community facilities master plan based within the context of the Future Land Use Plan that seeks to ensure all Richmonders to live within a 10-minute walk of a park (see Goal 17)
- Implement programs to improve the energy efficiency of City-owned buildings (see Goal 15)
- Finish implementing the Libraries Master Plan by renovating the Main Library and then explore creating a new Libraries Master Plan to plan facilities improvements for the next generation of library users and incorporating other community-serving services

If Richmond, not just the City government, but also non-profits, businesses, and residents, work together to advance these 6 big moves, the City will be on track to becoming more equitable, sustainable, and beautiful when it celebrates its 300th birthday in 2037.

Re-Write the Zoning Ordinance
Re-Imagine Priority Growth Nodes
Expand Housing Opportunities
Provide Greenways & Parks for All
Reconnect the City
Realign City Facilities
Introduction

The Department of Planning and Development Review (PDR) developed this new city-wide Master Plan with extensive community engagement to plan for and guide Richmond’s future growth.
Master Plan Purpose and Process

Purpose

The Master Plan is an important document because it provides a framework for the City, the development community, business-owners, and residents to shape the growth of the Richmond. This Master Plan sets the guidance to initiate and evaluate policies, programs, and zoning changes, and to guide the City’s capital improvement plan.

The City is 62.5 square miles and is not allowed to annex land. The Master Plan helps determine how to plan for growth within the limited footprint of the city. Furthermore, every jurisdiction in Virginia is required to prepare a master plan (also known as the comprehensive plan) per the Code of Virginia (§ 15.2-2223) and review it every 5 years.

Process

This Master Plan was developed by thousands of voices. As of June 2020, the process to develop the Master Plan has included over reaching nearly 6,000 people during over 100 Richmond 300-sponsored meetings and over 300 civic association meetings, City Council district meetings, and festivals such as the 2nd Street Festival and National Night Out. During the planning process from September 2018 to June 2020, City Staff received and read over 3,000 responses to Richmond 300 surveys and over 1,000 comments on the preliminary draft Master Plan maps and content. In addition to the 21-member Advisory Council who dedicated 2.5 years to this process, another 250 people served on Working Groups to shape the content of the plan. See the Appendix for a detailed description of the community engagement process.

Master Plan Users

<table>
<thead>
<tr>
<th>CITY ADMINISTRATION &amp; STAFF</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Identify areas well-positioned for growth and reinvestment</td>
</tr>
<tr>
<td>- Strengthen/grow neighborhoods and nodes</td>
</tr>
<tr>
<td>- Determine how to maximize return on public investment</td>
</tr>
<tr>
<td>- Manage capital funds projects</td>
</tr>
<tr>
<td>- Develop budgets</td>
</tr>
<tr>
<td>- Pursue federal, state, and other grants</td>
</tr>
<tr>
<td>- Advance priorities for community wealth building</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>DEVELOPERS, DESIGNERS, &amp; BUILDERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Purchase real estate</td>
</tr>
<tr>
<td>- Decide whether it is most appropriate to reuse or construct new buildings in a given location</td>
</tr>
<tr>
<td>- Identify likely hot spots for development</td>
</tr>
<tr>
<td>- Understand the City’s development priorities</td>
</tr>
<tr>
<td>- Align design/development ideas with City goals</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>RESIDENTS &amp; BUSINESS OWNERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Expand, start, or relocate a business</td>
</tr>
<tr>
<td>- Purchase real estate</td>
</tr>
<tr>
<td>- Renovate an existing building</td>
</tr>
<tr>
<td>- Improve a local park</td>
</tr>
<tr>
<td>- Find a suitable location for a community garden</td>
</tr>
<tr>
<td>- Attract a new business or service to a neighborhood business district</td>
</tr>
<tr>
<td>- Verify whether a proposed development is in line with City goals</td>
</tr>
</tbody>
</table>
Richmond was founded in 1737. As we look forward to the city’s 300th anniversary in 2037, how do we want Richmond to look and work? How do we want our city to feel and grow over the next 20 years so that when we celebrate our 300th anniversary we are proud of where we are? Richmond 300: A Guide for Growth will articulate our vision for Richmond in 2037 and outline recommendations to get us there.
Master Plan Context

Richmond is on the map.

Richmond has been experiencing remarkable growth. Richmond sustained growth in population is something the city has not experienced in over a century. The last time the city grew over a 20-year period without annexing land was from 1920 to 1940, when the population increased by 12%. From 2000 to 2019, Richmond’s population increased by 17% from 197,790 in 2000 to 230,436 in 2019. The last time the city population grew over a 20-year period by more than 17% without annexing land was from 1880 to 1900 when Richmond grew by 34%, as shown in Table 1.

Young adults and retirees are driving the growth. Population growth is driven by a number of factors – but mainly, the push of people leaving expensive metropolitan areas in search of less expensive housing and a high-quality of life. Richmond has a higher growth rate in millennials and boomers as compared to the neighboring counties. From 2010 to 2018, the number of 25- to 34-year-olds in Richmond grew by 43% compared to 6% and 11% growth in Henrico and Chesterfield respectively. During the same time period the population of 55 to 74-year-olds in grew by 38%, compared to 32% and 33% for Henrico and Chesterfield, respectively.

### TABLE 1 // 20-Year Population Growth and Annexation, 1880-2019

<table>
<thead>
<tr>
<th>20-Year Span</th>
<th>Absolute Growth</th>
<th>% Growth</th>
<th>Land Annexed?</th>
<th>% annexed</th>
</tr>
</thead>
<tbody>
<tr>
<td>1880 to 1900</td>
<td>21,450</td>
<td>34%</td>
<td>No</td>
<td></td>
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<tr>
<td>1890 to 1910</td>
<td>46,240</td>
<td>57%</td>
<td>Yes - 1906</td>
<td>48%</td>
</tr>
<tr>
<td>1900 to 1920</td>
<td>86,617</td>
<td>102%</td>
<td>Yes – 1906, 1910, 1914</td>
<td>79%</td>
</tr>
<tr>
<td>1910 to 1930</td>
<td>55,301</td>
<td>43%</td>
<td>Yes – 1910, 1914</td>
<td>60%</td>
</tr>
<tr>
<td>1920 to 1940</td>
<td>21,375</td>
<td>12%</td>
<td>No</td>
<td></td>
</tr>
<tr>
<td>1930 to 1950</td>
<td>47,381</td>
<td>26%</td>
<td>Yes – 1942</td>
<td>41%</td>
</tr>
<tr>
<td>1940 to 1960</td>
<td>26,916</td>
<td>14%</td>
<td>Yes – 1942</td>
<td>41%</td>
</tr>
<tr>
<td>1950 to 1970</td>
<td>19,311</td>
<td>8%</td>
<td>Yes – 1970</td>
<td>37%</td>
</tr>
<tr>
<td>1960 to 1980</td>
<td>- 744</td>
<td>0%</td>
<td>Yes – 1970</td>
<td>37%</td>
</tr>
<tr>
<td>1970 to 1990</td>
<td>- 46,565</td>
<td>-19%</td>
<td>Yes – 1970</td>
<td>37%</td>
</tr>
<tr>
<td>1980 to 2000</td>
<td>- 21,424</td>
<td>-10%</td>
<td>No</td>
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<td>1990 to 2010</td>
<td>1,158</td>
<td>1%</td>
<td>No</td>
<td></td>
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<tr>
<td><strong>2000 to 2019</strong></td>
<td><strong>32,646</strong></td>
<td><strong>17%</strong></td>
<td>No</td>
<td></td>
</tr>
</tbody>
</table>


### FIGURE 1 // Population by Age, 2000-2015

Per centages shown are percent of that year’s population in a given age group.

Richmond is more diverse than it was in 2000. As Richmond has grown, its racial composition has shifted. Increases in White, Latino, and Asian populations are driving Richmond's growth. The number of Whites, Latinos, and Asians grew in population by over 32,000, 11,000, and 3,000 people, respectively from 2000 to 2018. The number of Blacks decreased by nearly 6,500 people over the same time period. The number of people identifying with Two or More Races increased by nearly 4,000. It is impossible to know which two races those individuals identify with - but regardless, Richmond is becoming more diverse.

**FIGURE 2 // Population by Race and Ethnicity, 2000, 2010, and 2016**

*Includes American Indian, Alaska Native, Native Hawaiian, and Other Pacific Islander.*

**The U.S. Census categorizes “Latino” as an ethnicity, not a race. Therefore, Latinos may identify their race as white, black, or some other race, as well as identifying their ethnicity as “Latino.”

Richmond’s growth has not benefited everyone.

Richmond’s poverty level remains persistently high. The poverty rate increased from 21.4% in 2000 to 24.5% in 2019. Poverty rates are highly concentrated in areas of the city, particularly the East End which has the largest share of public housing in the city, as well as in large portions of the South Side. Between 2000 and 2014, the median household income in large areas along Jefferson Davis Highway decreased by more than 50%.

Housing costs in Richmond have outpaced income growth for low- and very-low income households. From 2000 to 2016, the proportion of housing-cost-burdened households (spending more than 30% of income on housing) increased from 33% to 42%. There is a substantial need for more housing for very-low-income and low-income households in Richmond and the Richmond region. Figure 3 shows that the number of families earning less than 30% of the HUD Area Median Family Income has been increasing and within that category, there are more severely cost-burdened households.

Richmond residents live in poverty

24.5%

FIGURE 3 // Housing Cost Burden by Household Income, 2000-2016
Housing cost burden has increased across all income levels between 2000 and 2014 and decreased slightly in some income levels between 2010 to 2014.

Source: Comprehensive Housing Affordability Strategy (CHAS), 2000, 2006-2010 5-yr average, and 2012-2016 5-yr average.
Racial inequities persist in the local and regional labor market. African Americans are employed predominantly in low-wage occupations. White workers in the Richmond region are about three times as likely as black workers to be employed in management occupations which earn on average $128,000, the highest-paying job occupations (14.5% of white workers are in management position compared to 5.8% black workers). Moreover, American-American workers are more likely to be employed in the lowest-paying occupations, which pay on average below $27,000.

Education rates have increased across all levels since 1970 but parts of South Side have experienced a decline in educational attainment since 2000. In 2016, 86% of Richmonders over age 25 had a high school diploma. In 1950, less than 40% of Richmonders graduated from high school. Between 2000 and 2016, all areas of the city experienced a growth in high school graduation rates, except for parts of the South Side, which showed declining high school graduation rates. Between 2000 and 2016, as shown in Figure 4, in some areas of the South Side, one-third to over one-half of residents over 25 years old do not have a high school diploma. This trend is especially pronounced in neighborhoods along Hull Street and Jefferson Davis Highway.

FIGURE 4 // Population Lacking a High School Diploma, 2016
The percentage of individuals over 25 who did not graduate high school. Source: U.S. Census Bureau 2012-2016 ACS 5-year Estimates
Planning in Richmond: A Very Brief History

The James River. The founding and growth of Richmond is tied to its location along the fall line of the James River. Goods such as wheat and tobacco came down the river from the interior and sea-going vessels came up the river as far as they could to Richmond’s merchants and factories. The James River not only served as a means of transportation, it also powered mills and factories, making Richmond one of the most industrialized cities in the south. With the expansion of the railroad and the invention of steam power, the canal and the river no longer formed the core of Richmond’s economic base. Today, the river is the heart of a linear park system on both banks.

1607

Christopher Newport and John Smith sail up the James River to the fall line, marked by rapids where the Piedmont and Atlantic Coastal plain meet.

When the British arrive, the fall line is the seat of the Powhatan chiefdom — a confederation of 14,000 to 21,000 Algonquian-speaking people. From first contact, tensions are high between the Native peoples and the British and numerous battles ensue. By 1646, the Powhatan’s chiefdom ceased to exist. Following the 1656 Battle of Bloody Run, near Chimborazo, Native populations relinquish their lands in the Richmond area.

c. 1670

William Byrd I inherits the 1,800 acre Falls Plantation on the south side of the James River near present day Manchester. In 1678, he receives a grant of 7,351 acres beginning at Shockoe Creek and running upriver about five miles including Downtown Richmond, the Fan, the Museum District, Windsor Farms, and more. The Byrd family holdings grow to over 79,000 acres in and around present day Richmond. In 1768, William Byrd III is forced to sell by lottery his holdings in Richmond and Rocky Ridge (Manchester) to pay his gambling debts.
**Growth and Expansion.** Over 233 years, 1737 to 1970, Richmond would grow through a series of annexations of land from Henrico and Chesterfield Counties. These annexations were fueled by industrial and economic growth and the expansion of transportation systems — the improvement of roads and turnpikes, the introduction of a horse-drawn car line, the establishment of the first financially successful electric trolley in the United States, and the construction of highways.

1737
Richmond is founded and the city is platted by Major William Mayo for William Byrd II. The streets and blocks run parallel to the James River and encompass an area of only 0.23 square miles. This geometry is repeated as the city grows and has influenced the design of the city for 280 years, only being modified to accommodate the turns in the river and topography.

1742
King George II grants a charter to William Byrd II to establish Richmond as a town.

1785
The James River Company is established to improve navigation through dredging, blasting channels through the rocks, and building canals in two places around the rapids.

1782
Richmond is incorporated as a city with a population of 1,800 — half of whom are slaves.

1780
The state capitol is moved from Williamsburg to Richmond.

1792
Thomas Jefferson’s “temple on the hill” is complete. The Neo-Classical design of the Virginia Capitol building would influence architecture in the United States for decades to come.

1819
By 1819, there are eleven plants processing tobacco, four iron works, and three flour mills in Richmond.

1820
By 1820, the Kanawha Canal extends 197 miles upriver from Richmond.

1820
Population

Annexations

1720 | 1730 | 1740 | 1750 | 1760 | 1770 | 1780 | 1790 | 1800 | 1810 | 1820 | 1830
---|---|---|---|---|---|---|---|---|---|---|---
Population | 250 | 250 | 1,800 | 3,761 | 5,737 | 9,735 | 12,067 | 16,060
Annexations | +0.45 mi² | 0.27 mi² | +0.38 mi² | +0.94 mi²
Commerce and Trade. Richmond’s location at the fall line of the James River established its prominence as a center of trade, industry and transportation. During the 19th century, Richmond’s largest business by value was not tobacco, flour or iron, but slaves. In the U.S., Richmond was second only to New Orleans in the number of slaves sold and traded.

1860
Richmond is the third most affluent city in the United States, boasting 91 factories.

1836
The Richmond, Fredericksburg & Potomac Railroad becomes the first railroad to enter the City with a station located at 8th and Broad Streets.

1840
1850
1860
1870
1880
1890
1900
1910
1920
1930
1940
1950
1871
Jackson Ward is created in an attempt to contain and neutralize the voting power of Richmond’s recently emancipated African-American population.

1888
The first trolley car line in Richmond begins operation.

1910
Richmond and the city of Manchester, former seat of Chesterfield County, merge. The city boundary crosses the James River for the first time.

1914
Richmond annexes Woodland Heights, Highland Park, Barton Heights, Battery Court, Brookland Park, and Ginter Park — developed as a result of the introduction and expansion of trolley lines. These areas carried deed restrictions prohibiting the sale or lease of properties to persons of color.

1940
The Richmond Housing Authority (now called the Richmond Redevelopment and Housing Authority) is established. The first public housing project in Richmond, Gilpin Court, opens in 1943.

1946
The first city-wide, long-range Master Plan for the City of Richmond is completed by St. Louis planning consultant, Harland Bartholomew, and adopted by the City Planning Commission and City Council.

1949
The streetcar system is dismantled.
Policy. Local, State, and Federal policies and ordinances did much to shape Richmond, especially laws based on racial segregation and policies that prescribed where investments should be made. Richmond passed a residential segregation ordinance in 1911, which was determined unconstitutional by the U.S. Supreme Court in 1917. Despite this ruling, deeds still carried restrictions against leasing or selling to persons of color. The Home Owners Loan Corporation created “residential security maps,” better known as redlining in 1935. These maps discouraged investment in certain areas. The Fair Housing Act of 1968 was designed to put an end to housing discrimination but it was not until 1975, with lending disclosure laws, that practices became more transparent. The disinvestment in and segregation of areas of Richmond made them easy targets for highway construction and urban renewal in the 1950s, ’60s, and ’70s.

1957
Construction of the Richmond-Petersburg Turnpike (now part of I-95) is complete and Jackson Ward is divided in two by a major highway — resulting in the demolition of a significant portion of the neighborhood.

1970
Richmond City Council votes to clear Historic Fulton. Over 800 buildings on about 350 acres are demolished as part of an Urban Renewal Plan. The City also annexed over 20 acres of land from Chesterfield County, which would end up being its last annexation.

1976
The Downtown Expressway opens to vehicular traffic. Construction of this highway involves demolishing portions of Byrd Park, Randolph, and Oregon Hill.

1979
The Virginia General Assembly adopts legislation granting counties meeting certain standards immunity from annexation by cities with a population over 100,000, thus ending the City of Richmond’s ability to expand its boundaries.

2004
Richmond adopts a “strong mayor” governance format.
Charting Richmond’s Future Growth

No one truly knows how much the City of Richmond will grow over the next 20 years. However, having a strategy to manage growth is critical to ensuring that new development, if and when it comes, aligns with city-wide goals. The Center for Urban and Regional Analysis at Virginia Commonwealth University developed 3 growth scenarios with housing, land use, and population projections for Richmond 300 to establish several potential benchmarks to guide future growth.

Moderate Growth Projection

**2037 Population:** 260,000 people (increase of 40,000 compared to 2015)

- Assumes the continuation of the recent 15-year trend of attracting people of college age, young adults, and members of the Baby Boomer generation
- Continued out-migration of families with young children
- Assumes an annual growth rate of 0.76% - the annual rate of population growth will be the same annual average growth rate that Richmond experienced from 2000 to 2015
- Potential new housing units need:
  - Single family: 8,179
  - Multi-family: 4,748
- Potential land demand (for housing, commercial, mixed-use): 1,800 acres

Strong Growth Projection

**2037 Population:** 300,000 people (increase of 80,000 compared to 2015)

- Assumes that Richmond will become increasingly attractive to young, working, and older adults
- Some families with young children will move out of the city, yielding a negative net migration for children 0 to 4 years old
- Assumes an annual growth rate of 1.5% - the Richmond annual regional growth rate projected by UVA Weldon Cooper Center for Public Service in 2012
- Potential new housing units need:
  - Single family: 15,804
  - Multi-family: 17,866
- Potential land demand (for housing, commercial, mixed-use): 2,900 acres

Aggressive Growth Projection

**2037 Population:** 340,000 people (increase of 120,000 compared to 2015)

- Assumes strong growth of families with children, young and old adults, and dynamic job growth within the city
- Assumes an annual growth rate of 2.5%
- Potential new housing units need:
  - Single family: 22,518
  - Multi-family: 27,086
- Potential land demand (for housing, commercial, mixed-use): 3,500 acres
A lot can change in 20 years.

Back in 2001, when the last city-wide Master Plan, the city was a fairly different place:

- Richmond was home to 32,000 fewer residents.
- The VMFA did not have a modern addition — the expansion and new campus design was unveiled in 2010.
- Richmond did not have a Folk Festival — it was established in 2005.
- The Mayor was elected by City Council — Richmond switched to a strong mayor format in 2004.
- Nokia was the largest cell phone provider. The Motorola Razr was released in 2003 and the iPhone in 2007.
- People rented movies from 6,500+ Blockbusters nationwide.
- VCU had 7,000 fewer students.
Room to Grow

Richmond’s 62.5 square miles provide ample opportunity to grow the population and the economy. As of a December 2019 field survey, there were 1,229 vacant buildings in Richmond – 17% of which had a property violation, and 13.5% of which were abandoned. The majority of the vacant buildings were residential structures (82%). In addition to the vacant structures, there are 3,595 acres of vacant land and 6,153 acres of under-developed land (where the building is less than twice the value of the land), as shown in Figure 6.

Manage Growth

Not all growth is good growth. This Master Plan outlines strategies to intentionally grow Richmond equitably, sustainably, and beautifully. Using this Master Plan as a guide, the City can be positioned to become a city that is welcoming, inclusive, diverse, innovative, and equitable city of thriving neighborhoods; ensuring a high quality of life for all.

FIGURE 6 // Vacant Buildings and Vacant & Under-Developed Land
Source: City of Richmond, Planning and Development Review, Assessor’s Office (2019)
Richmond 300 Plan Structure

The *Richmond 300: A Guide for Growth* Vision is implemented via the Nodes Map, the Future Land Use Map, the Future Connections Map, and policy recommendations for land use, transportation, economic development, housing, and environment. This plan has six sections:

1. **Vision and Core Concepts**: includes the city-wide vision for 2037 and detailed descriptions of the core concept that drives the three important maps—Nodes, Future Land Use, and Future Connections—that are referenced throughout the document.
2. **High-Quality Places**: includes recommendations related to land use, public facilities and public land, historic preservation, urban design, and public engagement.
3. **Equitable Transportation**: includes recommendations related to transportation planning, vision zero, bike/pedestrian/transit infrastructure, streets, and emerging mobility.
4. **Diverse Economy**: includes recommendations related to growing, retaining, and attracting businesses, tourism, and anchor institutions.
5. **Inclusive Housing**: includes recommendations related to housing.
6. **Thriving Environment**: includes recommendations related to clean air, clean water, and resilient communities.

Plan Structure Diagram *Richmond 300* has three maps that present a growth strategy centered on great places and networks and 5 topics to achieve the 20-year city-wide vision.
Planning for a Post-Pandemic World

As PDR was in the midst of finishing up this draft Master Plan document, the World entered into a global pandemic. The long-term impacts of the pandemic on how people use and move around cities and neighborhoods are unknown — however, the U.S. has in the short-term seen many pre-pandemic trends accelerate during the pandemic, such as, an increasing economic disparity (particularly among African Americans and Latino), an increase in teleworking, and an increase in biking and walking. The longer-term impacts of COVID-19 are unknown but countless webinars, articles, and conferences are sprouting up as developers, planners, architects, demographers, public health experts, social scientists, and other experts discuss the potential effects of the pandemic. How will this pandemic effect life in cities? in America?

PDR released a questionnaire in April 2020 to gather Richmonders ideas thoughts on how the pandemic may change how they live in Richmond and shared a summary of the results with the City Planning Commission and the Richmond 300 Advisory Council in May 2020.

The preliminary takeaways from the first 425 responses received to the survey are:

**Outmigration:** 51% believe there will be small out migration of individuals form the densest urban areas of the U.S. (such as New York City, Los Angeles, etc)

**Growth in mid-size and small cities, and suburbs:** The top three choices respondents selected that individuals leaving dense urban areas will move to were Mid-sized city (68%), suburban area (51%), and small city (36%) 

**Continued population growth for Richmond:** 71% believe that Richmond will continue to grow at a steady annual rate of 0.87% (42%) or a moderate annual rate of 1.4% (29%) – One respondent wrote: “Current pandemic will not be a factor, but increasing costs of living in major urban areas will be. RVA has a lot to offer (and room to grow) while costs are significantly lower than NYC/Boston/DC Area” 

**More balconies and porches:** The number one feature respondents (over 80%) believe individuals will want in their home is a private balcony or porch.

**More sidewalks:** 97% said that individuals will absolutely want to have sidewalks in their neighborhood in a post-pandemic society

**More teleworking:** 97% believe that office workers will work much more (48%) or somewhat more (49%) than they did pre-pandemic

**More parks:** 95% believe individuals will seek access to parks much more (54%) or somewhat more (41%) than they did pre-pandemic

**More bike riding:** 89% believe individuals will ride bikes much more (38%) or somewhat more (51%) than they did pre-pandemic

**More walking:** 93% believe individuals will walk for pleasure or exercise much more (44%) or somewhat more (49%) than they did pre-pandemic

**Return to transit:** 34% believe individuals will ride transit a little less and 52% believe individuals will return to pre-pandemic transit use

**Prioritize pedestrians, bikes, and transit at the curb:** The top users that should be prioritized at the curb were pedestrians (88%), bicycles (73%), and transit (55%)

**More digital engagement:** 89% believe digital public engagement will be used much more (54%) or somewhat more (35%) than they did pre-pandemic

The survey is still available at [www.richmond300.com](http://www.richmond300.com) — if you are interested in adding your thoughts on how the pandemic may change how people use land and move about Richmond, please take the survey.
Richmond 300: A Guide for Growth seeks to reach the Richmond 300 vision and goals by supporting the equitable and sustainable growth of Nodes throughout Richmond connected by viable commercial corridors. The Master Plan seeks to strengthen Nodes by aligning future land use, future connections, and public policy (related to land use, transportation, economic development, housing, and the environment) to increase the vitality of these critical places within Richmond.
City-Wide Vision

City-Wide Vision:

In 2037, Richmond is a welcoming, inclusive, diverse, innovative, and equitable city of thriving neighborhoods; ensuring a high quality of life for all.

Vision Values

The city-wide vision embraces several important values:

WELCOMING
Feeling accepted and comfortable despite age, gender, race, sexuality, or income

INCLUSIVE
Accepting differences and intentionally involving diverse opinions, attitudes, and behaviors

DIVERSE
Intentionally creating a state of mixed people, institutions, and mixed-use places

INNOVATIVE
Nurturing new ideas, methods, devices, or businesses

EQUITABLE
Providing equal or equivalent access to goods, services, status, rights, power, and amenities

THRIVING
Energizing communities with opportunities for and support of cultural, civic, and economic involvement
Vision Story

The city-wide vision story helps to illustrate how the city-wide vision could be realized in the lives of Richmonders in 2037. What vision story would you tell?

In 2037, a 6-year-old named Isabella lives in a home that is affordable to her single parent, Alex.

Her baby sibling, Miguel, attends a nearby daycare.

Isabella attends a highly rated socio-economically diverse public elementary school.

Alex has a job that pays a living wage and has the option to commute by transit.

Isabella’s grandparents, Jerome and Tonya, recently downsized and now live in an apartment above Isabella’s garage.

Isabella’s uncle Jack and his fiancé Mel just moved to Richmond from D.C. to work in the robust start-up scene. They live in a nearby apartment.

All members of Isabella’s family thrive in Richmond because they can easily walk, bike, take transit, or drive to see friends and family, shop at stores, go to work, play in parks, and go to school.
Topic Visions
The Richmond 300 Working Groups developed five topic visions that speak to how the city should physically grow over the next 20 years.

**High-Quality Places**
Richmond is a well-designed city of communities interconnected by a network of Nodes, public facilities, and open spaces providing services to residents, businesses, and visitors.
As the Capital of the Commonwealth, Richmond leads the region in high-quality business and residential growth. Richmond’s unique neighborhoods and districts, both historic and new, support a diversity of uses, the equitable accommodation of all phases of life, and the efficient use of land to promote sustainable and healthy lifestyles.

**Equitable Transportation**
Richmond prioritizes the movement of people over the movement of vehicles through a safe, reliable, equitable, and sustainable transportation network.
Walking, biking, and transit options are the most convenient and most frequently used forms of transportation in Richmond; thereby improving the natural environment and our health. Richmond’s multi-modal transportation system is easy for all people to use and seamlessly connects Richmond neighborhoods and attractions to each other, the region, and the nation.

**Diverse Economy**
Richmond is home to a variety of businesses and industries that offer opportunities for quality employment and capital investment.
Richmond is a first choice location for businesses and investment because the city’s transportation, housing, cultural, outdoor, commercial, and institutional amenities create a vibrant city. Richmonders of all income levels have opportunities for life-long learning and skill-building.

**Inclusive Housing**
Richmond is a city where all people can access quality housing choices.
By preserving and increasing housing, Richmond supports existing and new residents, regardless of income. As the city grows, Richmond provides options to existing residents, preventing involuntary displacement and reducing housing disparities. Housing is the foundation of inclusive Richmond neighborhoods that are walkable with ample access to services, goods and open spaces.

**Thriving Environment**
Richmond is a sustainable and resilient city with healthy air, clean water, and a flourishing ecosystem.
Carbon emissions are low, air and water quality are high, and city-wide solid waste production is minimal. The City is positively adapting to the effects of a changing climate, with a built environment that enhances and protects natural assets, including the James River. All residents have equitable access to nature and a healthy community.
Nodes

Nodes are places in Richmond where people and jobs are today and may be in the future. Nodes are the convergence of many uses and include offices, shopping destinations, housing, and/or public convening places as well as access to multiple modes of transportation.

The Nodes are called out because they are important places in Richmond and deserve special attention in the Master Plan to ensure that land use planning, transportation planning, and public policy align to make thriving crossroads in Richmond’s communities. The Nodes are places in Richmond that can either 1) accommodate additional growth in jobs and population or 2) where major activity existing today and should be preserved/enhanced. The Nodes Map, as shown in Figure 7, depicts the location and scale of each Node:

- **Regional/National Node**: A center with significant cultural, entertainment, government, and business destinations as well as shopping, housing, and unique place-based attractions.

- **Neighborhood Node**: A local crossroads typically within or next to larger residential areas that offers goods and services to nearby residents, employees and visitors.

- **Micro Node**: A notable place in a neighborhood that provides goods and services to the immediate residents but may attract visitors.

The nodes map also highlights the **primary growth areas** for the city. The primary growth areas are the nodes where the city is targeting for the most significant growth in population and development over the next 20 years. This section of the Plan includes descriptions for the Nodes designated as primary growth areas.

Descriptions for all the Regional/National Nodes and the Neighborhood Nodes can be found in the Appendix of this Plan. Micro Nodes are not described in detail in the Plan, but are called out on the Node Map because the Micro Nodes provide mixed-use destinations within primarily residential areas and help create a unique sense of place within Richmond’s historic urban neighborhoods. Micro nodes are a model for future development as new neighborhoods emerge.
FIGURE 7 // Nodes Map
Nodes are places in Richmond that can either 1) accommodate additional growth in jobs and population or 2) where major activity existing today and should be preserved/enhanced.
Vision
As the highest density of office employment in the region, in 2037, the Downtown Core continues to serve as the backbone of the local, state, and federal government as well as a financial, insurance, biotech, and healthcare center. Over the next 20 years, the Downtown Core transitions from a primarily office district to an 18-hour district (18 hours of the day are lively and 6 are sleepy) with a mix of uses including entertainment, retail, and residential uses. New infill development matches the intensity of existing buildings and includes active ground floor uses that enliven the sidewalks. Signature public spaces and greenways connect the Downtown Core’s sub-districts to one another and generate activity at the pedestrian level by increasing pedestrian, bike, and transit connections between the various sub-districts, plazas, parks, and the James River. City-owned property, such as the Coliseum, are redeveloped to foster a mixed-income, mixed-use development that enlivens Downtown by drawing people to Downtown in the evenings and on the weekend.

Growth Potential: High
In 2019 there were approximately 77 acres of vacant/underdeveloped land in the Downtown Core — representing 26% of the Downtown Core’s total land area.

Primary Next Steps
- Develop the Coliseum Area Framework Plan with community engagement (Goal 1)
- Redevelop the Coliseum area using the guidance from the Coliseum Area Framework Plan to reposition City-owned assets into revenue-generating properties (Goal 1 and Goal 2)
- Improve non-car connectivity by encouraging urban design that promotes walking, continuing to improve transit access, and developing on-street bike facilities and greenways to Jackson Ward, the Riverfront (per the Riverfront Plan), Church Hill, and other areas (Goal 4, Goal 8, Goal 17)
- Reconnect the city by capping the highway next to Kanahwa Plaza over the Downtown Expressway, introducing new streets to break up superblocks, maintaining existing street connections, and converting one-way streets to two-way streets (Goal 9)
- Market business growth opportunities at the VA Bio+Tech Park (Goal 11)
- Support Venture Richmond as the Downtown Business Improvement District (Goal 11)
- Target the growth of businesses in the Downtown Core that are in three target industries: life sciences and education, corporate headquarters and professional services, and financial services (Goal 11)
- Implement recommendations in the Riverfront Plan (Goal 4, Goal 17)
Coliseum Area Aerial
The defunct Coliseum and expanse of vacant land and buildings around it present an opportunity for the City to fill a void in the middle of the Downtown Core with tax-producing properties and a buildings and streets that connect the area to the balance of Downtown.

Brown’s Island Improvements
Venture Richmond is undertaking a public process to implement improvements on Brown’s Island identified in the Riverfront Plan.
Source: Brown’s Improvement Plan, September 2019

Downtown to River Connections
Since the Downtown Expressway acts a barrier between the Downtown Core and the James River, connectivity improvements, such as creating the 13th Street tunnel and capping the highway between 7th, Byrd, and Canal Streets, will help improve riverfront access.
Source: Richmond Riverfront Plan, November 2012
Priority Growth Node

Downtown — Monroe Ward

**Vision**
In 2037, Monroe Ward is transformed from the “detached parking garage” of the Central Business District into a residential and office mixed-use district. Historic buildings are preserved and complemented by denser development on vacant lots that generate activity. There is a critical mass of residents, shoppers, workers, and tourists who are attracted to the residential options, retail and restaurant destinations, jobs, and cultural attractions, and other such destinations throughout Jackson Ward, the Arts District, and the Downtown Core. New pocket parks provide outdoor greenspace for Monroe Ward’s residents, workers, and visitors, and are connected to other Downtown districts via greenways, bike lanes, and transit.

**Growth Potential: High**
In 2019 there were approximately 40 acres of vacant/underdeveloped land in Monroe Ward — representing 49% of Monroe Ward’s total land area.

**Primary Next Steps**
- Increase the frequency and hours of transit that runs along Cary and Main Streets (Goal 8)
- Build bike lanes along 1st, 2nd, and/or 3rd street (Goal 8)
- Ensure the design of Franklin Street continues to enhance it as one of Richmond’s most urban and eclectic streets through excellent urban design and intentional street design (Goal 9)

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*Monroe Ward Conceptual Site Plan*
There is great potential for Monroe Ward to redevelop into a vibrant extension of the Downtown Core.
- Convert Grace Street from 4th Street to Belvidere Street into a two-way street (Goal 9)
- Promote Monroe Ward as a prime location to attract and grow corporate headquarters, professional services, and financial services (Goal 11)
- Develop the Ashland to Petersburg Trail through Monroe Ward (Goal 8, Goal 17)
- Identify key parcels for the creation of pocket parks (Goal 17)

**Monroe Ward — Regional/National Node**
Situated between VCU’s Monroe Park Campus and the Downtown Core, in 2020 Monroe Ward is home to many surface parking lots, several historic buildings, a restaurant row along Grace Street, and a scattering of newer buildings.
Priority Growth Node

Downtown — Jackson Ward

**Vision**
In 2037, Jackson Ward has retained historic buildings and plays a leading role in supporting black cultural and economic vitality. Jackson Ward continues to be a residential neighborhood with non-residential uses scattered throughout at corners and along major roads – such as 1st Street, 2nd Street, and Marshall Street. New infill developments are high-quality architecture and complement the character of historic buildings. Jackson Ward is better connected to the rest of Downtown with the conversion of one-way streets to two-way, greenways, transit, and a new park and bridges connecting Jackson Ward to North Jackson Ward over the highway. In the 1950s the construction of the highway split Jackson Ward in half and decking over the highway reunites the two sides of Jackson Ward once more.

**Growth Potential: High**
In 2019 there were approximately 29 acres of vacant/underdeveloped land Jackson Ward - representing 33% of the Jackson Ward’s total land area.

**Primary Next Steps**
- Build a park, roads, and buildings over I-95 and I-64 to reconnect Jackson Ward and North Jackson Ward (Goal 9)
- Increase the number and support the growth of minority-owned businesses (Goal 11)
- Maintain, grow, and market historic attractions such as the Black History Museum and Maggie Walker’s Home (Goal 12)
- Transform Gilpin Court into a mixed-use, mixed-income, walkable and transit adjacent community that is redeveloped with existing community input (Goal 14)
Reconnecting Jackson Ward
By capping the highway with streets, parks, and buildings, Jackson Ward will once again be one neighborhood.

In 2017 the City’s Public Art Commission unveiled this statue and Plaza at a gateway to Jackson Ward dedicated to Maggie L. Walker, a hero of Jackson Ward and a prominent national historical figure.
Priority Growth Node

Downtown — Shockoe

**Vision**

In 2037, Shockoe is a national destination for historic tourism, education, and interpretation as well as a regional and neighborhood destination for the Richmond Region. Shockoe is better connected to other neighborhoods and amenities, such as the Virginia Capital Trail and the Canal Walk. New development complements historic sites and supports public space amenities like the 17th Street Farmer’s Market Plaza, the Low Line, and a new park. Main Street Station continues to serve as the multi-modal transportation hub of Richmond by augmenting its offerings to include more transportation options and high-speed rail service. Uses around Main Street Station support the bustle of a train station with amenities that serve commuters, visitors, residents, and employment base.

**Growth Potential: High**

In 2019 there were approximately 44 acres of vacant/underdeveloped land in Shockoe — representing 35% of Shockoe’s total land area.

**Primary Next Steps**

Implement the recommendations in the Shockoe Area Plan, some of which include:

- Rezone the Shockoe area in alignment with the Future Land Use Map to allow appropriate growth while also protecting and enhancing significant historic sites (Goal 1)
- Adopt an archeological ordinance to provide guidance to public and private land owners in how to conduct and manage archeological discoveries (Goal 3)
- Continue efforts to commemorate, memorialize, and interpret sites of historical and cultural significance in Shockoe Bottom and their ongoing meaning to the city (Goal 3)
- Promote Main Street Station as the regional mass transit hub with the convergence of rail, BRT, regional bus, and GRTC local bus routes (Goal 8)

**Shockoe — Regional/National Node**

The oldest part of the city, this node includes the original 1737 plat established by Major William Mayo.

In 1737, Richmond is platted by Major William Mayo for William Byrd II and only includes 0.25 miles of land, known as Shockoe.

*Source: Valentine History Museum*
The City is developing a Small Area Plan for Shockoe under the guidance of the Shockoe Alliance, whose mission is to guide design and implementation of concepts and recommendations for the future of Shockoe as a holistic area rooted in history and informed by those with shared interests to advance these efforts in support of the mission. Shockoe was the center of the Powhatan Confederacy of Virginia Indians for thousands of years prior to the arrival of the British in 1607. By the mid-1880s was one of the large centers of for domestic trade in enslaved Africans [top left: Slavery Reconciliation Statue; top right: a Richmond Slave Trail Marker, bottom right: site of the Lumpkins Slave Jail]. It was also a transportation and manufacturing Center [middle left: Main Street Station Head House; middle bottom: renovated Main Street Station Train Shed].
Priority Growth Node

Downtown — Manchester

Vision
Over the next 20 years, Manchester continues to increase in population to support a thriving business corridor along Hull Street. The formerly industrial part of Manchester provides jobs as well as housing. Manchester is connected to South Richmond and the Downtown Core by a network of greenways along former railways, along roads, and along Manchester Canal. A variety of housing options in Manchester are available to low-, moderate-, and high-income individuals. Manchester’s interconnected street grid is enhanced with street trees and improved infrastructure to support pedestrians, bicyclists, and transit riders.

Growth Potential: High
In 2019 there were approximately 162 acres of vacant/underdeveloped land in Manchester — representing 55% of Manchester’s total land area.

Primary Next Steps
- Rezone areas of Manchester in alignment with the Future Land Use Plan to allow residential development in the Industrial Mixed-Use areas that do not currently allow residential uses (see Goal 1 and Goal 14)
- Implement design standards to create a high-quality and well-designed urban realm, and explore the creation of signature public art (see Goal 4 and Goal 17)
- Implement the Riverfront Plan recommendations for Manchester (see Goal 17)
- Improve pedestrian and bike infrastructure to/from this Node – specifically improving Manchester Canal and developing rails-to-trails greenways connecting to South Richmond (see Goal 4 and Goal 8)
- Implement high-frequency transit along Hull Street and Cowardin/Route 1 (see Goal 8)
- Develop and implement a plan for rehabilitating/replacing the Mayo Bridge that incorporates pedestrian and bicycle infrastructure (see Goal 9)

Manchester — Regional/National Node
Once a separate locality, Manchester merged with Richmond in 1910.

Missing Link Trail
This trail provides a critical connection between Manchester, the T. Tyler Potterfield Memorial Bridge, and trails along the north and south banks of the James River.
Source: Richmond Riverfront Plan, November 2012
Manchester Conceptual Aerial
Manchester’s proximity to Downtown and the James River is strengthened over the next 20 years with investments in improving connections, such as enhanced transit on Hull Street, improved bridges, the Ashland to Petersburg Trail, and an improved Manchester Canal.

Following the adoption of the Downtown Plan, in 2010, the City rezoned about 700 properties in Industrial Manchester from M-2 (heavy industrial) to RF-2 and B-7, two districts that allow a mix of uses, including residential. Since the rezoning, Industrial Manchester has added several dozen new developments.

Property owners have built infill low-scale residential developments, such as these two-family homes, in the primarily residential neighborhood of Manchester.
Priority Growth Node
Greater Scott’s Addition

Vision
In 2037, Greater Scott’s Addition is home to a series of neighborhoods that provide new employment and housing developments connected by a series of open spaces and a transportation network that support families and aging-in-place. The variety of housing options and employment in Greater Scott’s Addition provide opportunities for low-income, moderate-income, and high-income households. The Diamond is demolished and a new multi-purpose stadium is constructed along Hermitage. The new stadium is activated with active uses along Hermitage and a public plaza. Visitors to Greater Scott’s Addition have the option to safely arrive by foot, bike, transit, or car. Parking is centralized in a few parking garages to encourage users to park once and visit multiple destinations. A signature public park between Ashe and Hermitage serves as a central convening space and is connected with greenways to multiple smaller public parks.

Growth Potential: High
In 2019 there were approximately 458 acres of vacant/underdeveloped land in Greater Scott’s Addition - representing 60% of Greater Scott’s Addition’s total land area

Primary Next Steps
- Rezone Greater Scott’s Addition in alignment with the Future Land Use Plan (Goal 1)
- Issue a Request for Proposals to redevelop the City-owned land between Ashe Boulevard and Hermitage Road using the Greater Scott’s Addition Framework Plan and including elements such as a grand park and low-income housing (Goal 2, Goal 14, Goal 17)
- Break up super blocks to create a street grid with streets that incorporate features that support walking, biking, and transit such as sidewalks, street trees, buildings built to the street, and street furniture (Goal 4, Goal 8, Goal 9)
- Transform Arthur Ashe Boulevard and Hermitage Road into Great Streets featuring buildings addressing the street, street trees, lighting, enhanced transit, and other amenities (Goal 9)
- Increase connectivity and access between neighborhoods in Greater Scott’s Addition by create new bridges from Leigh Street to the Diamond, Mactavish Street to Rosedale Avenue, to Norfolk to Hamilton Street (Goal 9)
- Market Greater Scott’s addition to grow, retain, and attract businesses in the target industries (Goal 11)
- Encourage the creation of housing for low-income households within Greater Scott’s Addition (Goal 14)
- Reduce stormwater runoff by developing district-wide green infrastructure system to reduce flow of stormwater into the Combined Sewage System, reduce the heat-island effect, and increase the tree canopy (Goal 16, Goal 17)
- Develop a series of parks, including a signature Crescent Park, and investigate a funding source for park creation and maintenance, such a bond or a special park district assessment to fund more parks in the area (Goal 17)
Greater Scott’s Addition Complete Street Illustration
Streets for everyone designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders while also incorporating stormwater infrastructure.
Greater Scott’s Addition Framework Plan
This Framework Plan is the result of a planning process in 2019-2020 that included public meetings and 3 surveys with over 1,300 responses. The Framework Plan envisions several districts connected by a series of open spaces and complete streets (described on the next two pages).
Districts

A | GATEWAY DISTRICT
Regional destination for offices, shopping, and entertainment with landmark architecture

B | BALLPARK AND ENTERTAINMENT DISTRICT
Lively community integrated with entertainment and a new sports venue

C | OWNBY DISTRICT
A core of dense mixed-use development employing the latest in sustainable practices relating to energy and water on a district scale

D | ALLISON DISTRICT
Dense, compact transit-oriented mixed-use development anchored by a reconnected street grid

E | INDUSTRIAL MIXED-USE
Continued evolution of Scott’s Addition combining entertainment, residential, office and light industrial uses

F | OFFICE PARK
Secure office park
Open Space Network

1 | BALLPARK AND PLAZA
Vibrant outdoor space activated by the baseball stadium

2 | CRESCENT PARK
Urban public space with passive lawns and a relaxing atmosphere with integrated green infrastructure to support water quality

3 | LANDMARK BRIDGE
Bridge over the CSX tracks connecting the parks and development on the north side to the Pulse Corridor

4 | SOUTHERN PARK
Public space with sports fields and active-use areas for youth. Integrated green infrastructure supports water quality

5 | PUBLIC FLEX SITE
Space to meet future community needs such as a school, library, rec center or public space

6 | PEDESTRIAN BRIDGE
Safe and comfortable urban bridges over the train tracks

7 | NEIGHBORHOOD PARKS
Small nodes of public space in which neighborhood activities are centered

Example Open Spaces and Features from Other Cities
Diamond Site Potential Transformation

The urban neighborhood created along Arthur Ashe Boulevard [top] is possible because the grand Crescent Park [bottom] tucked in the middle of the site provides an oasis to enjoy nature, gather, and relax.
Greater Scott’s Addition Conceptual Aerial
Crescent Park, a signature element, anchors a series of green spaces that connect a new baseball stadium, residential areas.
Greater Scott’s Addition Conceptual Aerial

Crescent Park, a signature element, anchors a series of green spaces that connect a new baseball stadium, residential areas, and employment.
Priority Growth Node
Route 1 / Bellemeade

Vision
In 2037, the intersection of Route 1 and Bellemeade Road is a walkable, well-connected, mixed-use node with medium-scale buildings that are complementary with the surrounding single-family neighborhoods. Commercial development includes both neighborhood serving commercial uses and job generating businesses. The warehouses on the west side of Route 1 are redeveloped into a mix of medium-density residential projects and job generating businesses. The apartment complexes at the southeastern corner of the intersection are redeveloped into medium scale, mixed-use development that continues to provide affordable multi-family housing units in addition to market rate housing and commercial uses. The increased residential development along the corridors and in the neighboring nodes establishes a market for services and amenities, such as a grocery store. New buildings address the corridors to create a pleasant pedestrian environment with parking minimized. Both Route 1 and Bellemeade Road are Great Streets with street trees, pedestrian amenities, enhanced transit, and greenways.

Growth Potential: High
In 2019 there were approximately 21 acres of vacant/underdeveloped land in the Route 1/Bellemeade area — representing 21% of Route 1/Bellemeade's total land area.

Primary Next Steps
- Prioritize the rezoning of the B-3 zoned parcels along the east side of Route 1 to align with the Future Land Use Plan to encourage the economic revitalization of the corridor in a building form that improves the pedestrian environment (Goal 1 and Goal 11)
- Rezone areas on the west side of Route 1 to align with the Future Land Use Plan to allow residential development in the Industrial Mixed-Use areas that do not currently allow residential uses (see Goal 1 and Goal 14)
- Develop a detailed corridor plan for Route 1 with specific recommendations on how to transform the road into a Great Street with amenities such as buildings addressing the street, a greenway (the Ashland to Petersburg Trail), street trees, lighting, and other amenities and encourage redevelopment and business growth (Goal 1, Goal 8, Goal 9)
- Improve pedestrian, bike, and transit infrastructure to/from this node – specifically, developing the Ashland to Petersburg Trail and providing enhanced transit along Route 1 (see Goal 4, Goal 8, and Goal 17)
- Explore the creation of a Technology Zone and other new economic development incentives to encourage the economic revitalization of the Route 1 corridor (Goal 11)
- Develop programs that allow homeowners to remain in their homes in high-quality structures to limit the involuntary displacement of residents in the surrounding single-family neighborhoods (Goal 14)
- Develop quality open space within a 5-minute walk of this node (Goal 17)
Route 1 Potential Street Section Transformation
The existing street section [top] has more travel lanes than is necessary for the amount of vehicles that travel on Route 1. The street can be transformed [bottom] into a complete street with various elements such as outdoor seating, sidewalk trees, pedestrian-level lighting, on-street parking, enhanced transit, car lanes, median trees, and a wide greenway (the Ashland to Petersburg Trail).
Priority Growth Node

Route 1 / Bells

Vision
In 2037, the Route 1 corridor is home to a dynamic mix of uses with increased intensity at the intersection of Bells Road and Route 1. This intersection serves as a gateway into South Richmond from I-95, and Route 1 and Bells Road are Great Streets with sidewalks, street trees, pedestrian amenities, enhanced transit, and bicycle amenities. The commercial and mixed-use development along Route 1 provides neighborhood serving shopping and service destinations in a building form that improves the pedestrian environment by locating the buildings close to the street, limiting driveways, and encouraging access from existing or new alleys. Predatory commercial uses including pawn shops and check cashing businesses are limited. Office and industrial uses complement the nearby Port of Richmond and heavy industrial uses at the Phillip Morris Plant. Vacant land on Route 1 and Bells Road is redeveloped to provide housing options at varying affordability levels in medium-scale buildings compatible with the surrounding residential area.

Growth Potential: High
In 2019 there were approximately 13 acres of vacant/underdeveloped land in the Route 1/Bells area — representing 34% of Route 1/Bells’ total land area.

Primary Next Steps
- Prioritize the rezoning of the B-3 zoned parcels along the Route 1 to align with the Future Land Use Plan to encourage the economic revitalization of the corridor in a building form that improves the pedestrian environment (Goal 1 and Goal 11)
- Rezone the properties at the south west corner of the intersection to align with the Future Land Use Plan to encourage residential and commercial development consistent with the Corridor Mixed Use designation (Goal 1 and Goal 14)
- Develop a detailed corridor plan for Route 1 with specific recommendations on how to transform the road into a Great Street with amenities such as buildings addressing the street, a greenway (the Ashland to Petersburg Trail), street trees, lighting, and other amenities and encourage redevelopment and business growth (Goal 1, Goal 8, Goal 9)
- Improve pedestrian, bike, and transit infrastructure to/from this node — specifically, developing the Ashland to Petersburg Trail and providing enhanced transit along Route 1 (see Goal 4, Goal 8, and Goal 17)
- Explore the creation of a Technology Zone and other new economic development incentives to encourage the economic revitalization of the Route 1 corridor. (Goal 11)
- Develop programs that allow homeowners to remain in their homes in high-quality structures to limit the involuntary displacement of residents in the surrounding single-family neighborhoods. (Goal 14)
- Develop quality open space within a 5-minute walk of this node (Goal 17)
Ashland to Petersburg Trail Conceptual Images
The Virginia Department of Transportation is leading a multi-locality planning effort to create the Ashland to Petersburg Trail, a greenway (also referred to as a shared-use path) from Ashland to Petersburg [see right image for the trail alignment]. The Ashland to Petersburg Trail will run along the eastern side of Route 1 [see top image for the plan and bottom image for the section].
Source: Ashland to Petersburg Trail Study, Virginia Department of Transportation, February 2020
Priority Growth Node

Southside Plaza Area

Vision
In 2037, the Southside Plaza Area is the bustling center of in South Richmond offering employment, housing, recreation, and entertainment in a walkable human-scale environment. This area serves as a multi-modal transportation hub with connections to a regional greenway system via the James River Branch Trail and to the regional transit system with multiple bus lines converging in the Southside Plaza area. New City facilities anchor the redevelopment of this area by providing government services and green space.

Growth Potential: High
In 2019 there were approximately 54 acres of vacant/underdeveloped land in the Southside Plaza Area — representing 32% of the Southside Plaza Area’s total land area.

Primary Next Steps
- Rezone the Southside Plaza area in alignment with the Future Land Use Plan (Goal 1)
- Develop a Small Area Plan with community input for the Southside Plaza area that provides details on the opportunities for redevelopment and a system of public open space, greenways, and streets improve connectivity (Goal 1)
- Acquire land to catalyze the redevelopment of the Southside Plaza Area (Goal 2)
- Build the James River Branch Trail on abandoned CSX right-of-way and connect adjacent neighborhoods to the trail (Goal 8)
- Transform Belt Boulevard and Hull Street into Great Streets featuring buildings addressing the street, street trees, lighting, enhanced transit, and other amenities (Goal 9)
- Introduce new streets to create a gridded complete street network (Goal 9)
- Develop quality open space within a 5-minute walk of this node (Goal 17)
The Southside Plaza Area in 1960
Source: The Library of Virginia

Southside Plaza Area Conceptual Plan
Southside Plaza has the potential to be transformed into a bustling center of in South Richmond offering employment, housing, recreation, and entertainment in a walkable human-scale environment.
Priority Growth Area

Stony Point Fashion Park

Vision
In 2037 Stony Point Fashion Park is transformed from a nearly dying mall into a village-style development that has expanded its significant residential community to complement office and retail uses. The redevelopment of Stony Point Fashion Park has capitalized on its strong regional highway connections, while also providing bike, pedestrian, and transit connections to adjacent neighborhoods and the greater Richmond region.

Growth Potential: High
In 2019 there were approximately 72 acres of vacant/underdeveloped land in Stony Point Fashion Park — representing 27% of the Stony Point Fashion Park’s total land area.

Primary Next Steps
- Rezone the Stony Point Fashion Park in alignment with the Future Land Use Plan (Goal 1)
- Develop a Small Area Plan with community input for the Stony Point Fashion Park that provides details on the opportunities for redevelopment and a system of public open space, greenways, and streets improve connectivity (Goal 1)
- Build greenways and connect adjacent neighborhoods to the greenways (Goal 8)
- Expand transit service to reach Stony Point Fashion Park (Goal 8)
- Introduce new streets to create a gridded complete street network (Goal 9)
- Consider marketing this area for business creation and attraction, targeting industries such as corporate headquarters and professional services (Goal 11)
- Encourage the creation of housing options for low-income households mixed in with market-rate housing (Goal 14)
- Develop a park within the Stony Point Fashion Park area (Goal 17)
Stony Point Fashion Park Conceptual Plan
The Shopping Mall is transformed into a village-style community that expands existing residential options and provides office and retail space.
Future Land Use Map

Future land use designations are both visionary and strategic, and include language about how the area should look and feel in the future, but do not specify what an owner can or cannot legally do with their property.

Future land use is an important tool in helping communities envision the future of a place without getting into the implementation of how, specifically, the buildings, streets, public spaces, and parks will be designed and built.

Once a future land use map is adopted, the City and others, can begin the process of utilizing various tools (zoning, streetscape projects, park and open space projects, transportation improvements, and economic development programs) to achieve its vision.

Please note, each Node has a varying set of future land use designations depending on the unique characteristics of the Node. See the previous section for descriptions of the Priority Growth Nodes and the Appendix for all the other Node descriptions.

The future land use map depicts the city with 9 different future land use designations described in detail in this section:

- **Residential** Neighborhood consisting primarily of single family homes on large or medium-sized lots more homogeneous in nature.

- **Neighborhood Mixed-Use** Cohesive highly walkable urban neighborhoods that are predominantly residential with a small and critical percentage (around 10%) of parcels providing retail, office, personal service, and institutional uses.

- **Corridor Mixed-Use** Found along major commercial corridors and envisioned to provide for medium-density pedestrian- and transit-oriented development.

- **Industrial Mixed-Use** Traditional industrial areas that are transitioning to mixed-use because of their proximity to growing neighborhoods and changes in market conditions, but may still retain some light industrial uses.

- **Destination Mixed-Use** Key gateways featuring prominent destinations, such as retail, sports venues, and large employers, as well as housing and open space. Located at the convergence of several modes of transportation, including Pulse Bus Rapid Transit (BRT) or planned transit improvements.

- **Downtown Mixed-Use** Central business district of the Richmond region features high-density development with office buildings, residential buildings, and a mix of complementary uses, including regional destinations in a highly walkable urban environment.

- **Industrial** Manufacturing and production areas that primarily feature processing, research and development, warehousing, and distribution.

- **Institutional** Public and quasi-public entities, such as local, state, and federal government, hospitals, universities, schools, and religious institutions.

- **Public Open Space** Public and quasi-public parks, recreation areas, open spaces, and cemeteries.
FIGURE 8 // Future Land Use Map
Residential

Neighborhood consisting primarily of single family homes on large or medium-sized lots more homogeneous in nature.

**Development Style:** Houses on medium-sized and large-sized lots in a largely auto-dependent environment. Homes are setback from the street. New developments continue and/or introduce a gridded street pattern to increase connectivity.

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

**Intensity:** Lot sizes generally ranging from 5,000 to 20,000+ sq. ft. Residential density of 2 to 10 housing units per acre

**Primary Uses:** Single-family houses and accessory dwelling units

**Secondary Uses:** Duplexes and small multi-family residential (typically 3 to 10 units), live/work uses, open space, churches, and other civic uses

Duplexes, also known as two-family homes [top], and small multi-family buildings [bottom] are secondary uses.
Homes in the Residential category may be rather close to one another on medium-sized lots [top] or further apart on larger lots [bottom].

When the neighborhood lacks alleys, such as the ranch style homes [top], driveways may be present; however, if the neighborhoods has alleys, driveways are not advised as shown in the large estate home [bottom].
Cohesive highly walkable urban neighborhoods that are predominantly residential with a small, but critical, percentage (around 10%) of parcels providing retail, office, personal service, and institutional uses.

**Development Style:** These areas feature a variety of building types that are very close to one another and create the perception of a unified street wall. The building size, density, and zoning districts for these areas vary depending on historical densities and neighborhood characteristics. New development should be in scale with existing context. Setbacks, plazas and parks create a sense of place and community gathering areas. New developments continue and/or introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Regardless of use, buildings should engage the street with features such as street-oriented facades with windows and door openings along street frontages. Appropriate setbacks, open space, front porches, and other features that provide a sense of privacy should be provided for residential uses.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. New driveways are prohibited on priority and principal street frontages. Vehicular access to parcels should use alleys wherever possible. Parking lots and parking areas should be located to the rear of street-facing buildings.

**Intensity:** Building heights are generally two to four stories. Buildings taller than four stories are found at corner sites and along prominent roads. Parcels are generally between 1,500 and 5,000 sq. ft. Residential density of 10 to 30 housing units per acre.

**Primary Uses:** Single-family houses, duplexes, small multi-family residential (typically 3 to 10 units)

**Secondary Uses:** Large multi-family residential (10+ units) are found at corner sites and along major roads, retail, office, personal service, cultural, institutional and governmental uses, and open space.

**Neighborhood Mixed-Use Diagram**

A mix of housing types with features that engage the street and small-scale commercial at the corner.
Neighborhood mixed-use areas are predominantly residential with various of homes (top row) and a small percentage of non-residential uses, such as restaurants, churches, and retail (bottom row).

Neighborhood Mixed-Use Perspective
Buildings address the street but they are slightly pushed back to provide residents with a sense of privacy.
Corridor Mixed-Use

Found along major commercial corridors and envisioned to provide for medium-density pedestrian- and transit-oriented development.

**Development Style:** The building size, density, and zoning districts for these areas may vary significantly depending on historical densities and neighborhood characteristics. New development should be in scale with existing context. Uses are mixed horizontally in several buildings on a block or vertically within the same building. Developments continue and/or introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Ground floor uses engage with and enliven the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses are required on street-oriented commercial frontages.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal streets. Parking lots are located to the rear of buildings and require screening; shared parking requirements are encouraged.

**Intensity:** Buildings generally ranging from two to eight stories depending on the historic context and stepping down in height adjacent to residential areas. New buildings that are taller than historical buildings should step back from the build-to line after matching the height of the predominant cornice line of the block.

**Primary Uses:** Office, retail, personal service, multi-family residential, and cultural uses

**Secondary Uses:** Single-family attached, institutional and governmental uses, and open space

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Corridor Mixed-Use Diagram

The building size, density, and zoning districts for these areas may vary significantly depending on historical densities and neighborhood characteristics. In some areas, the Corridor Mixed-Use will look like the three buildings in the middle and in other areas, taller buildings would be appropriate. The common theme between all Corridor Mixed-Use areas is that a mixed of uses are allowed and buildings must address the street.
Corridor Mixed-Use Perspective
Residential and commercial buildings with windows and doors that open to the street enliven the sidewalk and help create a walkable environment with street trees, sidewalks, and no off-street parking visible from the sidewalk.
Industrial Mixed-Use

Traditional industrial areas that are transitioning to mixed-use because of their proximity to growing neighborhoods and changes in market conditions, but may still retain some light industrial uses.

**Development Style:** A mix of building types with low-scale, post-industrial buildings that are adapted for a new use are adjacent to new taller residential and/or office buildings. These areas allow “maker uses” to continue while encouraging more individuals to live, work and play in the area. Buildings should have street-oriented facades with windows and door openings along street frontages. New light industrial uses are compatible with residential and office uses. New developments continue and/or introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Ground floor uses engage with and enliven the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses are required on street-oriented commercial frontages.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. New driveway entrances are prohibited on priority and principal street frontages and minimal driveway entrances are allowed on secondary streets. Vehicular access to parcels should use alleys where possible. Loading for trucks must be provided for off-street. Parking lots and parking areas should be located to the rear of street-facing buildings.

**Density/Height:** Medium to high density, three to eight stories.

**Primary Uses:** Industrial, multi-family residential, office, retail, and personal service

**Secondary Uses:** Cultural, institutional and governmental uses, and open space

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**Industrial Mixed-Use Diagram**

A mix of building types with low-scale, post-industrial buildings adjacent to new taller residential and/or office buildings.
Industrial mixed-use areas feature residential, retail, office, and light industrial users in buildings that are a historic renovations [top] or new construction [bottom].

**Industrial Mixed-Use Perspective**

Ground floor uses engage with and enliven the street. Buildings have street-oriented facades with windows and door openings along street frontages.
Destination Mixed-Use

Key gateways featuring prominent destinations, such as retail, sports venues, and large employers, as well as housing and open space. Located at the convergence of several modes of transportation, including Pulse Bus Rapid Transit (BRT) or planned transit improvements.

**Development Style:** Higher-density transit-oriented development encouraged on vacant or underutilized sites. New development should be urban in form and may be of larger scale than existing context. Development should enhance the public realm and create a sense of place. Many buildings are vertically mixed-use.

Developments continue and/or introduce a gridded street pattern to increase connectivity.

**Ground Floor:** Ground floor uses engage with and enliven the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses are required on street-oriented commercial frontages.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal street frontages. Surface parking is prohibited as a principal use; when surface parking is provided as an accessory use, it should be located to the rear of buildings and screened by shade trees. Parking requirements are reduced to allow more market-based parking strategies, including shared parking.

**Intensity:** Buildings typically a minimum height of five stories.

**Primary Uses:** Office, retail, personal service, multi-family residential, and cultural uses

**Secondary Uses:** Institutional and governmental uses, and open space

Destination mixed-use areas include a mix of commercial and residential buildings with features that encourage walking and buildings that are generally at least 5 stories tall.
Destination Mixed-Use Perspective
Buildings enhance the public realm and create a sense of place.

Destination Mixed-Use Diagram
Higher-density transit-oriented development encouraged on vacant or underutilized sites. New development should be urban in form and may be of larger scale than existing context.
Downtown Mixed-Use

Central business district of the Richmond region features high-density development with office buildings, residential buildings, and a mix of complementary uses, including regional destinations in a highly walkable urban environment.

Development Style: Higher-density pedestrian- and transit-oriented development encouraged on vacant or underutilized sites. Historic buildings are adapted for new uses. New development should be urban in form and may be of larger scale than existing context. Plazas and setbacks create an engaging street life. Many buildings are vertically mixed-use. New developments continue and/or introduce a gridded street pattern to increase connectivity.

Ground Floor: Ground floor uses engage with and enliven the street. Monolithic walls are discouraged, while windows, doors, storefronts, and other features that allow transparency and interaction between building and street are encouraged. Active commercial ground floor uses required on street-oriented commercial frontages.

Mobility: Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. Driveway entrances are required to be off alleys whenever possible; new driveways are prohibited on priority and principal street frontages. Surface parking is prohibited as a principal use; when surface parking is provided as an accessory use, it should be located to the rear of buildings and screened by shade trees. Parking requirements are substantially less in these areas than other areas of the City and are largely eliminated.

Intensity: Buildings typically a minimum height of five stories.

Primary Use: Office, retail, personal service, multi-family residential, and cultural uses

Secondary Uses: Institutional and governmental uses, and open space

Downtown Mixed-Use Perspective
The architectural variety of historic and new construction creates visual interest and tells a visual story about the evolution of Richmond’s built environment.
The most intense of all the land uses, Downtown mixed-use features the tallest buildings in Richmond that are often alongside shorter, historic buildings that have been adapted and reused for new uses.
**Industrial**

Manufacturing and production areas that primarily feature processing, research and development, warehousing, and distribution.

**Development Style:** The arrangement of structures, parking and circulation areas, and open spaces should recognize the unique needs of industrial users. New developments continue and/or introduce a gridded street pattern to increase connectivity, while serving the unique needs of industrial users.

**Ground Floor:** Industrial uses.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. Parking lots and parking areas should be located to the rear of street-facing buildings. Vehicle entrances should be located off of alleys or secondary streets.

**Intensity:** One to three stories with exceptions for unique building features relating to that industrial use.

**Primary Uses:** Industrial

**Secondary Uses:** Office and open space

Insert example photos

Industrial users range in scale and level of intensity of production and manufacturing.
Institutional

Public and quasi-public entities, such as local, state, and federal government, hospitals, universities, schools, and religions institutions.

**Development Style:** Several buildings owned by an institution are often connected by an engaging public realm that creates a campus-like environment.

**Ground Floor:** Active commercial ground floor uses are required on street-oriented commercial frontages. Residential uses may be permitted on the ground floor in certain sections of the area. Regardless, ground floor residential units should still have street-oriented facades with setbacks, front yards, and balconies where appropriate.

**Mobility:** Bicycle, pedestrian, and transit access are prioritized and accommodated. Bike parking is provided. New driveway entrances are prohibited on priority and principal street frontages and minimal driveway entrances are allowed on secondary streets. Ground floor parking is prohibited on principal street frontages. Bicycle, pedestrian, and transit access are prioritized and accommodated.

**Intensity:** Varies.

**Primary Uses:** Institutional and governmental uses, community centers, libraries, museums, police and fire precincts, hospitals, and schools

**Secondary Uses:** Retail, office, personal service, cultural, multi-family residential, and open space.

There are several campuses throughout Richmond. A campus is a contiguous space with multiple buildings connected by park-like open space.
Public Open Space

Public and quasi-public parks, recreation areas, open spaces, and cemeteries.

**Development Style:** Includes passive and active recreation, natural habitats, cemeteries, and large plazas.

**Ground Floor:** not applicable

**Access:** Designed in a manner to allow access by all modes of transportation, while emphasizing connections to bicycle and pedestrian amenities, such as sidewalks, bike lanes, and shared-use paths. Bicycle parking and other such amenities are provided as well.

**Density/Height:** not applicable

**Primary Uses:** Open space

**Secondary Uses:** Cultural, institutional, and governmental uses

Parks in Richmond have many features including playgrounds [top], passive recreation areas [middle], and garden-like settings [bottom].
Parks are a variety of scales, ranging from regional parks, like the James River Park System [top] to community gardens [left] and pocket parks [right].
Future Connections

The Future Connections Map depicts the envisioned transportation networks that will provide access to and between Nodes.

The elements in the Future Connections Map described in this section are great streets, street typologies, greenways and on-street bike facilities, enhanced transit, street connections, interchanges, and bridges. The policy recommendations related to these future connections are found in Goals 6 through 10.

Great Streets

Great Streets are significant entrances to the city and serve as major connectors between city destinations. Great Streets are roadways that require robust attention to make them prominent promenades to the city. Some parts of the Great Streets shown on the Future Connections Map are quite beautiful and should be replicated in other parts of the city. For instance, Ashe Boulevard as it runs through the Museum District is a beautiful promenade with wide sidewalks, street trees, buried power lines, and buildings that address the street with windows, doors, and porches that engage the street; however as the street travels north toward I-95/I-64, its splendor is diminished. As the areas around Ashe Boulevard near the Diamond Site are redeveloped, it is envisioned that the street would be beautified and become a truly Great Street.

Street Typologies

The character of a street changes as the land uses next to the street change. These four Street Typologies are applied to the most frequently-used streets (those with high annual average daily traffic (AADT)). When planners, developers, and transportation engineers plan for changes to buildings and the street along the streets identified in this map, they should all work closely together to ensure the street design meets the needs of the envisioned land uses:

Major Mixed-Use Streets
- Carry high volumes of vehicles, as well as pedestrians and bicycles, through commercial and mixed-use areas
- Prioritize for creating sidewalks and crosswalks
- Require form elements, such as buildings to the street with parking in the rear, as well as building windows and entrances on the street
- Incorporate streetscape features, such as trees, benches, and trash receptacles
- Prioritize the curbside for walking, bicycling, transit, and short-term parking access and loading for local shops and restaurants

Major Residential Streets
- Carry high volumes of vehicles, as well as pedestrians and bicycles, through residential neighborhoods
- Prioritize for creating sidewalks and crosswalks
- Install street trees with a buffer between sidewalk and street
- Ideal locations for transit routes and transit stops.

Major Industrial Streets
- Carry high volumes of vehicles through industrial areas
- Prioritize sidewalks and crosswalks
- Install street trees with a buffer between sidewalk and street
- Ideal locations for transit routes and transit stops.

Limited Access Highways
- Interstate, Downtown Expressway, Chippenham Parkway, and other limited-access highways which do not allow for non-vehicular access
FIGURE 9 // Great Streets and Street Typologies Map
Greenways

The Richmond 300 Master Plan envisions creating a network of Greenways that are universally accessible and intended for pedestrians, cyclists, and other users traveling at slow speeds (less than 15 miles per hours). The Greenways are typically separate from the streets, but sometimes adjacent to them.

On-Street Bicycle Facilities

The Future Connections Map depicts existing and proposed On-Street Bicycle Facilities, which were adapted from the Bike Master Plan and the Pulse Corridor Plan. The intent of the On-Street Bicycle Facilities is to provide infrastructure for bicycles and other users traveling at slow speeds (less than 15 miles per hour, to include scooters, electric bikes, segways, and other emerging micro-mobility devices). The Richmond 300 Master Plan does not specify the exact type of On-Street Bicycle Facility (i.e. buffered bike lane, protected bike-lane, cycle track, bike/walk boulevard, etc.) but rather by showing these lines on the Future Connections Map, this Plan is stating that some sort of bike infrastructure should be included on this road. This Plan does not consider a sharrow as an adequate form of on-street bicycle infrastructure.
FIGURE 10 // On-street Bike Facilities Map

- On-Street Bike Facility
- Greenway
- National/Regional Node
- Neighborhood Node
- Micro Node
Enhanced Transit Routes

The Enhanced Transit Routes shown on the Future Connections Map are transit corridors that envisioned in this Master Plan to have high frequency service (ideally every 10 minutes, but likely 15 minutes) and longer services hours (ideally 24/7, but likely not quite so long). The Future Land Use Map shows a mix of residential and commercial uses along these Enhanced Transit Routes to accommodate a higher number of future riders (residents, visitors, and employees) within close proximity of the Enhanced Transit Route.
Street Connections, Interchanges, and Bridges

Urban planners and transportation planners have long argued in favor of creating gridded street networks. Gridded street networks allow all users to easily traverse an area without getting lost in dead ends and being funneled to congested main roads. Gridded street networks also increase the connectivity of an area and make it easier to reach key destinations. The Future Connections Map shows areas of the City where there are large scale opportunities to introduce a gridded street network, such as the Ashe/Hermitage site.

The Future Connections Map identifies several locations for highway interchange improvements, bridge rehabilitation or replacement, and new bridge connections.
Vision: Richmond is a well-designed city of communities interconnected by a network of Nodes, public facilities, and open spaces providing services to residents, businesses, and visitors.

As the Capital of the Commonwealth, Richmond leads the region in high-quality business and residential growth. Richmond’s unique neighborhoods and districts, both historical and new, support a diversity of uses, the equitable accommodation of all phases of life, and the efficient use of land to promote sustainable and healthy lifestyles.
Goals, Objectives, and Strategies

Goal 1: Complete Neighborhoods

Establish a city of complete neighborhoods that have access to nodes connected by major corridors in a gridded street network.

Existing Context

Richmond has created entirely new residential areas in the past 20 years.

Population has significantly increased in areas of the city that previously had nearly zero residents. These parts of the city in particular, which are not traditional single-family neighborhoods, account for the largest share of Richmond’s growth over the last 20 years with the emergence of 18-hour neighborhoods in areas such Downtown, Shockoe Bottom, Manchester, and Scott’s Addition.

Many of Richmond’s neighborhoods are growing in population.

Richmond is largely a city of single-family neighborhoods with 40% of its real estate devoted to single-family houses, as shown in Figure 13. Neighborhoods are served and connected to each other by commercial corridors and mixed-use centers.

![Existing Land Use Land Area](image-url)

Source: City of Richmond’s Assessor’s Office
From 1950 to 2000, a great deal of Richmond’s single-family neighborhoods experienced a decrease in population that resulted in the demolition of many homes and the abandonment of structures. However, since 2000, many of the previously abandoned homes and vacant lots have been redeveloped. Population has increased in Richmond’s urban neighborhoods, such as the Fan, the Museum District, and Church Hill as individuals across the country are seeking walkable, mixed-use neighborhoods with many amenities in close proximity. Population has also steadily increased in Richmond streetcar suburbs, which feature slightly larger homes on larger lots, such as Bellevue, Barton Heights, Ginter Park, Woodland Heights, Spring Hill, and others. Even with this increase in population, several neighborhoods still have many abandoned structures and vacant lots, such as Barton Heights, Washington Park, Swansboro, and more, as shown in Figure 14.

FIGURE 14 // Vacant Buildings and Vacant & Under-Developed Land
Source: City of Richmond, Planning and Development Review, Assessor’s Office (2019)
Even with the recent population growth, Richmond is less dense than it was in 1950. Richmond has a total residential density of about 3,500 people per square mile (sq. mi.). Richmond’s population density in 2019 was less than it was in 1950 (5,800 people/sq. mi.) – even when the area annexed in 1970 is removed, as shown in Figures 11 and 12. Richmond is slightly less dense than cities of comparable population and comparable land area, such as Washington D.C. (61 sq. mi., 1,167 people/sq. mi.), Minneapolis (54 sq. mi., 7,660 people/sq. mi.), Pittsburgh (55.4 sq. mi., 5,481 people/sq. mi.), and Norfolk (54.1 sq. mi., 4,531 people/sq. mi.). These cities are comparative cities because they are a similar geographic size as Richmond, and they do not have the ability to annex land.

Richmond’s Zoning Ordinance is evolving to allow more mixed-use, form-based development. The current Zoning Ordinance was first adopted in the 1970’s and was a single-use, or Euclidian, zoning document; meaning that it sought to separate uses, allowing only residential in some areas, and allowing only commercial and office in others. Single-use zoning across the nation has been shown to lead to sprawling auto-dependent communities. Due to changes in housing preference and a concern for reducing the negative effects of climate change, individuals are increasingly drawn to mixed-use, transit-supporting, walkable neighborhoods. The Zoning Ordinance has been amended in recent years to allow for more mixed-use districts that allow a combination of uses, with fewer requirements for parking and more focus on building form (size and shape). This has culminated in the adoption of the Pulse Corridor Plan (2017) and subsequent rezonings of Scott’s Addition and Monroe Ward.

Objective 1.1
Rezone the city in accordance with the Future Land Use Plan, as shown in Figure 15 and described in Chapter 1

- a. Prioritize rezoning parcels in primary growth Nodes (see Figure 16 for locations of the primary growth nodes)
- b. Re-write the zoning ordinance to achieve the goals set forth in Richmond 300
- c. Evaluate zoning districts in historical areas that were developed prior to the advent of zoning regulations to ensure new construction similar in form to the historical context is allowed (see Goal 3)
- d. Rezone parcels in Nodes with design requirements that encourage walking – such as providing sidewalks, street trees, shade structures, pedestrian-level lighting, street furniture, and street-level windows and doors; prohibiting parking facing the street; and limiting driveway entrances – descriptions of the Priority Growth Nodes are found starting on page 24 and descriptions of the other National/Regional Nodes and Neighborhood Nodes are on page A-12 (see Goal 4 and Goal 8)
- e. Rezone to allow more housing types throughout the city (see Goal 14)
- f. Develop a Coliseum Framework Plan
- g. Develop small area plans for the primary growth Nodes at the Southside Plaza Area and Stony Point to evaluate and suggest specific opportunities for placemaking, connectivity, mixed-income housing, economic development, and open space
- h. Develop a detailed corridor plan for Route 1 with specific recommendations on how to transform the road into a Great Street with amenities such as buildings addressing the street, a greenway (the Ashland to Petersburg Trail), street trees, lighting, and other amenities and encourage redevelopment and business growth
FIGURE 15 // Future Land Use Map
See Chapter 1 for descriptions of the Future Land Use categories.
Objective 1.2
Support the growth of jobs and housing in Nodes by using placemaking, clustering community-serving facilities at Nodes, and prioritizing infrastructure projects that encourage multi-modal accessibility to and from Nodes

a. Coordinate public and private investments to create innovative mixed-used developments
b. Co-locate, consolidate, and modernize community-serving public facilities, and locate them in or near Nodes (see Goal 2)
c. Utilize public art and the public realm to create unique features within Nodes (see Goal 4)
d. Increase the number of transportation options viable at each Node by utilizing a Complete Streets approach to allocating space in the right of way (see Node descriptions for future connections improvements and Goals 6–10)
e. Develop marketing plans including signage, graphics, and branding to differentiate the Nodes from one another and retain, create, and attract/retain businesses (see Goals 11–13)
f. Implement housing strategies that increase housing at all income levels along corridors and at Nodes (see Goal 14)
g. Develop new parks at Nodes and connect them via greenways to one another (Goal 8 and Goal 17)

Objective 1.3
Maintain and improve primarily residential areas by increasing their linkages to Nodes, corridors, parks, and open space, and maintaining high-quality design standards

a. Implement urban design and architecture strategies that maintain and enhance the unique character of Richmond’s residential districts (see Goals 3–4)
b. Implement transportation strategies that increase access between residential areas, Nodes, and corridors (see Goals 6–10)
Nodes are places in Richmond that can either 1) accommodate additional growth in jobs and population or 2) where major activity existing today and should be preserved/enhanced. Descriptions of the Priority Growth Nodes are found starting on page 24 and descriptions of the other National/Regional Nodes and Neighborhood Nodes are on page A-12.

- **Downtown**
- **Priority Growth Node** A node that are targeted for growth in residents, jobs, and commercial activity over the next 20 years
- **National/Regional Node** A center with significant cultural, entertainment, government, and business destinations as well as shopping, housing, and unique place-based attractions
- **Neighborhood Node** A local crossroads typically within, or next to, larger residential areas that offers goods and services to nearby residents, employees, and visitors
- **Micro Node** A notable place in a neighborhood that provides goods and services primarily to the immediate residents but may also attract visitors

**FIGURE 16 // Nodes Map with Illustrations**
Goal 2: City Facilities

Existing Context

The City of Richmond owns 4,400 acres of land.
The City of Richmond operates a wide range of facilities that serve the public good, providing services to residents both directly and indirectly. The City owns 4,400 acres of real estate, making it one of the largest landowners in the city, as shown in the hatched shade in Figure 17. The management of this land is under various City departments and includes:

- 100’s of individual facilities, ranging from City Hall to facilities that support various City department functions;
- 21 community centers providing after-school programming, adult continuing education, athletic fields, swimming pools, and other enrichment activities;
- 25 fire stations and support facilities that support the City’s Fire Department and provide fire-fighting services to the City’s residents and businesses;
- Four police precincts and support facilities, including five police stations, in order to facilitate public safety and deter crime;
- Eight branch libraries and one main library located throughout the city which provide access to printed and digital resources for all Richmonders; and,
- 47 public schools, including 27 elementary schools, seven middle schools, eight high schools, and several specialty schools.

The Capital Improvement Budget must align with the Master Plan.
There is limited funding to maintain the City’s existing facilities and to build new facilities; however, the City’s Biennial Capital Improvement Budget outlines priorities for incrementally addressing facility needs. Per the City Charter, the Capital Improvement Budget must align with the Master Plan. Since 2001, when the last city-wide Master Plan was adopted, the City has completed many projects, including the renovation of all eight library branches, the construction of four new schools, the exterior re-cladding of City Hall, the construction of a new Justice Center, and countless other projects. Given that many of the City’s facilities are over 50 years old, new facility needs will continue to arise. Furthermore, as the population shifts, the City must incrementally adjust services to serve the changing geography of its residents and businesses.
FIGURE 17 // City Buildings and Public Land
Objective 2.1
Align new facilities and improve existing City-owned facilities with the Future Land Use Plan

a. Develop and maintain a facility assessment inventory of all City-owned facilities to track the longevity and maintenance of major systems (building envelope, plumbing, security, HVAC, roof, etc.) and plan for repair and replacement

b. Analyze police station and fire precincts within the context of the Future Land Use Plan and determine whether there are needs for creating, relocating, and/or closing police and fire stations to align with population projections and meet minimum response times

c. Develop a schools facility master plan based within the context of the Future Land Use Plan to determine whether there are needs for creating, relocating, and/or closing schools to align with population projections

d. Develop a parks and community facilities master plan based within the context of the Future Land Use Plan that seeks to ensure all Richmonders to live within a 10-minute walk of a park (see Goal 17)

e. Implement programs to improve the energy efficiency of City-owned buildings (see strategies in Thriving Environment)

f. Finish implementing the Libraries Master Plan by renovating the Main Library and then explore creating a new Libraries Master Plan to plan facilities improvements for the next generation of library users and incorporating other community-serving services

Objective 2.2:
Create a real estate acquisition and disposition strategy, prioritizing increasing jobs, housing, access to parks, and other basic needs of low-income and traditionally marginalized communities

a. Create and implement a real estate disposition strategy that aligns disposition with helping to reach Richmond 300 goals, and includes redeveloping surplus public facilities, including, but not limited to, school facilities, the Diamond site, and the Coliseum

b. Create and implement a real estate acquisition strategy that includes key reasons for acquiring land, such as, assembling parcels for economic development, open space, and public facilities
Goal 3: Historic Preservation

Existing Context

One-third of Richmond’s real estate is located within a historic district.

Historic preservation not only saves historic buildings, but also helps protect authentic and unique neighborhoods, which are highly valued by Richmond residents and also serve as great tourist attractions and economic development assets. Approximately 25,000 properties in the city are located in either a City Old & Historic District or a National Register Historic District, representing one-third of all city real estate, as shown in Figure 18.
City Old & Historic Districts preserve the physical appearance of structures.

City Old & Historic Districts preserve historic neighborhoods by requiring exterior modifications, new construction, and additions to be reviewed by the Commission of Architectural Review (CAR). These local historic districts, first established in 1957, are among the earliest local districts in the country. In total there exists 45 such districts in the city with approximately 4,500 properties, representing about 6% of all city parcels. Staff from the Department of Planning & Development Review have facilitated the review and approval of thousands of changes to properties in these districts over the years.

National Register Historic Districts provide property owners the opportunity to access tax credits to rehabilitate their property.

National Register Historic Districts are not directly managed by the City of Richmond, and do not place any requirements on property owners whose land is located therein. These districts are designated by the Virginia Department of Historic Resources and managed by the U.S. National Park Service (NPS). Properties located in these districts are eligible for state and federal tax credits, which encourage the rehabilitation of historic structures. The use of historic tax credits has accelerated significant redevelopment and rehabilitation throughout Richmond’s historic neighborhoods. There are 135 such districts throughout the city.
87% of the city’s buildings were built prior to 1987. In 2037, buildings that were built prior to 1987 will be at least 50 years old, which is the current NPS eligibility threshold for establishing historic districts, as shown in Figure 19. Given that in 2020, 80 percent of the city’s buildings are over 50 years old, in 2037 the city will have even more old buildings. Not all the old buildings are well-built or of historical value, however, as the city changes over the next 20 years, planners, developers, and the general public will want to ensure that Richmond’s residents have high-quality structures in which to live, work, and play.
**Objective 3.1**
Preserve culturally, historically, and architecturally significant buildings, sites, structures, neighborhoods, and landscapes that contribute to authenticity

- Develop and regularly update a citywide preservation plan to establish near and long-term preservation priorities and to identify proactive and innovative strategies to protect the character, quality, and history of the city and its neighborhoods
- Complete and maintain a historic resources inventory that is current, comprehensive, and cost-effective
- Identify areas of the city where we should restore and maintain historic paving
- Review and revise the Commission of Architectural Review’s Guidelines to improve the clarity and usability and regularly update the Guidelines to respond to new technologies and market demand
- Develop stronger code enforcement tools for violations in City Old & Historic Districts.
- Utilize the city historic resources inventory, identify additional districts for varying levels of protections
- Establish controls to ensure that archaeological sites and subsurface materials are properly identified, evaluated and mitigated
- Utilize historic preservation best practices for City-owned resources to prioritize preservation and reuse activity more heavily than new construction or demolition of historically and culturally significant resources
- Review and revise the City’s tax abatement program to incentivize preservation best practices, energy efficiency, and projects providing affordable housing
- Lobby the General Assembly to maintain historic rehabilitation tax credits and adopt other legislation that improves the quality and character of Richmond’s neighborhoods
- Identify the views that need to be protected

Renovating historic buildings helps retain a place’s authenticity and character while also sometimes honoring specific individuals or events that happened in the past. Adaptive reuse projects can be found throughout Richmond and have included turning a car dealership into an office/apartment building [top], a cookie factory into condominiums [middle] and a carriage house into a church and then into apartments [bottom].
Objective 3.2
Reduce the demolition of historical buildings.

- a. Create flexibility in the zoning ordinance to encourage the adaptive reuse of historical buildings and deter demolition, such as allowing for compatible densities and uses in historical areas (e.g. reduce parking requirements for historical institutional buildings that are changing uses)
- b. Increase property maintenance code enforcement as a proactive tool to prevent demolition by neglect
- c. Re-evaluate, fund, and utilize the City’s spot blight property acquisition process, and prioritize disposition to non-profit housing developers and/or the Land Bank
- d. Re-evaluate and utilize the City’s demolition by neglect ordinance to preserve “at risk” resources
- e. Increase funding for the spot blight acquisition program and explore additional programs to reduce blight
- f. Develop a city-wide demolition review policy to ensure historic resources are considered before any demolition can proceed

Objective 3.3
Broaden the constituency for historic preservation by more equally representing, preserving, and sharing the sites related to traditionally underrepresented groups (e.g. Native Americans and African Americans)

- a. Increase education and outreach efforts regarding the preservation of neighborhood character and available incentive programs for historic preservation, adaptive reuse and place-based economic development
- b. Ensure that historic preservation values and interests are coordinated with economic development groups, affordable housing developers and advocates and ethnic and cultural groups
- c. Strengthen programs and partnerships that engage the public in exploring community history and places of significance
- d. Work with the Richmond Public Library to develop oral history projects
- e. Pursue public and private partnerships to fund the preservation of sites
Establish a distinctive city comprising architecturally significant buildings connected by a network of walkable urban streets and open spaces to support an engaging built environment

**Goal 4: Urban Design**

**Existing Context**

Quality urban design is what makes a place feel like true neighborhood, not just a collection of buildings. Urban design refers to how the built environment looks and feels, how buildings relate to one another, and how the “public realm” (streets, sidewalks, parks, etc.) enables such uses to function. Richmond has a wide variety in terms of urban design, ranging from historic single-family neighborhoods to new Downtown high-rises.

**Half of Richmonders live in streetcar suburbs or post-war suburbs.** Historic urban neighborhoods and post-industrial neighborhoods have grown the most since 2000.

In preparation for Richmond 300, the Center for Urban and Regional Analysis at VCU completed an examination of the city’s “urban design typologies,” which classifies city neighborhoods into eleven typologies, as shown in Figure 20. Two main trends emerge when looking at Richmond’s population in regard to these typologies. First, nearly half of all Richmond residents live in either a Streetcar Neighborhood (older suburbs that were originally served by the Richmond streetcar system) or a Post-War Suburb (car-dependent neighborhoods built after World War II). The second main takeaway is that the typologies that have seen the most population growth since 2010 are Downtown, Post-Industrial Neighborhoods (i.e. Scott’s Addition), and Historic Urban Neighborhoods (i.e. The Fan, Church Hill, etc.).
FIGURE 20 // Urban Design Typology Map
Source: CURA at VCU: Urban Design Typology Analysis, 2017

Historic urban neighborhood
Estate neighborhood
Post-industrial neighborhood

Streetcar neighborhood
Post-war suburb
Apartment court
Historic urban neighborhood
School campus
Estate neighborhood
Post-industrial neighborhood
Downtown
Industrial land
Suburban shopping and business park
Parks and open space
Major highways
Water
Homebuyers are increasingly drawn to walkable urban neighborhoods. Across the country, individuals are seeking neighborhoods that embody walkable urbanism – be they historic neighborhoods that are reemerging, such as the Fan and Church Hill, or new urbanist neighborhoods, such as Libbie Mill in Henrico. Walkable urbanism describes places that are overall less-reliant on the automobile and feature non-residential destinations within a short walk, bike ride, or transit trip. While auto-oriented residential neighborhoods continue to flourish in and around the city, newer neighborhoods that are closer to the city’s core have been built with greater focus on the pedestrian experience and less reliance on the automobile. The City has sought to encourage this trend by limiting driveways and parking areas at the front of buildings, where appropriate, and requiring sidewalks and other amenities, such as street trees, with new developments.

“Good urban design doesn’t solve everything but bad urban design doesn’t solve anything.”

—Mark A. Olinger, Director, Department of Planning and Development Review, City of Richmond
75% of Richmonders live within a 10-minute walk of a public park.
Public parks serve a vital role to the health and well-being of Richmond’s residents and its environment. As more residents live closer to the city’s center in either multi-family apartment buildings or in houses with very small yards, greater importance has been given to the City’s public parks system. The City’s nearly 3,000 acres of parkland include pocket parks nestled in the Fan and regional attractions like the James River Park System.

From 2010 to 2020, the City improved several parks and plazas and constructed new ones, such as the Maggie L. Walker Plaza, Kanawha Plaza, Monroe Park, and the improvements to the Riverfront including the T. Tyler Potterfield Memorial Bridge. Having a park within walking distance of every resident of the city is a Big Move of Richmond 300. Currently, about three-quarters of Richmonders live within a 10-minute walk of a public park. Large areas of the city are not within a 10-minute walk of a park, especially in the areas of Southside Richmond that were annexed from Chesterfield County in 1970.

Public art is critical to showcase a place’s uniqueness, culture, and history
Recent public art projects include the Maggie L. Walker statue, the rings at the foot of the T. Tyler Potterfield Memorial Bridge, and the medallion at the Hull Street Courthouse. Future public art projects and improved streetscapes in all parts of the city set the tone for high-quality development and create pride for residents as they look forward to the future prosperity of their neighborhood and their personal household.

Relaxing at Byrd Park.
Objective 4.1
Create and preserve high-quality, distinctive, and well-designed neighborhoods and Nodes throughout the city

a. Develop zoning districts that support protect and enhance neighborhood character, especially in areas that are not protected by City Old & Historic Districts
b. Allow and encourage a variety of architectural styles
c. On development sites that encompass most of a city block or block frontage, require multiple buildings and/or façade articulation to increase visual interest, require massing that is responsive to the human-scale, and consider pedestrian through-block connections through existing super blocks to establish a street grid
d. Require sites with frontage on Great Streets to meet special design guidelines, such as the six design elements outlined in the Pulse Corridor Plan as shown in Figure XX, to ensure the buildings enhance and support the Great Street
e. Ensure that building materials are durable, sustainable, and create a lasting addition to the built environment, and provide maximum adaptability for environmental change, change of use, and efficiency
f. Require the screening of utilities, communication, transformers, and other service connections to buildings
g. Require adequate distribution of windows and architectural features in order to create visual interest
h. Consider design approaches that encourage creative solutions for transitions between varying intensities of building types and land uses
i. Apply design standards, guidance, and regulation consistently across the city regardless of market conditions or rent structure of development
j. Promote an attractive environment by minimizing visual clutter and confusion caused by a proliferation of signage; ensuring that public and private signage is appropriately scaled to the pedestrian experience
k. Encourage roof lines and upper levels of tall buildings to be articulated with a distinguishable design
l. Require the podiums of tall buildings to reflect the human scale, with design elements and active uses on the ground level
m. Prohibit driveways for new small scale residential buildings on blocks that have alley access
n. Increase building permeability by requiring new buildings to have functioning entrances from the sidewalk and restricting blank walls at ground level
o. Encourage development that respects and preserves the natural features of the site through sensitive site design, avoids substantial changes to the topography, and minimizes property damage and environmental degradation resulting from disturbance of natural systems
p. Encourage building placement and massing design that reduces the heat island effect by varying building heights in neighborhoods to increase airflow
q. Expand the City's façade improvement program
Under the Plan of Development Overlay, developers must make considerations to each of the six elements in site plan design, which are key in creating an engaging pedestrian environment.
Objective 4.2
Integrate public art into the built environment to acknowledge Richmond’s unique history, and neighborhood identity, and engage the creative community; focusing public art efforts in areas that do not have public art today

a. Develop public art projects within Nodes to elevate the place’s unique character through creative placemaking

b. Utilize public art projects to preserve the cultural heritage of places, prioritizing areas that are experiencing major changes in demographics and development

c. Link public art with major public facility initiatives (plazas, buildings, parks, bridges, etc.) and expand the definition of public art to include architectural embellishments of buildings

Public art can include traditional statues, such as the Maggie L. Walker statue and plaza were unveiled in 2017 [top] and also architectural embellishments as shown on Main Street Station [bottom].
Objective 4.3
Increase neighborhood access to and through a well-designed network of open spaces

a. Develop a Park Master Plan that seeks to provide all Richmonders access to a quality public park within a 10-minute walk of their home, as shown in Figure 22 (see Goal 2 and Goal 17)

b. Integrate natural features, history, culture and art to enhance public open spaces throughout the city

c. Revise the zoning ordinance to change the definition of open space to require private land owners to include usable open space, small parks, playgrounds, green roofs, courtyards, etc. in their developments and link the open spaces to the city-wide open space network

d. Protect and restore natural resources (see Goals 15–17)

e. Utilize conservation easements to expand the open space network (see Goals 15–17)
f. Encourage any new development along the river and the canal to provide for public access (see Goal 2 and Goal 15)

g. Provide for the continuing maintenance of common open space; provision may include joint ownership by all residents in a homeowners association, donation of open space or conservation easements to a land trust or government entity or other measures.

h. Reserve appropriate riverfront and canal-facing sites for public amenities and river-related development such as boating services, picnics, etc.

i. Work with other stakeholders to improve, restore and maintain the historical canal system (see Goals 6-10)

j. Implement the Richmond Riverfront Plan and the James River Park Master Plan

k. Encourage the creation of natural rather than hard landscape in creating and improving parks

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**Objective 4.4**

**Increase Richmond’s walkability** along all streets

a. Develop city-wide public realm standards to include shade trees, bike parking, bike share, signage, public art, screened parking, street furniture, pedestrian-level lighting and other elements in the public right-of-way that enhance walkability

b. Strengthen the streetscape connections by installing pedestrian infrastructure such as sidewalks, crosswalks, pathway, and trails where such infrastructure is missing

c. Bury utilities underground along all Great Streets and bury utilities underground where possible on all other streets
Goal 5: Planning Engagement

Existing Context

Engagement between the City and the community is essential to ensure that the public’s needs are being met and that their vision for the city is being fulfilled.

PDR values the input of residents, businesses, and property owners to help guide the development of plans that will impact the future of neighborhoods and the city at-large. The department notifies property owners directly when there are projects being considered by public bodies that are within proximity to their own property. The boards and commissions that are managed by PDR staff which notify property owners and/or civic associations include: City Planning Commission, Board of Zoning Appeals, Commission of Architectural Review, and Urban Design Committee.

Currently there are 130 civic associations that are listed on the City’s official Civic Association website.

PDR reaches out to local civic groups as part of the overall planning process, and in regard to specific projects. These groups have defined boundaries which range from a single neighborhood to a collection of neighborhoods covering large areas of the city. The City does not directly manage these groups or their boundaries, which has resulted in many overlapping boundaries by multiple groups, and also areas of the city, particularly Southside, that have no formally established civic associations. During the implementation of Richmond 300, great potential exists to strengthen the bond between City and resident through the continuing public engagement process. This can be done by educating community members on the importance of their involvement in the planning process and including those that have been traditionally under-represented in the process.

Foster a planning engagement culture that effectively and equitably builds people’s capacity to organize to improve the city and their neighborhoods.

Public engagement takes many forms, which may include office hours in community businesses [left] or large public meetings [right], two types of meetings held during the Richmond 300 planning process.
Objective 5.1
Increase public knowledge of planning processes and continuously engage civic associations, special interest groups, and traditionally under-represented groups in the planning process

a. Create a Richmond planning knowledge program administered by PDR for everyday Richmonders to learn about the planning process and understand how their voices can be incorporated into the planning decision-making processes, such as special use permits, rezonings, City Old & Historic Districts, and other planning regulations

b. Issue an annual Richmond 300 report that tracks how the City is implementing Richmond 300 strategies

c. Host annual events about Richmond 300 to ensure Richmond’s existing and new residents are aware of the visions, goals, objectives, and strategies outlined in the plan

d. Maintain and market the Civic Association database to city residents and City staff

e. Create a process to officially register civic associations with the City

f. Review and update Richmond’s Guide to Neighborhood Associations

g. Develop a set of unique and targeting engagement methods, beyond conventional surveys and town halls, to engage traditionally under-represented groups in the planning process

Richmond 300 retreat with the City Planning Commission

Objective 5.2
Engage city staff, appointed commissioners, and elected officials in the planning process

a. Develop on-boarding training materials about Richmond 300 for Human Resources to share with new City employees

b. Present the Richmond 300 annual report at the City Council’s Organizational Development Standing Committee and other relevant commissions and committees to continue to educate new and existing councilmembers and commissioners about the Master Plan
**CHAPTER 3**

**Equitable Transportation**

*Vision:* Richmond prioritizes the movement of people over the movement of vehicles through a safe, reliable, equitable, and sustainable transportation network.

Walking, biking, and transit options are the most convenient and used forms of transportation in Richmond; thereby improving the natural environment and our health. Richmond’s multi-modal transportation system is high-quality and easy for all people to use regardless of income and physical abilities and seamlessly connects Richmond neighborhoods and attractions to each other, the region, and the nation.
Goals, Objectives, and Strategies

Goal 6: Land Use and Transportation Planning

Existing Context

Creating excellent places is paramount.
Historically, across the United States, transportation investments have prioritized the movement of people from one place to another as safely and quickly as possible which has resulted in an exclusive focus on designing streets and less attention on designing excellent destinations. This Richmond 300 plan focuses on creating high-quality places with features and amenities. Goal 6 of Richmond 300 is critical to ensuring transportation projects do not singularly focus on moving people expeditiously, but instead prioritize creating great places for people that are supported by well-designed transportation networks because, ultimately, the place matters more than how fast people got there.

In the planning and design of cities, far more attention must go toward serving the needs and aspirations of people and the creation of great places as opposed to expediting movement.

—Robert Cervero, et al, Beyond Mobility
**Objective 6.1**

*Increase the number of residents and jobs at Nodes and along enhanced transit corridors* in a land development pattern that supports multi-modal transportation options

- a. Rezone the city in accordance with the Future Land Use Plan (see Goal 1)
- b. Develop housing at all income levels in and near Nodes and along major corridors (see strategies Goal 14)
- c. Support the retention, creation, and attraction of businesses in and near Nodes and major corridors (see strategies in Goal 11)
- d. Encourage collaboration across PDR, the Department of Economic Development (DED), the Department of Housing and Community Development (HCD), and the Department of Public Works (DPW) to focus infrastructure improvements and zoning at priority growth Nodes to position them for future transit stops (make them pre-transit-oriented development [TOD] ready)
- e. Update the Richmond Connects Plan, in collaboration with PDR, DED, HCD, DPW, the Virginia Department of Transportation, and the general public, to include a specific project list to develop more multi-modal transportation options in a safe network
- f. Develop a network of Great Streets with urban design and multi-modal access that creates beautiful and welcoming corridors through the city (see Goal 4)

The proposed transformation of Arthur Ashe Boulevard near the Diamond accommodates multiple modes of transportation.
Goal 7: Vision Zero

Systemically change the built environment to shift our safety culture and ensure that individuals are not killed or seriously injured on city streets.

Existing Context

Richmond is a Vision Zero city.
Vision Zero emerged in the 1990s in Sweden after a child on a bicycle was killed in a car crash. The Swedes advocated their government to “stop child death” and implement sweeping reforms to improve the safety of transportation infrastructure to reduce deaths and injuries in traffic crashes to zero. In 2018, the City of Richmond released its Vision Zero Action Plan, which outlines a number of actions and strategies, such as addressing dangerous behavior, designing a safe transportation system for all road users, and developing education and awareness campaigns, to reduce traffic deaths and injuries to zero by 2030.

Traffic deaths and injury are a continuing problem.
The prevalence of traffic crashes is a health crisis. The top behaviors that lead to injury or death in crashes are not wearing a seatbelt, driving under the influence of alcohol, and speeding. Pedestrians are the most vulnerable population – 28% of pedestrians involved in traffic crashes are killed. From 2011 through 2016, there were a total of 22 deaths and 313 incapacitating injuries involving pedestrians and cyclists, representing 1.9% and 27% of all crashes, respectively. Compare this to traffic crashes involving only vehicles, where during the same timeframe there were 56 deaths (0.2% of all vehicle crashes), and 1,062 incapacitating crashes (3.7% of all vehicle crashes). This suggests that a pedestrian or cyclist involved in a crash is 9.8 times more likely to die and 7.4 times more likely to experience an incapacitating injury than a motorist involved in a crash with another motorist. While the objectives in Goal 7 of Richmond 300 seek to ensure Vision Zero is upheld in Richmond, there are many objectives in other parts of this Plan that will help the City reach its Vision Zero goal, such as the objectives listed in Goal 6, Goal 8, Goal 9, and Goal 10.
Objective 7.1
Reduce all traffic-related deaths and serious injuries to zero by implementing the Vision Zero Action Plan

a. Implement safety treatments on the high-injury street network (per the Vision Zero Action Plan)

b. Provide safe and Americans with Disabilities Act (ADA)-compliant access to transit stops in the high injury street network as determined by the Greater Richmond Transit Company (GRTC) (per the Vision Zero Action Plan)

c. Conduct engineering surveys to determine the appropriate level of traffic control required for pedestrians to cross at intersections

d. Expand the Safe Routes to Schools program to all schools and conduct formal audits

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**FIGURE 23 // Pedestrian- and Bicycle-involved Crashes, 2011-2016**

Source: Virginia Department of Transportation: Traffic Engineering Division
Goal 8: Non-Car Network

Existing Context

Richmond has an average WalkScore® of 51. Walkable neighborhoods can help to make physical activity an inherent part of a resident’s day and provide alternative transportation options to vehicles. Richmond’s average WalkScore® is 51, or “somewhat walkable,” with the most walkable areas being downtown, Carytown and VCU areas, as shown in Figure 21. The WalkScore® uses the street grid and proximity to retail, amenities, and attractions to generate the score. WalkScore® does not factor in the quality of the pedestrian environment, as such there may be places in the WalkScore® map that have a high WalkScore® but do not have good pedestrian infrastructure. This goal along with the High-Quality Places Goals and Thriving Environment Goals, seek to create a better walkable urban environment throughout Richmond’s neighborhoods to increase health equity and resiliency.

50 miles of sidewalk repaired or replaced in last 5 years.

DPW is responsible for maintaining the 836 miles of sidewalks throughout the city, as well as installing new segments of sidewalks where they are missing. Approximately 50 miles of sidewalk have been repaired or replaced from 2014 to 2018 through the Capital Improvement Program, which is funded through a combination of federal, state, and city funds. The City continues to fund sidewalk repair and installation and requires new developments to install sidewalks.

Richmond is investing in bike infrastructure.

During the 20th century, the transportation industry nationwide focused on transport by vehicles. For most of the 21st century, transportation professionals have been working on behalf of all modes – including biking and walking. In 2011, the City hired its first bicycle, pedestrian, and trails coordinator. In 2012, Bike Walk RVA, a non-profit advocacy group dedicated to advocating for the growth of biking and walking in the region, was established. In 2015, DPW developed a Bike Master Plan for the city with extensive community engagement. By the end of 2020, there will be 50 miles of bike lanes in the city, of which about 16 miles are buffered or barrier-separated. An additional 20 miles of bike lanes are designed or under construction. The Virginia Capital Trail was completed in 2015, providing a 52-mile multi-use trail between Richmond and Williamsburg.
FIGURE 24 // Walkscore Map

The Walkscore® Map is a tool for showing how close amenities such as businesses, parks, and schools are to a specific place in the city. The city-wide Walkscore® is 51, meaning that on average, the city is somewhat walkable with some errands accomplished on foot, but the majority of errands require a car. This map shows the divide in walkability between areas of Richmond that are north of the James River, which are generally walkable, and the south side of the James River, which are generally car dependent. The re-write of the Zoning Ordinance will seek to improve walkability by creating form requirements and allow mixed-use districts.

Data source: Walkscore® (2016)
Bus ridership is increasing.
Bus ridership has increased since June 2018, when the Greater Richmond Transit Company (GRTC) launched the Pulse Bus Rapid Transit (BRT) and the new bus system. In Fiscal Year 2019 (July 2018 to June 2019), bus ridership increased by 16% compared to FY-2018. Since the launch of the new system, GRTC has been investing in bus shelter improvements and expanding routes outside the city, such as the new routes to Short Pump in Henrico and along Route 1 in Chesterfield.

Inter-city train ridership is increasing.
In 2003, Main Street Station re-opened to passenger rail service (passenger rail service had stopped in 1975). The February 2020 ridership statistics from AMTRAK showed a 1.6% increase from FY2019 to FY2020 in on and offs at Main Street Station (compared to Staples Mill station which had an increase of 16.26% in the same time period). The difference in ons and offs between the two stations can primarily be attributed to the fact that Main Street Station receives fewer trains than Staples Mill Station, which is the terminus of the Northeast Regional Route that operates between Boston’s South Station and Richmond’s Staples Mill Station. In 2019, the Virginia Department of Rail and Public Transportation (DRPT) and the U.S. Department of Transportation’s Federal Railroad Administration (FRA) released a Record of Decision outlining the preferred alignment for high speed rail from DC to Richmond. The preferred alignment calls for creating new high speed rail stations in the Richmond region at Main Street Station in Richmond and at Staples Mill Station in Henrico.

The objectives listed under Goal 8 of Richmond 300 seek to elevate the prominence of the non-car network and make walking, biking, and taking transit easier, safer, and generally an excellent experience.
Objective 8.1
Improve pedestrian experience by increasing and improving sidewalks and improving pedestrian crossings and streetscapes

a. Conduct and maintain a sidewalk inventory
b. Require developers to construct sidewalks as part of their development projects (see Goal 4)
c. Reduce the creation of curb cuts, especially if there is alley access to the parcel and/or multiple parcels can utilize the same curb cut to access their sites
d. Construct ADA-compliant sidewalks and street crossing, per federal requirements
e. Improve street furniture, plant shade trees, and install pedestrian-level lights and other streetscape improvements (see Goal 4)
f. Consider permanent or temporary street closures, such as weekend closures of Riverside Drive for bicycle and pedestrian use and/or weekend closures of Cary Street in Carytown for bicycle, pedestrian, and retail use
g. Implement strategies to increase connectivity of the street network (see Goal 9)
h. Implement traffic calming measures to slow down traffic

A new sidewalk in Church Hill includes ADA-compliant ramps at the intersection.
Objective 8.2
Increase the miles of greenways in an interconnected, regional network

a. Develop greenways throughout the city connecting Nodes, neighborhoods, and adjacent localities; focus efforts specifically in Southside and including, but not limited to, the following greenways: Ashland to Petersburg, James River Branch, Kanawha Canal, and Walker’s Creek (see Future Connections Map for the network of greenways)

b. Coordinate greenway development with adjacent jurisdictions to develop a regional network

Objective 8.3
Expand and improve on-street networks and amenities serving bicyclists and slow-moving vehicles (less than 15 miles per hour)

a. Expand, improve, and maintain on-street bike networks as shown in the Future Connections Map, which amends the networks proposed in the Bike Master Plan and in the Pulse Corridor Plan; prioritize the creation of separated, buffered bike lanes

b. Expand the users of bike lanes to include other slow-moving vehicles, such as scooters, electric bicycles, Segways, and other vehicles traveling at speeds less than 15 miles an hour

c. Expand the bike sharing program to include more stations in a larger footprint adjacent to high-priority transit stops

d. Install amenities (e.g., shelters, benches, parking, maintenance tools, restrooms, bike parking, water fountains with bottle-refill stations) along enhanced transit routes (see Goal 12)

e. Revise the zoning ordinance to require bike parking for more uses

f. Increase the number of bike racks on sidewalks and/or use the curb to provide on-street bike parking
FIGURE 25 // On-street Bike Facilities Map
Objective 8.4
Increase transit service to serve existing and new riders

a. Increase high-frequency transit service to serve existing and new riders where the density of jobs and housing are high
b. Improve and maintain priority transit stops with amenities such as shelters, benches, trash cans, and bike racks
c. Implement park-and-ride areas adjacent to bus routes
d. Extend service hours along all routes
e. Design and implement a North-South BRT line running down Route 1 (Chamberlayne Avenue to Belvidere Street to Route 1 in Southside Richmond)
f. Create frequent service transit stops to the riverfront and airport with additional lines if needed
g. Evaluate opportunities to incorporate on-demand transit into the transit network
h. Explore the creation of coverage transit networks to serve neighborhoods south of the James River
i. Extend service hours along all routes, prioritizing routes that serve underserved and poorly connected communities
j. Ask GRTC to review the efficiency of the transit network at least every 3 years
k. Evaluate creating an infill BRT station at or near Malvern/Broad and Lombardy/Broad
l. Coordinate seamless transit with the surrounding localities
m. Ask GRTC to conduct annual customer satisfaction surveys
FIGURE 26 // Enhanced Transit Map
Objective 8.5
Increase the number of intercity travel options connecting the Richmond region to other regions and cities

a. Expand and maintain passenger rail service to Main Street Station, including exploring the creation of regional rail service to Charlottesville

b. Implement the Washington, D.C. and Richmond Southeast High Speed Rail project and other high-speed rail projects to Raleigh and Hampton Roads and eliminate at-grade crossings

c. Continue to offer regional bus service and ensure multi-modal options are available near regional bus stations to included better transit connections with amenities

d. Expand transit service to Richmond International Airport

The preferred alignment for the DC to Richmond High Speed Rail Project
(Source: DC to Richmond Southeast High Speed Rail Record of Decision, U.S. Dept. of Transportation Federal Railroad Administration, Virginia Department of Rail and Public Transportation, September 2019)
Objective 8.6
Increase the number of employers implementing Transportation Demand Management (TDM) strategies to shift individuals from single-occupancy-vehicles to biking, walking, and transit for daily tasks

a. Develop and maintain a database of employers with TDM plans
b. Develop a menu of tools to incentivize employers to offer TDM plans and determine which incentives and/or requirements to implement, including reduced parking requirements; increased transit, carpool, vanpool, bicycle amenities; and tax abatements
c. Advertise and promote TDM benefits
d. Explore tax breaks for individuals who participate in a TDM program
e. Expand the City’s TDM program
f. Leverage technology to share travel time by all modes of transportation with users

74.5% of working Richmonders drove alone to work in 2018

<table>
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<th>2000 Census</th>
<th>2018 1-Year ACS</th>
<th>% change from 2000-2018</th>
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<td>Others</td>
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</tbody>
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TABLE 2 // Means of Transportation to Work for Workers 16 Years and Over, 2000 and 2018

Goal 9: Streets, Bridges & Connections

Existing Context

Building and improving Richmond’s street network and bridges is critical to connect our neighborhoods to one another and provide multiple routes for pedestrians, cyclists, and transit to traverse the built environment.

The design of streets and bridges greatly impacts their functionality and ability to support other land use goals. Seemingly inconsequential items, like the width of the planting strip along the street and the burying of powerlines, have rippling effects on many of the goals outlined in this plan. If a planting strip is too narrow, street trees cannot survive and thrive and therefore are unable to serve critical functions like providing shade and natural habitats, cooling areas during Richmond’s heatwaves, and retaining rain water during Richmond’s intense rain storms. Burying power lines not only makes a street more aesthetically pleasing but also increases Richmond’s resiliency.

The older parts of Richmond that were built before cars became prevalent, such as The Fan, Spring Hill, and Bellevue, have gridded street networks.

Newer parts of Richmond, such as the 1970 Chesterfield annexation which was built to rural design standards, have cul-de-sacs that funnel all traffic to major roads. The objectives in Goal 9 of Richmond 300 seek to better connect our city using roads that provide access to all Richmonders.
Objective 9.1

Improve streets for all users by aligning future land use categories with Complete Streets recommendations, prioritizing low-income areas and areas within the high-injury network.

a. In the revision to Richmond Connects, include a develop complete street recommendations to improve access for all users on the street typologies shown in Figure 27.
Commerce Road Potential Street Section Transformation
The existing street section (top) has more travel lanes than is necessary for the amount of vehicles that travel on Commerce Road. The street can be transformed (bottom) into a complete street with various elements such as outdoor seating, sidewalk trees, pedestrian-level lighting, on-street parking, enhanced transit, car lanes, median trees, and a wide greenway (the Ashland to Petersburg Trail).
Objective 9.2

Improve and create bridges to strive for a high level of reliability, access, and safety

a. Develop and implement a plan to rehabilitate and repair city bridges so that less than 10% of bridges are rated as structurally deficient and all bridges have been substantially renovated and maintained
   - Implement the projects outlined in the I-95/I-64 Overlap Study, ensuring that neighborhoods do not lose access to I-95/I-64 and that changes to ramp alignment do not place significant traffic burdens on neighborhoods
   - Develop and implement a plan for rehabilitating the Mayo Bridge and the Nickel Bridge that accommodates pedestrians, bicycles, transit, and vehicles

b. Develop and implement a plan for building bridges that connect Norfolk Street to Hamilton Street and connect W. Leigh Street to the Diamond Site

c. Explore capping highways to re-establish connections between disconnected areas, focusing first on the Downtown Expressway between 2nd and 7th, and I-95/I-64 at Jackson Ward

- Improve pedestrian crossing experiences on all bridges over barriers (e.g., James River, the Downtown Expressway, I-195, I-95/I-64, and rail lines); pedestrian improvements should include not only sidewalks, but also shading and plantings that improve the walking experience

By capping the highway with streets, parks, and buildings, Jackson Ward will once again be one neighborhood.
Proposed new bridges connect areas near Scott’s Addition and the Diamond that are severed by railroads and highways — a bridge connects Norfolk Street to Hamilton Street and a pedestrian bridge connects Mactavish to Rosedale (left) and landscape bridge connects Leigh Street to the proposed Crescent Park.
Objective 9.3
*Increase the miles of alleyways* and improve existing alleyways to manage circulation

- Maintain and improve existing alleyways
- Encourage homeowners and developers to utilize and upgrade existing alleyways in their development site plans or create new alleyways
- Expand the green alleyway program
- Seek funding to maintain alleys via two potential methods: 1) lobby the General Assembly to change the funding structure of roadways to include funding maintenance of alleyways, and/or 2) pass an ordinance to assess fees to maintain alleyways

Objective 9.4
*Strengthen the street network* by preventing superblocks and encouraging gridded street networks and two-way streets

- Update the subdivision ordinance to require new large developments to tie into existing streets and prohibit cul-de-sacs to support the creation of a gridded street network
- Seek to reduce cul-de-sacs by connecting roads where possible – where roadway connections are not possible, seek to provide bike and pedestrian connections at a minimum to establish greater connectivity
- Where feasible, convert one-way streets to two-way streets in consultation with the City’s Transportation Engineers, evaluating the balance of two-way conversion, on-street parking, bicycle infrastructure, and transit access

Objective 9.5
*Improve 80% of street pavement* to a condition index of good or better

- Maintain the pavement condition inventory
- Develop and implement a plan to maintain roadways and also seek to reduce urban heat by investigating pavement options that reflect light (see Goal 17)
**Objective 9.6**

Implement parking strategies that effectively manage supply and demand of parking, as identified in the Parking Study Report, and improve the physical appearance of parking.

- Discourage the creation of new surface parking lots along pedestrian friendly and transit-accessible corridors (see Goal 4).
- Develop parking lot and parking garage screening standards to safely and beautifully screen unsightly parking facilities from the street.
- Standardize on-street parking by clearly marking no parking zones per current ordinance at intersections, curb cuts, and fire hydrants (see Parking Study).
- Develop multi-use on-street parking programs that accommodate residents, visitors, customers, and employees at appropriate time intervals (see Parking Study).
- Amend parking requirements in the Zoning Ordinance (see Parking Study).
- Expand on-street fee-for-use parking to more parts of the city to encourage turnover (see Parking Study).
- Periodically evaluate on-street fee-for-use parking to ensure time frames and fees are still appropriate (see Parking Study).
- Universally enforce on-street parking regulations (see Parking Study).
- Encourage property owners to consider shared parking spaces (see Parking Study).
- Improve pedestrian infrastructure so pedestrians feel safe and comfortable walking from their parking spot to their destination (see Parking Study).
- Develop strategic parking assets where feasible (see Parking Study).

**FIGURE 29 // Parking Study Areas**

In 2018 and 2019, Richmond 300 hosted 3 rounds of meetings for each of these 7 study areas to discuss existing conditions analysis and develop parking recommendations for each area. These recommendations are listed in Objective 9.6 and outlined in the Parking Study Report (available in Richmond 300 Supporting Materials). Although the Parking Study focused on these areas, the recommendations are intended to be transferable to other areas of the city.
Goal 10: Emerging Transportation Technologies

Existing Context

The transportation landscape is changing. Ridesharing, bikesharing, autonomous vehicles, and other transportation innovations are changing how people move around cities. The exact impact of transportation innovations is not entirely known, but preliminarily, DPW is seeing an increase in demand for “curb space” — meaning many different users are seeking to use the side of the road for various activities: Uber/Lyft loading zones, parking lanes, bike lanes, travel lanes, bus lanes, truck loading, valet parking stations, and more. There is limited curbside; therefore, stakeholders will need to weigh the various demands on this shared space and determine the best use and best price based upon demand on any given road. The objectives Goal 10 of Richmond 300 seek to make the City more nimble in responding to the changing transportation environment.

Objective 10.1

Expand and maintain the Richmond Signal System for better managed and safer transportation options

a. Continue to implement technology that improves traffic signal timing for all users
b. Capture and share movement data within the city to help people make transportation decisions
c. Accelerate the deployment of Intelligent Transportation Systems (ITS)
d. Collaborate with other jurisdictions to create regional ITS
e. Leverage new technologies to accommodate individuals with visual impairments
**Objective 10.2**

Expand the existing Mobility Division to manage new mobility and emerging shared transportation technologies

- Develop a new mobility policy to manage and to assess fees on transportation network companies (TNCs) and other emerging programs
- Charge a fee for autonomous vehicles (AVs) and TNCs that drive without paying passengers
- Require AVs and TNCs to share data with the City to help shape future policy
- Develop programs to ensure equitable access to new mobility for individuals who are un-banked and/or do not have smart phones and who are physically disabled
- Prioritize improvements to public transit, bike, and pedestrian infrastructure over the accommodation of AVs
- Create a policy to encourage car-sharing programs to locate in Richmond to help reduce car ownership rates
- Encourage the addition of micro-mobility (e.g., scooters and Segways) in new developments

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**Objective 10.3**

Utilize technology to manage and monetize the curb to reduce vehicle miles traveled related to circling the block

- Inventory curb management data and evaluate curb use and then consider equitable pricing models to ensure space availability
- Create permitting process for new mobility services, slow-moving vehicles (e.g., scooters, Segways, electric bicycles), and other users (commercial vehicles in loading zones) to access the curb
- Create a real-time, demand-based, on-street pricing program that guides vehicles to empty spots
Objective 10.4
Increase the number of vehicles that do not emit greenhouse gases

a. Support the expansion of the electric vehicle charging network on privately owned land

b. Seek opportunities to install electric charging stations on publicly owned land, balancing the needs of pedestrians, cyclists, and transit users

c. Shift the City’s vehicle fleet to non-fossil fuel sources
Vision: Richmond is home to a variety of businesses and industries that offer opportunities for quality employment and capital investment.

Richmond is a first choice location for businesses and investment because the city’s transportation, housing, cultural, outdoor, commercial, and institutional amenities create a vibrant city. Richmonders of all income levels have opportunities for life-long learning and skill-building.
Goals, Objectives, and Strategies

Goal 11: Business Creation, Retention, And Attraction

Existing Context

**Richmond does not live in a bubble.**
Cities across the country compete to attract businesses to their city; oftentimes “poaching” companies from one city to another. A strong economic development approach can help the City of Richmond remain competitive while also implementing economic opportunities to benefit all Richmonders. The City’s Department of Economic Development (DED) is developing an Economic Development Strategic Plan to equitably guide the growth of Richmond’s economy while positioning Richmond to be competitive.

**Job growth in Richmond lags population growth.**
While Richmond’s population growth rate from 2010 to 2019 was higher than the surrounding counties, job growth has not kept pace. Total employment in Richmond has grown modestly since 2010, but the currently number of jobs in 2019 are still below those of 2001 (171,000 jobs in 2019 compared with 184,000 in 2001).

**Richmond is losing jobs to the suburbs.**
Job growth in Henrico, Chesterfield, and Hanover has outpaced Richmond’s job growth over the past two decades. Richmond lost nearly 10,000 jobs from 2001 to 2018 but the surrounding counties added 66,000 jobs. In 2018 and 2019, several companies announced new office locations in Richmond’s urban core suggesting that companies are starting to move into more urban locations in order to attract talent – however, the onset of the COVID-19 pandemic, may have impacts on commercial office markets that are unknown.

**Racial inequities persist in the local and regional labor market.**
African Americans are employed predominantly in low-wage occupations. White workers in the Richmond region are about three times as likely as black works to be employed in management occupations which earn on average $128,000, the highest-paying job occupations (14.5% of white workers are in management position compared with 5.8% black workers). Moreover, American-American workers are more likely to be employed in the lower-paying occupations, which pay on average below $27,000.
Reducing segregation and expanding opportunity for low-income earners and African-Americans can expand economic opportunity for all of Richmond.

Federal, state, and local policies, and private industry practices have segregated Richmond over the past 100+ years. These include everything from Urban Renewal to practices like redlining,1 deed restrictions,2 exclusionary zoning,3 and sub-prime lending. These practices are not unique to Richmond and have happened across the nation. A study of segregation in Chicago found that if the city were less segregated, the City would see “$4.4 billion in additional income each year, a 30 percent lower homicide rate and 83,000 more bachelor’s degrees.”4 The cost of segregation is high for all income earners. The City of Richmond, along with several non-profits, is intentionally seeking to reduce the concentration of poverty and expand economic opportunity. The strategies outlined in Goal 11 of this Plan seek to make Richmond more competitive in the regional and national marketplace and increase equity and opportunity for all Richmonders, but specifically low-income earners and African-Americans.

1 Redlining is a discriminatory practice by which insurance companies, banks and others denied services to residents based on the racial or ethnic composition of their neighborhoods.
2 Deed restrictions, which prohibited the sale of homes to buyers from certain racial and ethnic groups.
3 Exclusionary zoning is the practice of using the zoning ordinance to intentionally exclude certain types of land uses from a given community. For example, an upper class community may use zoning to exclude multifamily housing in their neighborhood.
4 The Cost of Segregation, Metropolitan Planning Council
Objective 11.1
Increase the areas of appropriately zoned land near various transportation modes and housing to retain, create, and attract employers

a. Support rezonings in alignment with the Future Land Use Plan (see Goal 1)

b. Strategically acquire land for economic development in Nodes, specifically focusing on land banking near Priority Growth Nodes (see Goal 2)

c. Developing a Site-Readiness Program to identify and implement public and private investments to advance the redevelopment speed and attractiveness of these strategic properties near/within Nodes to attract target industries - 1) corporate headquarters and professional services, 2) life sciences and education, 3) financial services, 4) transportation and logistics, and 5) specialty beverages and foods

d. Encourage the development of a variety of quality housing types to house employees across the economic spectrum (see Goal 14)

e. Support infrastructure projects with transportation options to move individuals from their homes to their jobs, specifically focused on low-income areas, low car-ownership areas, and areas in the high-injury network (see Goals 6-10)

f. Evaluate how existing economic development tools (Opportunity Zones, Enterprise Zones, CARE districts) align with Nodes, major corridors, and industrial centers, and make adjustments to those tools and/or create new ones to drive economic development

g. Evaluate revisions to the City’s Redevelopment and Conservation Areas and Rehabilitation Districts to facilitate expanded use of the City’s Partial Tax Exemption Program, which was implemented to reduce or eliminate concentrations of blight, stimulate investment and encourage new construction and improvement of real property in areas designated by the City

h. Implement Technology Zones in the study areas along Jefferson Davis Highway, Hull Street, Belt Blvd/Midlothian Turnpike and other areas of the city as applicable
FIGURE 30 // Economic Development Programs and Nodes

- Enterprise Zones
- Redevelopment & Conservation Areas
- CARE Zones
- National/Regional Node
- Neighborhood Node
- Micro Node
**Objective 11.2**
Implement **equitable economic development strategies** to expand inclusivity and opportunity

a. Develop equity scorecard to evaluate public-private development projects

b. Support the expansion of broadband internet so that all residents have access to high-speed internet

c. For projects that use economic development incentives, develop community benefit agreements, which could include items such as creating jobs, utilizing local workforce development agencies to assist with hiring local, creating public open space, supporting local businesses, meeting minority business hiring goals, creating low-income housing, and more

d. Encourage a range of employment opportunities that provide on-the-job training and facilitate upward mobility through investment in workforce development initiatives and collaboration with employers to create a pipeline of employees for existing and future positions

**Objective 11.3**
Increase the number and support the growth of **small businesses, start-ups, and women-owned and minority-owned businesses**

a. Create a business guide to help new and small businesses navigate city incentive programs and permitting, building code, zoning and licensing processes

b. Institute policies and practices that facilitate business formation in the City

c. Explore the creation of a small business program within DED dedicated to supporting the development, growth and retention of small businesses, prioritizing business development by people of color, women, and those with low incomes

d. Encourage the creation of new businesses and growth of small businesses by promoting and identifying smaller spaces (typically found along historic commercial corridors) for small businesses to start and grow

e. Assist long-term businesses in redeveloping areas by providing them rehabilitation grants and/or loans, and tax relief as property taxes increase

f. Partner with the Virginia Department of Small Business and Supplier Diversity to reduce barriers to obtaining the “Small, Woman- and Minority-Owned (SWaM) Business” certification by offering support services and creating phased entry into the program based on years of operation

g. Support the minority business development efforts managed by the Metropolitan Business League, Central Virginia African American Chamber of Commerce, Virginia Hispanic Chamber of Commerce, Kinfolk Community Empowerment Center, and other organizations focused on minority business growth in Richmond
Objective 11.4
Determine the acres of land needed and locations for future industrial users

a. Examine zoning, parking ratios and height limits for industrial zones to be accommodating to current needs, given that the needs of industrial users are shifting
b. Develop industrial park design standards to ensure industrial areas have trees, greenspace, sidewalks, and other urban design elements
c. Implement strategies to support the Richmond Marine Terminal
d. Capitalize on fiber-optic speed internet infrastructure being developed along 95 ad 64 by identifying land that could be used as data centers
e. Provide environmental remediation programs and funding for industrial site assemblage to create development-ready sites

Objective 11.5
Increase the number of jobs in Nodes by branding and marketing the Nodes

a. Continue to support Venture Richmond as the Downtown Business Improvement District
b. Create new Business Improvement Districts to help market Nodes
c. Support existing and help establish new business associations in Nodes
d. Develop marketing materials for Nodes that highlight the uniqueness of each Node, the forthcoming zoning and infrastructure improvements, and information on economic development incentives that are available in the area
e. Develop marketing materials to attract target industries – 1) corporate headquarters and professional services, 2) life sciences and education, 3) financial services, 4) transportation and logistics, and 5) specialty beverages and foods
Goal 12: Tourism

Existing Context

"While you weren’t looking, Richmond got cool." – Frommer’s
Richmond is a food and beer destination. Since the passage of SB 604 in 2012, which allowed breweries to serve beer without serving food, the Richmond Region has gone from 2 breweries to over 30. Richmond restaurants and bakeries have received national acclaim. While Richmond’s 11% population growth since 2010 has created a larger market for local food establishments, the growth of the tourism industry in Richmond is bringing Richmond’s “coolness” to a national stage. Richmond is routinely listed on national lists, most recently, #7 of TripAdvisor’s Ten Top Destinations on the Rise in the U.S. and #7 on the Lonely Planet’s 2018 Best in the U.S.

Richmond’s diverse festivals attract thousands of visitors.
From flying dogs and paddleboards at Dominion River Rock to jazz at Maymont or food at the Second Street festival, there is an event for everyone in Richmond. The Folk Festival alone attracts over 200,000 people annually and Richmond hosts a variety of outdoor cultural events that add to the boom of tourism in the region.

While you weren’t looking, Richmond got cool.
– Frommer’s

FIGURE 31 // Top Ten Attraction Attendance in 2015
Source: Richmond Region Tourism: Impact of Tourism, 2016

<table>
<thead>
<tr>
<th>Location</th>
<th>City of Richmond</th>
<th>Not City of Richmond</th>
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<tbody>
<tr>
<td>Virginia Museum of Fine Arts</td>
<td></td>
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<tr>
<td>Maymont</td>
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<tr>
<td>Lewis Ginter Botanical Garden</td>
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<tr>
<td>Henricus Historical Park &amp; Dutch Gap Conservation Area</td>
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<tr>
<td>Science Museum of Virginia</td>
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<tr>
<td>Children’s Museum of Virginia*</td>
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<tr>
<td>Richmond National Battlefield</td>
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<tr>
<td>Three Lakes Nature Center &amp; Aquarium</td>
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<td></td>
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<tr>
<td>The Library of Virginia</td>
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</tbody>
</table>

*The Children’s Museum of Richmond has locations in Richmond, Chesterfield, and Henrico
Objective 12.1
Maintain, grow, and market Richmond’s tourism attractions

- Fully implement the Riverfront Plan and the James River Park System Master Plan (see Goals 4 and 17)
- Support heritage tourism and expand the number of tourism sites that tell stories that have not yet been shared
- Develop Nodes as destinations through creative place making and branding (see Goal 4)
- Develop a city-wide marketing strategy
- Preserve and enhance Richmond's beauty and unique community character, natural, historic, and cultural resources, and public art (see Goals 3 and 4)

Objective 12.2
Host regional, national, and international events

- Implement the Visit Richmond Tourism Plan
- Promote performance venues of varying sizes to attract acts and visitors
- Promote the region as a location for sports events, such as the Union Cyclist Internationale (UCI) Bike Race and the Monument Avenue 10K

Objective 12.3
Increase the availability and options for lodging in the city

- Encourage the development of hotel rooms
- Adopt short-term rental legislation to allow legal operation

Objective 12.4
Improve hospitality and visitor facilities and services

- Improve wayfinding signage throughout the city
- Include accessible public restrooms throughout the city, including at City facilities and parks
- Develop visitor centers, including a visitor center at Main Street Station to be co-located with the Virginia Welcome Center
Goal 13: Anchor Institutions

**Existing Context**

7 of Richmond’s top 10 largest employers are government entities.

As the Capital of the Commonwealth of Virginia and home to Virginia Commonwealth University, Richmond is home to many local, state, and federal entities that employ tens of thousands of people who live throughout the region. Out of the top 20 employers in the city, 11 are local, state, and/or federal organizations.

Richmond’s universities are major attractions for students, faculty, research, and culture. VCU, the largest university in Richmond, is ranked as the #1 public institution for fine arts in the country. According to the State Council of Higher Education for Virginia, in the 2017-2018 academic year, 85% of post-secondary students in Richmond were VCU students. VCU’s student population increased by 29% (6,970 students) from ’00-’01 to ’17-’18 and on-campus students nearly doubled from 2,602 to 5,061. During that same period, the University of Richmond’s student population decreased by 7% (302 students) and Virginia Union University’s student population increased by 9% (131 students).

<table>
<thead>
<tr>
<th>TABLE 3 // Top 10 Largest Employers</th>
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</thead>
<tbody>
<tr>
<td>Employer</td>
</tr>
<tr>
<td>1 Virginia Commonwealth University</td>
</tr>
<tr>
<td>2 MCV Hospital</td>
</tr>
<tr>
<td>3 Richmond Public Schools</td>
</tr>
<tr>
<td>4 City of Richmond</td>
</tr>
<tr>
<td>5 U.S. Dept. of Veterans Affairs</td>
</tr>
<tr>
<td>6 HCA Virginia Health System</td>
</tr>
<tr>
<td>7 University of Richmond</td>
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<tr>
<td>8 Federal Reserve Bank, Richmond</td>
</tr>
<tr>
<td>9 Philip Morris U.S.A., Inc.</td>
</tr>
<tr>
<td>10 MCV Physicians</td>
</tr>
</tbody>
</table>

Source: Virginia Employment Commission, Economic Information & Analytics, Quarterly Census of Employment and Wages (QCEW), 4th Quarter (October, November, December) 2017

Richmond is the Capitol of the Commonwealth of Virginia.
30% of the City’s land is not taxable
Real estate taxes are only collected on 70% of the City’s total land area because 30% is owned by non-profit or government institutions, which do not pay property tax. Furthermore, the City does not have land use authority over state-owned parcels – meaning the Commonwealth of Virginia does not have to follow the City’s land use plan and zoning ordinance when developing state-owned parcels. Cities across the nation, like Boston, have payment-in-lieu-of-tax (PILOT) programs where large non-profit institutions, such as universities, give a payment to the City to cover some or all of the property taxes that institution would be paying if it were a for-profit entity.

In 2017, real estate tax income accounted for 33% of the City’s total budget.
Property tax is the single largest source of income for the City. These revenues are critical in providing vital services to city residents, such as public safety, infrastructure, and public education.

Richmond is home to three universities: Virginia Commonwealth University [top], Virginia Union University [middle], and University of Richmond [bottom].

FIGURE 32 // University Enrollment, ’00-’01, ’17-’18
**Objective 13.1**
Create new and support existing **cooperative relationships between institutions and neighborhoods**

a. Encourage higher education institutions to create neighborhood partnerships for improvement of K-12 schools, public safety, neighborhood amenities, housing, and mentorship/apprentice programs

b. Adapt the educational and skill training offered by local institutions to match the current and future needs of local companies

**Objective 13.2**
Encourage institutional development and expansion through policy and **careful consideration of land resources**

a. Work collaboratively with institutions to ensure that master plans for their campuses are presented to the Planning Commission for review

b. Explore creation of a payment-in-lieu-of-taxes (PILOT) for institutions

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**FIGURE 33 // Population Lacking a High School Diploma, 2016**
The percentage of individuals over 25 who did not graduate high school.

Source: U.S. Census Bureau: 2012-2016 ACS 5-year Estimates
CHAPTER 5

Inclusive Housing

Vision: Richmond is a city where all people can access quality housing choices.

By preserving and increasing housing, Richmond supports existing and new residents, regardless of income. As the city grows, Richmond provides options to existing residents, preventing involuntary displacement and reducing housing disparities. Housing is the foundation of inclusive Richmond neighborhoods that are walkable with adequate linkages to services, goods and open spaces.
Goals, Objectives, and Strategies

Goal 14: Housing

Preserve, expand, and create mixed income communities, by preserving existing housing units and developing new ones—both rental and owner occupied—throughout the city.

Existing Context

Richmond has not experienced this kind of residential growth since the late 1800s.

Between 2000 and 2019, Richmond added 32,646 residents and its population grew by 17 percent. That 19-year growth rate is the highest absolute and highest growth rate in population since 1930 to 1950, when the city grew by over 47,381 residents or 26 percent and also annexed nearly 17 square miles which accounted for 41 percent of the total land area in 1942. Richmond has not experienced this kind of population growth—a significant growth in residents over a 20-year period without also annexing land—since the late 1800s. Despite this significant growth in population since 2000, in 2019 many of Richmond’s neighborhoods still had less population than in the 1970s and continued to have vacant houses and parcels.

Richmond’s housing prices are catching up with the region.

The increase in population since 2000 has generally been middle- and high-income earning households who are reinvesting in neighborhoods and bringing average housing prices into parity with the region. Average housing prices increased by 56 percent from 2009 to 2018, putting Richmond at the fastest price increase in the region. However, in 2009

$72,000

Households earning as high as $72,000 cannot afford to live in most of the Richmond region.

FIGURE 34 // Historic Population
Richmond’s average housing price was 24 percent below the regional average, whereas in 2018 the average housing price was 5 percent below the regional average.

Housing costs in Richmond have outpaced income growth for low and very-low income households.
From 2000 to 2016, the proportion of housing-cost-burdened households (spending more than 30% of income on housing) increased from 33 to 42 percent. In 2016, two-thirds of households earning less than 80 percent of area median income (AMI) were housing cost burdened; whereas in 2000 half of households earning less than 80% of AMI were housing cost burdened. Given this data, there is a substantial need for more housing for very-low income and low-income households in Richmond and the Richmond region. The Partnership for Housing Affordability, a regional non-profit, authored a Richmond Regional Housing Framework Plan to develop strategies for all Richmond localities to create more affordable housing throughout the region.

<table>
<thead>
<tr>
<th>TABLE 4 // Housing Sale Prices</th>
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<tbody>
<tr>
<td><strong>2009</strong></td>
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<tr>
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<td>Chesterfield</td>
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<td>Hanover</td>
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<td>Ashland</td>
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<tr>
<td>Region</td>
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Source: Richmond MLS

Housing prices limit mobility and concentrate poverty.
According to the 2017 Market Value Analysis (MVA) by the Reinvestment Fund, households earning as high as $72,000 (120% of AMI) can only afford to live in the lowest housing markets in the Richmond region - whereas in comparable regions (such as Akron and Pittsburgh), moderate income households are able to afford housing in the middle housing markets as well as the low housing markets. This means that in Richmond low- and moderate-income households must live in concentrated pockets of poverty because affordable housing choices do not exist in middle and strong housing markets.
### Richmond Region Market Value Analysis, 2017

Source: The Reinvestment Fund, 2017

#### Average Block Group Housing Market Characteristics for 2015

- **Richmond Region MVA Housing Market Types**
- **Number of Block Groups**: 461
- **Total Population**: 782,042
- **Owner Occupied Households**: 301,482
- **Renter Occupied Households**: 181,942
- **Residential Parcels Built 2008-up**: 119,540
- **Residential Parcels w/Permits 2015-2016**: Total 2015-2016

<table>
<thead>
<tr>
<th>Block Group</th>
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<tbody>
<tr>
<td>Median Sales Price 2015-2016</td>
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<tr>
<td>Sales Price Variance</td>
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<tr>
<td>A</td>
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<td>B</td>
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<td>C</td>
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FIGURE 36 // Richmond Region Market Value Analysis, 2017

Source: The Reinvestment Fund, 2017
**Objective 14.1**
Create 10,000 new affordable housing units for very-low and low-income households over the next ten years

a. Commit to providing a dedicated revenue source to annually fund the Affordable Housing Trust Fund and prioritize funding projects that provide housing to very low-income individuals and families, including supportive housing, within a ¼ mile of enhanced transit corridors
b. Amend the rehabilitation tax abatement program to provide incentives for for-profit developers to create mixed-income residential housing where at least 20% of the units are affordable to households earning less than 50% of the AMI
c. Lobby the General Assembly to adopt Inclusionary Zoning
d. Partner with VCU to open satellite affordable housing preservation policy program (see Diverse Economy section)
e. Develop new construction technologies that standardize housing design and construction to reduce the cost of building affordable housing.
f. Insert small map showing existing low-income housing projects and enhanced transit corridors and nodes

**Objective 14.2**
Re-imagine the future of “manufactured home parks”

a. Develop an action plan to revitalize the physical condition of the manufactured home parks into desirable tiny home or co-housing communities
b. Promote non-profit investment and cooperative ownership in existing manufactured home parks

c. Continue to allocate HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) funds to non-profit affordable housing developers to create or preserve homeownership opportunities especially in neighborhoods experiencing gentrification
d. Analyze City-owned parcels that are located in neighborhoods that are conducive for low income homeownership opportunities and sell to the Maggie Walker Community Land Trust
e. Coordinate and promote existing Green and Healthy Homes programs to address and promote the basic healthy homes principles of dry, clean, ventilated, free from pests and contaminants, well-maintained, and safe
f. Partner with non-profits and philanthropic institutions to develop a grant program to assist very-low and low-income homeowners renovate their homes and to address building and property maintenance code violations
g. Encourage and facilitate property tax relief for very-low and low-income seniors to increase to allow them to stay in their neighborhoods
h. Amend the zoning ordinance to allow accessory dwelling units in all residential zones to allow for in-law apartments
i. Educate seniors about reverse mortgages
j. Encourage the creation of 55+ senior communities within ¼ mile of enhanced transit corridors

**Objective 14.3**
Assist households that desire to age in place in their neighborhoods

a. Track and report annually the funding that the City allocates to existing homeowners to fix their homes.
b. Increase education/promotion of existing program and expand programs to aid homeowners in implementing energy efficiency and stormwater upgrades, including establishing a Residential PACE (Property Assessed Clean Energy) Program (see Goal 15)
c. Continue to allocate HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) funds to non-profit affordable housing developers to create or preserve homeownership opportunities especially in neighborhoods experiencing gentrification
d. Analyze City-owned parcels that are located in neighborhoods that are conducive for low income homeownership opportunities and sell to the Maggie Walker Community Land Trust
e. Coordinate and promote existing Green and Healthy Homes programs to address and promote the basic healthy homes principles of dry, clean, ventilated, free from pests and contaminants, well-maintained, and safe
f. Partner with non-profits and philanthropic institutions to develop a grant program to assist very-low and low-income homeowners renovate their homes and to address building and property maintenance code violations
g. Encourage and facilitate property tax relief for very-low and low-income seniors to increase to allow them to stay in their neighborhoods
h. Amend the zoning ordinance to allow accessory dwelling units in all residential zones to allow for in-law apartments
i. Educate seniors about reverse mortgages
j. Encourage the creation of 55+ senior communities within ¼ mile of enhanced transit corridors
**Objective 14.4**
Increase the number of mixed-income communities along enhanced transit corridors

a. Prioritize the development review process for applications for mixed-income housing that includes 20% or more of the units at 80% of the area median income (AMI)
b. Develop small area plans for key Nodes (see Goal 1)
c. Coordinate with GRTC to develop new station locations and routes where development is occurring (see Goal 8)
d. Create affordable housing tax-increment finance (TIF) zones for land within ¼ mile of Pulse stations and direct the future incremental tax revenues funds from the TIF to the Affordable Housing Trust Fund for funding mixed-income projects within the Pulse TIF zone; establish similar TIF zones along future enhanced transit corridors
e. Lobby the Virginia Housing Development Authority (VHDA) to update the Qualified Allocation Plan (QAP) to encourage more Low-Income Housing Tax Credit (LIHTC) projects near transit in urban areas and require open space for children
f. Create a database to monitor LIHTC projects to track expiring affordable housing and determine ways to preserve the affordability (possibly including programs to allow tenants to purchase units and programs allowing the City to purchase expiring projects), focusing on LIHTC projects within ¼ mile of enhanced transit corridors
g. Insert small map showing low-income housing projects and enhanced transit corridors and nodes

**Objective 14.5**
Encourage more housing types throughout the city and greater density along enhanced transit corridors and at Nodes by amending the zoning ordinance.

a. Rezone corridors and Nodes (see Goal 1)
b. Amend the existing Affordable Dwelling Unit density bonus ordinance to make it more attractive than the Special Use Permit process
c. Update zoning ordinance to allow for accessory dwelling units in all residential zones
d. Adapt obsolete City-owned buildings into affordable and market rate housing (see Goal 2)
e. Encourage the development of middle housing (2- to 4-unit buildings) within ¼ mile of enhanced transit corridors
f. Explore expanding the Maggie Walker Community Land Trust scope to create small multi-family buildings (2- to 4-units) where one unit is owned by a low-income household and the other unit(s) are rented to low-income households with Housing Choice Vouchers.
FIGURE 37 // Existing Affordable Housing with Nodes and Enhanced Transit
Objective 14.6
Transform Richmond Redevelopment and Housing Authority (RRHA) public housing properties into well-designed, walkable, mixed-use, mixed-income, transit-adjacent communities

a. Identify revenue streams dedicated to the transformation of public housing into mixed-income residential neighborhoods

b. Develop small area plans with inclusive community input to plan for the redevelopment of mixed-income neighborhoods on public housing sites such as Creighton Court, Mosby South, Gilpin Court and Hillside Court

c. Ensure that all RRHA residents have quality housing and choice by working with public housing residents to consider forming homeowner associations or cooperative housing corporations by rehabilitating and then purchasing their current housing for a nominal cost

d. Partner with the RRHA to assist over-income public housing residents transition to market rate housing by providing wrap-around supportive services to increase confidence and financial security

e. Partner with the RRHA and develop an agreement that integrates the City’s and the RRHA’s housing objectives into a comprehensive strategy to end poverty and to assist public housing residents build wealth.

The Armstrong High School site was redeveloped into a mixed-income community by RRHA, including housing for very-low and low-income households.
Objective 14.7
Increase city-wide awareness of the importance of integrating affordable housing into every residential neighborhood so every household has housing choices throughout the City

a. Develop and fund a housing policy educational program for newly elected officials and applicable City staff

b. Create a Richmond Housing Collaborative comprised of eight areas of influence including housing thought leaders from City government, public housing administration and resident leaders, philanthropic and housing finance leaders, non-profit and for-profit housing development leaders and housing advocacy leaders to discuss, innovate, create, test and implement solutions to the City’s housing needs

c. Increase awareness and improve relationships with landlords on the Housing Choice Voucher program, particularly in areas within ¼ mile of transit and Nodes

d. Create a center for homeownership that is a clearing house for information on city programs, grants, loans, and education, partnering with state agencies such as VHDA and the Virginia Department of Housing and Community Development

Objective 14.8
Develop inclusionary and equitable housing options for our gentrifying neighborhoods to prevent involuntary displacement.

a. Update and monitor annually the Market Value Analysis to evaluate the impact policies and programs have on local housing markets and to develop new programs as markets change

b. Create a tax fund to help qualifying low-income residents remain in their homes as their assessments increase by involving the philanthropic community

c. Develop home repair and energy efficiency programs to assist individuals with deferred maintenance (see Objective 14.3)

d. Create and fund new programs and coordinate existing programs that will reduce evictions, such as emergency rental assistance and tenant and landlord education and training

e. Create and then fund an emergency rental and utility assistance program

f. Support marketing efforts that encourage landlords to accept housing vouchers

g. Reduce the impediments to fair housing choice by implementing the first-tier priorities outlined in the Analysis of Impediments to Fair Housing Choice report (2017-2020), many of which directly align with the recommendations outlined in this Goal of the Plan

- Increase access to accessible housing
- Decrease racial/ethnic disparities in access to opportunity
- Decrease Disproportionate Housing Needs Among Minority and Low-Income Households
- Expand Fair Housing Capacity
- Deconcentrate Publicly Supported Housing
- Reduce Concentrated Areas of Racial/Ethnic Poverty
- Decrease Residential Segregation
Objective 14.9
Ensure that homelessness is rare, brief and one-time

a. Create a minimum of 300 units of permanent supportive housing to house persons with special needs by 2024

b. Create a minimum of 250 new emergency shelter units to provide additional housing for persons experiencing homelessness by 2021

c. Ensure that individuals and families facing eviction due to late- and/or non-payment of rent receive free legal assistance, one-time rental assistance and personal finance education to prevent eviction

d. Amend the zoning ordinance to allow by right emergency shelter units and permanent supportive housing units in zoning districts where currently permitted by conditional use permits only

e. Create siting criteria and program requirements for City-wide emergency housing facilities to include the maximum number of units permitted, the maximum travel distance permitted to public transit and the requirement of on-site management, the requirement for food, supportive and housing-focused services to be required, as well as provisions for facility security for both the residents and community

f. Expand partnerships serving the homeless to provide small year round emergency housing facilities for all homeless populations that include supportive services and food

g. Change zoning definitions related to services and facilities serving people experiencing homelessness (including group homes, lodginghouses and multi-family/ permanent supportive housing) to support best and emerging practices as designated by the U.S. Interagency Council on Homelessness

h. Leverage the housing and funding expertise of the Virginia Department of Housing and Community Development to increase permanent affordable housing to Richmonders exiting homelessness

i. Review City properties for suitability for conversion to emergency housing or services to meet the needs of Richmonders experiencing homelessness

j. Develop a Memorandum of Understanding or other formal partnership agreement between the Greater Richmond Continuum of Care, the designated “Collaborative Applicant” (Homeward), and appropriate City stakeholders and our neighboring counties and cities to address the regional presence of persons experiencing homelessness
Vision: Richmond is a sustainable and resilient city with healthy air, clean water, and a flourishing ecosystem.

Carbon emissions are low, air and water quality are high, and city-wide solid waste production is minimal. The City is positively adapting to the effects of a changing climate, with a built environment that enhances and protects natural assets, including the James River. All residents have equitable access to nature and a healthy community.
Goals, Objectives, and Strategies

Goal 15: Clean Air

Existing Context

Having clean air to breathe as well as reducing the overall impact of a changing climate will ensure that all Richmonders have an opportunity to thrive throughout their lifetimes.

Much of the built environment and the means by which people and goods get around contribute to greenhouse gas (GHG) emissions and other pollutants to the atmosphere. While urban form and residential density will not solve these problems alone, it is clear that houses built at lower densities which require an automobile for most trips use more energy, and therefore create more pollution overall, as compared to neighborhoods that are built denser and do not require an automobile for most trips. There are a number of other factors at play, which is why RVAgreen2050 was launched in 2017 with the goal of reducing greenhouse gas emissions within the city by 100% by 2050. Goal 15 of Richmond 300 focuses on reducing energy consumption and shifting our energy production to renewable sources.

Greenhouse gas emissions in Richmond come from a variety of sources. In 2015, 40% of community GHG emissions were from commercial buildings, 24% from the transportation sector, 23% from residential buildings, and 11% from industrial facilities. 50% of community GHG emissions in 2015 resulted from the use of electricity, 24% from gasoline/diesel consumption and 22% from natural gas consumption. Overall energy consumption in Richmond actually decreased by 2% between 2008 and 2015.

Renewable energy is beginning to take shape in Richmond. In 2017, Richmond achieved SolSmart Silver designation for its efforts to provide resources and reduce barriers to make it faster, easier and less expensive for the community to go solar. While only accounting for 0.08% of the total energy supply, the production of solar energy has increased by nearly 450 times between 2008 and 2015. Analysis by VCU’s Center for Urban and Regional Analysis shows great potential for rooftop solar panels to produce up to 12% of the city’s energy demand; however, the electricity distribution and energy storage infrastructure would need to be significantly upgraded to accommodate that much solar energy.
Streetlights account for a major demand in the use of power by the City of Richmond. The Department of Public Utilities (DPU) owns and operates 37,000 streetlights, as well as an electric distribution utility that supports their operation. The Electric Utility system grid is co-located on poles with Dominion Energy, Verizon, and some other isolated Telecom providers (i.e., Fiber, Radio Frequency, etc.). DPU is currently in a pilot phase of examining LED technology and its effects on lighting levels, color rendering, power usage, and various electrical grid effect characteristics. DPU works closely with Richmond Police Department (RPD) in various environmental impact initiatives to enhance or promote a sense of greater public safety.

**Objective 15.1**
*Reduce air pollution related to transport*

a. Increase the number of Richmonders living in a development pattern that encourages density and reduces dependency on single-occupancy vehicles (see Goal 1, Goal 8, Goal 14)

b. Locate jobs near residents (see Goal 1, Goal 11)

c. Transition public and private vehicles to vehicles that do not emit greenhouse gas (see Goal 10)

d. Enforce the anti-idling policy for City vehicles

e. Adopt a council resolution to encourage idling reduction community-wide

f. Increase use of mass and alternative transportation options (see Goal 8)

g. Develop strategic plan for autonomous vehicles and petition the General Assembly for the necessary enabling legislation to allow flexibility under the state code (See Goal 10)
Objective 15.2
Reduce air pollution related to City infrastructure and facilities

a. Conduct an energy audit, publish grades for efficiency, and benchmark energy use for all City facilities

b. Develop an energy management program for City government to include:
   i. Education programs for City procurement and capital project management staff on the provisions in City Council Resolution 2008-R152-2009-14 for green, high-performance building standards on City construction projects
   ii. Specific reduction goals for municipal greenhouse gas emissions by sector,
   iii. A plan to retrofit all City buildings to improve efficiency,
   iv. Installation of renewable energy (solar, wind, hydro, geothermal) on City buildings and Land (methane-capture at landfill and wastewater treatment plant),
   v. Identification of opportunities to reduce wastewater energy use,
   vi. The purchase off-site renewable energy to cover remaining City demand after deployment of on-site solar and energy efficiency initiatives, and other strategies as appropriate

c. Convert streetlights to LED or solar

d. Conduct study on local and upstream methane leakage from DPU operations

e. Adopt a green building ordinance for municipal facilities

Manchester streetlights are LEED.
Objective 15.3
Reduce air pollution related to private buildings

a. Engage local professional expertise to develop incentives and/or other components of a robust Green Building program that may include:
   i. Transitioning from natural gas to electric
   ii. Changing zoning ordinances for green buildings (Leadership in Energy and Environmental Design [LEED], net zero energy-ready, Net Zero, Passive House, or Living Building Challenge, etc.) such as a reduction in parking requirement or density bonus at time of permit and/or time of sale for deep energy efficiency retrofits
   iii. Upgrading energy efficiency of industrial facilities
   iv. Transitioning buildings from fuel oil to all electric
   v. Evaluating the potential of green development zones as permitted by state code
b. Work with local providers to market energy retrofit programs for low-income individuals
c. Encourage industrial facilities to use Combined Heat and Power (CHP) to generate electricity and thermal energy
d. Create a CPACE (Commercial Property Assessed Clean Energy) program
e. Advocate in the General Assembly for enabling legislation allowing jurisdictions to:
   i. Adopt residential PACE programs
   ii. Require energy benchmarking and public disclosure, and adopt local ordinance requiring benchmarking by large private buildings
   iii. Adopt stricter energy efficiency requirements in their building codes
f. Advocate in the General Assembly to amend the statewide uniform building code to require greater energy efficiency
g. Review existing zoning and policy for impediments to renewable energy and revise them to reduce barriers
h. Evaluate creating incentives to encourage the installation of solar panels on private buildings such as matching the state’s 30% incentive
i. Develop guide for high-performance / net zero energy new construction and historic retrofits to encourage green construction practices
j. Evaluate creating legislation to require stronger energy-efficiency and green-building standards of buildings requesting zoning variance and/or site plan approvals
k. Develop a comprehensive ‘green business’ program, similar to that of Montgomery County Maryland or the Loudoun County Green Business Challenge
**Objective 15.4**
Reduce the amount of waste going to landfills

- a. Develop and implement a multi-family and commercial recycling program
- b. Increase number of public recycling bins and increase the frequency that recycling is collected
- c. Develop a city-wide composting program for residential, commercial, and industrial buildings
- d. Create incentives for construction and demolition material recycling
- e. Create pay as you throw program
- f. Demonstrate sustainable consumption, sustainable building practices and zero-waste behaviors in the design and expansion of City operations
- g. Require new construction projects to provide areas for dumpsters, recycling and composting
- h. Advocate in the General Assembly for enabling legislation allowing cities to ban or tax plastic bags, single-use plastics, balloons
- i. Lobby the General Assembly to encourage bottle deposit to decrease litter, especially near the river
Goal 16: Clean Water

Improve local water quality and manage the built environment to enhance and protect natural assets such as the James River

Existing Context

Clean water not only improves the natural environment that supports plant and animal life, but also improves human health, as the James River is the source of the city’s drinking water. Runoff from impervious (paved) surfaces and other pollutants that find their way into the James River degrades water quality. Goal 16 of Richmond 300 includes recommendations that seek to improve the quality of the water in all of the city’s waterways.

The James River’s water quality is steadily improving.

The James River is a natural habitat, recreational destination, and the source for drinking water for the Richmond Metropolitan Region. The quality of the water in the James River affects habitats, recreation, and public health. In 2013, the City began an initiative called RVAH2O to focus on water quality and quantity issues within the city. Part of the initiative was the development of the RVA Clean Water Plan, which seeks to create one systematic approach to management of the city’s water resources.

Similar to other older east coast cities, Richmond is partially within a combined sewer system (CSS), meaning that sanitary sewage and stormwater are combined in one pipe system.

Approximately 32% of the city’s land area is within the combined sewer area with 52% of the city’s population. During major storms, the CSS can be overwhelmed, resulting in untreated sewage being released directly into the James River. There are 29 overflow points but only two to four have frequent combined sewage overflow (CSO) events due to the underground creeks being conveyed in these networks. The City and Commonwealth have invested close to $250 million since the 1980s to make improvements to the CSS infrastructure to reduce CSO events and are engaged in a $117 million effort to reduce these events further.
Green infrastructure improves water quality and reduces the amount of water runoff that enters the combined sewer system, resulting in fewer CSO events.

Stormwater runoff, a major cause of water pollution in urban areas, carries trash, bacteria, heavy metals, and other pollutants from the urban landscape to waterways. Higher flows resulting from heavy rains also can cause erosion and flooding in streams, damaging habitat, property, and infrastructure. The City is actively installing green infrastructure, a cost-effective, resilient approach to managing rain event effects, which uses vegetation, soils, and other elements to manage water and create healthier urban environments.

**Objective 16.1**

**Restore all streams to healthy riparian areas**

- a. Reduce parking requirements and increase landscaping requirements particularly in industrial areas along the James River south of downtown (see Goal 4)
- b. Replant stream buffers in riparian areas on city-owned property, and encourage private property owners to do same
- c. Prevent building in riparian areas
- d. Create watershed plans for each of the watersheds in the city, on both public and private land, including impervious reduction targets
- e. Implement RVA Clean Water strategy to replace or restore 10 acres of riparian buffers according to state guidance
- f. Implement RVA Clean Water strategy to restore 2,500 linear feet of stream
- g. Explore programs to daylight streams and de-culvert streams
- h. Implement strategies to reduce pollutants entering waterways such as encouraging the reduction of lawn chemicals and preventing debris from entering streams
- i. Identify brownfields for redevelopment and explore programs to incentivize redevelopment of the brownfields into appropriate uses
- j. Implement RVA Clean Water strategy to reduce contribution of pollutants to the Municipal Separate Storm Sewer System (MS4)
- k. Implement RVA Clean Water strategy to construct Long-Term Control Plan projects
- l. Reduce litter in the city by encouraging more trash/receptacles and more frequent cleaning/management of areas with a lot of litter, so the litter does not flow into waterway
FIGURE 38 // Watersheds
Source: City of Richmond: GIS, Department of Public Utilities
Objective 16.2
Place an additional 100 acres under conservation easement, prioritizing conservation of land that creates connected green corridors

a. Identify properties to acquire and set aside money to acquire the properties

b. Implement RVA Clean Water strategy to place an additional 10 acres under conservation easement

FIGURE 39 // Environmentally Sensitive Areas
Source: City of Richmond: Department of Public Utilities
**Objective 16.3**

Reduce water consumption by 10%

a. Implement RVA Clean Water strategy to implement new water conservation technologies and promote water conservation efforts
b. Encourage on-site graywater uses in public and private facilities
c. Minimize drinking water waste through infrastructure improvements
d. Encourage planting of drought-resistant species
e. Adjust pricing to encourage conservation/utility bills reflective of use, and ensure there are programs to teach people about water conservation so that low-income families are not burdened with unexpectedly high bills
f. Increase incentives for commercial/institutional water reduction
g. Benchmark water usage in utility bills by comparing usage to neighbors’ usage
h. Benchmark water usage in all City facilities and develop plan to reduce consumption

**Objective 16.4**

Increase green stormwater infrastructure throughout the city, prioritizing areas with a high heat vulnerability index score

a. Explore creating incentives or requirements in zoning and development processes for green infrastructure on private property
b. Identify opportunities for green infrastructure on public lands and rights-of-way; explore creating green infrastructure guidelines within the Better Streets manual
c. Continue funding programs to plant trees and educate public on importance of trees
d. Develop guidelines for use of porous paving materials for alley re-paving projects
e. Market and expand the city’s stormwater credit program
f. Implement the RVA Clean Water plan strategy to install or retrofit green infrastructure draining 104 acres of impervious surfaces in the MS4
g. Implement the RVA Clean Water strategy to install or retrofit green infrastructure draining 18 acres of impervious surfaces in the Combined Sewer System
Goal 17: Resilient and healthy Communities

Existing Context

The manner in which humans design and use land has significant impacts on the natural environment and an individual’s health. The Science Museum of Virginia predicts that due to a changing climate, Richmond will experience more days over 95 degrees and more major rain events. Urban form, land use, and transportation systems have direct impacts on public health, and can influence factors such as obesity, diabetes and asthma rates, as well as overall fitness. The recommendations outlined in Goal 17 of this Plan seek to make Richmond more resilient and healthy with a focus on natural habitats, open space, parks, and agriculture. In addition to Goal 17, various sections of this Plan outline many recommendations that seek to improve the health of Richmonders – for example, Goals 1 and 4 describe strategies to create walkable neighborhoods and destinations, Goal 8 outlines recommendations to increase active transportation options; Goal 14 presents strategies for creating and improving quality housing; and Goals 15 and 16 provide recommendations for improving air and water quality.

Richmonders are vulnerable to urban heat.

Urban heat vulnerability is a term used to describe an area’s conditions that make it more or less sensitive to heat. Currently, 21.5% of Richmonders live in census tracts designated as “highest” in terms of urban heat vulnerability, while 19.6% live in census tracts designated...
as “high.” These areas correspond with some of the densest areas of the city and areas of the city with the highest poverty rates. As Richmond continues to experience longer and hotter heat waves, implementing strategies to make the city cooler will be increasingly critical to keep Richmonders healthy and our natural environment thriving.

**Two in five Richmonders do not have easy access to quality food.**

Based on 2015 data from the U.S. Department of Agriculture, 40% of Richmonders live in a food desert, meaning they live over a mile away from a full-service grocery store. Having access to quality food can decrease overweight and obesity rates, which are currently increasing.

**Access to open space and natural systems can decrease the risk of diseases like obesity and asthma and increase biodiversity and overall environmental health.**

Asthma, diabetes, and obesity rates are higher in areas of concentrated poverty. According to the Center for Disease Control, asthma rates in adults living in the East End and South Side, in areas of concentrated poverty, are double that of adults living in the West End (14% and 7%, respectively). Asthma rates are linked to pollution and poor housing conditions. Across the city, diabetes rates vary from less than 5% in the West End to over 20% in the East End and South Side, which is higher than the highest state averages in the U.S. (West Virginia has the highest statewide diabetes rate at 15%). According the CDC, in 2014, 65.3% of Richmonders were considered overweight or obese – a 25% increase since 2011, when the rate was 52%.

**The James River is a rich and critical habitat for thousands of plant and animal species.**

The James River Park System has surprising biodiversity and hosts a rich array of species – 14 mammal species, 170 bird species, 10 frog species, 100 insect species, and more than 450 species of wildflowers, grasses, trees, shrubs, and wetland/aquatic plants; however, these plant communities are under stress from invasive species. The James River also serves as spawning ground for migratory fishes, such as shad, herring, perch, and bass that swim from the ocean and the Chesapeake Bay to spawn at and above the James River Fall Zone.

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**Objective 17.1**

**Increase and enhance biodiversity within Richmond**

- a. Implement strategies in Equitable Transportation to connect parks via greenways that could also serve as animal habitat corridors – explore using Resources Management Areas (RMAs) and Resource Protection Areas (RPAs) to create green ribbons through the city
- b. Increase the prevalence of native plant species and plants for healthy pollinator communities at public facilities and promote such planting on private lands
- c. Implement RVA Clean Water strategy to use 80% native plants in new landscaping at public facilities by 2023
- d. Develop a strategy to integrate invasive plant management into existing city programs and reduce invasive plant coverage within the city
- e. Discourage use of pesticides and herbicides and encourage organic practices to improve and maintain soil health and healthy habitat and ecosystems
- f. Encourage use of bird-safe glass and other building materials and features that protect and enhance natural ecologies where appropriate
- g. Encourage bird houses, bat houses, and other structures that provide important and safe shelters for wildlife
- h. Revise the City’s weed ordinance to allow for exemptions for native plant species and plants for healthy pollinator communities on private lands
- i. Convert large City-managed non-recreational mown areas, such as floodwall impoundment areas, to native community wildflower/pollinator species meadows, mown or bush-hogged once or twice each year
### Objective 17.2
Reduce light pollution

a. Seek and develop strategies to achieve certification as an International Dark Sky Association International Dark Sky Community

b. Install hooded light fixtures on public rights-of-way and buildings to reduce light pollution and reduce impact on nocturnal species

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### Objective 17.3
Expand access to the local healthy food system, prioritizing residents in low-income areas

a. Expand the community garden program by developing standards and guidelines for community gardens on public lands to ensure transparency, continuity of use, and community benefit

b. Develop and promote content explaining where urban agriculture is permitted by right in the zoning ordinance and explore expanding where it is permitted as a by-right use

c. Create opportunities for funding technical support, tools, and processes for all residents to participate in urban agriculture

d. Attract healthy food retailers to low-income areas by increasing residential density and providing financial and technical support for retailer creation, expansion, remodeling, or equipment upgrades

e. Expand where farmers’ markets, grocery stores, and other healthy food retailers are permitted, especially in Nodes and along enhanced transit corridors

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### Objective 17.4
Increase the percentage of Richmonders within a 10-minute walk of quality open space to 100%, prioritizing low-income areas with a high heat vulnerability index rating, with a long-term goal of having all Richmonders within a 5-minute walk of a quality open space

a. Utilize the Maggie L. Walker Land Bank to create public open space

b. Revise the zoning ordinance to include a green space/green amenity minimum (see Goal 4)

c. Engage residents (particularly traditionally under-represented communities), developers, government, technical experts, and other stakeholders in defining and encouraging excellence in design of public open and green space

d. Develop a strategy for acquiring land for new parks and open spaces, and develop a Parks Master Plan (see Goal 2)

e. Implement strategies in Goal 8 to connect parks and increase access to parks

f. Promote the Parklet Program and encourage the development of parklets throughout the city

g. Rely on principles of crime prevention through environmental design rather than police presence to ensure park safety

h. In designating and designing new parks, consider and mitigate potential negative impacts, such as increased adjacent property values, cultural displacement, and increased regulation of public space

i. Amend city ordinances to allow public access to school yards and playgrounds during non-school hours

j. Create public-private partnerships to help the city maintain and manage high-quality parks, green infrastructure, and public open space

k. Create dedicated funding for the creation and maintenance of new and existing parks, public open space, plazas, and greenways, such as: 1) a bond referendum and/or 2) a neighborhood-based program where landowners and developers pay fees that will be used to create a park in their neighborhood
Proposed series of greenspaces for the greater Scott’s Addition Area, which is a significant heat island in the city.
Objective 17.5

**Increase city-wide tree canopy** to 60% and seek to achieve a 30% tree canopy in all neighborhoods, prioritizing areas with a high heat vulnerability index rating and low tree canopy coverage.

a. Develop education and incentive programs to encourage private land owners to plant trees and care for existing trees – potentially reducing water bills of individuals who water city trees.

b. Develop a tree management plan/strategy that seeks to minimize the number of trees that are cut down.

c. Train neighborhood groups on how to manage trees.

d. Revise the zoning ordinance to increase the parking screening requirements and require a 5% tree canopy coverage of surface parking lots.

e. Explore incentives, programs, and requirements for new developments and additions to existing buildings to retain mature trees, replace lost trees, and plant more trees if none were there originally.

f. Create and maintain a public digital street tree inventory and management system.

g. Implement RVA Clean Water strategy to increase tree canopy on City property by 5%.

h. Reinstate the Urban Forestry Commission.

i. Relocate overhead utilities to alleys or bury overhead utilities to accommodate mature canopy street tree planting.

j. Revise the zoning ordinance to plant trees during the redevelopment process, per the Code of Virginia 15.2-961.
Objective 17.6
Reduce urban heat, prioritizing areas with a high heat vulnerability index rating

a. Encourage lighter colored surfaces for roads and roofs to reflect sunlight
b. Identify opportunities for green roofs on public facilities, and encourage green roofs in private development
c. Design neighborhoods with a variation in building heights to encourage air circulation
d. Encourage redevelopment of surface parking lots into mixed use developments - potentially taxing properties with parking lots as a primary use at a higher rate
e. Increase the tree canopy and overall green spaces throughout the city (see related strategies in Goal 17)
f. Reduce parking minimums in the zoning ordinance

FIGURE 41 // Urban Heat Vulnerability, 2017
Urban heat vulnerability is a term used to describe an area’s conditions that make it heat sensitive, using a combination of % tree canopy, % impervious surfaces, % families in poverty, and the amount of afternoon warming during a heat event.
Source: Hoffman et al., Science Museum of Virginia
Objective 17.7
Reduce the impact from heavy rainfall events and sea level rise

- Request the Federal Emergency Management Agency update the flood plain maps
- Encourage development in areas at lower risk of flooding
- Evaluate the transportation investments needed to create emergency egress from areas at risk of flooding
- Where possible, expand wetlands and other features that manage flooding identified in the RVA Clean Water Plan
- Conduct a sea-level rise impact analysis to identify areas in Richmond that may be affected
- Reduce impervious surfaces (see Goal 16)
- Identify opportunities for acquiring land in the RMAs and RPAs at high risk of flooding to conserve, discourage development, and implement strategies to slow, spread, and infiltrate floodwater

Objective 17.8
Increase the resiliency of infrastructure and community assets

- Bury power lines and locate key energy network assets to enhance grid resilience
- Establish assessment guidelines for public infrastructure that ensure resilience to current and future hazards
- Increase renewable energy sources (see Goal 16)
- Evaluate transportation networks to ensure access and promote redundancy
- Develop microgrids with on-site energy storage for critical public facilities
- Develop microgrid communities with on-site energy storage
- Support increased usage of energy storage technology, including small-scale storage systems in residential, commercial, and industrial buildings, vehicle-to-grid infrastructure, and larger stand-alone storage facilities where appropriate
- Identify community facilities to serve as resilience hubs and update systems to be more resilient
FIGURE 42 // Floodplains with Nodes
Appendices

A. Acronyms and Glossary
B. Creating the Richmond 300 Plan
C. Nodes Descriptions
# Acronyms Definitions

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tbody>
<tr>
<td>ACS</td>
<td>American Community Survey</td>
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<td>ADA</td>
<td>Americans with Disabilities Act</td>
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<td>ADT</td>
<td>Average daily traffic</td>
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<td>ADU</td>
<td>Accessory dwelling unit - secondary housing unit on a single-family lot</td>
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<td>AMI</td>
<td>Area median income</td>
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<tr>
<td>AV</td>
<td>Autonomous vehicle</td>
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<td>BRT</td>
<td>Bus rapid transit</td>
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<td>CAR</td>
<td>Commission of Architectural Review</td>
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<td>CDBG</td>
<td>Community Development Block Grant program</td>
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<td>CHP</td>
<td>Combined Heat and Power</td>
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<td>CPACE</td>
<td>Commercial Property Assessed Clean Energy</td>
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<td>CPC</td>
<td>City Planning Commission</td>
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<td>CSO</td>
<td>Combined sewage overflow</td>
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<td>CSS</td>
<td>Combined sewer system</td>
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<td>CURA</td>
<td>Center for Urban and Regional Analysis</td>
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<td>DED</td>
<td>Department of Economic Development</td>
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<td>DPU</td>
<td>Department of Public Utilities</td>
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<td>DPW</td>
<td>Department of Public Works</td>
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<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
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<td>GHG</td>
<td>Greenhouse gas</td>
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<td>GI</td>
<td>Green infrastructure</td>
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<tr>
<td>GRTC</td>
<td>Greater Richmond Transit Company</td>
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<td>HAMFI</td>
<td>HUD Area Median Family Income</td>
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<td>HCD</td>
<td>Housing and Community Development</td>
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<td>HOI</td>
<td>Health Opportunity Index</td>
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<tr>
<td>HOME</td>
<td>Housing Opportunities Made Equal</td>
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<td>HUD</td>
<td>Department of Housing and Urban Development</td>
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<td>ITS</td>
<td>Intelligent Transportation Systems</td>
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<tr>
<td>JRPS</td>
<td>James River Park System</td>
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<tr>
<td>LIHTC</td>
<td>Low-Income Housing Tax Credit</td>
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<tr>
<td>LTCP</td>
<td>Long Term Control Plan</td>
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<tr>
<td>Mcf</td>
<td>Thousand cubic feet</td>
</tr>
<tr>
<td>MGD</td>
<td>Million gallons per day</td>
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<tr>
<td>MSA</td>
<td>Metropolitan Statistical Area; Census delineation for an urban area and its surrounding region</td>
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<tr>
<td>Term</td>
<td>Definition</td>
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<td>MS4</td>
<td>Municipal Separate Storm Sewer System</td>
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<td>MVA</td>
<td>Market Value Analysis</td>
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<tr>
<td>NAICS</td>
<td>North American Industrial Classification System</td>
</tr>
<tr>
<td>NIB</td>
<td>Neighborhoods In Bloom</td>
</tr>
<tr>
<td>PACE</td>
<td>Property Assessed Clean Energy</td>
</tr>
<tr>
<td>PDR</td>
<td>Department of Planning &amp; Development Review</td>
</tr>
<tr>
<td>PILOT</td>
<td>Payment in lieu of taxes</td>
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<tr>
<td>QAP</td>
<td>Qualified Allocation Plan</td>
</tr>
<tr>
<td>RIC</td>
<td>Richmond International Airport</td>
</tr>
<tr>
<td>RMA</td>
<td>Resource Management Area as defined by the Chesapeake Bay Preservation Act, which includes all Resource Protection Areas plus the 100-year floodplain, soils that erode easily, steep slopes, non-tidal wetlands, 500-foot separation from Resource Protection Area and 600-foot separation from streams</td>
</tr>
<tr>
<td>RPA</td>
<td>Resource Protection Area as defined by the Chesapeake Bay Preservation Act, which includes land next to water bodies and land, that if developed, may worsen water quality of water bodies; includes tidal wetlands, non-tidal wetlands, water bodies that flow continuously (i.e. rivers and streams), tidal shores, other land that should be protected to improve water quality, and land within a 100-foot strip next to all previously listed areas</td>
</tr>
<tr>
<td>RPD</td>
<td>Richmond Police Department</td>
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<tr>
<td>RPL</td>
<td>Richmond Public Library</td>
</tr>
<tr>
<td>ROW</td>
<td>Right-of-way; the legal right to pass along a specific route through grounds or property belonging to another</td>
</tr>
<tr>
<td>RRHA</td>
<td>Richmond Redevelopment and Housing Authority</td>
</tr>
<tr>
<td>RTNP</td>
<td>Richmond Transit Network Plan</td>
</tr>
<tr>
<td>SUP</td>
<td>Special Use Permit - allows for an applicant to receive approval for a development that does not conform to the existing zoning district</td>
</tr>
<tr>
<td>TDM</td>
<td>Transportation Demand Management</td>
</tr>
<tr>
<td>TIF</td>
<td>Tax-increment finance</td>
</tr>
<tr>
<td>TNC</td>
<td>Transportation Network Companies (Uber, Lyft)</td>
</tr>
<tr>
<td>TOD</td>
<td>Transit-oriented development</td>
</tr>
<tr>
<td>VCU</td>
<td>Virginia Commonwealth University</td>
</tr>
<tr>
<td>VDOT</td>
<td>Virginia Department of Transportation</td>
</tr>
<tr>
<td>VHDA</td>
<td>Virginia Housing Development Authority</td>
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<tr>
<td>VMT</td>
<td>Vehicle miles traveled</td>
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<tr>
<td>Term</td>
<td>Definition</td>
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<td>--------------------</td>
<td>-----------------------------------------------------------------------------</td>
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<tr>
<td>Blight property</td>
<td>Land that is dilapidated, unsafe, and/or in unsightly condition</td>
</tr>
<tr>
<td>Brownfield</td>
<td>A former industrial or commercial site where future use is affected by real or perceived environmental contamination</td>
</tr>
<tr>
<td>Built Environment</td>
<td>Consists of buildings, parks, roads, infrastructure, and other physical parts that set the stage for human activity within a city; the human-made space in which people live, work, and recreate on a daily basis</td>
</tr>
<tr>
<td>Carbon Neutrality</td>
<td>Achieving net zero carbon dioxide emissions by balancing carbon emissions with carbon removal or simply eliminating carbon emissions altogether</td>
</tr>
<tr>
<td>Commercial</td>
<td>Retail and business uses such as shops, convenience stores, big box stores, and restaurants</td>
</tr>
<tr>
<td>Duplex</td>
<td>(2-family): one building housing two “families” in two separate units that are on top of one another or next to each other</td>
</tr>
<tr>
<td>Enclosure</td>
<td>The ratio of height to width; good sense of enclosure means that the height of the buildings is in proportion to the width of the intervening public space</td>
</tr>
<tr>
<td>Euclidean zoning</td>
<td>Single-use zoning by specific and uniform geographical division</td>
</tr>
<tr>
<td>Floodplains</td>
<td>The 100-year floodplain represents areas that have a 1% chance of flooding in a given year, or once every 100 years. The 500-year floodplain represents areas that have a 0.02% chance of flooding in a given year, or once every 500 years.</td>
</tr>
<tr>
<td>Food desert</td>
<td>An area that has limited access to affordable and nutritious food from grocery stores or vegetable shops</td>
</tr>
<tr>
<td>Government</td>
<td>Uses that are owned or operated by a government agency such as the Commonwealth of Virginia, the City of Richmond, or the federal government. These include facilities such as police and fire stations, libraries, and City Hall</td>
</tr>
<tr>
<td>Graywater</td>
<td>The relatively clean wastewater from baths, sinks, washing machines, and other kitchen appliances</td>
</tr>
<tr>
<td>Heat island effect</td>
<td>An urban area that is significantly warmer than its surrounding rural areas due to urban elements such as buildings, roads and pavements, and lack of vegetation</td>
</tr>
<tr>
<td>Heat vulnerability index</td>
<td>A measure of how likely a person is to be injured or harmed during periods of hot weather, especially young children and older adults</td>
</tr>
<tr>
<td>Impervious surface</td>
<td>Describes paved areas because when it rains, the rain water that falls on the roofs of the buildings, roads, parking lots, and sidewalks does not immediately seep into the ground, but runs off the paved surfaces</td>
</tr>
<tr>
<td>Industrial</td>
<td>Industrial uses such as factories, processing facilities, manufacturing facilities, and warehouses</td>
</tr>
<tr>
<td>Institutional</td>
<td>Institutions such as universities, private schools, museums, theaters, and places of worship, which are typically not-for-profit organizations.</td>
</tr>
<tr>
<td>ITS</td>
<td>Intelligent Transportation Systems</td>
</tr>
<tr>
<td>JRPS</td>
<td>James River Park System</td>
</tr>
<tr>
<td>Landscape</td>
<td>All of the visible features of an area of countryside, land or street, often considered in terms of their aesthetic appeal</td>
</tr>
<tr>
<td>Light pollution</td>
<td>The presence of anthropogenic and artificial light in the night environment, inhibiting the observation of stars and planets</td>
</tr>
<tr>
<td>Term</td>
<td>Definition</td>
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<tr>
<td>Mixed-use</td>
<td>A building or parcel with more than one use. Refers to either a building with different uses in it (such as a store, restaurant, or office on the ground floor with residences above), or to a parcel of land with more than one use on it</td>
</tr>
<tr>
<td>Multi-family</td>
<td>One building with three or more dwelling units in it that are either condominiums (each unit is owned individually) or apartments (each unit is rented and the entire building is owned by one entity)</td>
</tr>
<tr>
<td>Office(s)</td>
<td>General office space for medical, professional, and research and development business</td>
</tr>
<tr>
<td>Placemaking</td>
<td>An approach to planning, design, and organization of public spaces that capitalizes on an area’s assets; the goal is to create quality public spaces with strong character that encourages health and equity</td>
</tr>
<tr>
<td>Priority streets</td>
<td>A designation that applies most to corner properties and requires the same form-based considerations which apply to principal streets (the highest order street fronting a parcel) to be applied to these other streets as well. This helps in a situation where a building is at the intersection of two major roads. Typically only one road would be the principal street requiring special treatment as outlined in the Zoning Ordinance. This requires that both roads receive special treatment in order to improve the design and function of the new development.</td>
</tr>
<tr>
<td>Public and Open Space</td>
<td>Publicly-owned land that has City parks or other types of open space such as cemeteries</td>
</tr>
<tr>
<td>Public Realm</td>
<td>Includes all exterior places, linkages, and built form elements that are physically and/or visually accessible regardless of ownership; defined as any publicly-owned streets, right-of-ways, parks, publicly-accessible open spaces, and any public and civic buildings and facilities</td>
</tr>
<tr>
<td>Rezoning</td>
<td>Refers to completely changing a parcel’s zoning designation to a different one, or a conditional rezoning where the City places conditions on the zoning change such as limiting the height of the building or requiring certain improvements on- or off-site; the conditions cannot lessen the requirements of an existing zoning district</td>
</tr>
<tr>
<td>Riparian area</td>
<td>The interface between land and a river or stream</td>
</tr>
<tr>
<td>Setback</td>
<td>The distance from the property line in which building is prohibited</td>
</tr>
<tr>
<td>Single-family</td>
<td>Detached houses and attached rowhouses with one “family” per house</td>
</tr>
<tr>
<td>Transit-oriented development</td>
<td>Walkable development served by frequent transit with a mix of housing, retail, and employment choices designed to allow people to live and work with less or no dependence on a personal car</td>
</tr>
<tr>
<td>Tree canopy</td>
<td>The layer of leaves, branches, and stems of trees that cover the ground when viewed from above</td>
</tr>
<tr>
<td>Urban design</td>
<td>The process of creating the public realm through the artful arrangement of buildings and site elements as cities grow and change; successful urban designs create meaningful spaces that foster positive social interaction, cultural advancement, and civic identity</td>
</tr>
<tr>
<td>Vacant</td>
<td>Parcels of land that are not developed</td>
</tr>
<tr>
<td>Wetland</td>
<td>Land that is saturated in water, either permanently or seasonally and are important for the following reasons: they absorb water during rain and therefore help reduce flooding; help clean pollutants out of water; allow water to slowly seep into the ground and replenish groundwater; and are habitats for many different types of animals</td>
</tr>
</tbody>
</table>
Appendix B

Creating the Richmond 300 Plan

The process to update the plan was a city-wide conversation about change, focusing on where we have been, where we are now, and where we want to be in 20 years. Because every Richmonder should have a say in how the city grows, the Master Plan was developed with extensive community input. Several groups were established to help shape the content of Richmond 300.

Richmond 300 Groups

Technical Team
The Technical Team was comprised of staff from multiple City departments and quasi-City entities. The Technical Team provided input on technical planning, development, transportation, and myriad issues and provided input on interim work products. This team played a critical role in integrating existing City plans and polices, collecting baseline conditions data, and providing input to shape interim work products.

Advisory Council
The Advisory Council is an adhoc sub-committee of the City Planning Commission established by City Planning Commission Resolution 2016-70 to “(1) assist in shaping and reviewing the content of the New Master Plan, (2) help build awareness of the New Master Plan, and (3) encourage community participation in the New Master Plan update process.” The Advisory Council adopted By-Laws to guide the groups.

Selection Process: In July 2017, the City released a call for applicants to the Advisory Council. PDR received 153 on-time applications to serve on the Advisory Council and an additional 21 applications after the application deadline, which were not considered. PDR originally envisioned creating an Advisory Council of no more than 15 members; 13 of which would be selected from an open call and 2 would be City Planning Commission members. However, after receiving such a large amount of qualified applicants, PDR increased the group to 21 members. The Advisory Council members were selected by 2 City Planning Commission members, the Director of PDR, and the Mayor’s Office.

Diversity: PDR sought to assemble a diverse Advisory Council by including individuals with expertise in planning, real estate, architecture, historic preservation, urban design, and law, as well as community members who are not necessarily in “typical” urban planning fields. Some members routinely work with PDR and have intimate knowledge of the Zoning Ordinance and the 2001 Master Plan; whereas other members do not. The
Advisory Council includes a mix of ages and ethnic/race groups, as well as people who live and work in all nine city council districts. More than half of the members have lived in many parts of the city throughout their lives; while several members are new to Richmond.

**Working Groups**

The Working Groups were topic-specific sub-committees of the Advisory Council that were charged with creating the initial recommendations for Richmond 300, which were vetted and amended by the community at-large during Community Consultation #2. The Working Groups met from March to July 2019 with 297 people attending 15 meetings over the five month period - many people attended multiple meetings for a total of 693 meeting visits. Each Working Group was co-chaired by members of the Advisory Council and the Technical Team and included At-Large, Technical Team, and Advisory Council members as well. At-Large Members were any members of the public who filled out the Working Group Interest Form. The Working Groups included policy experts, advocates, and individuals generally interested in the topic.

**Process**

**Phase 1: Define the Plan (May 2016 to September 2018)**

During the first phase of the Richmond 300 process, PDR set the stage for getting the plan started by kicking off the following tasks:

- Developing and vetting the process to create the new Master Plan update
- Developing a brand identity and establishing a web presence (website and social media accounts)
- Issuing Requests for Proposals to hire consultants for engagement and parking
- Meeting with City staff, elected officials, stakeholder groups, Council Districts, City Council, and City Planning Commission
- Establishing the 21-member Advisory Council
- Collecting existing data and developing reports
- Establishing the Ambassador Program
- Collecting parking data and hosting Parking Meetings #1

- **Key documents created during this phase:** Demographics, Housing and Land Use Analysis, and Urban Design Typology Analysis, Insights Report; and Map Books for each Council District

**Phase 2: Develop the Plan (September 2018 to February 2020)**

During the second phase, the Richmond community and PDR staff developed the draft content of the Master Plan, by completing these tasks:
- Outlining a city-wide vision and big ideas to reach that vision during Community Consultation #1: Visioning [September-October 2018]
- Reviewing preliminary parking policy recommendations during Parking Meetings #2 [November 2018]
- Developing a vision for the city in 2037 and outlining key goals
- Defining policy recommendations for each of the key goals during Working Groups meetings [January-July 2019]
- Reviewing the draft content and providing comments during Community Consultation #2: Recommendations [September-October 2019]
- Releasing Parking Study [January 2020]

- **Key Documents from this phase**: Parking Study, Community Consultation #1 Report, Community Consultation #2 Report

**Phase 3: Refine & Adopt the Plan (March 2020 to June 2020)**

During the third phase, PDR finalized the plan:

- Discussing final edits and plan implementation during Community Consultation #3: Draft Plan [March 2020]
- Reviewing and reconciling all comments received on the draft plan [April 2020]
- Presenting the final Richmond 300 plan to City Planning Commission and City Council for adoption [April-June 2020]

- **Key Documents from this phase**: Draft Richmond 300 Master Plan, Community Consultation #3 Report

**Phase 4: Implement the Plan (2020-2025)**

During the fourth phase, City staff, elected officials, and the community at-large will implement the plan by:

- Publishing the City Council-adopted Plan [July 2020]
- Implementing recommendations outlined in the Plan [2020-2025]
- Annually reviewing work toward implementing recommendations [2021-2025]
- Updating the Plan five years after adoption [2025]

- **Key Documents from this phase**: Final Richmond 300 Master Plan
Pre-planning Jan – May
- Refine the process
- Collect data and develop draft reports
- Meet with the public (attended over 75 meetings since fall 2016)
- Establish Advisory Council
- Define Ambassador program
- Collect parking data

Education June – Sept
- Host Ambassador Training Workshop
- Conduct community outreach and education events
- Reach out to media
- Release the final Insights Report and Map Books
- Host “Parking Meetings #1”

Visioning Sept – Dec
- Host “Community Consultation #1: Visioning”
- Host “Parking Meetings #2”
- Prepare for Working Group meetings in 2019
- Release Parking Study

Recommendation 2019
- Working Groups meet to develop policy recommendations (Communicate by City staff and Advisory Council, and be open to the public)
- Working Group topics will be defined in pre-planning

This report by the Center for Urban and Regional Analysis (CURA) at VCU provides background research and analysis of:
- Existing land use
- Demographics
- Population projections
- Housing unit projections
- Land use demand projections
- Land development supply
- Market analysis of 6 historic corridors: Brookland Park Boulevard, Church Hill/Nine Mile Road, Greater Fulton, Hull Street, Jefferson Davis Highway, and Midlothian Turnpike

Insights Report will present summary of existing conditions on the following topics: demographics, housing, urban design & neighborhoods, historic resources, employment, economic development, transportation, natural resources, public safety, public utilities, sustainability, public health, public education, and the creative economy.

Map Books contain a series of maps for each district, as well as online interactive maps:
- Base: Neighborhoods, aerial
- Land Policy: existing land use, future land use, zoning districts, special approvals, urban design typologies
- Structures: year of construction, vacancy, demolitions
- Environment: land cover, sensitive areas, parks & open space
- History & Culture: historic districts, civic & cultural resources
- Census: block groups, race & ethnicity, median household income
- Economic Development: economic development zones, assessed value, assessed value change, property transfers
- Housing: affordable housing, Market Value Analysis
- Transportation: transit, bike & pedestrian, annual average daily traffic volumes, vehicle crashes, WalkScore™

Parking Meetings #1: Existing Conditions

Community Consultation #1: Visioning

Parking Meetings #2: Recommendations

Community Consultation #2

Parking Meetings #3: Recommendations

Community Consultation #3

Adoption
- Write and adopt the Plan
- Release the pre-final Draft Plan & Adoption
- Present at City Hearing
- CPC Adopts Plan
- Present at City Council Hearing
- City Council Adopts Plan
- Present at City Council Hearing
- Final Plan
Richmond 300: A Guide for Growth - THE MASTER PLAN!

**Vision:** An aspirational statement envisioning what Richmond should look and feel like in 2037.

**Goals:** Several measurable goals that can be reached in the next 5-10 and 10-20 years.

**Recommendations:** Specific actions we need to implement to reach our goals and work toward our vision. Two critical recommendations will include:
- Future Land Use Map
- Future Transportation Map

**Working Group Meetings** can be found at richmond300.com

**Community Consultation Reports** will include summaries of the input received and an overview of the participation levels achieved.

**Parking Study Report** will document parking conditions, provide recommendations, and provide a policy work for how the City manages parking standards in seven areas: Manchester, Downtown, The Fan, Carytown, Libbie/Grove/Patterson, Scott's Addition, Brookland Park Boulevard/Six Points

**Richmond 300 Process**
- **Creation** Jan - July: Meet to develop policy (Each group will be led by advisory Council members, public)
- **Recommendation Review** Aug - Oct: Synthesize all Working Group recommendations
- **Draft** Nov - Dec: Host "Community Consultation #2: Recommendations" Write and design draft Master Plan document
- **Refinement** Jan - Feb: Host the "Community Consultation #3: Draft Plan" Refine the draft Plan based on public input
- **Adoption** Mar - June: Release the pre-final Plan Present at City Planning Commission and City Council hearings Adopt the final Plan

**Implement the Plan**

**Implement, Review & Update** July 2020 - 2025
- Publish the City Council-adopted Plan
- Implement recommendations outlined in the Plan
- Annually review work toward implementing recommendations
- Update the Plan five years after adoption
Appendix C

Nodes

Nodes are places in Richmond where people and jobs are today and may be in the future. Nodes are the convergence of many uses and include offices, shopping destinations, housing, and/or public convening places as well as access to multiple modes of transportation.

The Nodes are called out because they are important places in Richmond and deserve special attention in the Master Plan to ensure that land use planning, transportation planning, and public policy align to make thriving crossroads in Richmond’s communities. The Nodes are places in Richmond that can either 1) accommodate additional growth in jobs and population or 2) where major activity existing today and should be preserved/enhanced. The Nodes Map depicts the location and scale of each Node:

- **Regional/National Node**: A center with significant cultural, entertainment, government, and business destinations as well as shopping, housing, and unique place-based attractions.
- **Neighborhood Node**: A local crossroads typically within or next to large residential areas that offers goods and services to nearby residents, employees and visitors.
- **Micro Node**: A notable place in a neighborhood that provides goods and services to the immediate residents and may attract visitors.

The nodes map also highlights the primary growth areas for the city. The primary growth areas are the nodes where the city is targeting for the most significant growth in population and development over the next 20 years. Chapter 1 of the Plan includes descriptions for the Nodes designated as primary growth areas. Descriptions for all the Regional/National Nodes and the Neighborhood Nodes are found in this Appendix. The Micro Nodes which are not described in detail in the Plan, but are called out on the Node Map because the Micro Nodes provide mixed-use destinations within primarily residential areas and help create a unique sense of place within Richmond’s historic urban neighborhoods.
Nodes Map
Nodes are places in Richmond that can either 1) accommodate additional growth in jobs and population or 2) where major activity existing today and should be preserved/enhanced.
Southside — Western Nodes

Stony Point Shopping

Type: Neighborhood Node

Vision: The Stony Point Shopping Node currently consists of a suburban shopping center, a suburban office park, both multi- and single-family dwellings, and a park. In the future, this node can function as the walkable, village center for the Bon Air and Huguenot neighborhoods in the city and the county by continuing to support a mix of uses in a more pedestrian friendly and transit-ready environment. This mixed-use node will continue to be a neighborhood shopping destination with a unique mix of restaurants, retail, neighborhood services, and entertainment options. New development or the redevelopment of the existing suburban commercial and office development would be enhanced by encouraging an urban form with buildings that are closer to the street and parking located in the rear in shared lots, and the inclusion of some residential units. The inclusion of green space and unique landscaping incorporated into developments will continue to be a character defining feature of this node. Pedestrian and bicycle connections throughout the node, across Huguenot Road, and to Larus Park should be improved. Transit service should continue to be improved to provide access to more destinations and improved bus stop amenities.

Growth Potential: Medium – The surface parking lots and underdeveloped strip commercial can be redeveloped to provide a mix of uses including residential units.

Primary Next Steps

- Rezone the Corridor Mixed-Use and Neighborhood Mixed Use areas of this node in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)
- Implement design standards to create a high-quality and well-designed neighborhood node with extensive green space incorporated in developments and explore the creation of signature public art in a central gathering space. (see Goal 4 and Goal 17)
- Improve pedestrian and bike infrastructure to/from this node – specifically improving connections to Larus Park and the James River and, in coordination with Chesterfield County, across and along Huguenot Road.(see Goal 4 and Goal 8)
- Expand transit service to this node and improve bus stop amenities. (Goal 8)

Shops at Stratford Hills

Type: Regional Node

Vision: The Shops at Stratford Hills Node consists of two large commercial shopping centers which are dominated by big box retailers and parking and strip commercial along Forest Hill Avenue. While residents value the presence of large anchor establishments, in the future, this node can be the walkable, mixed-use neighborhood center for Stratford Hills by incorporating a diverse mix of uses including unique shopping, service, and entertainment establishments and residential units. The existing suburban-style development patterns focus around large parking lots that in the future could be redeveloped into a more urban, gridded pattern with buildings that address the street. In addition to improved connections within the node, Forest Hill Avenue needs to be improved to reduce vehicle and pedestrian conflicts and improve pedestrian, bicycle, and transit access to the node. New development should have a cohesive plan, high quality design and include street trees and other open space. Any new development in the areas to the south and east of the node which are designated Neighborhood Mixed Use should complement the design of the node and be connected by both streets and sidewalks.
Growth Potential: Medium – The surface parking lots and underdeveloped strip commercial can be redeveloped to provide a mix of uses including residential units.

Primary Next Steps
- Rezone this node in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)
- Implement design standards to create a high-quality and well-designed neighborhood node with green space and street trees incorporated in developments and explore the creation of signature public art in a central gathering space. (see Goal 4 and Goal 17)
- Incorporate a gridded street network as a part of the cohesive redevelopment of this node. (See Goal 9)
- Improve pedestrian and bike infrastructure to/from this node – specifically improving connections into the residential neighborhoods and along Forest Hill Avenue.(see Goal 4 and Goal 8)
- Implement high-frequency transit along Forest Hill Avenue (see Goal 8)

Stratford Hills
Type: Neighborhood Node

Vision: Currently, the Stratford Hills Node consists of two strip commercial centers on the north and south sides of Forest Hill Avenue, strip commercial along Forest Hill Avenue, multi-family dwellings including a 13-story condominium tower, and parking lots adjacent to wooded residential neighborhoods. Additionally, this node is situated near entrances to the James River Park System; and in the future, the connections to the Park should be improved. In 2037, the parking lots and dated commercial structures can be redeveloped into a walkable mixed-use community center that continues to include unique local restaurants, retail, and neighborhood services to serve the surrounding neighborhood and to differentiate this node while also incorporating multi-family residential units. Additional auto-related uses on the Forest Hill corridor should be discouraged. Future development should encourage high quality design and an urban form with medium scale buildings that are located closer to the street with parking located in the rear in shared lots. There is the potential for additional larger multi-family and mixed-use development to complement the Hathaway Towers. Enhancements are needed to improve the safety of pedestrians and bicyclist along Forest Hill Avenue and access to the node from the surrounding neighborhoods. The existing transit should be supported and enhanced with additional routes and improved access to and amenities at the transit stops.

Growth Potential: Medium – The surface parking lots and underdeveloped strip commercial can be redeveloped to provide a mix of uses including residential units.

Primary Next Steps
- Rezone this node in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right and discourages auto-related uses and suburban strip commercial development form. (see Goal 1 and Goal 14)
- Implement design standards to create a high-quality and well-designed neighborhood node that includes creative solutions for transitions between varying intensities of building types and land uses. (see Goal 4)
- Improve pedestrian and bike infrastructure to/from this node – specifically improving connections into the residential neighborhoods, along Forest Hill Avenue, and to the James River.(see Goal 4 and Goal 8)
- Implement high-frequency transit along Forest Hill Avenue and connect riders to the bus stops along Forest Hill by providing increased pedestrian connections from the residential neighborhoods (see Goal 8)
South side — Central Nodes

Forest Hill

Type: Neighborhood Node

Vision: Forest Hill has a village-like quality with small retail and restaurant offerings that serve the surrounding neighborhoods and attract outside visitors. Over the next twenty years, the Forest Hill node could be enhanced by 1) discouraging suburban development pattern (where buildings are pushed back with parking in front of them) and encouraging urban form with buildings that are closer to the street and parking located in the rear in shared lots, and 2) utilizing a complete streets approach to street design to ensure pedestrians, bicyclists, and transit users are adequately and safely accommodated in the public right of way. Additionally,
Forest Hill Potential Street Section Transformation

By bringing buildings just up to the sidewalk, leaving 3 to 5 feet for extra sidewalk space and/or outdoor seating, [as shown in the bottom section], the Forest Hill street section can transform from feeling like a suburban-strip commercial intersection [top] to an urban village intersection [bottom].
the four corners of the Westover Hills/Forest Hill intersection can be improved by bringing buildings to the corner and introducing landmark public art.

**Growth Potential:** Low - while this is an important neighborhood node in this area of the city and there are parcels that could be redeveloped and improve the walkability and placemaking of this node, the overall growth potential, as compared to other nodes city-wide, is low

**Primary Next Steps**

- Rezone the area to allow for residential uses by-right in the mixed-use area (see Goal 1 and Goal 14)
- Implement design standards to create a high-quality and well-designed neighborhood node and explore the creation of signature public art (see Goal 4 and Goal 17)
- Improve pedestrian, bike, and transit infrastructure to/from this node (see Goal 4 and Goal 8)
- Implement high-frequency transit along Forest Hill Avenue and Westover Hills Boulevard (see Goal 8)

**Chippenham Hospital**

**Type:** National/Regional Node

**Vision:** The Chippenham Hospital Node is currently a job center anchored by HCA Healthcare Chippenham Hospital. Additionally, there are many different housing options provided in the area including new and older single-family homes, townhomes, and low-scale multi-family residential communities. In 2037, this node will continue to provide high quality jobs associated with the hospital and medical office related uses. Additionally, the older multi-family residential communities can be redeveloped into higher density, mixed-use neighborhoods. The redesign of these communities should emphasize creating walkable, well-connected communities with well-designed buildings, a street grid, sidewalks, and street trees. New commercial uses incorporated into the mixed-use communities and along Jahnke Road should serve both the residential population and hospital employees and visitors. As this node is located partially in Chesterfield County, connections to the County especially the adjacent Boulder’s Office Park should be improved. Additionally, connections into Powhite Park should be improved to increase accessibility to the park from the adjacent residential neighborhoods.

**Growth Potential:** Medium – The older low-density, multi-family developments can be redeveloped with a mix of uses, higher residential densities and a mix of housing types.

**Primary Next Steps**

- Rezone the Destination Mixed-Use and Neighborhood Mixed Use areas of this node in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)
- Rezone the Institutional areas of this node in alignment with the Future Land Use Plan to require a master plan to be reviewed by Planning Commission for changes to the HCA Healthcare Chippenham Hospital campus. (Goal 13)
- Improve pedestrian and bike infrastructure to/from this node – specifically improving connections into the residential neighborhoods, along Jahnke Road and Hioaks Road, and to Powhite Park. (see Goal 4 and Goal 8)
- Connect Powhite Park to other city and regional parks through a system of greenways. (Goal 8 and Goal 17)
- Improve connections into Chesterfield County by extending Carnation Street across Chippenham Parkway to connect to Boulder’s Parkway in Chesterfield County. (see Goal 9)
Midlothian/Chippenham

Type: National/Regional Node

Vision: The node at Midlothian Turnpike and Chippenham Parkway serves as a gateway into the city of Richmond from Chesterfield County. Currently, this node is developed with strip commercial, hotels, and a large off-track betting facility with a large parking lot. In 2037, this node could become a walkable, village center that connects to the Stonebridge development in Chesterfield County and has its own unique identity as an attractive gateway into the city. The existing parking lots and undeveloped land at the southern edge can be redeveloped into a mixed-use community that includes a mix of housing types at varying affordability levels and community serving commercial uses. The scale of development should complement the surrounding neighborhoods and could include taller, signature buildings that serve to distinguish this node. The development pattern should create a walkable environment by introducing a street grid to break up the larger parcels along Midlothian Turnpike and encouraging urban form with buildings that are closer to the street and parking located in the rear in shared lots. Enhancements are needed to improve the safety of pedestrians and bicyclist along Midlothian Turnpike at the intersection with Chippenham Parkway. Additional access into the node from the county should be created by creating new streets.

Growth Potential: High – The existing parking lots and undeveloped land at the southern edge can be redeveloped into a mixed-use community that includes a mix of housing types at varying affordability levels and community serving commercial uses.

Primary Next Steps
- Rezone this node in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right and discourages auto-related uses and suburban strip commercial development form (see Goal 1 and Goal 14)
- Create an identity to differentiate this node through branding and creative placemaking (see Goals 1 and 4)
- Incorporate a gridded street network as a part of the cohesive redevelopment of this node (see Goal 9)
- Improve pedestrian and bike infrastructure to/from this node – specifically improving connections along Midlothian Turnpike into Chesterfield County and to the Southside Community Center (see Goal 4 and Goal 8)
- Improve connections into Chesterfield County by creating new streets across Chippenham Parkway to the Stonebridge development in Chesterfield County (see Goal 9)
- Implement high-frequency transit along Midlothian Turnpike (see Goal 8)

Swansboro

Type: Neighborhood Node

Vision: Centered at the unique intersection of Midlothian Turnpike, Hull Street, and Clopton Street; the Swansboro node contains a mix of historic commercial storefronts, warehouses, and suburban form commercial buildings surrounded by diverse residential neighborhoods. In the future, the empty historic storefronts will be rehabilitated and filled with neighborhood-serving businesses. On the vacant parcels, 2 to 3 story, mixed-use, infill development should occur in a building form similar to the historic structures that maintains the existing streetwall. The character of the surrounding residential neighborhoods should be preserved with investments targeted to programs that allow homeowners to remain in their homes in high-quality structures and traffic calming measures to slow vehicles on the residential streets. Open space opportunities should be considered, even in the form of smaller pocket parks or plazas, where the opportunity presents themselves, such as at the triangle formed by Hull Street and Midlothian Turnpike. Investments should be made to improve the pedestrian experience by planting street trees and expanding sidewalks.
Swansboro Conceptual Site Plan

**Growth Potential:** Medium - The vacant lots and underdeveloped strip commercial can be redeveloped to provide a mix of uses including residential units.

**Primary Next Steps**
- Prioritize the rezoning of the B-3 zoned parcels along Hull Street in alignment with the Future Land Use Plan to encourage the economic revitalization of the corridor in a building form that improves the pedestrian environment. (Goal 1 and Goal 11)
- Encourage the redevelopment of vacant structures while preserving the historic urban fabric (Goal 1, Goal 3)
- Improve pedestrian, bike, and transit infrastructure to/from this node - specifically including streetscape improvements of street trees, wider sidewalks, and pedestrian amenities along the corridors and providing high frequency transit along Midlothian Turnpike and Hull Street. (see Goal 4, Goal 8, and Goal 17)
- Explore the creative opportunities for developing open space for a neighborhood gathering location including the development of a pocket park or parklets. (see Goal 4 and Goal 17)
- Implement high-frequency transit along Midlothian Turnpike and Hull Street (see Goal 8)
Southside – Eastern Nodes

Hull/Warwick

Type: Neighborhood Node

Vision: The node at Hull Street and Warwick Road is currently developed with small, single-use commercial structures and strip commercial centers supporting drugstores, small markets and auto-related businesses. The surrounding residential neighborhoods are composed of a mix of housing stock including single-family homes, a large apartment complex, and a manufactured home park. In the future, this node can serve as a gateway into the city and function as a town and family entertainment center with mixed-use developments to include residential units and neighborhood serving commercial uses. Future development should encourage high quality design and an urban form with medium scale buildings that are located closer to the street with parking located in the rear in shared lots. The intersection of Hull Street and Warwick Road should be anchored on each corner by mixed-use buildings that are designed to enhance the “gateway” feeling of the area. Housing options at varying affordability levels should be provided throughout the node by supporting and improving the existing housing stock and encouraging the construction of new housing units. Creative open space opportunities should be considered including in the form of smaller pocket parks or plazas. Pedestrian safety improvements including adequate sidewalks and lighting should be prioritized to improve the pedestrian experience.

Growth Potential: Medium - There is large parcel in the southeast quadrant of the Warwick intersection that is almost entirely forested that can be developed as a significant mixed-use building to define the corner. Additionally, many parcels are currently underdeveloped with significant surface parking lots which can be redeveloped.

Primary Next Steps
- Prioritize the rezoning of the B-3 and OS zoned parcels along Hull Street in alignment with the Future Land Use Plan to encourage the economic revitalization of the corridor in a building form that improves the pedestrian environment. (Goal 1 and Goal 11)
- Support existing residents by developing programs that allow homeowners to remain in their homes in high-quality structures and improving the quality of housing in the existing manufactured home parks (Goal 14)
- Improve pedestrian, bike, and transit infrastructure to/from this node – specifically including streetscape improvements of street trees, wider sidewalks, and lighting along the corridors and providing high frequency transit along Hull Street. (see Goal 4, Goal 8, and Goal 17)
- Explore the creative opportunities for developing open space for a neighborhood gathering location including the development of a pocket park or a village green along Hull Street (see Goal 4 and Goal 17)

Hull/Chippenham

Type: Neighborhood Node

Vision: At the edge of the city, the node at Hull Street and Chippenham Parkway is developed with a large suburban strip commercial center, smaller commercial buildings on Hull Street, low-density multi-family apartment complexes, the new Elkhart Middle School, and surrounding single-family neighborhoods. In 2037, this node will attract both city and county residents by providing neighborhood serving commercial and housing at varying affordability levels in a more urban form. New development should include the redevelopment of the parking lots along both sides of Hull Street with medium-scale buildings built closer to the street and parking located in the rear in shared lots. Additionally, the low density multi-family residential communities can be redeveloped into higher density, mixed-use neighborhoods. The redesign of these communities should emphasize creating walkable, well-connected communities with well-designed buildings,
a street grid, sidewalks, and street trees. Improving pedestrian safety should be prioritized especially connections to the new school. The creation of new open space and improved connections to Pocosham Park should be explored to provide additional access to open space for residents of this community.

**Growth Potential:** Medium - There is development opportunity at Chippenham Mall Shopping Center, either in the form of redevelopment, or existing large parking lots. The existing multi-family may be redeveloped a mix of housing types at varying affordability levels and community serving commercial uses. Many parcels in the area are environmentally constrained due to the presence of Pocosham Creek.

**Primary Next Steps**

- Prioritize the rezoning of the B-2 and B-3 zoned parcels along Hull Street in alignment with the Future Land Use Plan to encourage the economic revitalization of the corridor and the inclusion of residential units in a building form that improves the pedestrian environment. (Goal 1, Goal 11, and Goal 14)

- Improve pedestrian, bike, and transit infrastructure to/from this node – specifically including streetscape improvements of street trees, wider sidewalks, and lighting along the corridors and providing high frequency transit along Hull Street. (see Goal 4, Goal 8, and Goal 17)

- Incorporate a gridded street network as a part of the cohesive redevelopment of this node (see Goal 9)

- Improve connections to Pocosham Park through the implementation of the Pocosham Greenway (Goal 8 and Goal 17)
West End Nodes

The Village

**Type:** Neighborhood Node

**Vision:** The Village is currently a suburban strip commercial district with many retail and office destinations; however in the future, to support a more walkable, bikeable, and transit-ready environment, new developments at the Village adopt a traditional “village center” feel with buildings at least two stories tall, located closer to the street and with parking lots behind the buildings, and pedestrian and bike infrastructure. New development should consider the addition of some residential units. The Corridor Mixed-Use future land use designation at The Village allows for medium scale mixed-use development, which is in harmony with the surrounding residential neighborhoods and supports high-frequency transit.

**Growth Potential:** Low – since most of the land at this node is in Henrico County, there is not much development opportunity within the City

**Primary Next Steps**
Since the majority of The Village is in Henrico County, all planning should occur in close collaboration with Henrico:

- Rezone The Village to allow for residential uses and increase height maximums (current B-2 prohibits buildings taller than 35 feet) (see Goal 1 and Goal 14)
- Implement design standards to create a high-quality and well-designed neighborhood node and explore the creation of signature public art at this gateway (see Goal 4)
- Improve pedestrian and bike infrastructure through The Village and specifically from The Village to Bandy Park (see Goal 4, Goal 8, and Goal 17)
- Implement high-frequency transit along Patterson Avenue with a transit stop at Patterson Avenue and Three Chopt Road (see Goal 8)

Broad/Staples Mill

**Type:** Neighborhood Node

**Vision:** The area around the intersection of W. Broad Street and Staples Mill Road capitalizes on its proximity to Willow Lawn, Scott’s Addition, Libbie Mill, and the Pulse BRT Staples Mill Station and to redevelop underdeveloped parcels into a walkable node with new, denser, mixed-use buildings, and streetscape improvements along Broad transform Broad Street into a truly Great Street. The Destination Mixed-Use future land use designation at intersection of Broad and Staples Mill encourages the development of landmark buildings that identify this area as a major gateway into the city. The Corridor Mixed-Use future land use designations encourages the development of buildings that address the street and support a walkable environment along Broad Street.

**Growth Potential:** Medium – xx acres of vacant/underdeveloped land and xx vacant buildings at this node, along with many surface parking lots, means at least xx square feet of space for residential or commercial uses could be added at this node

**Primary Next Steps**
Since a portion of this area is in Henrico County, all of the next steps should occur in close collaboration with Henrico:

- Rezone the area to allow for residential uses and increase height maximums (current B-3 promotes single-use suburban strip commercial development, not transit-oriented development) (see Goal 1 and Goal 14)
- Implement design standards to create a high-quality and well-designed neighborhood node and explore the creation of signature public art and/or open space at this gateway (see Goal 4 and Goal 17)

- Improve pedestrian and bike infrastructure to/from the Pulse BRT Staples Mill Station (see Goal 4 and Goal 8)

- Improve Broad Street to transform it into a Great Street by creating a bus-only lane, widening sidewalks, burying power lines, planting trees, and requiring buildings to address the street (see Goal 1, Goal 4, and Goal 9)

**Westhampton**

**Type:** Neighborhood Node

**Vision:** The Node that stretches from Libbie and Grove to Libbie and Patterson provides retail and services to nearby residents and attracts some visitors from across the city to its businesses. Overtime, a few underdeveloped parcels redevelop in a matter that compliments and enhances the existing village-scale. The Corridor Mixed-Use future land use designation permits the creation of additional residential units and business, while also ensuring that new buildings are an appropriate scale the existing commercial buildings and promote walkability by placing vehicular access to the rear of the building. The intersection of Libbie and Patterson should be carefully redeveloped to support and increase access to the high-frequency transit planned for Patterson Avenue.

**Growth Potential:** Low - while this is an important neighborhood node in this area of the city, aside from the redevelopment of a handful parcels, this node will not significantly change over the next 20 years

**Primary Next Steps**

- Rezone the area to allow for residential uses by-right in the mixed-use area and retain a maximum height of three stories (see Goal 1 and Goal 14)

- Implement design standards to create a high-quality and well-designed neighborhood node and explore the creation of signature public art (see Goal 4 and Goal 17)

- Improve pedestrian and bike infrastructure to/from this node (see Goal 4 and Goal 8)

- Implement high-frequency transit along Patterson Avenue with a transit stop at Patterson Avenue and Libbie (see Goal 8)

**Broad/Malvern**

**Type:** Neighborhood Node

**Vision:** This node is no longer a “dead spot” between Scott’s Addition and Willow Lawn; but rather a place with multi-family residential options mixed with retail and offices. New development supports walkable, bikeable, and transit-ready environment to support a new Pulse BRT Station at Malvern and Broad.

**Growth Potential:** Medium - xx acres of vacant/underdeveloped land and xx vacant buildings at this node, along with many surface parking lots, means at least xx square feet of space for residential or commercial uses could be added at this node

**Primary Next Steps**

- Rezone the area to allow for residential uses by-right in the mixed-use area and retain a maximum height of three stories (see Goal 1 and Goal 14)

- Engage with GRTC to discuss the next steps to develop an infill station at Broad and Malvern (Goal 8)
Near West End Nodes

Carytown

Type: Regional/National Node

Vision: The Carytown node is a lively mixed-use neighborhood that is home to Richmond’s premier shopping destination, Carytown. The establishments in Carytown include an eclectic mix of local and national retail, dining, entertainment, and service uses anchored by the historic Byrd Theater to the east and multiple grocery stores to the west. The retail corridor is surrounded by diverse residential neighborhoods which include a variety housing stock. In 2037, Carytown will continue to be a successful, walkable, mixed-use destination. Additional residential units at a range of affordability levels can be developed through compatible infill development and developing 2 to 3 stories of residential above existing commercial structures. New development should be compatible with the existing historic structures, and efforts should be made to preserve the existing historic fabric. Though Carytown currently is a walkable node, the movement of people not cars should be further prioritized by limiting vehicular access to Cary Street, whether permanently or temporarily, while accommodating other modes of transportation. Pedestrian amenities including street trees and larger sidewalks should be included on Cary Street and into the surrounding residential communities. Opportunities to create new open space and improve existing spaces including the Grayland Tot Lot should be realized.

Growth Potential: Medium – New development is limited to existing parking lots and the redeveloping single and two story structures into taller structures. Demolition of historic structures to accommodate new development should be discouraged.

Primary Next Steps
- Rezone the area to allow for residential uses and increase height maximums (current B-3 promotes single-use suburban strip commercial development, not transit-oriented development, and UB prohibits buildings taller than 28 feet) (Goal 1 and Goal 14)
- Explore the opportunity for permanent or temporary street closure of Cary Street in Carytown to limit use to bicycle, pedestrian, transit, and retail use (Goal 8)
- Implement design standards to create a high-quality and well-designed neighborhood node while preserving the existing historic fabric and explore the creation of signature public art (Goal 3, Goal 4)
- Improve pedestrian, bike, and transit infrastructure to/from this node – specifically including streetscape improvements of street trees, wider sidewalks, and lighting into the surrounding neighborhoods including into Carytown South and City Stadium neighborhoods and across I-195 and providing high frequency transit along Cary Street and Ellwood Avenue. (Goal 4, Goal 8, and Goal 17)
- Explore the creative opportunities for developing open space for a neighborhood gathering location including the development of a pocket park or parklets. (Goal 4 and Goal 17)
- Implement the recommendations of the Parking Study (Goal 9)
- Consider creating a Business Improvement District for Carytown (Goal 11)

Scott’s Addition

Type: Regional/National Node

Vision: Scott’s Addition continues its evolution as a mixed-use neighborhood by adding more residential, office, entertainment, and “maker” uses. The area adds neighborhood amenities, such as a park or parklets, sidewalks, street trees, and other features that enhance the public realm. Scott’s Addition is better connected...
Proposed Bike Infrastructure and Circulation for Scott’s Addition
Source: Scott’s Addition Planning Study to Improve Circulation and Implement Multimodal, Vision Zero, and Complete Streets Concepts, July 2019

Greater Scott’s Addition Conceptual Aerial
A greenway and neighborhood park add public green space to Scott’s Addition
to the West and North by new bridges and is served by high-frequency transit. W. Broad Street and Arthur Ashe Boulevard transform into a high quality urban avenues that are safe to cross, while becoming a destination in their own right for residential, office, retail and compatible entertainment uses.

**Growth Potential:** Medium/High — There are still several surface parking lots and buildings that could be redeveloped

**Primary Next Steps**

- Explore incentives and programs to encourage private developers to create more publicly-accessible greenspace on their properties (Goal 4)
- Improve pedestrian, bike, and transit infrastructure to/from this node — specifically including a greenway around the perimeter of Scott's Addition and streetscape improvements of street trees, wider sidewalks, and lighting (Goal 4, Goal 8, and Goal 17)
- Provide high-frequency transit along Arthur Ashe Boulevard and into Scott’s Addition (Goal 8)
- Implement the recommendations to improve circulation within Scott’s Addition found in the Scott’s Addition Circulation Study (Goal 9)
- Build a pedestrian bridge from Mactavish to Rosedale and a car/bike/transit/pedestrian bridge from Norfolk to Hamilton (Goal 9)
- Implement the recommendations of the Parking Study (Goal 9)
- Consider creating a Business Improvement District for Scott’s Addition (Goal 11)
- Develop at pocket park at Cutshaw and a larger park within Scott’s Addition (Goal 17)
Broad/Hermitage

Type: Regional/National Node

Vision: Building off its excellent access to high-frequency transit with the Pulse Rapid Transit Allison Station, the Broad/Hermitage is known as the Alison District, a dense, compact, transit-oriented mixed-use development anchored by a reconnected street grid. Major redevelopment around the Allison Station breaks up superblocks by reintroducing the street grid, developing a series of parks connected by greenways, and creating a walkable environment with high-density, mixed-use buildings on the north side of W. Broad Street; medium-density, mixed-use buildings infill the south side of W. Broad Street. As redevelopment proceeds, an infill Pulse station at Lombardy Street facilitates transit connections and access to jobs, daily shopping, and homes at the Lombardy Street and W. Broad Street intersection. Redevelopment occurs on sites with auto-oriented uses and deep setbacks that currently disrupt the historic pattern of the street-oriented commercial corridor. Historic building stock is preserved and adapted for reuse. New development provides adequate buffers to residential neighborhoods. W. Broad Street transforms into a high quality urban avenue that is safe to cross, while becoming a destination in its own right for residential, office, retail and compatible entertainment uses.

Growth Potential: Medium/High — There are still several surface parking lots and buildings that could be redeveloped

Primary Next Steps

- Rezone the Broad/Hermitage area to align with the Future Land Use Map. (Goal 1)
- Work with Sauer Properties to develop an urban form master plan. Take advantage of the large concentration of single-owner redevelopment properties north of W. Broad Street and work together towards a high-density, urban form. (Goal 1, Goal 4)
- Introduce a street grid north of W. Broad Street using complete streets guidelines. Continue Clay Street from DMV Drive to Lombardy Street, Marshall Street from DMV Drive to Bowe Street, Meadow Street from Clay Street to Leigh Street, and Allison Street to Clay Street as redevelopment occurs. (Goal 9)
- Improve north-south crossings of Broad Street for pedestrians and cyclists in the general vicinity of Hermitage and Lombardy Streets and explore the creation of an east-west bike route between Belvidere Street and Boulevard. (Goal 8)
- Prioritize the segment of W. Broad Street from Lombardy Street to Boulevard for streetscape improvements to transform W. Broad Street a Great Street. (Goal 9)
- Build a landscaped bridge from W. Leigh Street to the Diamond Site and eliminate the at-grade crossing at Hermitage and the railroad tracks in order to increase safety and accommodate the DC to Richmond Southeast High Speed Rail. (Goal 9)
- Work with the Commonwealth to retain state employees and improve existing development, including looking at opportunities for repurposing large amounts of surface parking at the DMV Headquarters. (Goal 1, Goal 11)

VCU/Monroe Park

Type: Regional/National Node

Vision: VCU/Monroe Park continues to provide shopping, dining, and housing for students and neighborhood residents alike. VCU is a major job center and nexus of activity with services and cultural attractions for the region. The intersection of Belvidere and W. Broad Streets becomes a signature intersection with new development complementing the VCU Institute for Contemporary Art with prominent architecture. A new high-frequency transit line runs down Belvidere with a stop at Belvidere and W. Broad Street. VCU’s campus
evolves as VCU continues to modernize its buildings. W. Broad Street and Belvidere transform into a high quality urban avenues that are safe to cross, while becoming destinations in their own right for residential, office, retail and compatible entertainment uses.

**Growth Potential:** Low — while there are some opportunities for VCU to redevelop its buildings and land; there are not many.

**Primary Next Steps**
- Continue to improve pedestrian, bike, and transit infrastructure to/from this node - specifically connecting to the Monroe Park campus east across Belvidere to Monroe Ward (Goal 4, Goal 8, and Goal 17)
- Provide high-frequency transit along down Route 1 with a major stop at Broad and Belvidere (Goal 8)
- Continue to reinforce the gridded street network by reducing superblocks and maintaining connectivity (Goal 9)
- Explore a PILOT program for large non-profit institutions in the city (Goal 13)
Northside Nodes

Azalea

Type: Neighborhood Node

Vision: The Azalea node is located on the border with Henrico County and is centered on the intersection of Azalea Avenue and Chamberlayne Avenue. Today the area consists of auto-oriented businesses such as gas stations, banks, and fast food restaurants, surrounded by residential neighborhoods to the south. In the future, the area can be transformed into a mixed-use area with a more urban form and a higher image quality as a major gateway into the city of Richmond. While there is not a lot of vacant land, the presence of auto-oriented businesses with large parking lots provides the opportunity for ample redevelopment. New development should be between 2 and 5 stories in height and have buildings that face the street with parking in the rear. Improved streetscapes with wider sidewalks and more trees will enhance the look and feel of the area, and improved transit, bicycle, and pedestrian access will make the area safer and more accessible to all.

Growth Potential: Medium – Many of the existing businesses uses sit on large parcels with more space devoted to parking than to buildings. Redevelopment of these structures provide an excellent opportunity to add more commercial and residential uses while overhauling the character of this node.

Primary Next Steps

- Rezone the Corridor Mixed-Use areas of this node along Azalea Avenue, which is currently zoned “B-2 Community Business District”, in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)
- Implement high-frequency transit along Brook Road and Chamberlayne Avenue. (see Goal 8)
- Improve pedestrian and bike infrastructure to/from this node – specifically improving the streetscapes of Azalea Avenue, Brook Road, and Chamberlayne Avenue. (see Goal 4 and Goal 8)
- Implement design standards to create a high-quality and well-designed neighborhood node and explore the creation of signature public art (see Goal 4 and Goal 17)

MacArthur

Type: Neighborhood Node

Vision: The MacArthur node is a small and cherished commercial area embedded within the Bellevue neighborhood in Northside, located along MacArthur Avenue. Currently and in the future, the node provides commercial uses within walking distance to the surrounding community at a scale and intensity that is compatible with the residential neighborhood which surrounds it. Existing structures are between 1 and 2 stories in height, and future development should be between 2 and 3 stories in height. There are currently no vacant parcels within the commercial area of the node, but there are opportunities for redevelopment as there are several parcels that have either an excess of parking or a form and character that does not enhance the overall neighborhood commercial corridor. For instance, the apartment court on the west side of MacArthur Avenue could be redeveloped into a mixed-use structure that fronts the street and has parking in the rear.

Growth Potential: Low – There are opportunities for redevelopment of underutilized parcels which should be at a scale and intensity that is compatible with the existing commercial corridor and surrounding residential neighborhood.

Primary Next Steps

- Rezone this node, the commercial portion of which along MacArthur Avenue is zoned “B-1 Neighborhood Business District” in alignment with the Future Land Use Plan to allow for a mix of uses and increased
Potential Transformation of MacArthur
A new building could potentially fill in across the street from the existing stores and restaurants across the street.

- Residential density by-right and discourages auto-related uses and suburban strip commercial development form. (see Goal 1 and Goal 14)
- Implement design standards to ensure a high-quality and well-designed neighborhood node and explore the creation of signature public art (see Goal 4)
- Improve pedestrian and bike infrastructure to/from this node, including providing bike parking. (see Goal 4 and Goal 8)
Brookland Park

**Type:** Regional/National Node

**Vision:** Today Brookland Park Boulevard is home to strong local businesses that receive customers from all over the city; however, many storefronts are vacant and dilapidated. In 2037, Brookland Park Boulevard will continue to feature long-term businesses, but as the adjacent residential neighborhoods continue to regain population, the empty storefronts will fill with neighborhood-serving businesses. The street tree canopy will grow and new public art will recognize the unique character of this commercial corridor.

**Growth Potential:** Low — while there are empty parcels and storefronts, this node will not see a significant proportion of the City’s growth over the next 20 years

**Primary Next Steps**

- Encourage the redevelopment of vacant structures (Goal 1, Goal 3)
- Explore the creation of signature public art (Goal 4)
- Develop wayfinding and parking signage (Goal 4)
- Implement Parking Study recommendations (Goal 9)
- Assist long-term businesses in redeveloping areas by providing them rehabilitation grants and/or loans, and tax relief as property taxes increase (Goal 11)
- Support the Brookland Park Area Business Association in creating marketing and promotional materials (Goal 11)
Six Points

**Type:** Neighborhood Node

**Vision:** The Six Points node is centered on a unique six-way intersection that was recently improved with a roundabout and landscaping. Small-scale, neighborhood commercial uses are located at the intersection and extend up Meadowbridge Road. The expansive Highland Park residential neighborhood surrounds this commercial area. In the future, this area can be a more enlivened community center with more neighborhood services and residential uses, better connectivity to and around the area, and more placemaking and public art amenities that focus on the history and cultural assets of the area. Future development should be between 2 and 4 stories and be sensitive to the surrounding residential neighborhood which exists in close proximity. The Hotchkiss Community Center and associated recreational assets can be better linked and incorporated to the activity of this node.

**Growth Potential:** Low – The commercial area of the node is relatively constrained and there are few vacant parcels. There are however several parcels that are underutilized and could be redeveloped into a building form and use that more closely fits with the vision of the area.

**Primary Next Steps**

- Rezone the Corridor Mixed-Use areas of this node at the intersection and along Meadowbridge Road in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)

- Improve pedestrian and bike infrastructure to/from this node – specifically examining the feasibility of bicycle facilities (such as a bike lane) along Brookland Park Boulevard from this node west to Chamberlayne Avenue. (see Goal 4 and Goal 8)

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**Potential Transformation of Six Points**

Architecture firm, HKS, led a process to create a schematic plan for a building at Six Points. HKS created the plan through a robust community engagement process for a unique live/work building that is envisioned to incubate local businesses on the first floor and provide mixed-income housing above.

*Source: re-imagining benefield, a plan for a property in Highland Park, HKS Architects, 2019*
- Implement design standards to create a high-quality and well-designed neighborhood node and explore the creation of signature public art (see Goal 4 and Goal 17)
- Foster the unique identity of this node through branding and creative placemaking. (see Goals 1 and 4)

**VUU/Chamberlayne**

**Type:** Neighborhood Node

**Vision:** The VUU/Chamberlayne node is centered at a unique V-shaped intersection of Chamberlayne Avenue and N. Lombardy Street. Commercial uses line both streets with surrounding residential neighborhoods. Virginia Union University exists to the southwest of the node along N. Lombardy Street. Many of the commercial uses are auto-oriented with parking lots either in the front or side of the buildings. Commercial uses along N. Lombardy Street are more present along the street, but many are older car service businesses, some of which no longer appear to be operating.

The VUU/Chamberlayne Neighborhood Plan (2015) established a future vision for this node through extensive community input: “Lombardy between Brook and Chamberlayne is an ideal location for a pedestrian-friendly retail and shopping district. Today, an overabundance of automobile-oriented uses, parking lots, and vacant buildings discourage the development of a strong connection between the surrounding neighborhoods and the commercial area. Lombardy and adjacent streets should be changed to allow on-street parking, streetscaping, pedestrian lighting and signage. Curb cuts should be reduced to better control vehicular movement, and parking areas should be created behind buildings and in public lots. New commercial buildings with storefronts can be located along Lombardy, and selected historic buildings can be reused for shops and restaurants. The focus of the district will be a new public square at the intersection of Lombardy and Overbrook that will feature attractive landscaping and public art.”

In addition to the established vision, Richmond 300 envisions a future of this node that is served by enhanced transit along Brook Road and Chamberlayne Avenue, improved bicycle facilities that make biking to and from
the node safer and easier, and roadway design improvements that see the pleasant, boulevard character of Brook Road and Chamberlayne Avenue to the north of the node extended further south through the area and towards Downtown.

Growth Potential: Medium – Though the parcels are relatively small in size, the commercial area within this node is fairly large in total. There are some vacant parcels and many parcels are underutilized because they are only 1-story in height or have an abundance of surface parking on them. Future development should be between 2 and 5 stories with sensitive design consideration where parcels abut residential neighborhoods.

Primary Next Steps

- Rezone the Corridor Mixed-Use areas of this node in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)
- Improve pedestrian and bike infrastructure to/from this node – specifically examining the feasibility of bicycle facilities (such as a bike lane) along Chamberlayne Avenue. (see Goal 4 and Goal 8)
- Construct the Ashland to Petersburg Trail which is proposed to be located along Brook Road and will serve as a bicycle/pedestrian connection between Ashland and Petersburg running through Richmond. (see Goal 9)
- Improve the streetscape and extend the boulevard character of Chamberlayne Avenue and Brook Road further south through this node. (See Goal 4 and Goal 9)
- Implement high-frequency transit along Brook Road and Chamberlayne Avenue. (see Goal 8)
East End Nodes

25th and Nine Mile

_type:_ Neighborhood Node

_Vision:_ The intersection of N. 25th Street and Nine Mile Road is located at the center of the East End, consisting of commercial and institutional uses. The long-envisioned grocery store has been realized in the form of the Market at the 25th which is located on formerly-vacant land on the north side of the intersection. Improvements to the intersection in the form of a new roundabout have been recently completed. Institutional uses that help anchor the node, which are in addition to the commercial uses along N. 25th Street and Nine Mile Road, include the East End Library and the Richmond Community Hospital run by Bon Secours.

In the future, this node can be an even better version of itself, continuing to serve the commercial and civic needs of East End residents. Its location at the center of East End can be a bridge between the neighborhoods to the north and the Union Hill and Church Hill neighborhoods to the south. Vacant parcels that exist along the commercial corridor are developed into mixed-use and commercial uses that front the street and are between 2 and 4 stories tall. Underutilized parcels with non-historic structures and parking lots fronting the street are redeveloped in a similar manner. Vacant residually-zoned parcels within proximity to the intersection of 25th and Nine Mile are developed into residential uses that are complementary to the existing residential neighborhood and increase the population of the area to help support future commercial uses at the node.

_Growth Potential:_ Medium – Vacant parcels, including an entire block between Nine Mile Road and T Street, as well as underutilized parcels with one-story structures offer an opportunity for mixed-use and commercial development in the future.

Primary Next Steps

- Rezone the Corridor Mixed-Use areas of this node along N. 25th Street and Nine Mile Road, which are currently zoned “B-2 Community Business District”, in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)
- Implement high-frequency transit along N. 25th Street and Nine Mile Road. (see Goal 8)
- Improve pedestrian and bike infrastructure to/from this node – specifically improving the streetscape along Nine Mile Road to tie in more seamlessly with the existing streetscape along N. 25th Street. (see Goal 4 and Goal 8)

25th and Jefferson

_type:_ Neighborhood Node

_Vision:_ The intersection of N. 25th Street and Jefferson Avenue is located between the Union Hill and Church Hill neighborhoods and provides a mix of commercial, residential, and institutional uses. In the future the node is strengthened by new development on vacant parcels, increased connectivity, and re-imagined institutional and park uses. While the node is mainly built-out and its historic properties are protected by local Old & Historic Districts, there is opportunity for infill development on vacant parcels. New development should be in keeping with the existing character of the area and be between 2 and 3 stories in height. Because the properties along N. 25th Street and Jefferson Avenue are a mix of commercial and residential uses, care should be taken to preserve the continuity of existing blocks. The City of Richmond’s East District Center, which is located on the east side of the 25th/Jefferson intersection, is an opportunity to leverage future development while continuing to provide public services. The small, triangular park at Jefferson/Clay/23rd is improved using sustainable practices in a manner consistent with neighborhood open space goals.
Fulton Node

**Growth Potential:** Low – Infill development opportunities existing at vacant parcels, most of which are located along either Jefferson Avenue or N. 25th Street. Future development is in keeping with the existing scale and is compatible with the historic neighborhood.

**Primary Next Steps**
- Rezone the Corridor Mixed-Use areas of this node along N. 25th Street and Jefferson Avenue in alignment with the Future Land Use Plan to allow for a mix of uses and increased residential density by-right. (see Goal 1 and Goal 14)
- Implement high-frequency transit along Jefferson Avenue and N. 25th Street. (see Goal 8)

**Fulton**

**Type:** Neighborhood Node

**Vision:** Today Fulton is a place that people pass through rather than come to. In 2037, Fulton is a neighborhood destination featuring buildings built to the sidewalk, unique public art, a high-frequency transit line connecting to the airport, and a mix of uses, including mixed-income housing. Fulton’s walkable environment and connections to a robust open space network make it an attractive gateway to the city. The character of the surrounding single-family neighborhoods is preserved with programs that allow homeowners to live in high-quality homes and programs that increase homeownership opportunities.

**Growth Potential:** Medium — while this node has great transformation potential, it will not experience as much growth as the priority growth nodes.

**Primary Next Steps**
- Rezone the Fulton Node in accordance with the Future Land Use Map to allow a mix of uses and incorporate form-based requirements (Goal 1)
Rocketts Landing Station Area Plan

As part of the Pulse Corridor Plan, the City hosted a series of workshops with the Greater Fulton Community to create a Station Area Plan for the Rocketts Landing Pulse BRT Station.

Source: Pulse Corridor Plan, 2017

- Explore the creation of signature public art at this gateway (Goal 4)
- Improve pedestrian and bike infrastructure through Fulton (Goal 4, Goal 8, Goal 17)
- Implement high-frequency transit along Williamsburg Road to the airport with a transit stop at Government Road and Williamsburg Road (Goal 8)

Rocketts Landing

Type: Neighborhood Node

Vision: The Pulse Bus Rapid Transit Station at Rocketts Land is a dense, walkable destination for workers, residents, and visitors. The underdeveloped land north of the station is redeveloped to provide amenities to adjacent residents and visitors the James River. Residents of Greater Fulton easily access the terminus station via Orleans Street which is an major mixed-use featuring active ground floor uses and a walkable environment.
The Virginia Capital Trail is enhanced by the Gillies Creek Greenway that connects through Gillies Park and up into Church Hill. The character of single-family neighborhoods east of Williamsburg Avenue is preserved with programs that allow homeowners to live in high-quality homes and programs that increase homeownership opportunities. The history of Historic Fulton is shared and honored at the Historic Fulton Memorial Park at the base of Powhatan Hill.

**Growth Potential:** Medium — potential for redevelopment of underutilized industrial land

**Primary Next Steps**

Since this Node is at the boundary with Henrico County, coordinate the next steps with Henrico County, where appropriate:

- Rezone land near in/this Node to align with the Future Land Use Map (Goal 1)

- Redevelop the Fulton Gas Works site and preserve the historic gasometer and the Fulton Works building. Continue the brownfield clean-up on this Utilities-owned site to prepare it for higher and better uses once regulatory items have been addressed, such as environmental remediation and Section 106 review for historic resources. (Goal 2)

- Improve public art in this section of the Corridor, such as at the Dock & E. Main Streets roundabout, the CSX overpass at Orleans Street, or other locations as they become available. (Goal 4)

- Require developers to improve the streetscape of Orleans Street as parcels redevelop. (Goal 4)

- Improve pedestrian and bike connectivity through the area, specifically, construct the Gillies Creek Greenway, investigate installing a pedestrian bridge over the Norfolk-Southern at-grade rail line and Gillies Creek that connects Fulton Street to the bottom of Chimborazo Park, and install paths connecting Fulton Hill to Historic Fulton. (Goal 8, Goal 9, Goal 17)

- Recreate a street grid in the industrial area. Add new roads as development occurs in the block bound by the CSX railroad, Williamsburg Avenue, Nicholson Street, and Orleans Street. (Goal 9)

- Improve the former Lehigh Cement Property as per the Riverfront Plan (Goal 17)

- Implement high-frequency transit from the Rocketts Landing Station and along Orleans Street to Williamsburg Road to the airport (Goal 8)

- Develop the Fulton Memorial Park at the base of Powhatan Hill (Goal 17)