

# DRAFT

## Richmond City Council Amendment Requests

for

### Richmond 300 Master Plan

- **Chapter 1: Vision and Core Concepts**

- Page 12: The Master Plan offers three possible population growths; moderate, strong, and aggressive. Amend the Plan to select growth at the aggressive. Option as a priority goal. Richmond cannot afford to consider moderate growth nor strong.
- Page 14, Figure 6: The Oak Grove-Bellemeade communities are just beginning to face realtors' speculative sales and increases in property values - although vacancy, code violations, and abandonment is shown in the Figure#6 map on pg. 14. Buffered by Route 1 and Commerce Rd., this is an ideal first-time homeowners' neighborhood where many long term seniors still live on fixed incomes. A special node for retainage of single family home owners is needed with a protected buffer of neighborhood mix-use on the Southside of Commerce Rd. and industrial and institutional on the Northside of Commerce Rd.
- Page 30: That Primary Next Steps on page 30 of the Richmond 300 (and throughout the plan as appropriate) be amended to add: Jackson Ward Community Plan: Develop a community overlay plan with the entire Jackson Ward community and related stakeholders to reconnect this historically Black neighborhood, preserve its historic and architectural integrity and manage potential involuntary displacement and inclusive housing.
- Page 32, Primary Next Steps:
  - **Small Area Plan:** Complete and adopt the Shockoe Small Area Plan (which is under development), as an element of Richmond 300 (Goal 1). **(Add:)** The Shockoe Small Area Plan will govern heights, density, and design in Shockoe Bottom. Amend the Future Land Use map in accordance with the Shockoe Small Area Plan.
  - **Rezoning:** Rezone the Shockoe area in alignment with the **(Add:)** Shockoe Small Area Plan to allow appropriate growth while also protecting and enhancing significant historic sites (Goal 1).
- Page 51, Figure 8: To increase businesses and job growth, destination mixed-use is requested on all of Route 1 and Chamberlayne, Midlothian and Hull now recommended for corridor mixed use.
- Page 51, Figure 8: Broad Street West, from Downtown to the Henrico county line, should be amended to be corridor mixed- use, not destination mixed-use. Add Mechanicsville and Forest Hill to corridor mixed-use).

- Pages 51 & 76: Land use must be more equitable for multi-family and single family housing, yielding an average of twenty percent (20%) for both housing options.
- Page 51, Figure 8 & Page 77, Figure 14: Increase density by greater future land use from residential to neighborhood mixed use in neighborhood shown in Figure 14 on page 77, where excessive blight, abandoned, vacant buildings, lands and under-developed land exists - which is currently experiencing high land values speculation, spikes in values, gentrification and dislocation of lower income seniors and rental housing. Special nodes are needed in these areas to retain owner occupancy, increase decent, and lower scale multifamily housing to cause inclusion, not displacement, and affordable diversity instead of only large lot single family housing racing to reach values of \$550,000. The Master Plan calls for aggressive code enforcement without incentives to retain existing owners. The neighborhood areas to be changed from residential to neighborhood mixed-use are Broad Rock, Jahnke Road, Cary (Far West), Broad Street (Far West), Brookland Park and Highland Park.
- Page 53: The areas shown on the land use map on page 53 of the Land Use Plan on the north side of Broad Street between Third Street and Arthur Ashe Boulevard, and including the several blocks north of Broad Street as designated in the Land Use map, should be changed from the designation of Mixed Use to Corridor Mixed Use.
- Page 53: The areas shown on the land use map on page 53 of the Land Use Plan on the south side of Broad Street between Ryland and Arthur Ashe Boulevard should abide by the Land Use terms as specified in the Pulse Corridor Plan.
- Page 53: The areas shown on the land use map on page 53 of the Land Use Plan that include Jackson Ward are hereby changed from Destination Mixed Use to Community Mixed Use.
- Page 53, Figure 11, and Page 85, Figure 18: Future Land Use Map:
  - **Insert footnote for Shockoe Bottom:** *The Future Land Use Map will be amended to reflect neighborhood designations approved in the pending Shockoe Small Area Plan.*
  - **Change** *the designation east of 21<sup>st</sup> Street to Gillies Creek (at Main Street) to Neighborhood Mixed-Use.*
- Page 53: Oregon Hill should be removed from the Neighborhood Mixed Use land use designation and instead be designated Residential.
  - If the relief requested in above is not granted, we request use of below:
    - If Oregon Hill is not designated Residential, the height limit in Neighborhood Mixed Use should be changed from "four" to "three" stories to reflect actual conditions in the neighborhood. A residential story is generally accepted to be 10' 8" in height; three stories

at this dimension results in a maximum height of 32 feet. To avoid a height limit less than the existing limit in R-7, we request the adoption of the existing R-7 height limit of 35 feet.

- Page 56: The second sentence of the paragraph titled “Intensity” on page 56 of the Master Plan should be deleted.
  - If this cannot be done, then we request the following: Remove South Laurel Street (south of Cary Street) and Idlewood Street from the street Typologies map on p. 73 from the “Major Street” designation that would allow the construction of buildings by right that are taller than the existing zoning allows.
- The area of West Grace Street between Lombardy and Arthur Ashe Boulevard should be removed from the Great Streets designations (in any of its iterations, including Major Mixed Use Street) and map entirely.
- Page 58: Paragraph entitled “Intensity” on page 58 of the Master Plan, as such paragraph applies to the areas of Cary Street and Main Street between I-195 and Harrison Street, should be amended to allow buildings generally ranging from two to four stories.
- Page 79, Figure 15: Revise and replace the “Future Connections Map” to remove the proposed downriver bridge and Interstate highway interchange.
- Page 80: Delete #17 and #18, removing reference to the proposed downriver bridge and Interstate highway interchange.
- The Carver Community would like to request that land use designation of Destination Mixed-Use and Corridor Mixed-Use be changed to Community Mixed-Use.
- The 6-Public housing communities should be included in the future land use. All surplus city land assigned to the Land Bank will be reserved for housing at thirty percent (30%) of the area median income. Existing RRHA managed- HUD owned land will be deeded to the City for redevelopment to increase inclusive, low-income housing throughout each priority growth node.
- That the Historic and Cultural Attractions Primary Next Step on page 30 of the Richmond 300 (and throughout plan as appropriate) be amended to include the Historic Jackson Ward Neighborhood and 2nd Street (between Broad and Duval.) Revise as follows: Historic and Cultural attractions: Maintain, grow and market the historic Jackson Ward neighborhood highlighting its unique history and architecture and historic attractions such as the Black History Museum, Maggie L. Walker’s home and the 2nd Street. Corridor.
- **Chapter 2: High-Quality Places**
  - Page 84: Add “Seek authority from the Virginia General Assembly to enact an Inclusionary Zoning ordinance to strengthen the City’s ability to mandate the provision of affordable housing.” as Objective 1.1(g).

- Page 85, Figure 18: Recommend a targeted amendment to the Future Land Use Map to make it clear that the Future Land Use map will be amended in accordance with the Shockoe Small Area Plan.
- Page 92, Goal 3, Historic Preservation, Existing Context, National Historic District:
  - Add: In some cases, the Virginia Department of Historic Resources (DHR) may hold easements written to provide specific protections within a given National Register Historic District. In instances where this occurs, any easement held by the Virginia Department of Historic Resources will be reviewed and considered when determining land use and zoning issues within the context of any National Historic District to ensure the easement is enforced and that zoning is designed to protect the context and intent of any applicable easement. One such easement exists in Shockoe Bottom and is written to protect views to/from Tobacco Row and the St John's Church Old and Historic District as well as protect the views to/from Tobacco Row and the James River.
- Page 95, Objective 3.1: Preserve culturally, historically, and architecturally significant buildings, sites, structures, neighborhoods, cemeteries, and landscapes that contribute to Richmond's authenticity:
  - L: Establish viewshed protections to protect/enhance views of critical natural features, such as Libby Hill looking down river.
  - *The viewshed provisions should be strengthened by stating explicitly: "Establish a means to protect and enhance views of critical natural features, particularly the view from Libby Hill park. Development on city-owned parcels within the defined viewshed shall not block the view of the river." Edit the following sections accordingly:*
    - ADD: Establish viewshed protections to protect/ enhance views of critical natural features, such as the Libby Hill looking down river, for which a viewshed Overlay Zoning District will be established. Development on city-owned parcels within the defined Libby Hill viewshed shall not block the views of the river.
    - Page C-28, Priority Growth Nodes: Rocketts Landing, Primary Next Steps
      - Add: Establish a viewshed Overlay zoning district to protect and enhance views of critical natural features, particularly the view from Libby Hill Park. Development on city-owned parcels within the defined viewshed shall not block the views of the river.
- **Chapter 3: Equitable Transportation**
  - Page 124: State explicitly that the intensity standard for the "major street" designation will not raise building heights higher than the current existing height in those areas, using the block face and the block face opposite as the measure. [This is intended to address the designation of Idlewood and South Laurel between Cary and Idlewood as "major streets" (p. 124)]

that "Buildings taller than four stories may be found on major streets (p. 56)]

- Page 127, Figure 30: Revise and replace the "Connections, Interchanges, and Bridges Map" to remove the proposed downriver bridge and Interstate highway interchange.
- Page 138: Add "including increased business contracting opportunities for Section 3 resident owned businesses." to the end of Objective 11.2(a).
- Amend the plan to add priority nodes as follows:
  - Establish a "Smart Growth Priority Growth Node" for neighborhoods of the Big Six Public Housing neighborhoods of high density public housing to include amenities to achieve the qualities of life principles of the master plan, the grow of businesses and jobs within the node's areas, address food deserts, and provide blended economic scale of housing;
  - Create an overlay "Smart Growth Priority Node" in neighborhoods where gentrification is increasing sales and rents values greater than the average economy growth and growth in real estate assessment values by more than the average growth rate to include land use with promotes increased multi-family housing development and smaller lots size to promote increased density.
- **Chapter 4: Diverse Economy**
- **Chapter 5: Inclusive Housing**
  - Page 151: Add "and commit to the establishment of a permanent inclement weather shelter for houseless people in the city of Richmond." to the end of Objective 14.2(i).
  - Page 152: Add "Require AHTF funds to be used for the creation of units while prohibiting their use for programming." to the end of Objective 14.3(a).
  - Page 152: Add "Commit to requiring developers who purchase public land to provide affordable units for families and individuals making less than 30% AML." as 14.3(e).
  - Page 152: Change "...20% or more of units at 50% AML." to "...20% or more of the units at or below 50% AML." within Objective 14.4(a)
  - Page 152: Delete Objective 14.4(d), "Create affordable housing tax-increment finance (TIF) zones for land within a half 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."
  - Page 152: Add ", reserving some density for the purpose of negotiating for community benefits, including affordable housing units, from private developers." to the end of the first sentence in Objective 14.5(a), after "(see Goal 1)."
  - Page 152: Add "Use the density bonus process more consistently in higher-density areas of the city to secure greater contributions of affordable housing units." to the end of Objective 14.5(b).
  - Page 152, Objective 14.5(c): Update Zoning Ordinance to allow for (add "non-short term rental") accessory dwelling units, (add "such as granny

flat or alley flat”), with form based requirements in all residential zones. (delete “by right”)

- Page 154: Add “while guaranteeing one-for-one, physical unit replacement of like-kind for any public housing that is lost in the process of redevelopment.” to the end of Objective 14.6(a).
- Page 155: Within the bulleted list included in Objective 14.8(f), change the first bullet to “Increase access to accessible housing through implementation of an affordable housing ordinance.”, and change the fourth bullet to “Expand fair housing capacity through the reservation of density in high-income neighborhoods to be negotiated for affordable housing units.”
- **Chapter 6: Thriving Environment**
- **Chapter 7: Implementation**
  - Big Move: Re-writing the Zoning Ordinance
    - Page 189, Big Moves: Change the Gilpin Court Transformational Study implementation due date from FY 22-23 to FY 20-21
    - Page 198, Big Moves: Provide Greenways and Parks for All, Action Steps
      - Add: Establish a viewshed Overlay zoning district to protect and enhance views of critical natural features, particularly the view from Libby Hill Park. Development on city-owned parcels within the defined viewshed shall not block the views of the river.
      - **Rezoning:** *Rezone the Shockoe area in alignment with the **(ADD:)** Shockoe Small Area Plan Future Land Use Map to allow appropriate growth while also protecting and enhancing significant historic sites.*
      - **Small Area Plan:** *Complete and adopt the Shockoe Small Area Plan (which is under development) as an element of Richmond 300. **(ADD:)** The Shockoe Small Area Plan will govern heights, density, and design in Shockoe Bottom. Amend the Future Land Use map in accordance with the Shockoe Small Area Plan.*
- **Other & Comments**
  - Small area plan for rezoning the **North Jackson Ward** vacant land for high quality, mixed use development
  - New bridge over **2nd Street**
  - Future land use to include destination of conservation of **burial grounds**.
  - Increase land use on **Richmond Route 1**
  - Increase **land use density** in commercial corridors
  - Add **Jefferson Davis** into this plan
  - **Schools** need to be added to the plan
  - Amend the Plan to include the **Economic Development Plan**
  - The property near **Seibert's Towing** needs to remain commercial.
  - **Tobacco Row:** The 1989 easement between Tobacco Row and the Virginia Department of Historic Resources should be explicitly cited in the plan as contributing guidance for the heights, location, and design of

development between 21st Street and Rocketts Landing. The easement committed to protect the context and views to/from Tobacco Row and the St John's Church Old and Historic District as well as protect the views to/from Tobacco Row and the James River. Changing the designation for areas along east of 21st Street to Gillies Creek (at Main Street) to Neighborhood Mixed-Use with a maximum height of 4 stories would be appropriate.

- **Shockoe Bottom:** *The pending Shockoe Bottom plan should be explicitly cited in Richmond300 as “the plan that will govern heights, density, and design in Shockoe Bottom.”*
- **Add narrative for the National Slavery Museum:** Richmond intends to build a National Slavery Museum -- the Museum of the American Slave Trade, in Shockoe Valley, on the site of the largest slave market on the East Coast of America. The National Slavery Museum will include the excavation of Lumpkin's Slave Jail, known as the Devil's Half Acre. It will tell the truth about our history to Americans and to the world. We intend to overcome our history of racism and race-based slavery. Monument Avenue is gone. This Museum, on the major north-south highway of America's East Coast, will proclaim that Richmond is no longer the Capital of the Confederacy, but a Capital of Truth and Reconciliation. The National Slavery Museum will be adjacent to the Main Street Station, located in a campus dedicated to Enslaved African Americans, including a Memorial Park and the African Burial Grounds. The city has already received plans and drawings for the National Slavery Museum, and a full preliminary study, including an award-winning design, prepared by the Smith Group, designers of the Museum of African American History on the Mall in Washington. The Smith Group is currently working out the relationship of the Museum to the flood plain of Shockoe Valley. When that is complete, the consultants will work with the City's new National Slavery Museum Foundation to complete the Museum plan, including full financial feasibility/economic impact, operations planning, and fund-raising.
- Very surprised to see a new **I-95 interchange** with Bellemeade Road and bridge across the James River to Henrico County in the area of Tree Hill Farm proposed on the map in the Draft Plan, with no text on it at all. This significant potential project received little to no attention in presentations. A bit of text was added to the Final Plan but this significant concept was not adequately vetted. The interchange may be OK, but the proposed new bridge in particular is problematic – they raise multiple community, land use, and environmental issues (such as the impact on truck traffic on South Side and adverse impacts on the historic Route 5 corridor). Suggest that references to the new interchange be deleted (Delete Item 18 from Figure 15, p. 79, the text on Item 18 on page 80, and the New Bridge in Figure 30, p 127).
- Significant changes were made between the draft and final plan to the Future Land Use Map for **Shockoe Bottom and Riverfront**, impacting things like maximum height limits. And it is not clear how the Master Plan fits with the Shockoe Small Area Plan that is under development and the

proposed Shockoe Bottom Memorial Park. Very concerned developers may seek rezoning and proceed under Richmond300 (which lacks maximum height limits and detailed commitments to the memorial park) before the Small Area Plan can be adopted. At the very least, would recommend a targeted amendment to the Future Land Use Map (Figure 11, p. 53, and Figure 18, p. 85) to make it clear that the Future Land Use map will be amended in accordance with the Shockoe Small Area Plan and amend bullets on pages 32 and 189 to make it clear that rezoning in the Shockoe area will be in alignment with the Shockoe Small Area Plan.

- **Inclusionary zoning:** we should reserve spaces for specifically affordable housing units by incentivizing through density bonuses. Additionally, we need to protect the public housing that exists and not continue mass evictions, given the unstable nature of our world in the global pandemic, in order to create enough vacancy to demolish the projects for private sector mixed income units that have significantly less oversight.
- **Strengthening mass transit:** As the transportation sector accounts for almost half of our carbon emissions in the Commonwealth, it is important that Richmond lead the way on a robust mass transit system in order to reduce the dependency on single occupancy vehicles, thereby mitigating climate change.
- State explicitly that the proposed **Neighborhood Mixed Use** land use designation, raises the height limit no higher than two stories, to match the existing urban pattern in Richmond's historic neighborhoods, as the current four-story height does not reflect conditions found in any of Richmond's historic neighborhoods, and that Oregon Hill retain its current R-7 residential zoning. This is intended to convey Oregon Hill's desire to retain R7; Neighborhood Mixed Use does not reflect the actual conditions found in Oregon Hill.
- **Future Land Use-** the proposed future land use continue the 30%-40% historic land use patterns for single family homes on large lots. For the City to grow, increased land mix-use provides the best option of high quality community places, increased population growth with a mix of housing choices, with less car dependency, increased businesses and job growth and enhance the per capita to attract quality neighborhood with food and finance anchors. The following amendments increase neighborhood mix-use, destination mix-use, adds institutional in the industrial future land use, and enhances corridor mixed-use.