



# **RICHMOND *RIVERFRONT* PLAN**

*AMENDMENT 1: DOWNRIVER UPDATE 2017* 26 NOVEMBER 2012

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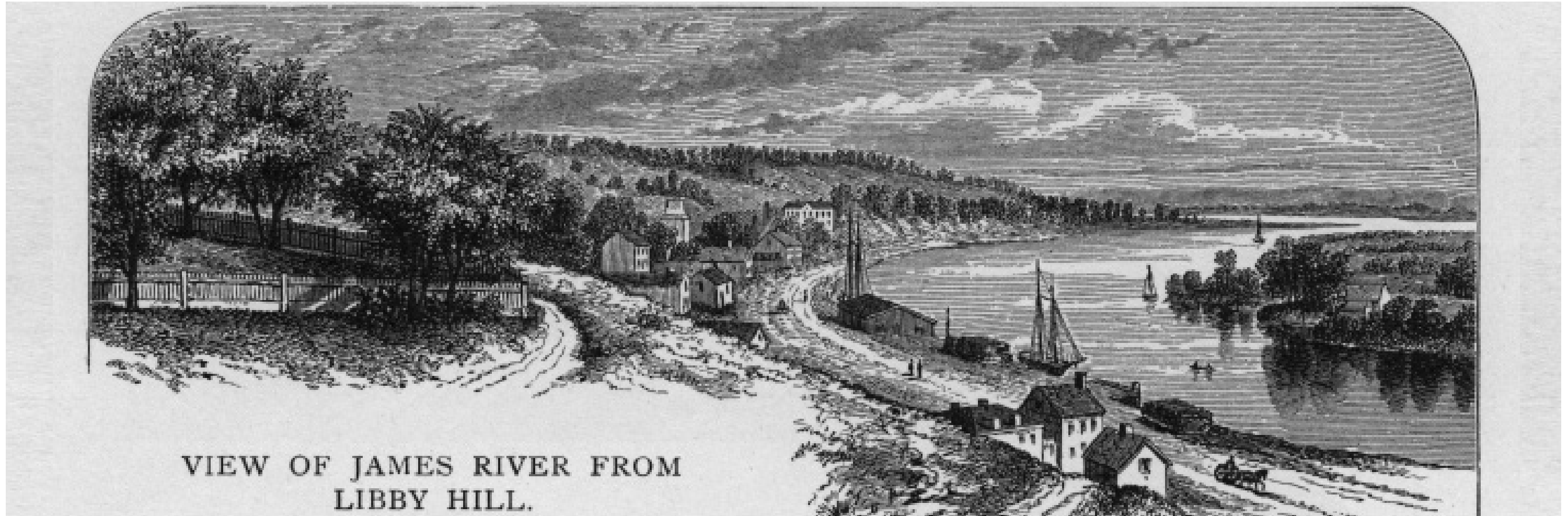
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VIEW OF JAMES RIVER FROM  
LIBBY HILL.

## **DOWNRIVER** HISTORY

*View of Rocketts from Libby Hill as it appeared c. 1800 (published 1896)* | VALENTINE RICHMOND HISTORY CENTER

The view down the James River from Libby Hill has an uncanny similarity to the upriver view from Richmond Hill at Richmond-Upon-Thames, England. Richmond's founder, William Byrd of Westover, recognized the similarity when establishing and naming Richmond in 1733. The scene that enraptured Byrd and countless others since is a beautiful arc of the tidewater James. The north shore of this arc is an area historically known as Rocketts, a thriving shipping area in the nineteenth century with wharves extending for more than half a mile along the river. In the late nineteenth and twentieth centuries, the increasing size and depth of merchant vessels reduced the number of ships docking at Rocketts, due to the comparatively shallow waters of the port. Rocketts declined as newer port facilities down river and deeper ports elsewhere diverted cargoes from Rocketts and eventually brought its history as a working waterfront to an end.

**NAVIGATION OBSTACLES** The same granite underlayment that forms the Falls of the James River continues into the tidewater section of the River forming three substantial navigation obstacles: Rocketts Bar, the Gillies Creek Ledge, and Jones' Rock. Above these obstacles, only watercraft drawing seven feet or water could pass. The City of Richmond spent considerable toil and treasure, particularly from 1850 to 1860 and 1930 to 1940, to remove or neutralize these navigational barriers and hazards.

**RICHMOND WHARVES** By 1835 a continuous line of wharves extended from the Great Shiplock all the way down river to Lower Rocketts. Maintained by the City of Richmond and private merchants, these wharves received passengers and cargoes from and sent them across the Chesapeake Bay, the Atlantic, and as far away as South America and California. Incoming cargoes included finished goods, seafood, coffee, and fertilizer, while iron goods, flour, tobacco, and coal were among the port's exports.

**BLOODY RUN** Bloody Run is a small tributary of Gillies Creek, which separates Libby Hill and Chimborazo Hill and is credited with the being the site of a seventeenth-century battle between Virginia colonists and Native Americans.

**GILLIES CREEK** Gillies Creek runs through one of the largest creek valleys in the Richmond area. Its confluence with the James is midway along the lower waterfront.

**ROCKETTS/FULTON** Rocketts is the name of a ferry that operated across the river near the mouth of Gillies Creek. The wharves that developed along the river in this area became known as Rocketts as well, with the wharves farthest downriver being known as Lower Rocketts. In the twentieth century the name faded from general use and the name Fulton came to be applied to the eastern section of Richmond along Gillies Creek and the James River. Twentieth-century urban renewal programs led to the demolition of all of the historic structures in Fulton, leaving Gillies Creek Park and the modern neighborhoods now present there.

**FULTON GAS WORKS** From 1854 until the middle of the twentieth century, the City of Richmond manufactured coal gas for Richmond homes, businesses, and streetlights here. The cast iron gas holder (tank) framework is the largest and most visible structure in the complex.

**LIBBY HILL** Libby Hill is a prominent spur of Church Hill (also known as Richmond Hill). Libby Hill Park provided the vantage point that inspired the naming of Richmond by William Byrd of Westover.

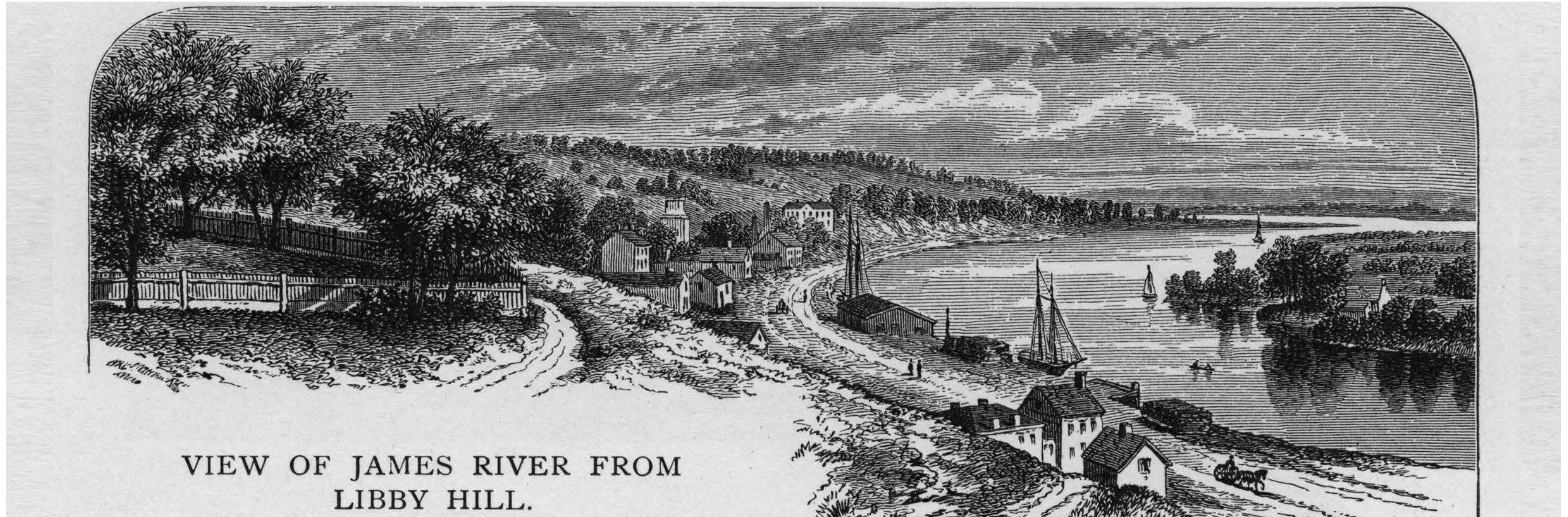
**CHIMBORAZO HILL** Chimborazo Hill was one of the first things seen by ships' crews navigating up the river. The hill was jokingly referred to as Chimborazo after an Ecuadorian volcano viewable far out in the Pacific.

# 3

## **PRIORITIES**

# 9

## ***AMENDMENT 1: DOWNRIVER UPDATE 2017***



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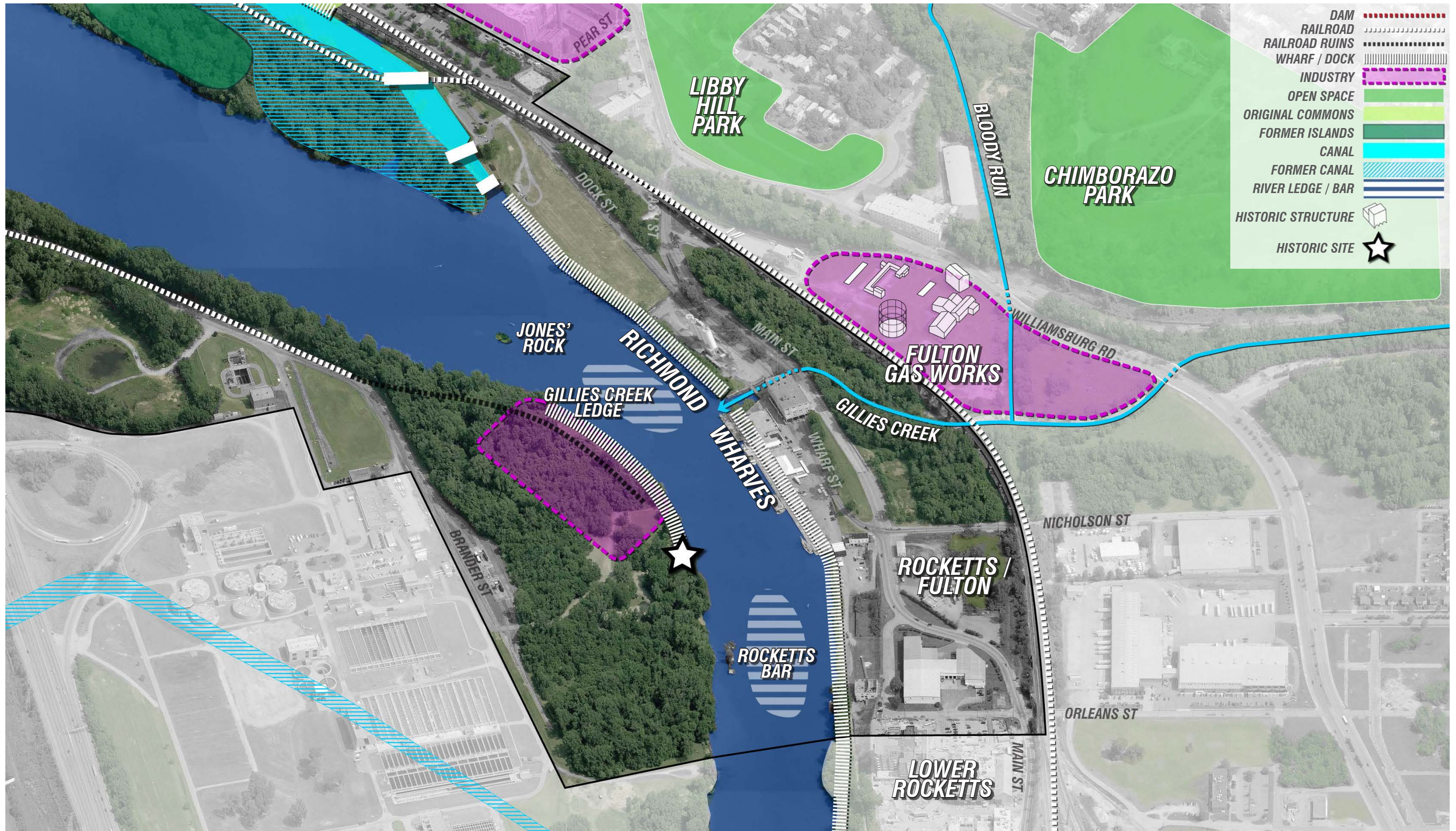
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**SCENIC RESOURCES:** HISTORIC VIEW FROM LIBBY HILL

WHITE OUTLINE HIGHLIGHTS FORMER LOCATION OF LEHIGH CEMENT SILOS, REMOVED IN 2015



# SCENIC RESOURCES

Richmond's Riverfront and river views contribute dramatically to the city's unique sense of place, quality of life, and desirability of property. Richmond's river landscape possesses an intricate mix of the natural and built environments. The river is intertwined with historic ruins and modern towers. The community boasts a range of river views: distant and proximate, panoramic and discrete, public and private, general and priority. The City should endeavor to address these scenic resources in a balanced manner that recognizes, prioritizes, and enhances this range of views. Future growth and public action along the Riverfront must embrace the value of river views while protecting rights and facilitating appropriate development.

The views from certain vantage points deserve special attention as priority views. These priority views are public amenities. They have significant public value and/or historic importance and should be defined, preserved and enhanced for the community. Examples of potential priority views include from the vantage point on Oregon Hill with a view angle from the Lee Bridge to Brown's Island, and from the vantage point on Libby Hill with views reminiscent of Richmond-upon-Thames. Through improvements to the Riverfront and redevelopment, additional priority views and vantage points may be identified, such as, for example, the view of the downtown skyline from public vantage point(s) in Manchester.

Certain tools are available for the City to protect priority views. These include overlay zoning (for height, massing, setbacks, etc.), property acquisition, conservation easements, and transferrable development rights. Of course, views from priority vantage points are not purely natural and are not frozen in time; such views already include a mix of built elements (some historic) and even with some protections, the broader landscape will continue to evolve.

A balanced approach to scenic resources cannot protect existing views from all private vantage points. One property owner, simply being first in time, does not diminish the rights of other owners to use their property to reasonable heights. Views are dynamic—new elements have been added through generations and will continue to be added. However tools and strategies are available to address and enhance public and private river views as development occurs. These include building height limits (potentially graduated with distance from the river), conditional use permitting, massing and story step-back requirements, as well as standards for access and right-of-way improvement. Limited, narrow intrusions that become part of the view without precluding vistas from other vantage points should be encouraged.

Development and access should facilitate physical and visual connection to the river. Development may be arranged along access corridors and/or with stair-stepped bulking (or terracing) in order to maximize views and draw Riverfront value inland into the property. New or extended public right-of-way should be oriented as view corridors to preserve and enhance sight lines to the river, frame discrete or episodic river views, and provide physical access. During redevelopment, sightlines and public access can be adjusted or restored.

The City may consider additional analysis to identify more priority views and vantage points for the Riverfront and the city as a whole (such as views of the downtown skyline from Church Hill). Such a process would include: (i) analyzing the quantity and quality of views; (ii) prioritizing views for protections; and (iii) assessing and implementing appropriate tools and strategies. This process would include public input throughout the effort.

# DOWNRIVER

## “River Connections + Neighborhood Park” 10 ACRES

The downriver end of the study area encompasses everything between Pear Street and Rocketts Landing, from Dock and Wharf streets to the river, with the adjacent Fulton Gas Works as an important outlying parcel. With the exception of the Gas Works, these are low-lying river edge parcels subject to flooding and therefore challenging to transform from former industrial properties into marketable mixed-use projects with commercial or residential components. Regulatory restrictions on land use, other than industrial use, preclude occupiable building space that is subject to flooding. This necessitates raising any occupiable structure one foot higher than the federally determined 100-year flood zone; it also requires a secondary means of emergency vehicle egress to allow for public safety access and evacuation during flood events.

The 52-mile long, multi-purpose Virginia Capital Trail was completed in 2015, linking downtown Richmond to Jamestown, tracing a route beneath the CSX viaduct, through Great Shiplock Park, along the USP site within Dock Street with a temporary barrier, across the recently cleared Lehigh Cement site, across the Intermediate Wharf parcel and southbound on through Rocketts Landing. The Trail is expected to be relocated to the river edge, from Great Shiplock Park to Ash Street, with a public easement as part of any redevelopment scenario of the USP parcel. A similar realignment of the Trail is anticipated across the Lehigh parcel between Ash Street and Gillies Creek, as part of reconfiguration of streets and program additions for Lehigh. The expectation is that the Trail would follow the current alignment across Intermediate Wharf despite transformative redevelopment and demolition within this site.

All downriver parcels should actively improve and engage the Riverfront. From Great Shiplock Park down to Gillies Creek, the shoreline is comprised of rubble and volunteer tree species; continued public realm improvements should include the restoration of this riparian edge ecology, improving the river edge condition of the Virginia Capital Trail. These parcels should incorporate passive and active Riverfront recreation opportunities, including a variety of docks and watercraft launches that take advantage of the adjacent navigable channel and flat water. The Lehigh parcel in particular should offer launch and landing limited to non-motorized watercraft upriver of Gillies Creek. A community boathouse is conceptually targeted for the Ancarrow’s Landing area, rather than the north shore. The Commercial Dock/Annabel Dock will offer a berth for deep water vessels, tall ships and commercial cruises. Terraces at Lehigh and Intermediate dock provide direct access down to the river’s edge.

The Route 5 Multimodal Corridor Study has evaluated various alternatives for addressing the growth in vehicular congestion along the heavily-traveled corridor stretching from downtown Richmond into eastern Henrico County. The Corridor Study consultant team recommends Concept 2, with an alignment concentrating traffic along existing Williamsburg Avenue rather than a significant road widening through Rocketts Landing, although a final recommendation has not been made by the Richmond Regional Transportation Planning Organization (as of the date of this Plan).

The Riverfront Plan does not endorse either of the two options developed under the Route 5 Corridor Study but urges the RRTPO and their consultant team to look at other options. As the focus of the Riverfront Plan is to improve public access to the Riverfront, public realm landscape and developable parcels, any transportation improvement options that would run a broad swath of regional highway through Rocketts Landing and along the lower Riverfront is detrimental to the objectives of improving the Riverfront access and public realm landscape. Vehicular pavement expansion along rivers and waterfronts is antithetical to larger national trends to remove vehicular travel structures from the water edge. Configuring significant roadway infrastructure and retaining wall structures within the Riverfront runs counter to efforts to bolster the James River as a destination and desirable place to live and play.

**USP** The +5-acre USP parcel (formerly known as the Tarmac property) sits between Great Shiplock Park and Lehigh Cement, with +800 feet of river frontage. Pending changes to East Main Street include a new roundabout near the confluence of Peebles and Ash Streets substantially changing the alignment of Dock between Pear and Ash streets. This reconfiguration will vacate lower Dock Street, simplify converging traffic patterns and, pull vehicular traffic uphill, away

from the river, while integrating the Bus Rapid Transit (BRT) into the East Main Street corridor.

To address the role of this property within the context of Richmond’s Riverfront, this plan defers in all matters relative to this parcel to the language in the 2009 Downtown Plan that has already been adopted as part of the City’s Master Plan. The Downtown Plan recommends two alternates for this key parcel along the riverfront: a Development Scenario featuring Urban Center-character development with a strip of land along the waterfront designated for public use, and a Public Open Space Scenario that features the preservation of the waterfront property as a Natural Area.

There are numerous statements in the 2009 Downtown Plan that will have a bearing on the review of proposals for this property. They include, but are not limited to, the following:

- Develop a comprehensive system of natural open space along the river and create green connections between city parks and the riverfront. The City should work with private property owners to assist in the creation of a continuous public waterfront along the river [ . . . ] Where possible, additional waterfront park land should be acquired and made available for public use. Where this is not possible, clearly marked pathways should be created to connect Downtown’s riverfront parks, allowing visitors continuous access to the waterfront and an engaging experience of Downtown’s natural features.
- Preserve views to the river by limiting building heights and protecting important viewsheds. Downtown’s dramatic topography affords striking views of the river; by some accounts, Richmond received its very name because its view of the James River was similar to the prospect from Richmond-upon-Thames, England. [ . . . ] It is essential that rezoning of land and new construction in Downtown be carefully considered and that building heights be controlled to protect these historic views.
- Improve visual and physical access to the river. In addition to creating new view corridors to the James River, preserving existing and historic viewsheds towards the river is essential to connecting the city to the river. Future development along the riverfront needs to be carefully considered so that it will not impact significant historic views such as “the view that named Richmond” from the top of Libby Hill Park.
- Acquire unique properties for open space along the river. The City should actively work to acquire properties for public open space along the river. As the revitalization of Downtown continues, and as more people begin living and working in the area, the need for open space will swell and new signature spaces along the river will need to be made available to all. Now is the time to realize that key properties are limited in number and for the City to actively pursue the purchase of these properties. Properties to acquire include those with historic, scenic, wildlife, or recreational values, among others. In particular, the former Tarmac property parcel and the Lehigh Cement Factory on the north side of the river and Mayo Island in the center of the river should be purchased. The City should purchase the properties at fair market value and negotiations with these various property owners should begin as soon as possible.

If the properties are not acquired by the City for public use, any redevelopment should include significant public open space components, including spaces that allow for access to the James River.

- Extend and connect walking trails. The Virginia Capital Trail is a 54-mile trail that will link Williamsburg and Richmond, primarily along the Route 5 corridor. [ . . . ] As the evolution of Downtown continues, there should be a continuous trail on the north bank of the James River, from Rocketts Landing to Tredegar Ironworks.

**DOWNRIVER****(continued)**

**LEHIGH** The Lehigh Cement parcel was cleared of all cement processing facilities in August 2015, with silo demolition and the rail spur removed. The Kickstand, a repurposed and significantly upgraded shipping container has begun offering bike-focused services adjacent to Gillies Creek in 2016 as a vendor service along the Virginia Capital Trail. The property is awaiting further reconfiguration for improved public access to the James River. Vehicular pavements and parking will be removed as part of the East Main Street project, with parking shifted uphill to various underutilized locations. The Virginia Capital Trail will continue as the spine along which pedestrian and cycle traffic follows the river, as well as the interface between the river and adjoining neighborhoods and properties. The current alignment across Lehigh was anticipated as an interim condition in advance of more thorough program planning and in the context of evolving adjacent infrastructure and redevelopment plans. River edge trees should be selectively replaced with appropriate riparian species, native and adaptive; while integrating direct river access with an accessible route to the water surface. There are several paper streets perpendicular to the river that may suggest multiple connections from East Main Street to the Virginia Capital Trail, further providing greater physical links between future up-slope development and the James River.

**INTERMEDIATE** The Intermediate Wharf, a City-owned parcel, fronts the James River with three distinct bulkhead structures. The main Warehouse Dock bulkhead begins at Gillies Creek, extending some 370-feet downriver, or half the length of the parcel. The elevated paved slab has been used as a multi-purpose platform for various events, including the Tall Ships Festival. The condition of this concrete and retaining walls has been assessed as beyond repair, and is scheduled for demolition in late 2016. The Warehouse Dock retaining walls will be cut down to the elevation of the Virginia Capital Trail, with surface concrete and internal fill removed from the site. Interim grass and trees are tentatively scheduled for late spring 2017. Future upgrades to this area may include a timber wharf edge for large, ocean-going water craft berthing, though any floating gangways or docks installed in front of the existing marine edge would necessarily trigger USACE permitting within the James River.

The wood Intermediate Dock bulkhead, 150-feet long, was significantly deteriorated before removal in 2015. Dock rehabilitation efforts remain ongoing with decking to be returned to Intermediate Dock, completion anticipated in early 2017. Schematic design efforts are anticipated to begin in late 2016, with an eye toward an interim public access strategy for the short term, and a longer-term configuration with greater public amenities. The 220-foot long Commercial Dock/Annabel Dock bulkhead is concrete and will continue to be used for large, commercial water vessels.

All rail lines have been vacated and removed in advance of the Virginia Capital Trail construction. Wharf Street will similarly be vacated and removed as part of the anticipated adaptive reuse of the Intermediate Terminal Building by Stone Brewing, and the associated Stone Brewing World Bistro & Gardens stretching toward Nicholson Street, above the Virginia Capital Trail. While the Gardens will necessarily have a controlled access perimeter, pedestrian access to the Intermediate wharf edge is anticipated at multiple locations, crossing the Trail pavement. Furthermore, Stone Brewing and the Richmond Economic Development Authority (EDA) agreement calls for joint programming of Intermediate Wharf, suggesting coordinated efforts.

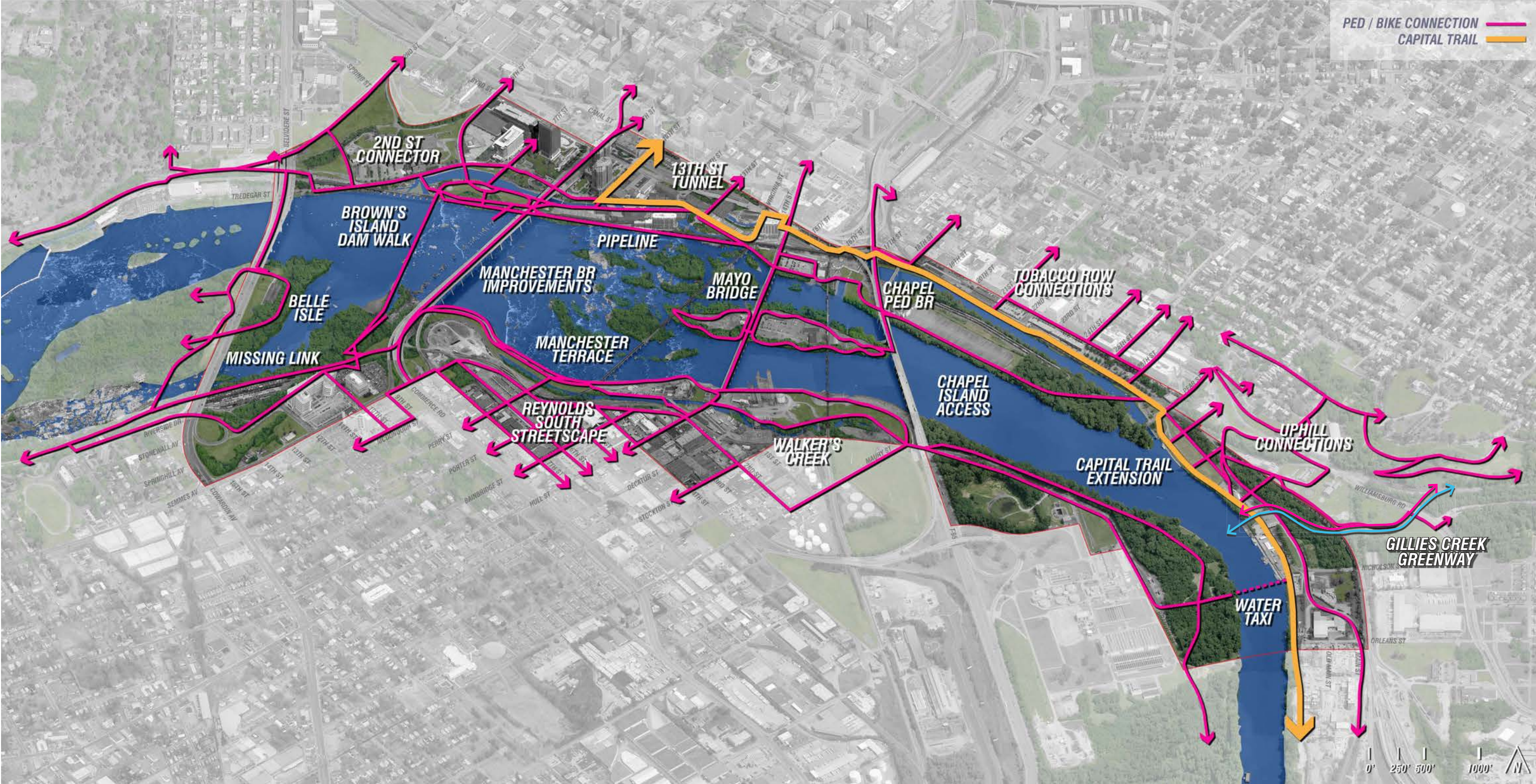
**ROCKETTS LANDING** Incremental development of parcels uphill of the Virginia Capital Trail is anticipated to continue, though specific building projects have not yet been identified. Reconfiguration of East Main Street, particularly as it approaches Nicholson Street, will precede substantial redevelopment of Rocketts Landing parcels below Nicholson Street. Efforts to reconnect the historic Fulton Hill area back to the Riverfront could occur via existing CSX underpasses, particularly along Denny and Louisiana streets, where existing timber rail viaducts occur in the CSX rail embankment. The existing boathouse at Rocketts Landing may eventually need to be relocated or reconfigured pending redevelopment efforts. While a single combined boathouse with multiple clubs and users has generally been viewed as a positive tenant within Rocketts Landing, the more likely scenario is a relocation to Ancarrow's Landing on the south bank.

**FULTON GAS WORKS** The Fulton neighborhood has a long history in the development of Richmond. Adapting the existing buildings to new, occupiable uses renews the property while keeping the historic fabric intact. The Fulton Gas Works is both an opportunity and a challenge. The property boasts several intact historic structures and industrial artifacts which have been protected through restricted access to the site. Portions of the long derelict 20-acre complex are currently being prepared for reoccupation by the Department of Public Utilities, following decades of nineteenth century industrial use as a City-operated gas works. Federal funding is not directly available to the City for cleanup of contaminated soils or mitigation according to EPA regulations since the City was the owner and the polluter. The City is exploring a range of options to activate the site for redevelopment, including transfer of the Fulton Gas Works to a third party to address the contamination with the objective of developing a revenue-producing strategy for the property.

Several of the existing industrial artifacts should be retained as well, notably the collapsible gas tank structure, as emblematic of the past site function even if not operable. Scenarios for redevelopment hinge on soil remediation funding. The elevated CSX viaduct bisects the site from the Riverfront; however, acquisition of surplus CSX rail right-of-way at grade that bisects the site from east to west will help consolidate the City parcel with the Richmond Housing and Redevelopment Authority parcel into a more attractive property.

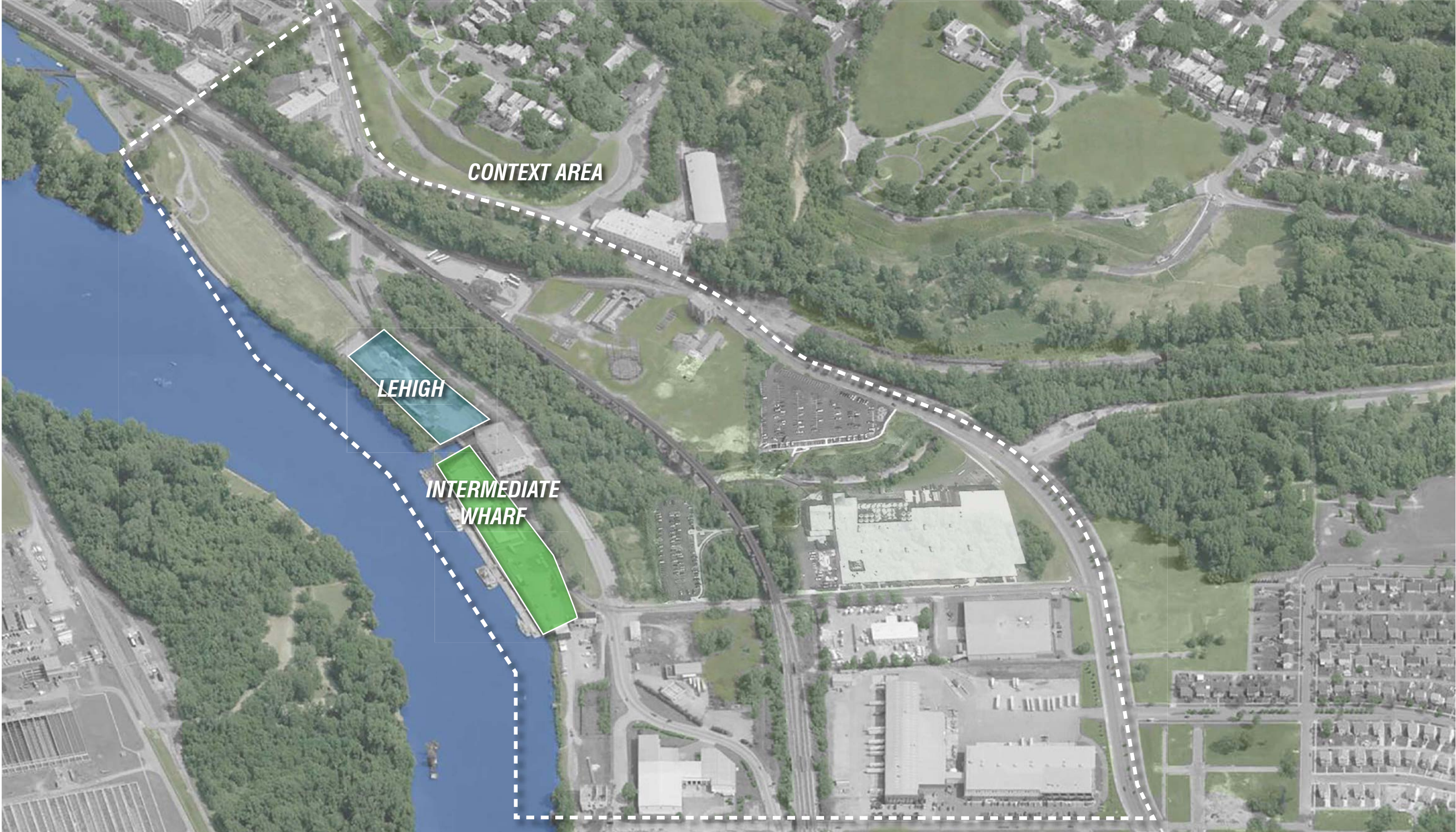
**STONE BREWING** Gillies Creek bisects the southern third of the Gas Works property from the bulk of the site to the north. The majority of this parcel has been redeveloped as the Stone Brewing production facility and taproom. Surface parking is arrayed to the west, beyond the CSX viaduct, with a larger lot across Gillies Creek to the north, connected to the main facility via a steel truss pedestrian bridge. Through an agreement with the EDA office, Stone Brewing has longer-term development plans on currently wooded parcels on either side of Gillies Creek, both with frontage on East Main Street, across from the imminent adaptive reuse of the Intermediate Terminal structure as the Stone Brewery World Bistro & Gardens. As these parcels and buildings are transformed from wooded open space to vibrant redevelopment opportunities, more pedestrian, cycling, transit and vehicular traffic will be focused on the Intermediate Wharf to Williamsburg Avenue corridor paralleling Nicholson Street.

**GILLIES CREEK** The culvert-lined drainage channel poses additional complexities in terms of flood inundation, a 100-foot wide Chesapeake Bay Resource Protection area on either side of the channel, and a Resource Management Area covering the entire property require a permit for any grading activities. Re-grading of the site for surface parking has been an effective strategy for encapsulating some of the Gas Works' contaminated soils on either side of the channel. The Gillies Creek corridor restrictions make this an advantageous alignment for commencing design and construction of a Gillies Creek Greenway. The objective is to provide a non-street dependent, shared-use corridor connecting pedestrians and cyclists from neighborhoods as far away as Oakwood and Montrose with an expeditious route to the Virginia Capital Trail and the James River. This greenway would provide even more connectivity between outlying diverse neighborhoods and the Downriver parcels at Lehigh and Intermediate Wharf, and destinations along the Virginia Capital Trail.



## DOWNRIVER RIVERFRONT CONNECTIONS





**DOWNRIVER** 2016 AREA OF STUDY



## **DOWNRIVER** PARKING POTENTIAL





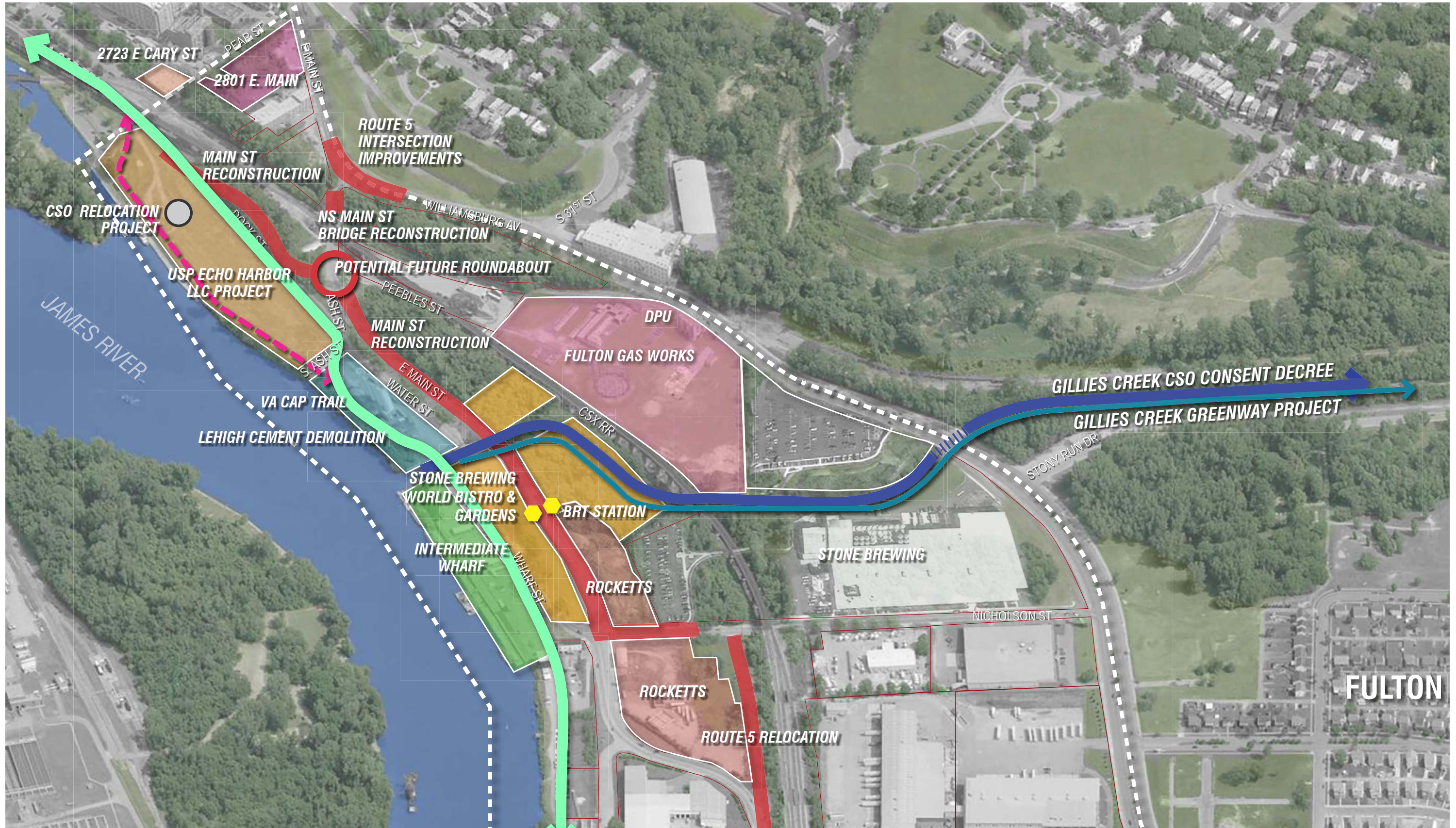
EXISTING

**DOWNRIVER OPEN SPACE + RIVER ACCESS**

The Lehigh Cement parcel is a prime location for downriver public open space and direct River access. With the demolition of the Lehigh silos and completion of the Virginia Capital Trail in 2015, the interim Lehigh parcel condition is poised to see even greater expansion as Dock Street will be removed. A new landscape balancing open lawn with shade canopy would offer options for passive recreation along the Capital Trail, while river access down to the James River provide public water access. Selective removal and replacement of volunteer species along this river edge will improve the native riparian shoreline.

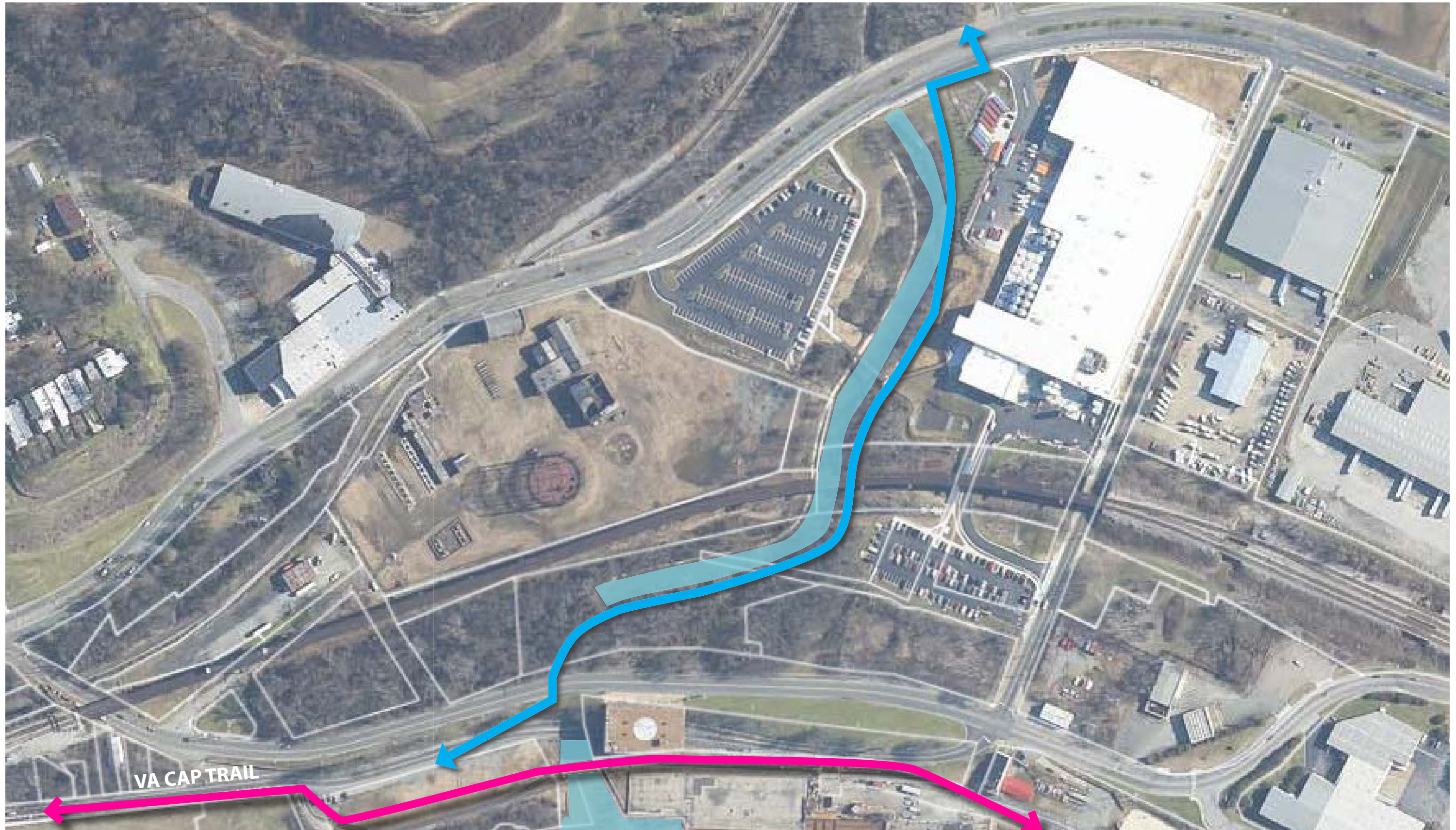
This 2012 rendering shows an earlier illustration featuring terraced seatwalls stepping down to Gillies Creek, superseded by 2017 work.





## **DOWNRIVER** REDEVELOPMENT INFRASTRUCTURE PROJECTS 2016





VA CAP TRAIL

**DOWNRIVER** GILLES CREEK GREENWAY, CONCEPTUAL ALIGNMENT





***DOWNRIVER*** EXISTING CONDITIONS

*DOWNRIVER**Three Approaches*

In an effort to maximize the exploration of different relationships and components, we generated three different approaches, with an eye toward making each as divergent from the next as possible. The objective was to focus discussion on the comparative strengths and weaknesses of various components and their relationships to one another. The intent was to determine “what works/ what doesn’t,” and compile those aspects into a single hybrid: a consensus hybrid representative of prevailing feedback selectively drawing choice aspects of the initial three. Crafting three approaches and selecting a compromise favorite was never the intention of the presentation, rather, drawing out critical comments and supportive reinforcement for various elements was.

**Common to All**

Several components or uses are common to all approaches, to varying degrees:

- ADA-compliant access from the top of bank on the Lehigh parcel, down to the river.
- The ability to physically touch the James River
- Non-motorized watercraft launch and recovery
- Selective removal of invasive plant species and the infill of native & adaptive riparian species, with a focus on shade trees
- Site furnishings, including picnic tables and lighting
- Drinking fountain
- Fish cleaning stations with plumbed water and sanitary utilities, in multiple locations signaling fishing as an acceptable & encouraged activity
- Restroom(s)
- Ash Street, as a cobblestone pavement, even if functionally separated from the functioning street grid
- Continued use of Ash Street as a prominent fishing location
- ADA-accessible connection from Lehigh up to East Main Street @ Gillies Creek, anticipating a later Gillies Creek Greenway and crosswalk
- Pedestrian connections from Lehigh up to the proposed roundabout upriver of Ash Street
- Limited vehicular parking @ Intermediate’s Commercial Dock
- Anticipated future realignment of the Virginia Capital Trail to the water side of the USP parcel
- Kickstand, the shipping container-housed shipping container bike-focused vendor
- A balance of mown lawn and seasonally mown meadow at Lehigh, punctuated with shade trees, and footpaths
- Maintain and upgrade existing Lehigh promontory cantilevered out, downriver of Ash Street
- Reuse of the Water Street bridge structure over Gillies Creek, repurposed as Gillies Plaza
- Existing Gillies Creek bridge retained in all approaches, with either ped or cycle use, or both
- Vendor: one @ Lehigh, either food concession or non-motorized watercraft-related
- Net reduction in Intermediate Wharf pavement in favor of expanded vegetated surfaces
- Varied pavement material palette to counteract the “all concrete” perception
- Addition of shade trees to Intermediate Wharf
- Reconstituted vehicular connection to Commercial Dock, from the East Main Street @ Nicholson Street intersection
- Continued berthing of large water vessels @ the Commercial Dock
- Cross-grain pedestrian foot traffic between the Stone Brewing World Bistro & Gardens to the James River

## ***DOWNRIVER***

### *Three Approaches (continued)*

#### Active

- The Virginia Capital Trail hugs the back of the site, following Water Street, before dipping down across the new Gillies Creek bridge along the current trail alignment of Intermediate Wharf. This maintains the use of the recently rehabilitated bridge, and the Trail pavement traversing Intermediate
- Lehigh River access is a single run, ADA-accessible slope, traversing a +/-13' descent, flanked with terraced seatwalls overlooking the river
- Removes the majority of river side vegetation
- An artificial play surface @ Lehigh intended for informal active play: kicking a ball, tossing a Frisbee
- Lehigh play environment: custom-designed climbing structures for kids of all ages, with a Richmond theme
- Kickstand, parallel to Gillies Creek
- Additional Lehigh vendor @ Gillies Creek, with a river sport focus
- Additional restroom @ Lehigh
- One fish cleaning station @ Ash Street
- Minimal pedestrian paths across Lehigh
- The upriver 115'-long Warehouse Dock is retained for deck games (bocce, shuffleboard, corn hole), and floating transient dock for smaller, private motorized watercraft
- The downriver 255'-long Warehouse Dock is removed; fronted with terraces stepping down into the river, with grass lawn and trees behind
- Commercial Dock is exclusively concrete decking @ water edge

#### Native

- The Virginia Capital Trail hugs the back of the site, following Water Street, and continues under the fourth bay of the Intermediate Terminal building, requiring excavation and retaining beneath the building, before rising up closer to East Main Street abruptly before descending abruptly approaching Nicholson. This pulls the Trail up to Main, removing it as a boundary between Stone Brewery Gardens and the wharf edge, but vertical curve complications and a reduction of Garden footprint make this less favored.
- Lehigh River access is a switchback cutting down through flanking terraced seatwalls, engaging the Gillies Creek sheet piling
- Removes the least river side vegetation, focused on the corner with Gillies Creek
- Kickstand, perpendicular to Ash Street

- One fish cleaning station @ Ash Street
- More, sinuous pedestrian path crisscross Lehigh from Ash to terraces
- The full 370'-long Warehouse Dock is removed, replaced with lawn terraces stepping down from the Trail to the River, with a mix of lawn and riparian-resilient shrubs and intermittent seatwalls
- Maximizes green/vegetated surfaces @ Intermediate
- The upriver 160'-long portion of the Commercial Dock is re-clad with timber decking @ water edge to reduce concrete

#### Culture

- The Virginia Capital Trail shifts close to the James River before swinging up across Water Street, under the third bay of the Intermediate Terminal building, before diagonally arcing across the Stone Brewery Gardens. While this alignment removes the Trail as a boundary between Gardens and river, the tie in toward Nicholson inefficiently restricts the layout & function of the Gardens
- Lehigh River access is a single run, ADA-accessible slope, beginning further upriver, traversing a descent down +/-13', and flanked on both sides with terraced seatwalls overlooking the river. This removes the most river side vegetation
- Keeps the Gillies Creek sheet piling fully intact
- Integrates a Richmond-based historical narrative across both parcels, with multiple interpretive overlooks with prose and images. Focus of historical narrative to be determined, though both parcels were well documented as the intersection of transport for traveling passengers, people, industrial material, raw & finished goods, and war material
- Kickstand, near Gillies Creek, similar to current location
- One fish cleaning station @ Ash Street
- Parallel bands of pedestrian paths traverse Lehigh, recalling multiple rail sidings
- The upriver 115'-long Warehouse Dock is removed and reconfigured as a grass lawn with shade trees
- The downriver 255'-long Warehouse Dock is retained for flexible use events; strategic trenches are dug through the pavement to position shade trees to alleviate wide open condition
- Commercial Dock is partitioned with the upriver portion reconfigured as terraced seatwalls down to the River
- Balances green/vegetated & paved surfaces @ Intermediate

**A. ACTIVE**



**B. NATIVE**



**C. CULTURE**



# DOWNRIVER

## Consensus Approach

Three approaches were presented in a public forum at City Hall on 3 August 2016. Public feedback critiqued each of the approaches and pointed toward preferences for a hybridized, consensus scheme. Follow-up meetings with stakeholders provided additional targeted feedback, identifying collective agreement and unresolved points of contention for further consideration. This was followed by an open public comment period through the end of August 2016, during which many dozens of insightful comments were received via email, and discussed by the project team. Select items that came to light included discussion on:

- Where to reroute the Virginia Capital Trail on both Lehigh & Intermediate
- Maximizing green @ Lehigh & Intermediate
- Maintaining the social culture of fisherman @ Ash Street, without adverse impact
- Expanding fishing as an encouraged activity through additional fish cleaning stations
- Highlighting Richmond history related to Lehigh & Intermediate through interpretive overlooks
- Targeting vendors focused on river sports and food concessions
- Emphasizing that any play environment must be custom, rather than off the shelf
- Acknowledgement that the Lehigh & Intermediate sites cannot accommodate 'everything' identified as potentially desirable, including splash pads, playgrounds and courts.

The Consensus Approach illustrates a conceptual synthesis of the wide public comment and targeted stakeholder feedback, for a single, concluding concept illustration. Of singular importance is the location of the Virginia Capital Trail with much discussion focused on weighing the pros and cons of modifying the current alignment. The consensus was that the Lehigh portion must change to allow for reconfiguration of the interim condition where the trail bisects the site. Conversely, the pedestrian bridge over Gillies Creek would remain as is, and the Trail alignment across Intermediate Wharf to Rocketts would also remain unchanged. Confirming the alignment across both Lehigh & Intermediate is a pre-requisite for all subsequent site transformation for both parcels, and helps clarify accessible connections to projects further inland.

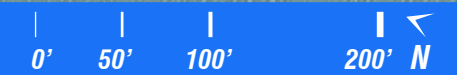
Next steps include Schematic Design with a field survey base, allowing measured drawings to translate the concept into a dimensionally accurate design, including the components:

- The Virginia Capital Trail hugs the back of the site, following Water Street, before dipping down across the new Gillies Creek bridge along the current trail alignment of Intermediate Wharf. This maintains the use of the recently rehabilitated bridge, and the Trail pavement traversing Intermediate
- Lehigh River access is a single run, ADA-accessible slope, traversing a +/-13' descent, flanked with terraced seatwalls overlooking the river
- Lehigh play environment: custom-designed climbing structures for kids of all ages, with a Richmond theme
- Additional restroom @ Lehigh
- One fish cleaning station @ Ash Street, and additional stations near Gillies Creek and on Intermediate
- Minimal pedestrian paths across Lehigh
- Commercial Dock is exclusively concrete decking @ water edge
- Removes the least river side vegetation, focused on the corner with Gillies Creek
- Kickstand, perpendicular to Ash Street
- The full 370'-long Warehouse Dock is removed, replaced with lawn terraces stepping down from the Trail to the River, with a mix of lawn and riparian-resilient shrubs and intermittent seatwalls
- Maximizes green/vegetated surfaces @ Intermediate
- Integrates a Richmond-based historical narrative across both parcels, with multiple interpretive overlooks with prose and images. Focus of historical narrative to be determined, though both parcels were well documented as the intersection of transport for traveling passengers, people, industrial material, raw & finished goods, and war material

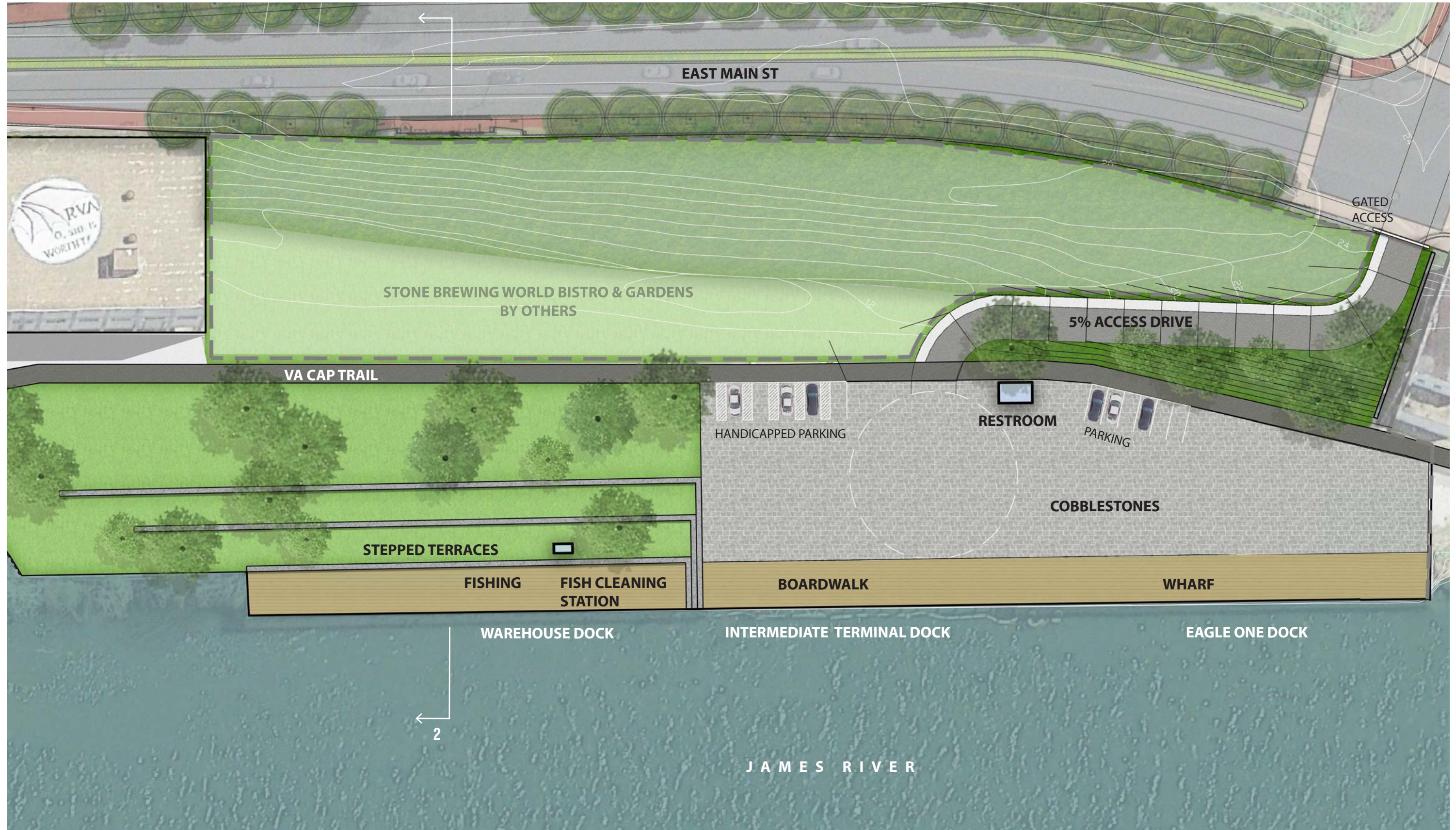




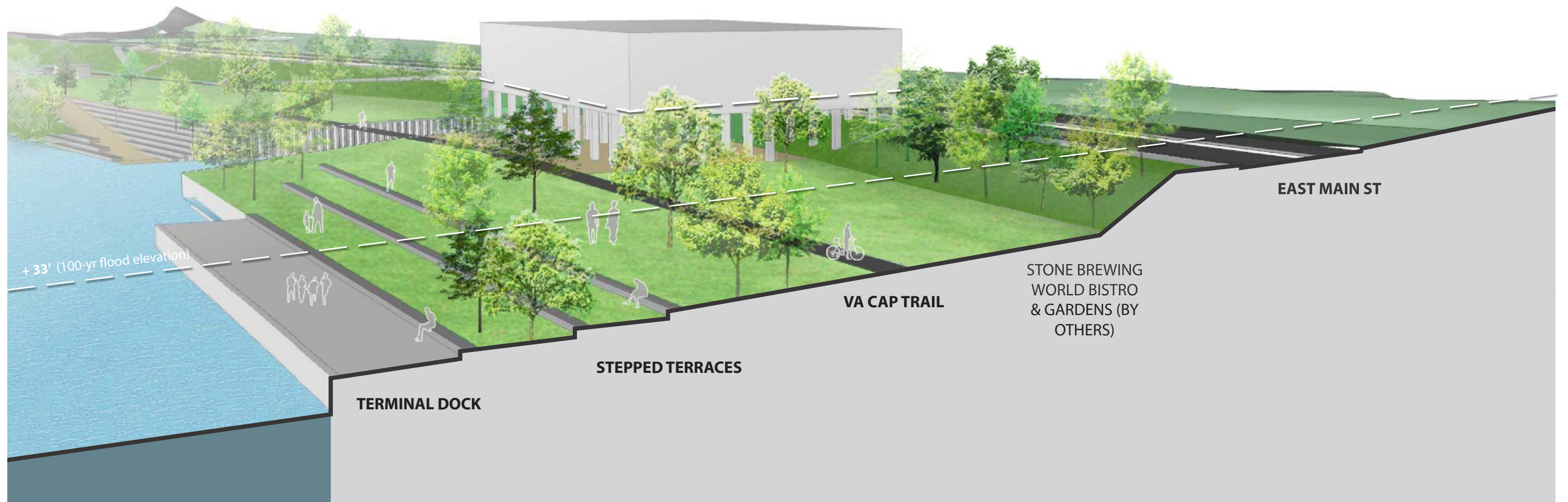
**DOWNRIVER** CONSENSUS PLAN - LEHIGH & INTERMEDIATE











## **DOWNRIVER** SECTION 2 - INTERMEDIATE



## ***DOWNRIVER***

### ***Next Steps***

The Lehigh parcel is increasingly seeing heavy use for vehicular parking associated with Virginia Capital Trail use. This has the unintended effect of clogging what should be public open space with vehicular traffic. This should be a short-term issue, as reconstruction of East Main Street will trigger wholesale reconfiguration of the area, beginning with possible laydown space for road logistics, and followed by systematic vacation of lower roadways, resulting in no vehicular travel at the current Wharf and Water streets. Removal of vehicular traffic once the roundabout and associated reconfiguration is completed will allow the Lehigh parcel to expand to and up the slope to the new East Main Street.

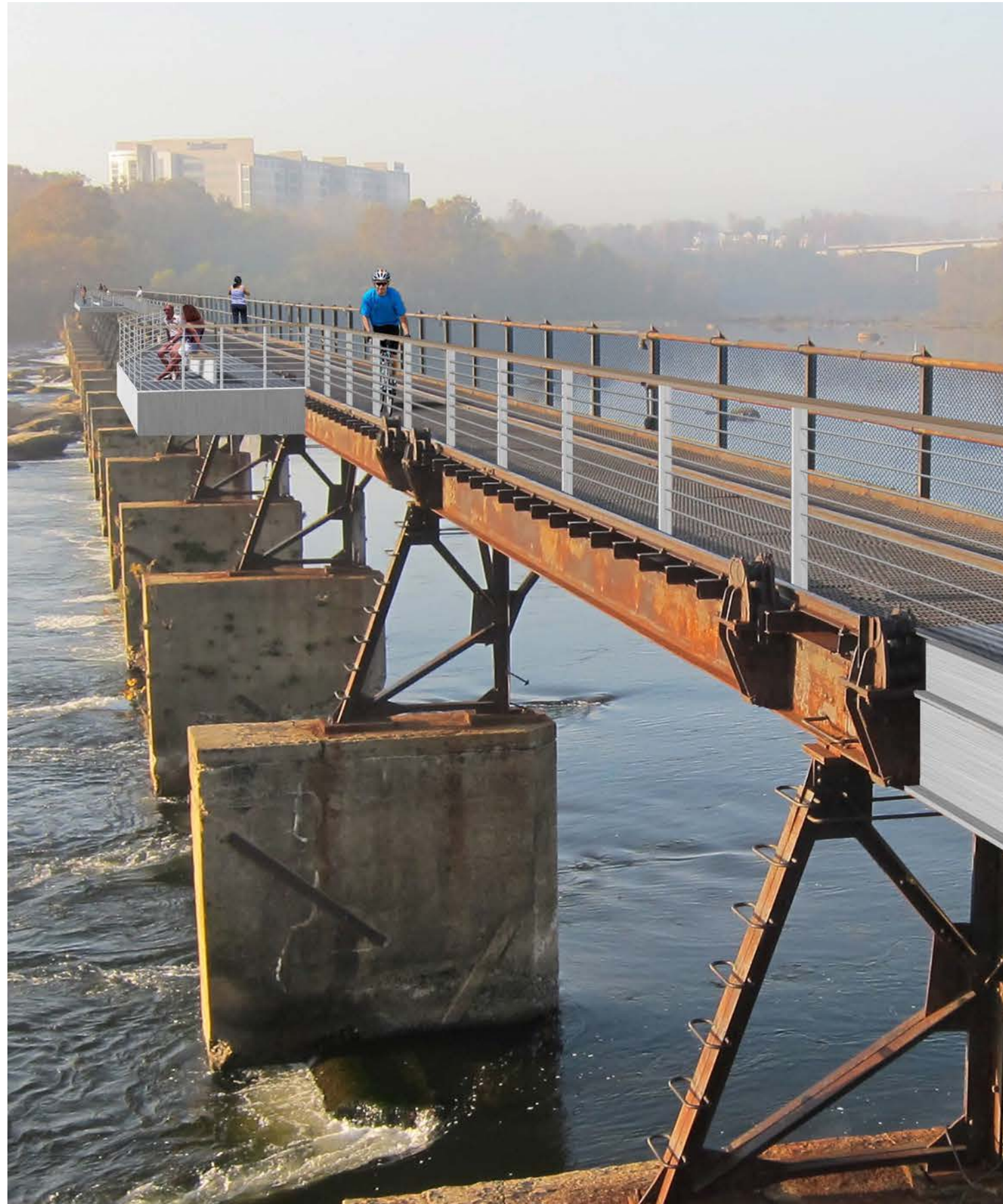
The Intermediate Wharf area is already under construction with concurrent demolition of the existing concrete facility and associated interim reconfiguration for use in 2017. This anticipates a resumption of commercial watercraft berthing along the Commercial Dock. This also anticipates transformation of the Intermediate Terminal into the Stone Brewing World Bistro, and the associated gardens in the slope extending downriver to Nicholson. The East Main Street project will effect this effort significantly, as a new inland boundary, and also trigger the removal of Wharf Street, freeing up key real estate for the gardens to abut the Virginia Capital Trail.

Schematic design will help develop the conceptual approach identified in this update as a further refined design with quantitative magnitude of cost. Survey data for both parcels is currently being compiled as the next step toward a dimensionally viable schematic design effort.

Continued coordination between the City, the EDA and Stone Brewing is key to clarifying existing agreements and as yet unresolved questions regarding programming and responsibilities pertaining to river edge access, and circulation patterns across the Virginia Capital Trail.

The public process identified Richmond history as a key component that must influence the design direction of both parcels, with wide consensus that the deep history of river-focused transit of people, material, and goods is a touchstone for further imbuing site specific narrative.

# PRIORITIES



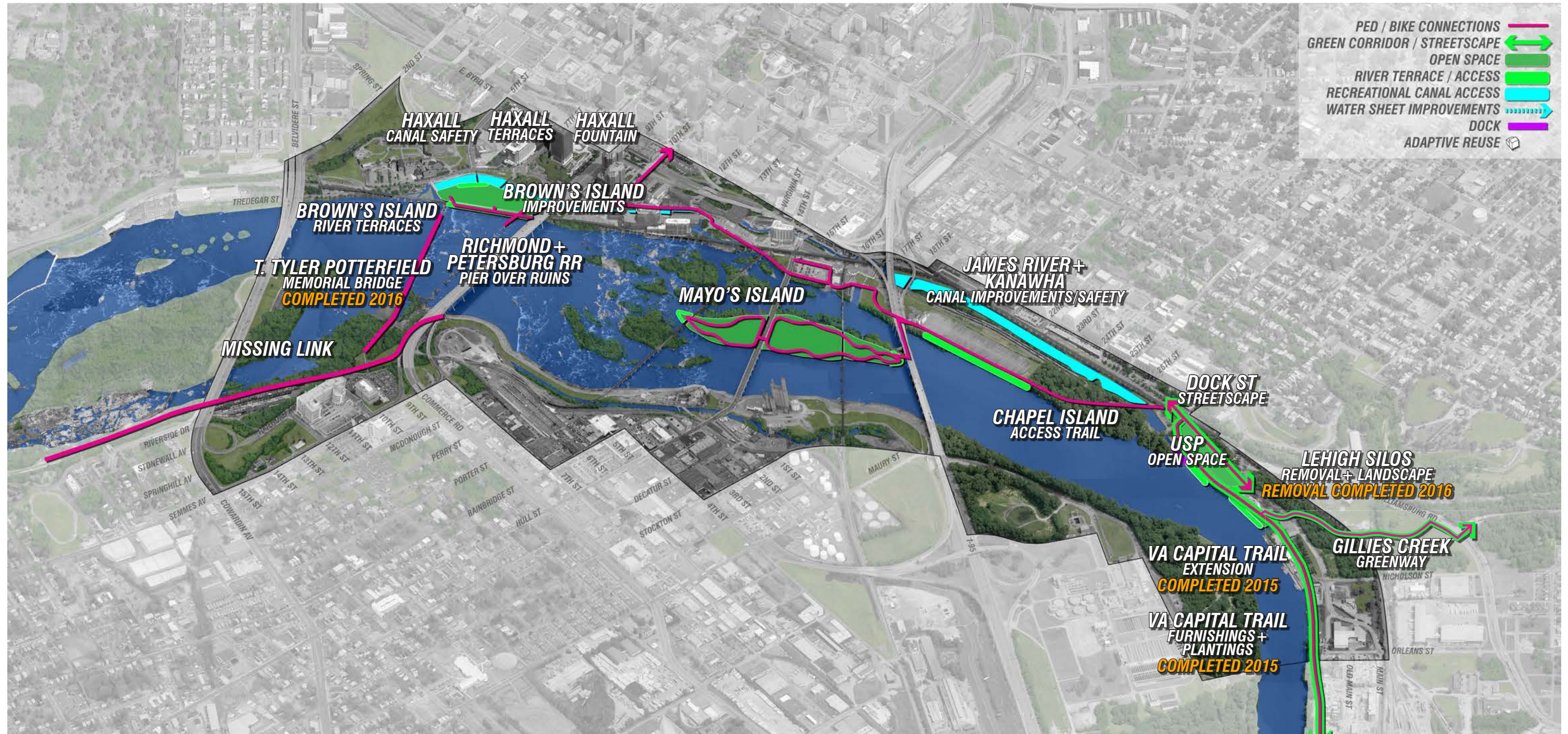
Change on the Riverfront will be an incremental process of capital improvement subject to the annual budget process and associated funding and fundraising efforts. The Riverfront Plan identifies individual projects that can be designed and built reasonably independent of each other, assigning each project to one of three priorities. Priority One projects are either connective or significant in their ability to establish a perception-changing improvement to the Riverfront. Some of the connective projects directly improve physical access to, across, or along the James River. Others, such as Mayo's Island, are viewed as transformational in terms of their ability to establish new public realm landscape destinations through property acquisition. Priority Two projects are generally less connective and more focused on upgrading existing structures or under-utilized parcels. Priority Three projects are more connective, and include several significant infrastructure upgrades: restoring functional access to the James River & Kanawha Canal, and acquisition of a portion of the Norfolk Southern rail yard for Manchester Green.

The projects within each Priority are not sequentially ordered, recognizing that funding will determine which mix of projects may be pursued during any one timeframe. The Plan intentionally clusters adjacent projects together rather than spreading projects equally across the entire Riverfront. This reflects the Plan emphasis on consolidating improvements where possible to achieve the biggest result. In some instances, such as completing the Virginia Capital Trail or acquiring Mayo's Island, there are short-term timeframe targets for which completion would be conducive to associated events, such as the 2015 World Cycling Championships.

Many of the identified projects occur within the James River 100-year floodplain and will require early consultation with various City, Commonwealth and Federal agencies. The U.S. Army Corps of Engineers in particular will necessarily require preliminary coordination to help guide development of any concepts that interact with the flood control structures on either side of the river. The Corps will ultimately issue permits for construction of work within the 100-year floodplain, and interacting with floodwall and flood control structures.

The Riverfront Plan provides an initial master plan level of detail, identifying magnitude of estimated costs for budgetary purposes. The numbers shown are 2012 hard costs for construction and exclude costs of land acquisition, significant demolition or stabilization, and escalation of construction costs due to phasing. Costs associated with geotechnical investigation, determining site contamination, mitigation or remediation are excluded, and may apply to specific projects.

Soft costs include design and engineering fees and contingencies associated with pre-construction and post-construction activities. Detailed, quantitative assessment will be necessary to confirm technical requirements for each project, including thorough site investigation and preliminary engineering. Anticipated soft costs are an additional 15% for site investigation, design and permitting. Contingencies represent reserve funding held to account for unforeseen conditions, including 10% for design, and an additional 10% for construction, both of which may be reduced as construction documents near completion.

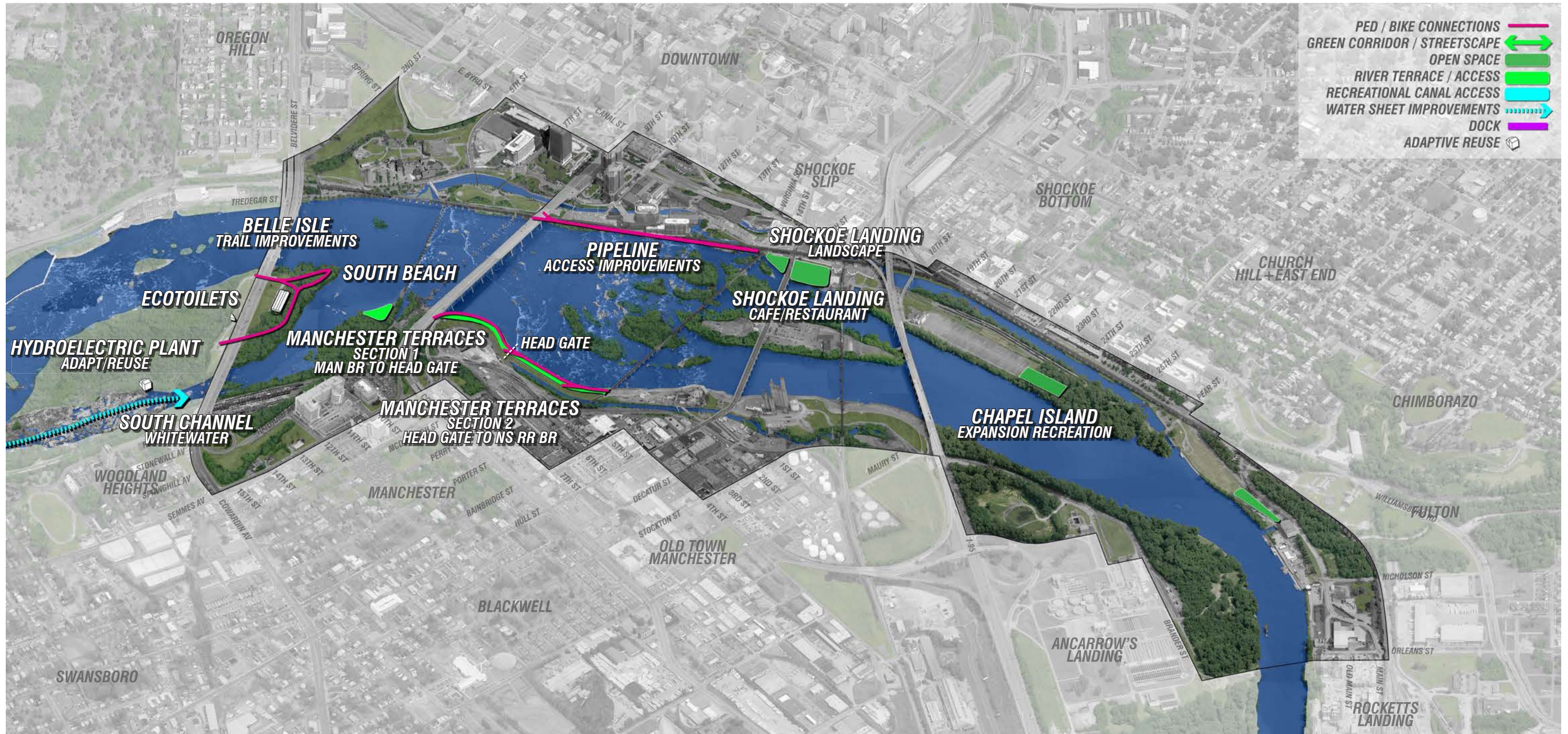


*NOTE: excludes land acquisition, significant demolition or stabilization, contamination/remediation, escalation of costs, and soft costs.*

## PRIORITY 1

Initial Priority One projects are connective, favoring the ultimate completion of the Virginia Capital Trail, Brown's Island Dam Walk, the Missing Link Trail, and the Lehigh & Intermediate properties. Allocating funding to life safety improvements along both the Haxall and James River & Kanawha Canals provides added initiative to make the two water sheets available for recreational opportunities. The remainder of Priority One focuses on Brown's Island improvements and acquisition of Mayo's Island, with both expected to be phased upgrades.





*NOTE: excludes land acquisition, significant demolition or stabilization, contamination/remediation, escalation of costs, and soft costs.*

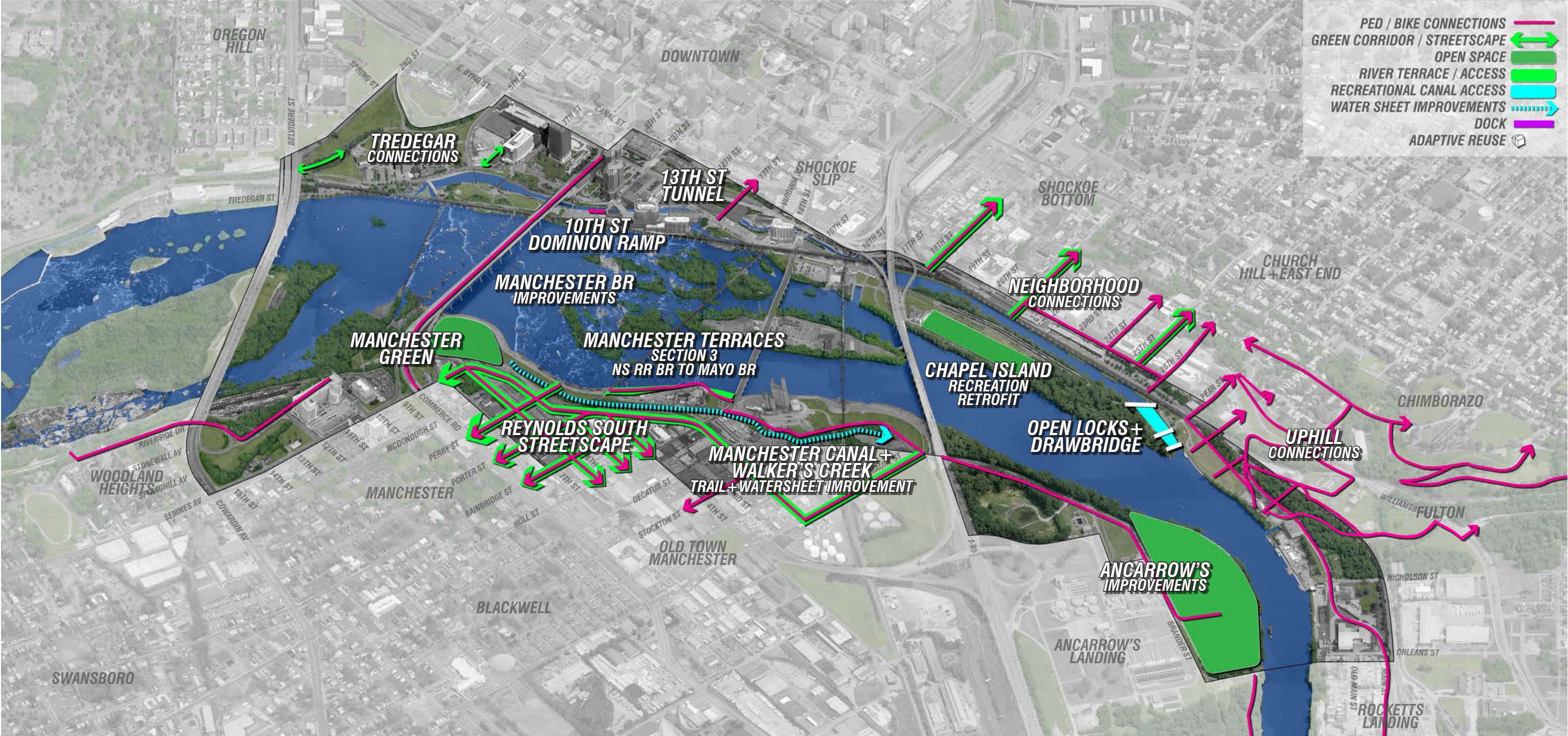
## PRIORITY 2



Connective projects remain in the majority, with accessibility improvements to existing routes, including the Pipeline Walk, the Manchester Terraces and Belle Isle trails. New destinations include Shockoe Landing, South Beach, and landscape program for the top of the anticipated expansion of the retention basin on Chapel Island.

# RICHMOND RIVERFRONT PLAN

2017



*NOTE: excludes land acquisition, significant demolition or stabilization, contamination/remediation, escalation of costs, and soft costs.*

## PRIORITY 3



Priority Three projects include reinstating operation of both the Great Shiplock and Chapel Island drawbridge, allowing boats to once again enter the lower James River & Kanawha Canal basin. Manchester Green is the primary new destination landscape, and the reconfiguration of the existing Chapel Island retention basin roof for recreational access. The remainder of projects are connective, embracing accessibility and streetscape improvements to maximize physical connections between river and neighborhoods.

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## **APPENDIX 3: ADOPTING ORDINANCE**