



CITY OF RICHMOND

Department of Planning & Development Review *Staff Report*

Ord. No. 2026-044: To rezone the property known as 1240 Ingram Avenue, from the M-1 Light Industrial District to the TOD-1 Transit Oriented Nodal District.

To: City Planning Commission
From: Land Use Administration
Date: March 3, 2026

PETITIONER

City of Richmond

LOCATION

1240 Ingram Avenue

PURPOSE

In July 2025, the Richmond City Planning Commission adopted CPR.2025.017, a resolution to initiate the amendment of the city-owned property 1240 Ingram Avenue from M-1 Light Industrial to TOD-1 Transit Oriented Nodal District.

This proposed ordinance will formally rezone the subject property accordingly.

RECOMMENDATION

Staff finds that the proposal is consistent with the recommendations of the City's Richmond 300 Master Plan pertaining to the Industrial Mixed-Use category.

Staff also finds that the rezoning to TOD-1 aligns with the Richmond 300 Plan's goals for creating Major Mixed-Use Streets. The property is in close proximity to Commerce Road which is a designated Major Mixed-Use Street. The proposed TOD-1 zone includes uses and design elements that recognize the characteristics of Major Mixed-Use Streets such as orienting houses to face new and existing streets, rear parking, and connectivity among streets enhancing walkability and "eyes on the street."

Staff further finds that rezoning the City owned parcel to TOD-1 will complement the recently rezoned parcels of 1220 and 1260 Ingram Avenue. The assemblage of contiguous parcels will complete the overall Richmond 300 vision for this portion of Commerce Road.

Staff concludes that the proposed ordinance conditions substantially satisfy the safeguards established in the City Charter concerning the granting of Special Use Permits. Specifically, staff finds that the proposed zoning change would not be detrimental to the general welfare of the community involved and would not create congestion in the streets in the area involved.

Therefore, staff recommends approval of the rezoning request.

FINDINGS OF FACT

Site Description

The property is approximately 564,058 sq. ft., or approximately 13 acres, of industrial land. The property is located in the Sherwood Park Neighborhood between Commerce Road and East 17th Street.

Proposed Use of the Property

The proposed rezoning would accommodate permitted infill development allowable within the TOD-1 Transit Oriented Nodal District.

Master Plan

The City's Richmond 300 Master Plan designates a future land use for the subject property as Industrial Mixed-Use. These areas consist of formerly "...traditional industrial areas that are transitioning to mixed-use because of their proximity to growing neighborhoods and changes in market conditions. These areas may still retain some light industrial uses."

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

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

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

Intensity: Medium- to high-density, three to eight stories.

Primary Uses: Retail/office/personal service, multi-family residential, cultural, and open space. **Secondary Uses:** Institutional and government. (p. 88)

These properties are located on, and near to, a designated "Major Mixed-Use Street" which is characterized by the following:

- Carry high volumes of vehicles, pedestrians, and bicycles, through commercial and mixed- use areas
- Prioritize use and density-scaled sidewalks and crosswalks
- Require form elements, such as buildings to the street with parking in the rear, as well as building windows and entrances on the street

- Incorporate streetscape features, such as trees, benches, and trash receptacles
- Ideal locations for transit routes and transit stops
- Prioritize the curbside for walking, bicycling, transit, and short-term parking access and loading for local shops and restaurants

Zoning

The current zoning for this property is M-1 Light Industrial District. The proposal is to rezone the property to the TOD-1 Transit Oriented Nodal District.

Surrounding Area

Adjacent properties have recently been rezoned to Transit Oriented Nodal District (TOD-1). The surrounding land uses include primarily industrial with some residential and commercial uses present to the west.

Neighborhood Participation

Staff notified area residents, property owners, and the Oak Grove Neighborhood and Oak Grove Civic Associations of the proposed Rezoning. As of this date, staff has not received any letters regarding the application.

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