

PULSE CORRIDOR PLAN

# Rezoning Phase III





# Rezoning Phase III

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## Rezoning Location

The Pulse Corridor Plan Phase III Rezoning includes the Science Museum, Allison Street and VCU & VUU Station areas, in order to implement the next phase of the adopted Pulse Corridor Plan.

The total area is bounded generally by Arthur Ashe Boulevard to the West; I-95/64 and the railroad to the North; Belvidere Street to the East; and West Broad Street, West Grace Street, the alley between West Grace Street and West Franklin Street, and West Franklin Street to the South.

Not all properties in this area will be rezoned, though all will be included in the Plan of Development Overlay District. Single and two-family residential districts will maintain their current zoning.

## Rezoning Purpose

To amend the official zoning map for the purpose of implementing the recommendations of the Pulse Corridor Plan.

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## Pulse Corridor Plan

Support a walkable urban environment around Pulse stations.

This current slate of Richmond City Council members adopted The Pulse Corridor Plan in October 2017 “to support a walkable urban environment around the Pulse stations” (p. vi). The Plan establishes three goals for future development along the Pulse.

## Goals

### Compact & Mixed

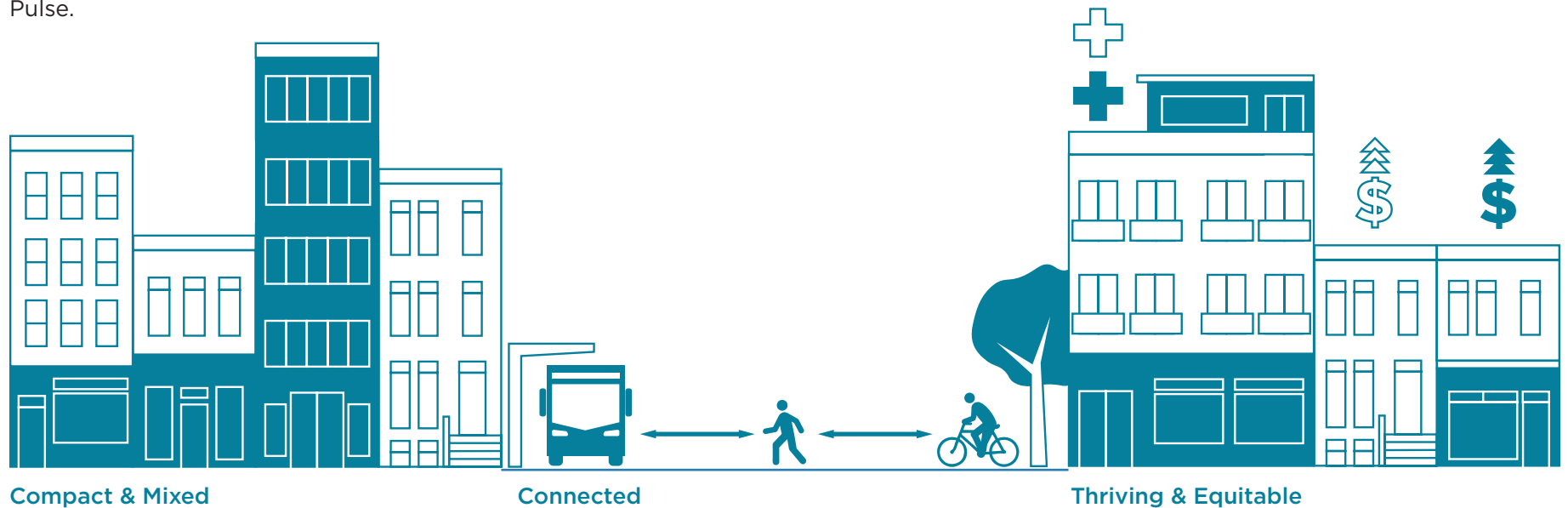
Development around Pulse stations has a rich mix of uses and is compact, sustainable, and high-quality.

### Connected

Pedestrians and cyclists access homes, jobs, entertainment, everyday needs, and transit in a safe, pleasant, and engaging public realm.

### Thriving & Equitable

New development includes housing for all income levels and new jobs. Increased development in the Corridor supports Pulse ridership with a goal of over \$1 billion in additional assessed value over the next 20 years.



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## Priority Stations

Six Priority Stations have the most potential for transit-oriented development.

The Plan identifies six priority station areas that have the most potential for transit-oriented development (p. 23). The Plan calls for prioritizing the implementation of the Plan recommendations for the six Priority Station areas to make the areas more viable and vibrant. Two Priority Station areas were rezoned in 2017 and 2019. With this proposed Rezoning #3, two more priority station areas will be rezoned:

- **Scott's Addition Station Area** (formerly known as Cleveland Station): Pulse Rezoning #1 completed in 2017, Circulation and Parking Studies completed in 2019 and 2020, Greenway planning underway
- **Science Museum Station:** included in Pulse Rezoning #3
- **Allison Street Station:** included in Pulse Rezoning #3
- **Arts District Station:** Pulse Rezoning #2 completed in 2019
- **Main Street Station:** included in Shockoe Small Area Plan, underway
- **Rockett's Landing Station Area:** (formerly known as Orleans Station): small area plan created as part of the Pulse Corridor Plan

## Station Area Visions

The Pulse Corridor Plan provides insights on how the Station Areas should redevelop by assigning and describing future land use categories and also providing vision statements and recommendations for each of the Pulse Stations, which provide more details on the future land use and connections envisioned for each Station Area.

### Science Museum Station Area Vision

The significant redevelopment of low-density parcels at W. Broad Street and Boulevard creates a prominent node with signature architecture that capitalizes on this strategic gateway to the city. New, taller, mixed-use development that promotes walkability extends down the north side of W. Broad Street toward the Science Museum's landmark public grounds and the Pulse Station from the Boulevard gateway intersection. The potential for new development across from the new Science Museum green space means a singular opportunity for a high-quality urban avenue which invites visitors to the Museum, with mixed-use infill along the south side of W. Broad Street. The preservation of historic building stock and adequate buffers to residential neighborhoods is a priority (p. 63)



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## Allison Street Station Area Vision

Major redevelopment around the Allison Station breaks up superblocks by reintroducing the street grid and creating 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 this intersection. Redevelopment occurs on sites with auto-oriented uses and deep setbacks that currently disrupt the historic pattern of the street-oriented commercial corridor. The preservation of historic building stock and adequate buffers to residential neighborhoods is a priority. (p. 63)

## VCU & VUU Station Area Vision

The area around the VCU & VUU Station continues to develop as a street-oriented commercial corridor and urban avenue, providing shopping, dining, and housing for students and neighborhood residents alike. The station area continues to benefit from its proximity to the VCU Monroe Park campus and continues to be a 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. (p. 74)



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## Recommendations

By completing this rezoning, the City will implement the Station Area recommendations as well as work towards realizing the Station Area visions for the Science Museum, Allison Street and VCU/VUU in an effort to meet the Compact & Mixed Goal: “Development around Pulse stations has a rich mix of uses and is compact, sustainable, and high-quality.” (p.27)

### Compact & Mixed Corridor Wide (CW) Recommendations

**COMPLETED CW.1** Create a Plan of Development overlay. (p. 28)

**UNDERWAY CW.2** Rezone the Corridor to match the future land use map. (p. 29)

**COMPLETED CW.3** Create a new

mixed-use zoning district that allows mid-rise buildings, up to 12 stories in building height. (p. 29)

**UNDERWAY CW.4** Encourage underground and wrapped parking decks. (p. 29)

**COMPLETED CW. 5** Encourage contextual small-scale infill development. Remove parking requirements for smaller-scale projects. (p. 29)

**UNDERWAY CW. 6** Update the map of Street-Oriented Commercial and Priority Streets along the Pulse Corridor to incorporate into the Zoning Ordinance. (p. 29)

**UNDERWAY CW.7** Improve existing parks and establish new open space.(p.29)

### Compact & Mixed Station Area (SA) Recommendations

**REZONING #3 SA.21** Rezone the areas around the Science Museum of Virginia and Allison Street stations to districts that align with the Future Land Use Map, working closely with neighborhood

groups to ensure that future zoning districts are sensitive to the context of the neighborhood. Neighboring civic associations express a strong preference that new development along the south side of W. Broad Street be limited in height, promotes the preservation of historic building stock, and provides adequate buffers to the residential neighborhoods to the south. (p.64)

**REZONING #3 SA.22** 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. (p.64)

**REZONING #3 SA.23** Re-establish the street wall on W. Broad Street. Encourage new development to build to the street. (p.64)

**REZONING #3 SA.30** Rezone the area around the VCU & VUU Station to districts that align with the Future Land Use Map. (p.74)



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## Plan Process

PDR created the Pulse Corridor Plan from 2015 to 2017 with public meetings, a survey, and 27 meetings with civic associations and stakeholder groups to receive feedback on the Plan and the vision of the corridor.

**Public Forum #1:** PDR hosted a public forum in November 2015 to establish community visions for the overall plan. Overwhelmingly, the participants' vision statements focused on increasing walkability and achieving a vibrant mixed-use corridor.

**Stakeholder Meetings:** The public forum resulted in an incredible amount of detailed public input and indicated key places to investigate further, such as Scott's Addition, the intersections of W. Broad/Belvidere, W. Broad/Boulevard, and W. Broad/I-195. Over several months,

City staff attended almost two dozen civic association and stakeholder group meetings. City staff had workshops with youth in Art 180 and with Bike Walk Northside, and hosted a Commercial Coffee event for the development community and an event with national TOD experts, Chris Leinberger and Chris Zimmerman of Smart Growth America. A key theme of all of these community meetings was a desire for more walkable neighborhoods along the Pulse Corridor, and particularly along and across W. Broad Street itself.

**Survey:** Throughout the months spent developing this plan, the City hosted an online survey that asked the same series of big picture questions and key details analysis that the November 2015 public forum entailed. Respondents to the survey tended to be younger than attendees at the forum and civic association meetings, and generally had a vision for more growth, including taller buildings, in the Corridor.

**Public Forum #2:** The City hosted two public meetings in November 2016 to

receive comments from the public on the draft recommendations included in this plan. After the meetings, staff changed recommendations to incorporate comments.

### **Follow-up Meetings & Draft Plan:**

PDR released a first draft of the plan (December 5, 2016) and held follow-up meetings with civic associations to discuss the draft plan, and comments from the public and internal City agencies were received, documented, and responded to for a two-month period.

### **The Plan was adopted unanimously by City Council on July 24, 2017.**

# PULSE CORRIDOR PLAN

## Rezoning Phase III

### Existing Land Use

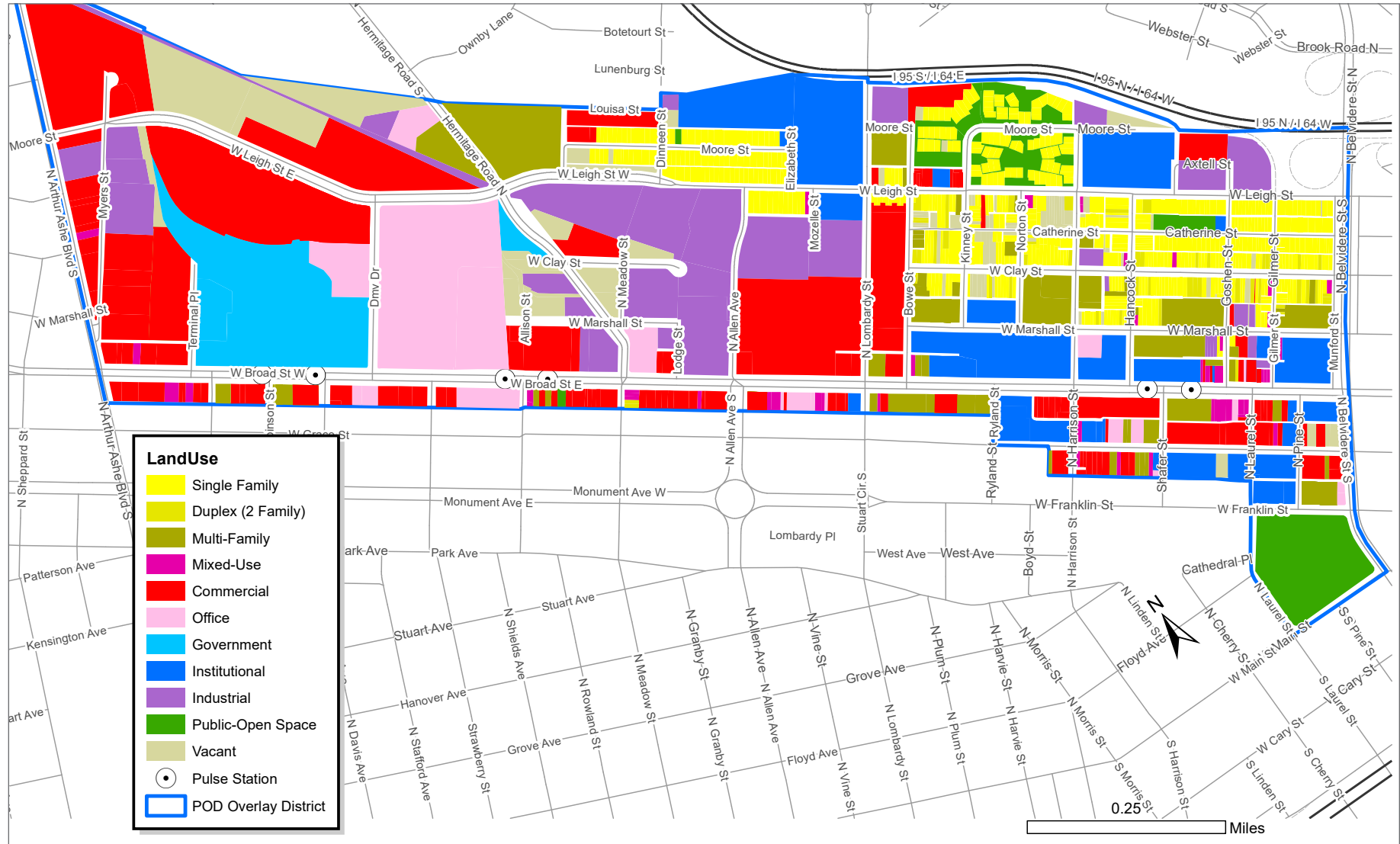


FIGURE 1 // EXISTING LAND USE



## Future Land Use

The adopted Pulse Corridor Plan recommends rezoning the entire corridor to match the Future Land Use map. The Future Land Use designations in the area is a mix of Corridor Mixed-Use,

Institutional, Neighborhood Mixed-Use, and Nodal Mixed-Use. This proposal is to rezone these areas to align with the vision of the Pulse Corridor Plan.

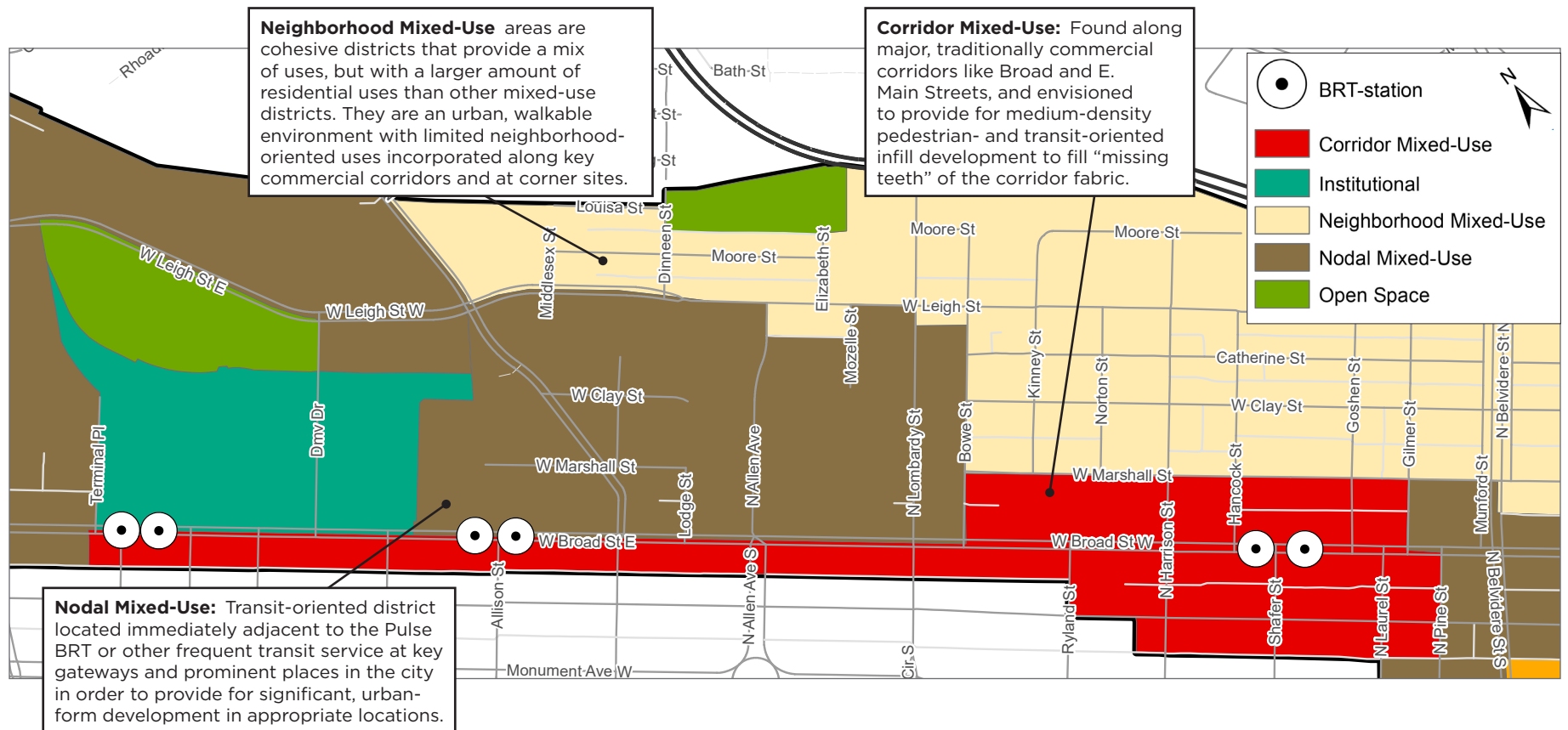


FIGURE 2 // FUTURE LAND USE MAP

# Rezoning Phase III

## Rezoning Elements

This rezoning proposes two elements to meet the goals, visions, and recommendations of the Pulse Corridor Plan:

- 1) a Plan of Development Overlay and
- 2) a several changes in zoning districts.

## Plan of Development Overlay

The Plan of Development (POD) Overlay is an amendment to the official zoning map which overlaps the underlying districts and adds new requirements.

The POD Overlay district follows the same regulations as those created for the Pulse Rezoning #2 (Monroe Ward) and applies those special form requirements to this area as well. The POD Overlay district requires that each new development proposed within the POD boundaries will be evaluated by Planning and Development Review staff to ensure that it meets the six Pulse Corridor form elements (described to the right) and is in keeping with the character of the immediate surroundings.

The POD Overlay follows the boundary of the rezoning area: roughly bounded by Arthur Ashe Boulevard, Belvidere, Leigh and Grace Streets.

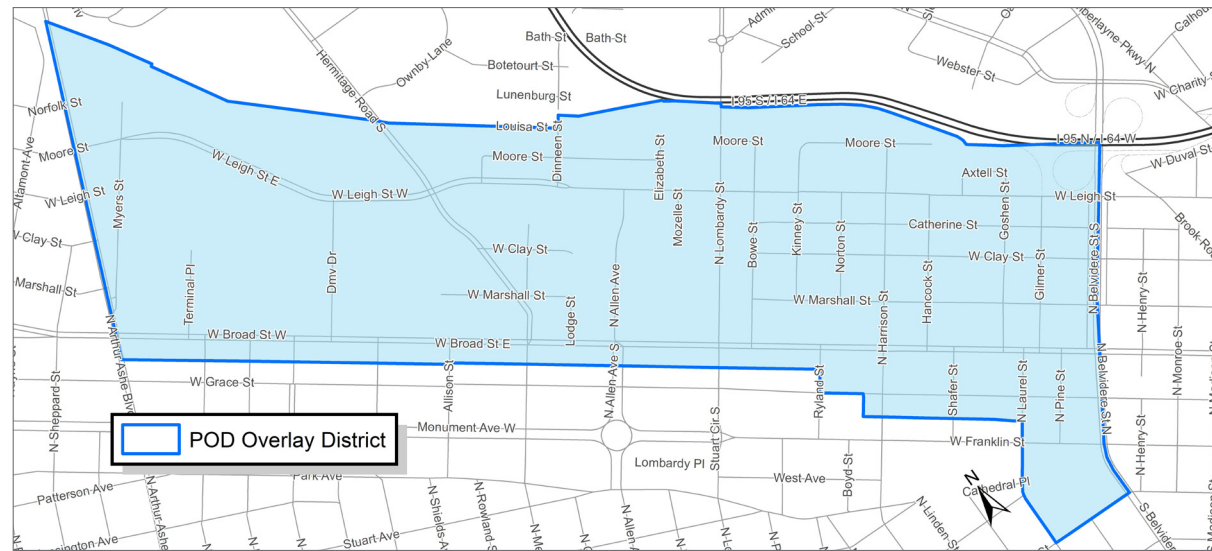
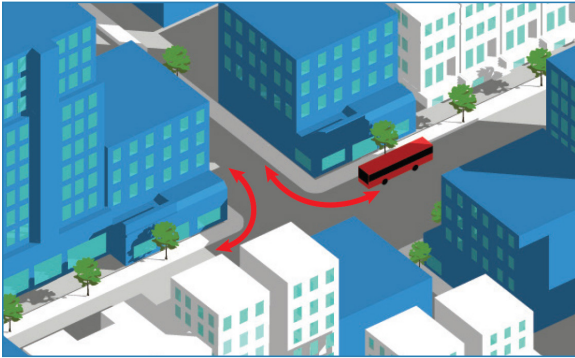


FIGURE 3 // PROPOSED PLAN OF DEVELOPMENT OVERLAY



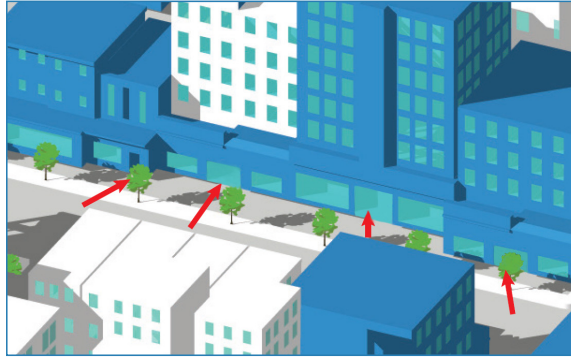
### Hold the Corner

Buildings and spaces at intersections have active ground floors that wrap around the corner.



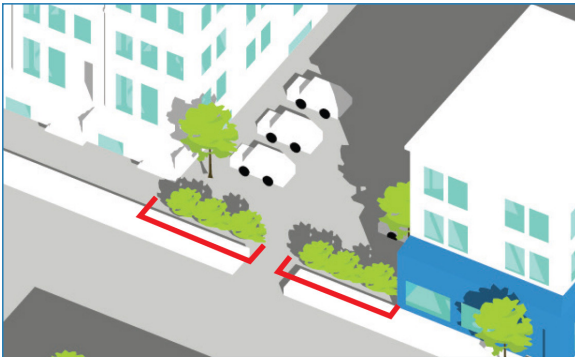
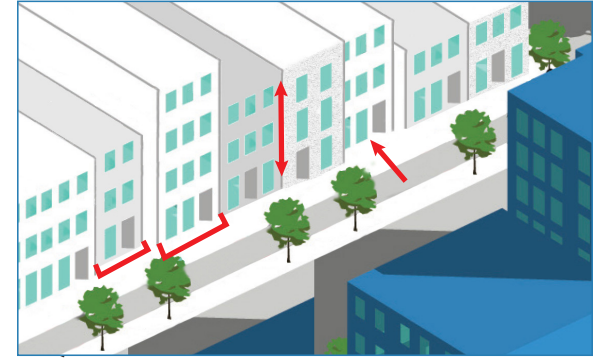
### Entrances Face the Street

Main entrances to businesses and residences front the street, fostering pedestrian activity.



### Façade Articulation

Long, monolithic façades should be broken up and made more human-scale by varying the streetwall plane, height, colors, and materials.



### Screened Parking/Services

Attractive landscaping pushed to the sidewalk help maintain a streetwall and mitigate the disruption caused by surface parking lots and utilitarian services.



### Appropriate Setbacks/Stepbacks

Commercial uses are closer to the street while residential uses are setback to foster privacy and to create a semi-public space. Stepbacks at upper stories create a means to honor existing form without overwhelming it.



### Transparency

Facade fenestration allows visibility to and from the street. This is especially important on the ground floor, where fenestration should occupy a higher percentage of the building face.

FIGURE 4 // PLAN OF DEVELOPMENT FORM ELEMENTS

# Rezoning Phase III

## Existing Zoning

The existing zoning is not consistent with the vision, goals or objectives of the Pulse Corridor Plan, nor is it consistent with the needs of a growing, land-locked city.

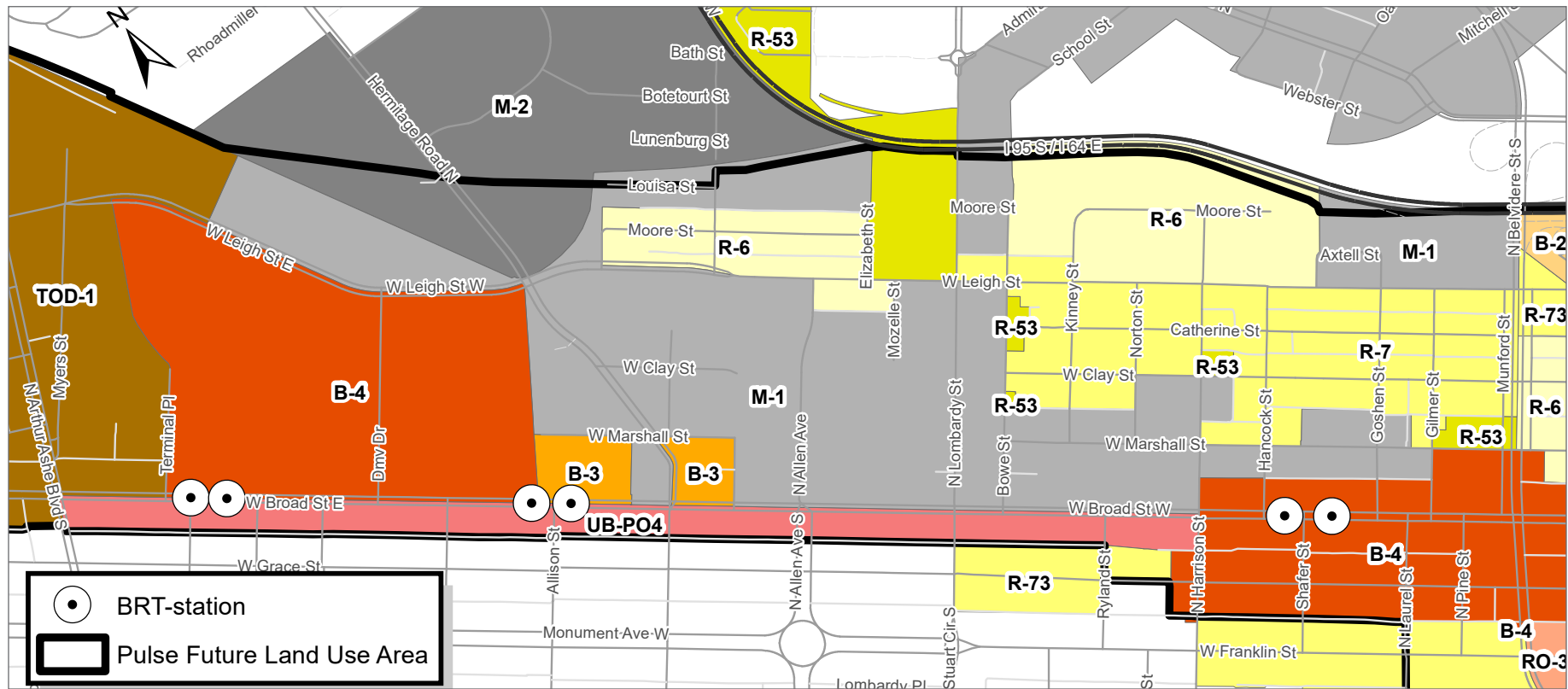


FIGURE 5 // EXISTING ZONING MAP





# Rezoning Phase III

TABLE 1 // ZONING DISTRICT DESCRIPTIONS

See the Zoning Ordinance for complete descriptions.

	Uses	Massing (Height, Yards & Setbacks)	Parking	Existing Acreage	Proposed Acreage
B-3	<b>General Business:</b> A variety of auto-oriented commercial uses including drive-thrus, auto sales and auto service centers as well as adult entertainment, retail, offices, and restaurants.	<b>Height:</b> 35', 60' under certain conditions for front yard. <b>Yards &amp; Setbacks:</b> None except when abutting an R district.	Allows surface parking lots as principal use. Dwelling units above other uses: None for 1 to 3 units; otherwise, 1 space per 4 units. Hotels/Motels: 1 space per guest room.	8 acres	0 acres
B-4	<b>Central Business:</b> Multi-family, variety of pedestrian-oriented commercial uses including retail, offices, hotels, and restaurants. Parking decks allowed with screening requirements.	<b>Height:</b> 4:1 inclined plane from street center line. <b>Yards &amp; Setbacks:</b> Max 10' where no other building is adjacent on same street frontage. Where existing buildings are adjacent, front yard will be the same as existing building closest to street but no greater than 10'.	Does not allow surface parking as Principal Use. Dwelling units: none for 1 to 16 units; 1 space per 4 units over 16 units; none if dwelling units in the same building as other use. Hotels: 1 per 4 rooms.	104 acres	214 acres
B-7	<b>Mixed-Use Business:</b> Wide range of uses from light industrial and breweries to offices and dwelling units. Additional uses allowed by CUP including motor fuel dispensing, nightclubs and social service delivery.	<b>Height:</b> Five story height maximum, six stories in special cases. <b>Yards &amp; Setbacks:</b> Front: range from none required when no adjacent building to matching existing adjacent building. Side and rear: none required except for abutting an R district.	Allows surface parking lots and areas as principal use. Dwelling units: 1 space per unit. Hotels: 1 per guest room up to 100 rooms, then 1 per every 2. Dwelling units may use parking spaces of non-dwelling units. Off-street requirements reduced and parking spaces may be located within 750' of entrance.	0 acres	18 acres
UB-PO4	<b>Urban Business - Parking Overlay 4:</b> Mixed-use district with offices, retail, restaurants, etc with apartments above other uses.	<b>Height:</b> 28' maximum. <b>Yards &amp; Setbacks:</b> Front: none required except that no newly constructed building shall extend closer to the street than any building on an abutting lot, up to 15'. Side and rear: none except abutting an R district.	Allows surface parking lots and areas as principal use. In Parking Overlay District parking is lowered from UB standards. Please see zoning ordinance for details.	28 acres	28 acres
TOD-1	<b>Transit-Oriented Nodal:</b> Multi-family, variety of pedestrian-oriented commercial uses including retail, offices, hotels, and restaurants, as well as small-scale food and beverage manufacturing, warehousing and distribution.	<b>Height:</b> 12 story maximum. Reverse inclined plane across alley from an R district. <b>Yards &amp; Setbacks :</b> Dwelling uses: Front: Min 10', Max 15' unless front yard is to be used as a pedestrian plaza and approved by POD. All other uses: none required, 10' Max unless front yard is to be used as a pedestrian plaza.	Does not allow surface parking as Principal Use, parking decks allowed with screening. Dwelling units: none for 1 to 16 units; 1 per 2 units over 16 units. Hotels: 1 space per 4 rooms. (Most other uses the same in all districts.)	48 acres	48 acres
M-1	<b>Light Industrial:</b> A variety of commercial uses including manufacturing, drive-thrus, auto sales and auto service centers as well as adult entertainment, retail, offices, and restaurants.	<b>Height:</b> 45' max. Some exceptions for extra height based on setbacks and inclined plane. <b>Yards &amp; Setbacks:</b> None.	Allows surface parking lots as principal use. No dwelling units permitted. Hotels/Motels: 1 space per guest room.	136 acres	11.5 acres

TABLE 1 // ZONING DISTRICT DESCRIPTIONS (CONTINUED)

	Uses	Massing (Height, Yards & Setbacks)	Parking	Existing Acreage	Proposed Acreage
M-2	<b>Heavy Industrial:</b> Allows any use permitted in the B-3 or M-1 district, as well as any use not permitted in any other district.	<b>Height:</b> 45' max generally, 2:1 inclined plane for some portions of some buildings. <b>Yards &amp; Setbacks:</b> None except when abutting an R district.	Allows surface parking lots as principal use. Dwelling units above other uses: None for 1 to 3 units; otherwise, 1 space per 4 units. Hotels/ Motels: 1 space per guest room. (Most other uses same in all districts.)	14 acres	0 acres
R-6	<b>Single-Family Attached Residential:</b> Any use allowed in the R-1, plus SF attached and 2F attached and detached.	<b>Height:</b> 35' Max. <b>Yards &amp; Setbacks:</b> SF detached: 5,000 sf min, 50' min width. SF attached: 2,200 sf min, 16' min unit width. 2F: 6,000 sf min, 50' min lot width.	No driveway intersecting a street will be permitted when alley access is available.	41 acres	41 acres
R-7	<b>Single- and Two-Family Urban Residential:</b> Any use allowed in the R-1, plus SF attached and 2F attached and detached.	<b>Height:</b> 35' Max. <b>Yards &amp; Setbacks:</b> SF detached: 3,600 sf min, 30' min lot width. SF attached: 2,200 sf min, 18' min lot width. 2F attached: 4,400 sf min, 42' min lot width. 2F attached: 4,400 sf min, 36' min lot width.	No driveway intersecting a street will be permitted when alley access is available.	49 acres	49 acres
R-53	<b>Multi-Family Residential:</b> Any use in the R-1, single- and two-family attached and detached, multi-family, day nurseries, tourist homes on federal highways, parking areas, adult day care.	<b>Height:</b> 35' max on any lot under 2 acres. <b>Yards &amp; Setbacks:</b> SF and 2F as required in the R-7. Multi-family: 5,000 sf lot min, 1,250 min per unit.	Allows parking lots as permitted principal use.	12 acres	0 acres
R-63	<b>Multi-Family Residential:</b> Any use permitted in the R-1, SF attached, 2F, Multi-family dwellings, with Permitted Principal uses such as grocery stores, restaurants and barber shops/salons allowed on corner lots.	Height: Two-story minimum, three story maximum, four story maximum on corner lots. Yards & Setback: SF detached: min 3,000, 25' min lot width. SF attached: 2,200 sf lot min, 16' min lot width. 2F detached: 3,200 sf lot min, 27' min lot width. 2F attached: 2,600 sf lot min, 20' min lot width. Multi-family: 4,000 sf lot min, 1,000 min for each dwelling unit.	Parking lots must be located at the rear of buildings so as not to be visible from the street No off-street parking required for principal uses on corner lots.	0 acres	12 acres
R-73	<b>Multi-Family Residential:</b> Any use permitted in the R-1, two-family and multi-family, nursing homes, offices, hospitals, adult day care.	Height: 150' height maximum, subject to a 2:1 inclined plane from front and a 3:1 inclined plane from other street frontages. Yards & Setback: SF detached: 3,600 sf min, 30' min lot width. SF attached: 2,200 sf min, 18' min lot width. 2F attached: 4,400 sf min, 42' min lot width. 2F attached: 4,400 sf min, 36' min lot width.	Allows parking lots as permitted principal use.	4.5 acres	2.8 acres



# Rezoning Phase III

## Illustrative Plan



FIGURE 7 // ILLUSTRATIVE PLAN



### Illustrative Plan and Pedestrian View Locations

Building height in the B-4 zoning district is determined by an inclined plane of 4:1 rising from the street center line.

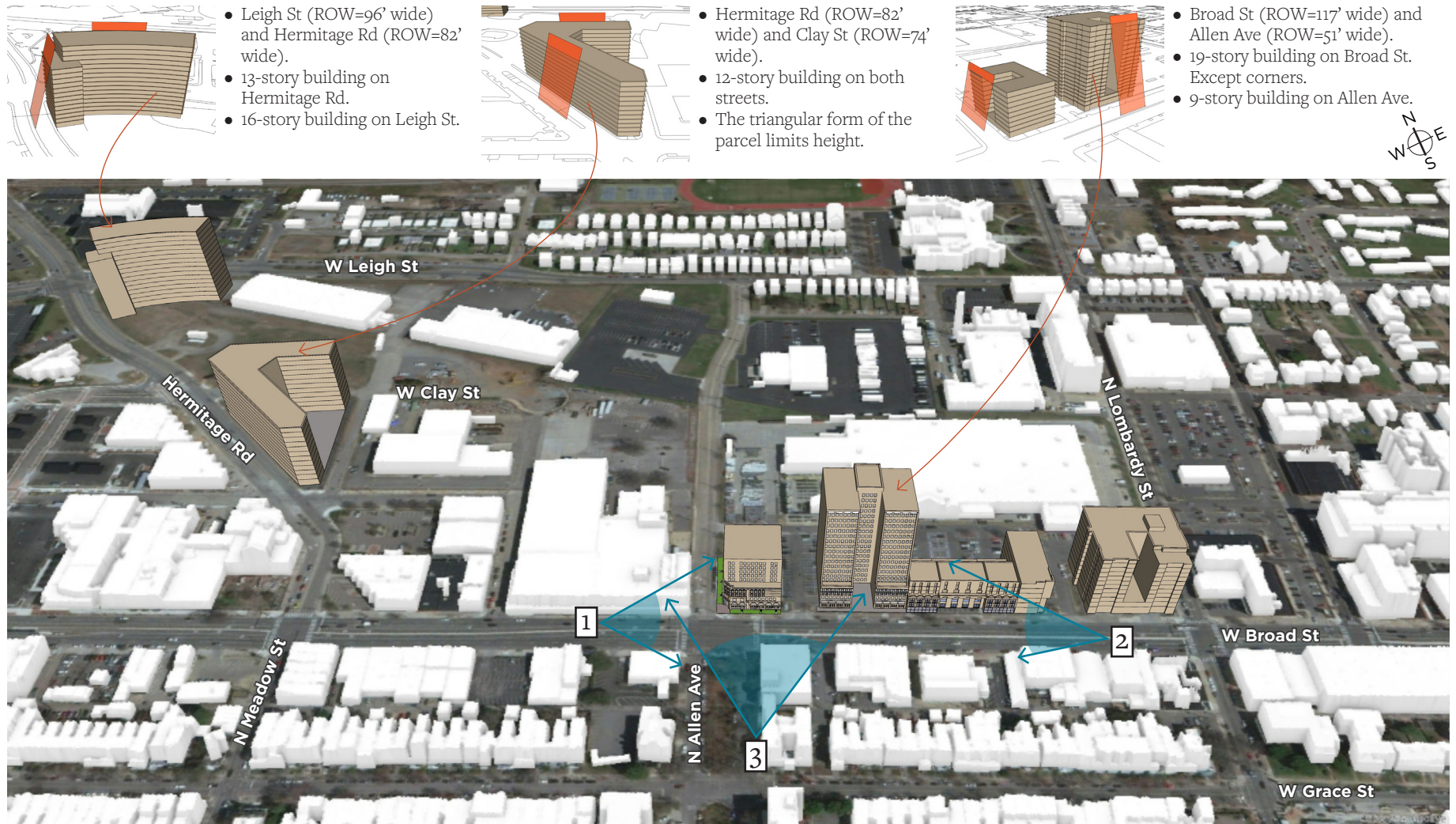


FIGURE 8 // ILLUSTRATIVE PLAN AND PEDESTRIAN VIEWS  
See next page for illustrations of pedestrian views.



## PULSE CORRIDOR PLAN

# Rezoning Phase III

### Existing Scenario

At Broad Street looking towards downtown (east)



### Potential Development



At Broad Street looking west



At Allen Ave looking north

