



# Planning Commission

## Report to the Planning Commission

UDC 2024-41	Final Review	Meeting Date: 10/1/2024
<b>Applicant/Petitioner</b>	Lamont Benjamin, City of Richmond Department of Public Works	
<b>Project Description</b>	FINAL 17.05 and 17.07 review of the replacement of a bridge on E. Broad Street.	
<b>Project Location</b>		
<b>Address:</b> 1554 E. Broad Street		
<b>Property Owner:</b> City of Richmond		
<p>City of Richmond Department of Public Works is proposing to replace an existing bridge on E. Broad Street due to structural deficiencies.</p> <p>UDC 2023-03 approved the CONCEPT of the project, with conditions.</p> <p>Only the bridge span will be replaced. Existing supporting abutments will remain.</p>		
<b>UDC Recommendation</b>	Approval	
<b>Staff Contact</b>	Ray Roakes, <a href="mailto:Raymond.roakes@rva.gov">Raymond.roakes@rva.gov</a> , 804-646-5467	
<b>Previous Reviews</b>	<p>An original Concept for the bridge replacement was approved at the July 7, 2022 UDC meeting and by CPC on July 18, 2022. <i>This application was amended by UDC 2023-03 and approved by the Planning Commission with the following conditions.</i></p> <p><u>PREVIOUS CONCEPT CONDITIONS</u></p> <ol style="list-style-type: none"> <li>UDC recommends the Applicant show on plans that the Existing granite curbing and cobblestone underneath of the bridge be retained and protected during construction – for FINAL submission.</li> <li>UDC recommends the Applicant coordinate final design of the bridge with the Department of Environmental Quality to analyze the project’s impact on the existing floodplain and floodway.</li> <li>UDC recommends the Applicant coordinate the review of the final design of the bridge with the Department of Historic Resources.</li> <li>UDC recommends the Applicant coordinate the final design of the bridge with the Heritage Campus Project Management team.</li> <li>UDC recommends that the Applicant note on plans that any existing historic materials will be protected during construction, including existing masonry abutting the existing wingwalls on the southern side of the bridge – for FINAL submission.</li> <li>UDC recommends the Applicant show on plans that an anti-graffiti sealant be applied within the tunnel to protect against damage from vandalism, but also take into account potential for</li> </ol>	

	<p><i>future art installation – for FINAL submission.</i></p> <p><i>7. UDC recommends that the Applicant revise plans to appropriately screen utilities from view that are installed on the underside of the bridge – for FINAL submission.</i></p> <p><i>8. UDC recommends the Applicant to provide results for 106 review for public outreach, African burial grounds related groups to be included, for FINAL application.</i></p> <p><i>9. UDC recommends the Applicant show on plans that lighting be provided within the pedestrian culvert. Exhibits on lighting, finishes, and art to be submitted to UDC for FINAL submission.</i></p> <p><i>10. UDC recommends the Applicant to show any trees that are damaged or removed during construction are replaced for FINAL submission.</i></p>
<b>Staff Recommendations</b>	NA

### Findings of Fact

Site Description	The bridge is located within the City of Richmond limits on Broad Street over abandoned CSXT Right-of-Way, approximately 1,000 feet west of the intersection of Broad Street and 18th Street. The bridge is adjacent to the Lumpkin’s Slave Jail and Richmond African Burial Ground. The project location map is provided in Attachment 1 of this report. The proposed tunnel will be constructed in the same location as the existing bridge.					
Scope of Review	The proposed bridge replacement is subject to design review under Section 17.05 and 17.07 of the Richmond City Charter.					
Project Description	<p>The purpose for this project is to replace the existing structurally deficient bridge carrying Broad Street over CSXT Right-of-Way with a new structure to eliminate a structurally deficient bridge from the City’s inventory.</p> <p>The land in the immediate vicinity of the project is generally urban or open space, with several historical areas nearby.</p> <p>The existing bridge and approach roadway consists of a four-lane facility located in an urban area. The roadway is classified as a Primary Arterial with a posted speed limit of 25 mph. The existing 34-foot, single span structure was constructed in 1909 and consists of a concrete span and concrete and block supports underneath. The bridge currently carries four travel lanes of Broad Street, two in each direction.</p> <p>The travel width of the existing bridge is approximately 42’-0” measured face-to-face of curb with an out-to-out width of approximately 66’-0”. The proposed total bridge dimension is roughly the same; however, with reduction in travel lane width, proposed sidewalks are 10ft wide.</p> <p>The UDC and CPC approved the CONCEPT plans for this project in February of 2023, with a significant list of conditions.</p> <p>The Applicant offers the following answers to the conditions approved on the CONCEPT plan:</p> <table border="1" data-bbox="337 1577 1536 1871"> <tr> <td>Applicant to show on plans that the existing granite curbing and cobblestone underneath of the bridge be retained and protected during construction – for FINAL submission.</td> <td>A note has been added to the General notes on sheet 2 that the existing granite curbing and cobblestone underneath of the bridge be retained and protected during construction.</td> </tr> <tr> <td>Applicant to coordinate final design of the bridge with the Department of Environmental Quality to analyze the project’s impact on the existing floodplain and floodway.</td> <td>The scope of work is not in the floodplain or floodway.</td> </tr> </table>		Applicant to show on plans that the existing granite curbing and cobblestone underneath of the bridge be retained and protected during construction – for FINAL submission.	A note has been added to the General notes on sheet 2 that the existing granite curbing and cobblestone underneath of the bridge be retained and protected during construction.	Applicant to coordinate final design of the bridge with the Department of Environmental Quality to analyze the project’s impact on the existing floodplain and floodway.	The scope of work is not in the floodplain or floodway.
Applicant to show on plans that the existing granite curbing and cobblestone underneath of the bridge be retained and protected during construction – for FINAL submission.	A note has been added to the General notes on sheet 2 that the existing granite curbing and cobblestone underneath of the bridge be retained and protected during construction.					
Applicant to coordinate final design of the bridge with the Department of Environmental Quality to analyze the project’s impact on the existing floodplain and floodway.	The scope of work is not in the floodplain or floodway.					

<p>Applicant to coordinate the review of the final design of the bridge with the Department of Historic Resources.</p>	<p>VDHR has reviewed the design and provided an adverse effect determination. We are currently finalizing the MOA, which includes final design review.</p>
<p>Applicant to coordinate the final design of the bridge with the Heritage Campus Project Management team.</p>	<p>The following groups were included in the Consulting Parties, as agreed to with the City in March 2023: Mr. Brian White Shockoe Partnership ; Mr. David Napier Shockoe Bottom Neighborhood Association; Hon. Delores McQuinn, Chair Richmond City Council, Slave Trail Commission; Ms. Ana Edwards, Chair Sacred Ground Historical Reclamation Project ; Ms. Ellen Chapman Steering Committee RVA Archaeology; Mr. Justin Sarafin Director Preservation Virginia; Ms. Cyane Crump Executive Director Historic Richmond; Del. Cynthia Newbill; The Rev. Benjamin P. Campbell St. Paul’s Episcopal Church; Ms. Kimberly Chen City of Richmond Department of Planning and Development Review</p>
<p>Applicant to note on plans that any existing historic materials will be protected during construction, including existing masonry abutting the existing wingwalls on the southern side of the bridge – for FINAL submission.</p>	<p>A note has been added to the General notes on sheet 2 that any existing historic materials will be protected during construction, including existing masonry abutting the existing wingwalls on the southern side of the bridge.</p>
<p>Applicant to show on plans that an anti-graffiti sealant be applied to the existing abutments to protect against damage from vandalism, but also take into account potential for future art installation – for FINAL submission.</p>	<p>A note has been added to the General notes on sheet 2 that an anti-graffiti sealant be applied to the existing abutments to protect against damage from vandalism, but also take into account potential for future art installation.</p>
<p>Applicant to revise plans to appropriately screen utilities from view that are installed on the underside of the bridge – for FINAL submission.</p>	<p>Applicant to revise plans to appropriately screen utilities from view that are installed on the underside of the bridge – for FINAL submission.</p>
<p>Applicant to provide results for 106 review for public outreach, African burial grounds related groups to be included, for FINAL application.</p>	<p>Please refer to the response to item 4.</p>
<p>Applicant to show on plans that lighting be provided within the pedestrian culvert. Exhibits on lighting and finishes to be submitted to UDC for FINAL submission.</p>	<p>Plans show photometric plans for the lighting within the pedestrian culvert.</p>
<p>Applicant to show any trees that are damaged or removed during construction are replaced for FINAL submission.</p>	<p>A note has been added to the General notes on sheet 2 that any trees that are damaged or removed during construction are replaced.</p>
<p>The current application proposes to maintain the existing abutment side walls and to replace only the bridge deck/span. The width of the walkway underneath the bridge will remain the same as existing. The newly proposed replacement of the bridge deck will also more closely reflect the design of the existing bridge.</p>	

	<p><b>Staff Recommendation</b>  Since the current proposal reflects the design of the existing bridge, maintains the existing abutments, and closely meets the approved CONCEPT plan and conditions - Staff recommends approval of this application.</p> <p><b>CPC Review</b>  Staff recommends approval with no conditions. All conditions from the CONCEPT approval have been addressed with notes on the plans.</p>
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**Urban Design Guidelines and Master Plan**

	<b>Text</b>	<b>Staff Analysis</b>
<b>Richmond 300 Master Plan</b>	<p><b>Objective 4.1.e</b>  <i>e. 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.</i></p> <p><b>Goal 9: Streets, Bridges &amp; Connections</b>  <i>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 moving around the city. (pg. 122)</i></p> <p><b>Objective 9.2: Improve and Create Bridges</b>  <i>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.</i></p>	<p>This proposal helps meet the Goal 9 outlined in the Richmond 300 Master Plan by replacing an existing structurally deficient bridge that has been rated “poor” by VDOT.</p> <p>Staff notes that the proposed bridge and culvert are located within a 100-year Floodplain and Floodway.</p>
Urban Design Guidelines		
Environment, Public Parks, Design Considerations, pg. 9	<p><i>Certain design considerations should be addressed in any project, regardless of the type of park. Historic elements should be surveyed and preservation should be considered for both facilities and landscapes. Impacts to the natural landscape should be assessed and should generally be minimized when constructing man-made elements.</i></p> <p><i>Lighting and landscaping should allow for surveillance and policing activities, but should be designed primarily to accommodate the intended use of the park.</i></p>	<p>There are several historical elements on site that should be preserved as part of this reconstruction project. These items include: (i) any existing granite curbing and cobblestone below the bridge, (ii) the existing masonry abutments flanking either side of the wing walls on the south side of the tunnel, and (iii) the larger pieces of masonry located in the fill on the north side of the bridge.</p>
Transportation, Provision of New Sidewalk, pg. 4	<p><i>Existing granite curbing and stormwater inlets should be retained. Any new granite curbing should match existing curbs.</i></p>	<p>Staff also notes that there are existing brick-paved sidewalks with granite curbs on the bridge. The plans provided with this application note that these features will be reconstructed as part of this project.</p>

Community Character, Illumination, pg. 22	<i>Consistent levels of illumination should be maintained in public areas. Safe and comfortable circulation depends more on the consistency of illumination than on the level or brightness of the lighting. All light sources should be shielded to reduce glare, spill light, and wasted light.</i>	Staff notes that the plans show inclusion of pedestrian lighting within the resulting culvert.
Building Design and Detail Durability and Maintenance (P. 15)	<i>Where appropriate, substances that resist graffiti should be applied to building materials to reduce maintenance requirements.</i>	
Walls, Fencing, and Screening Design (P.21)	<i>All trash receptacles, dumpsters, fuel tanks and significant building mechanical equipment on the exterior of a building should be screened.</i>	While not a building, this location is very important historically and will likely see increase in users as further investment into the surrounding area is undertaken. All infrastructure in this location should be designed to high standards of character.