CHAPTER 4: MANAGED AND SUSTAINABLE GROWTH



FUTURE LAND USE

INTRODUCTION

The Future Land Use section identifies how land across Henrico County should develop in the years ahead. It provides guidance for appropriate uses and development intensities for all areas within the County. It includes several components:

- Background on land use planning, this subchapter's linkage to the HenricoNEXT community vision, and community engagement results that shaped policies;
- Future Land Use Goal that articulates the direction for growth and conservation efforts;
- Future Land Use Policies that define how all land should be designated across the County;
- Land Use Types and Densities and Future Land Use Classifications which define the various development patterns across the County; and
- Special Focus Areas, Urban Development Areas, and Legacy Plans that further provide additional guidance for select areas in Henrico.

PLANNING FOR HENRICO'S FUTURE LAND USE

Henrico County has entered a new chapter of its community planning history. A local government that has established strong land use guidance through intentional planning efforts for many years, portions of the County are largely developed and need new policies to apply to aging developments and residential neighborhoods as they redevelop and change. These policies guide targeted reinvestment to enhance functionality, aesthetics, and economic development in established areas of the County.

Some areas of the County, especially Varina, are facing increased development pressures on rural and agricultural lands. These policies aim to balance growth that protects the unique character and environmental quality of these landscapes, and provide guidance for appropriate rural-scale development to serve these communities.

Together, responsible greenfield, infill and redevelopment, and rural conservation efforts are the focus for managed and sustainable growth in Henrico.

LINKAGE TO COMMUNITY VISION

The Future Land Use section of the 2045 Comprehensive Plan translates the community vision of Henrico County residents into a spatial framework. The Future Land Use subchapter specifies where development should occur by outlining targeted policies and strategies.

For Henrico County residents, managed and sustainable growth involves revitalizing aging development, incorporating mixed-use areas, and creating new housing and economic opportunities. It also involves applying sustainable practices that minimize impacts on existing neighborhoods while protecting natural areas, agricultural lands, and environmentally sensitive spaces. These assets define Henrico's character and support both environmental health and the County's high quality of life.

To achieve managed and sustainable growth, the Future Land Use policies provide a clear roadmap from current conditions to desired developments in strategic areas that prioritize redevelopment and infill in existing built areas, while directing growth away from agricultural and rural areas. These policies help promote neighborhood compatibility for infill and redevelopment, emphasize community resilience through guidance and recommendations for sustainable development. This approach accomodates anticipated growth and strengthens existing communities without compromising the natural and rural landscapes residents value.

COMMUNITY ASPIRATIONS

As part of HenricoNEXT public engagement, residents expressed clear preferences about how and where development should occur. When asked about the location of new growth in the initial public engagement survey, community members consistently favored smart growth approaches: 47% of respondents preferred "growth in already developed areas through infill and redevelopment" at the magisterial district level and 52% supported this approach countywide. This sentiment is also reflected in the second public engagement survey, with 49% of respondents preferring infill and redevelopment in their districts. These responses significantly outpaced other options, with the next highest response being those who "prefer no new growth but understand growth can't be stopped" (29% and 31% in the first and second engagement surveys).

The community also identified specific challenges related to growth management. Overcrowding, overdevelopment, and walkability were the most frequently referenced concerns facing Henrico County. Correspondingly, 31% of respondents specified growth management as their top planning priority, while topics like affordable housing for local workers (29%) and diverse housing types (18%) were selected more frequently than business development (9%).

Many residents acknowlege growth is inevitable but view it as an opportunity for strategic management. They support focusing development in areas with existing infrastructure while safeguarding environmental lands and open spaces essential to their quality of life. Community members also view well-managed development as a way to address additional priorities, such as improved walkability and environmental conservation.

The vision for Chapter 4: Managed and Sustainable Growth received strong support, with 73% of respondents expressing approval for this approach to Henrico's future development patterns.

FUTURE LAND USE GOAL

Henrico County will manage the type, location, and design of future growth to create a more sustainable built environment that encourages redevelopment and infill development, supports the protection of natural assets, and is fiscally balanced.

HOW HENRICO GUIDES DEVELOPMENT

Development in Henrico is guided by the adopted Comprehensive Plan and applicable legacy plans and regulated by the County's Zoning Ordinance. The Plan establishes the vision and policy goals for the County and may be referenced in zoning, and provisional use permit decisions. Legacy plans serve to establish policy in specific parts of the County on a smaller, more detailed scale. Development regulations located within the Zoning Ordinance provide the legal guidelines that development must abide by.

GENERAL LAND USE POLICIES

The following nine general land use policies establish a framework for guiding land use decision-making in the County and how development advances the public's general welfare. These also support the location of underlying zoning districts throughout Henrico.

These policies apply to all lands within the County, except where modified for the Special Focus Areas discussed at the end of this subchapter. The classifications designated on the Future Land Use map represent the physical application of these policies. All eight general land use policies should be carefully considered within the particular context of each land use classification. Strategies are provided for each policy to provide specific implementation approaches and ensure effective plan execution.

Policy FLU 1: Guide Development in Alignment with the Future Land Use Framework

Henrico will use classifications identified on the Future Land Use Map as a framework to guide development and redevelopment of land in the County. This will direct decisions on future Zoning Ordinance amendments, inform strategies for future investment and public-private partnerships, provide guidance when evaluating requests to change zoning districts, and serve as a well-informed approach to land development over the next 20 years.

STRATEGY FLU 1-1: DESIGNATE PRIMARY AND SECONDARY USES

The Future Land Use classifications, listed in this subchapter, recommend primary and secondary land uses for various areas throughout the County. Secondary land uses are intended to support the primary but are not predominant. This approach provides flexibility for new construction and redevelopment to be guided by market factors, while also achieving a level of certainty. When a project is proposed to include a secondary use, the following criteria can be used to evaluate its appropriateness and determine if it aligns with the intent for the area:

- Consider the overall Future Land Use classification applied to the area where the project is proposed (not just the project site). Evaluate if the proposed secondary use complements existing or potential future primary uses, or if it would dominate and define land use in the area.
- Assess whether the proposed design of the secondary use aligns with the Community Character category from Chapter 6: High-Quality, Livable Places that best defines the character for the area.

The primary and secondary uses for each Future Land Use Classification are listed later in this subchapter.

STRATEGY FLU 1-2: POLICY AND ZONING ORDINANCE ALIGNMENT

The Henrico County Zoning Ordinance should be reviewed periodically for consistency with the Comprehensive Plan and this subchapter in particular. It may be necessary to add new or adjust current zoning districts, definitions, use regulations, development standards, etc. to accommodate development types described in this plan.

STRATEGY FLU 1-3: ADDITIONAL GUIDANCE FOR DEVELOPMENT REVIEW

When evaluating the appropriateness of proposed development, Planning staff, the Planning Commission, and the Board of Supervisors should use the following documents alongside the Comprehensive Plan to make their decisions, as well as any documents adopted over the lifetime of the Plan that clarify its intent for a specific land use topic or a specific area of Henrico.

- Best Products Reimagined Form-Based Alternative Overlay
- Brook Road North Corridor and Form-Based Alternative Overlay
- Brook Road South Redevelopment Corridor
- Brookfield Area Form-Based Alternative Overlay
- Data Center Design Guidelines (Adopted June 10, 2025; See Appendices.)
- Design Guidelines Manual (to be prepared upon adoption of Plan)
- Design Guidelines for Small-Lot Single Family Residential Developments
- Emerywood Parkway Redevelopment Area
- Gayton Crossing Redevelopment Area
- Highland Springs Redevelopment Corridor
- Innsbrook Area Study
- Lakeside Avenue Redevelopment Corridor
- Mechanicsville Turnpike Redevelopment Corridor
- Nine Mile Road Corridor
- Parham/Broad Area Form-Based Alternative Overlay
- Patterson Avenue Redevelopment Corridor
- Route 5 Corridor Study
- Sandston Area Study
- Short Pump Town Center Form-Based Alternative Overlay

- Staples Mill Redevelopment Corridor
- Virginia Center Commons Form-Based Alternative Overlay
- West Broad Redevelopment Corridor
- Westwood Redevelopment Area
- Williamsburg Road Redevelopment Corridor and Form-Based Alternative Overlay

Policy FLU 2: Facilitate Sustainable and Resilient Developments

Henrico supports the development of sustainable and resilient places that conserve energy and water resources, encourages active modes of travel to reduce carbon dioxide emissions, and integrates natural features into site designs to maximize ecological functions and mitigate hazards such as flooding.

STRATEGY FLU 2-1: SUPPORT CONSERVATION OF NATURAL ASSETS

Developers and landowners should incorporate the policies and strategies from Chapter 3: Our Environment into their development and land management plans. Environmentally sustainable development elements suggested by that chapter should be incorporated into new developments.

STRATEGY FLU 2-2: INTEGRATE NATURAL FEATURES INTO SITE DESIGNS

New development should integrate existing natural features into site design and, wherever possible, avoid practices such as clear-cutting, soil infill, stream channelization, or other land disturbance to prevent erosion and habitat disturbance. These natural features can serve as passive open space or be featured as design amenities within projects.

STRATEGY FLU 2-3: ENCOURAGE CONSERVATION THROUGH DEVELOPMENT INCENTIVES

The County should consider increased density or other incentives for developers who set aside additional open space, dedicate conservation easements, or provide some other conservation benefit as part of their project.

STRATEGY FLU 2-4: PROMOTE THE USE OF STORMWATER BMPS IN NEW DEVELOPMENT

Promote the integration of Best Management Practices (BMPs) and other stormwater management techniques established by the County into the design of new development and redevelopment projects to ensure that they function effectively as an integrated system.

STRATEGY FLU 2-5: REDUCE FLOODING

Protect environmentally sensitive features such as stream corridors, wetlands, and other features that contribute to water quality and stormwater management through the use of regulatory measures, such as stream setbacks. These designs should discourage development within floodplains and special flood hazard areas.

STRATEGY FLU 2-6: CONTINUE TO INCORPORATE ENVIRONMENTAL QUALITY ASSESSMENTS AS PART OF DEVELOPMENT REVIEW

Continue to incorporate environmental quality protection measures into the development review process, particularly related to runoff, stream protection, air quality, and noise.

STRATEGY FLU 2-7: SUPPORT GROWTH IN SUITABLE AREAS

Promote new development and redevelopment in areas with suitable site conditions, available and planned public facilities, and transportation network capacity. Projects in these areas should maximize development potential per the Future Land Use framework to take advantage of these conditions.

STRATEGY FLU 2-8: ENCOURAGE ENVIRONMENTALLY FRIENDLY DESIGNS

Encourage the design of more sustainable and resilient development through the Environmentally Friendly Design Incentives offered in the Henrico County Zoning Ordinance. Green designs can include water conservation, reduction of solid waste, alternative energy use, recycled building materials, multimodal transportation, and increased resiliency features. Consider the incorporation of other green building designs into the ordinance, such as permeable pavers, rainwater harvesting, greywater recycling, daylighting, urban heat island mitigation, and high efficiency mechanical and electrical systems.

STRATEGY FLU 2-9: FACILITATE TRANSIT-ORIENTED DEVELOPMENT TO REDUCE ENVIRONMENTAL IMPACTS OF DEVELOPMENT

Facilitate new transit-oriented developments that leverage access to GRTC stops for the purpose of reducing vehicle trips that in turn decrease carbon dioxide emissions created by individual personal vehicle use.

Policy FLU 3: Support Infill, Redevelopment, and Adaptive Reuse

To maximize previous public investments and support efforts to improve the quality and experience of aging commercial centers and office parks, Henrico County supports infill, redevelopment, and adaptive reuse of existing developments.

STRATEGY FLU 3-1: FACILITATE INFILL VIA REGULATORY ADJUSTMENT

Study and consider land use regulation amendments to lower or eliminate minimum lot sizes in favor of minimum lot widths, allow for lot splits, and create pathways for approval of compatible but innovative development on undeveloped lands in infill areas. Bolster buffering, screening, and fence and wall standards to reduce impacts on adjacent properties.

STRATEGY FLU 3-2: RIGHT-SIZE PARKING REQUIREMENTS

Overestimating parking needs for a given development can result in oversized, unused parking lot spaces that limit the potential for development on outparcel lots and create larger impervious surfaces that may negatively affect the area's character. Parking determination methodologies should be regularly updated to account for best practices such as closely evaluating parking requirements; basing parking quantities on average rather than peak usage; polling local comparable businesses about their actual parking

need. Incentives to businesses should be provided to encourage investment in alternatives to car parking such as supporting contributions to local transit systems and providing bicycle connectivity to developments. These strategies should be incorporated into standard development procedures where appropriate.

STRATEGY FLU 3-3: EVALUATE BARRIERS TO LAND USE CHANGES

To support adaptive reuse of existing structures, the County will assess barriers to land use changes that create an undue burden on current and future property owners that may limit reinvestment in existing properties. This could include providing one-time modifications to parking or landscaping requirements or other development standards.

STRATEGY FLU 3-4: ADDRESS VACANT PROPERTIES

Develop additional mechanisms by which the County can proactively address abandoned and vacant structures. This may include conducting studies to assess whether a property should be rehabilitated or demolished and rebuilt. Develop policies that incentivize landowners of abandoned property to sell to those interested in revitalization. Strengthen partnerships with existing organizations like the Maggie Walker Land Trust to help eliminate liens, clean up properties, and stimulate development. Consider offering grants or other incentives to support both full rehabilitation and adaptive reuse of existing structures in new projects. Additionally, provide educational outreach to developers about state and federal preservation and rehabilitation programs, including the Virginia Department of Historic Resources Historic Rehabilitation Tax Credit Program.

STRATEGY FLU 3-5: ENCOURAGE NEW CONSTRUCTION IN REDEVELOPMENT AND FORM-BASED AREAS

Strongly encourage developers to make use of Form-Based Area Overlays (FBA-Os) and to maximize development potential on lands within the Redevelopment Area land use classification. This supports the conversion of existing development into mature, mixed-use centers, which maximizes use of existing infrastructure and supports a fiscally responsible balance of land uses.

Policy FLU 4: Ensure High-Quality Design and Compatibility

New development and redevelopment will adhere to best practices in construction, pursue architectural excellence, and support the desired character of the area.

STRATEGY FLU 4-1: ENHANCE COMMUNITY CHARACTER

Developers and landowners should incorporate the policies and strategies laid out in the Community Character subchapter of Chapter 6: High-Quality, Livable Places into their development and land management plans. Character and design elements suggested by that subchapter should be incorporated into new developments.

STRATEGY FLU 4-2: UPDATE DESIGN GUIDELINES

Once adopted, designs of new and redeveloped sites should be made in accordance with the County's updated Design Guidelines Manual. This document will guide site and building design with a focus on five objectives: supporting active transportation, incorporating natural spaces into the built environment, creating transitions between uses

of differing type and intensities of development, promoting redevelopment and revitalization of aging centers and corridors, and encouraging a unified community character.

STRATEGY FLU 4-3: SUPPORT QUALITY DESIGN THROUGH REZONING AND SITE PLAN REVIEW

Promote high-quality development during the rezoning and site plan review process, particularly related to open space and landscaping; traffic and pedestrian circulation; signage; and building design, placement, and orientation.

STRATEGY FLU 4-4: TRANSFORM STRIP COMMERCIAL CENTERS INTO WALKABLE DESTINATIONS

Redevelopment efforts should convert outdated strip commercial corridors into vibrant, walkable destinations, with a focus on the Redevelopment Areas identified on the Special Focus Areas Map.

Policy FLU 5: Encourage Economic Development

To maintain a healthy fiscal balance and generate revenues to support quality of life amenities, the County will support and facilitate business and job creation through land use planning.

STRATEGY FLU 5-1: SECURE LAND FOR ECONOMIC DEVELOPMENT

Partner with Henrico Economic Development Authority (EDA) to ensure the County has an adequate inventory of land and buildings suitable for target industries. Regularly update these inventories, prioritize sites based on development readiness, and strategically match key areas to target industries. Prepare high-priority sites for streamlined development and identify underutilized locations for targeted redevelopment based on geographic advantages.

STRATEGY FLU 5-2: CONSISTENTLY UPDATE ECONOMIC INDICATORS

Periodically update or conduct studies that analyze market conditions and evaluate the County's fiscal and economic health. Assess whether Henrico's policies and regulations facilitate or hinder the achievement of desired economic outcomes. Leverage existing research from organizations such as the Greater Richmond Partnership, Richmond Economic Development Authority, Henrico Economic Development Authority, Henrico Sports and Entertainment Authority and other research groups to complement the County's own economic data.

STRATEGY FLU 5-3: BALANCE USES FOR A HEALTHY DEVELOPMENT MIX

Promote balanced growth by maintaining an optimal mix of nonresidential, residential, and institutional uses. This approach ensures sustainable tax revenues, an adequate workforce for businesses, and a diverse range of jobs and services for residents. Strategies may include budgeting for level of service increases for recreational, educational, and utility facilities; zoning for a variety of housing types near employment and retail centers; and partnering with economic development organizations to attract companies seeking talent that matches Henrico's resident skillsets and striving to maintain a 65/35 residential/ non-residential balance.

STRATEGY FLU 5-4: FACILITATE BENEFICIAL SITE SELECTIONS AND RELOCATION

Encourage new businesses to locate in sites that provide both public benefits and business success. Address chronic vacancies by collaborating with property owners to reduce or remove regulatory, structural, aesthetic, and financial obstacles to sale or redevelopment. Consider partnering with land banks to assemble parcels suitable for creating larger, move-in or shovel-ready sites for new businesses. Leverage business improvement districts, innovative financing strategies, opportunity zones, and other economic tools to encourage development in targeted locations in accordance with the Future Land Use map.

STRATEGY FLU 5-5: ZONE AND REGULATE FOR OPTIMAL ECONOMIC DEVELOPMENT

Maintain a business-friendly environment through transparent and predictable development review processes. Continue to use development agreements, conditional zoning, provisional use permits, planned development districts, tax incentives, and other government tools to engage developers in discussions about achieving their objectives while also delivering public benefits.

STRATEGY FLU 5-6: ADVERTISE, EMPHASIZE, AND INCREASE HENRICO'S ECONOMIC STRENGTHS

Proactively promote Henrico's development advantages to employers through traditional marketing strategies and leveraging established relationships. Regularly communicate the County's land use goals and objectives with developers and businesses. Highlight Henrico's prime location, skilled workforce, regional connectivity, and high quality of life in business recruitment materials.

STRATEGY FLU 5-7: ADVANCE TOURISM DEVELOPMENT TO BOOST ECONOMIC GROWTH

The County will encourage and expand diverse tourism initiatives – including sports, recreation, heritage and agritourism – to bolster fiscal and economic growth while leveraging existing assets. Strategies may include building strong partnerships with local businesses, organizations, and community groups to develop unique visitor experiences and prioritizing infrastructure upgrades to improve accessibility and enhance visitor satisfaction. A framework for ongoing evaluation and adaptation should be established, ensuring tourism efforts align with long-term economic objectives and emerging opportunities.

Policy FLU 6: Enhance Health and Livability

Through intentional site design and land use planning, the County will encourage development and land use patterns that consider the social determinants of health for residents and advance their general well-being.

STRATEGY FLU 6-1: FACILITATE DEVELOPMENT OF VIBRANT PLACES FOR INTERPERSONAL CONNECTION

Actively promote and facilitate development of vibrant "third spaces" to support interpersonal connection and build community interaction. These spaces are destinations beyond home, work, or school where residents can spend meaningful time together. Examples of third spaces include cafes, libraries, parks and recreational facilities,

community halls, places of religious institutions, and other venues that may function as "community living rooms."

STRATEGY FLU 6-2: SUPPORT PEDESTRIAN-SCALE DEVELOPMENT

Developments should incorporate placemaking strategies to make them accessible, safe, and enjoyable to pedestrians. Key design elements may include features to mitigate urban heat; facilitate a general feeling of comfort (including lighting, greenery, traffic-calming measures, etc.); and ensure connectivity for biking, walking, and micromobility devices (electric scooters, e-bikes and skateboards). Establish a strong sense of place through public art, street furniture, creative landscaping, and similar enhancements. Pedestrian-scale development should follow the community character guidelines set forth in Chapter 6: High-Quality, Livable Places.

STRATEGY FLU 6-3: FOSTER ACCESSIBILITY TO COMMUNITY AMENITIES

In accordance with the Future Land Use Map, the County supports and promotes the development of commercial centers that provide convenient, accessible amenities to residents, regardless of their chosen mode of transportation -driving, walking, biking, transit, or micromobility. These centers may include grocery stores, schools, medical and recreational facilities, and entertainment venues. Their design should be guided by the Community Character categories and policies outlined in Chapter 6: High-Quality, Livable Spaces.

STRATEGY FLU 6-4: ENCOURAGE DEVELOPMENT OF COMMUNITY RECREATIONAL AMENITIES

Residential neighborhoods are encouraged to develop private recreational facilities, such as swimming pools, clubhouses, community gyms, tennis and pickleball courts, event spaces, and other similar recreational amenities to enhance livability within walking and biking distances of homes.

STRATEGY FLU 6-5: DISCOURAGE HAZARDOUS USES NEAR RESIDENTIAL, RETAIL, AND RECREATIONAL AREAS

In accordance with the Future Land Use Map, the County will discourage the siting of hazardous uses near residential, retail, and recreational areas. Hazardous uses include those that produce dangerous runoff and aerosols, excessive or irregular noise, heavy freight traffic, high or unpredictable electrical currents, and flashing or unshielded lighting. The County will also discourage the location of new housing near existing hazardous uses unless effective mitigation measures are implemented to address potential impacts. Exceptions may be made for temporary construction.

STRATEGY FLU 6-6: DESIGN FOR PUBLIC SAFETY

Design new developments and infill resident and patron safety in mind. Encourage the use of Crime Prevention Through Environmental Design (CPTED) principles to promote safe environments. Ensure areas are well-lit, foster a sense of surveillance, and clearly define boundaries between public and private spaces.

STRATEGY FLU 6-7: REDUCE NOISE IMPACTS ON NEIGHBORHOODS

Discourage residential uses near established developments that project a 70 DNL (day-night average sound level) or more intense noise level.

STRATEGY FLU 6-8: SUPPORT THE PROVISION OF SENIOR AND DISABLED HOUSING AND PROXIMAL SERVICES THROUGHOUT THE COUNTY

Support equitable distribution of housing for elderly and disabled residents throughout the County, ensuring convenient access to essential services that meet their needs.

STRATEGY FLU 6-9: PROMOTE A HEALTHY RENTAL MARKET

Encourage the development of a sufficient supply of well-maintained rental properties to meet community demand and enhance neighborhood stability. Integrate rental and ownership options within residential areas, ensuring affordable and accessible housing choices are available throughout the County, rather than isolating rental units from ownership opportunities.

STRATEGY FLU 6-10: SUPPORT HOMEOWNERSHIP ACROSS INCOME BRACKETS

Encourage housing programs that promote homeownership for a range of income levels. This should include development of a diversity of housing types, including high-quality manufactured housing to reduce overall housing costs.

STRATEGY FLU 6-11: ENCOURAGE PARTICIPATION IN DEVELOPMENT PROCESS UPDATES

To support advancements in building technology, safety, and livability, encourage building professionals (both public and private) to actively participate in the State's three-year code development process (cdpVA) cycle. Evaluate and adopt standards that require new development to meet sustainable building practices and environmental performance measures.

Policy FLU 7: Coordination with Public Services

The County will coordinate new development with the provision of public infrastructure in order to ensure current services are maintained at or above their previous level and new growth is adequately supported.

STRATEGY FLU 7-1: FACILITATE THE ADEQUATE PROVISION OF PUBLIC FACILITIES AND SERVICES

Developers and landowners should incorporate the policies and strategies laid out in this chapter's subchapter: Public Facilities and Services into their development and land management plans.

STRATEGY FLU 7-2: COORDINATE CAPITAL IMPROVEMENTS WITH GROWTH PATTERNS

Coordinate capital improvement planning with anticipated development patterns to ensure that new public facilities—such as schools, utilities, transportation infrastructure, parks, and public safety facilities—are strategically located and phased. Prioritize investments that address capacity needs, reduce service gaps, support redevelopment, and reinforce the County's long-term growth vision.

Policy FLU 8: Connected Development

Designs of new and redevelopment will facilitate residents' and workers' daily travel between uses via multiple modes using safe, efficient, and effective methods.

STRATEGY FLU 8-1: FACILITATE THE DEVELOPMENT OF SAFE AND CONNECTED SPACES

Developers and landowners should incorporate Chapter 5: Safe and Connected Spaces policies and strategies into their development and land management plans. Auto, bicycle, and pedestrian safety, as well as connectivity strategies suggested by that chapter, should be incorporated into new projects.

STRATEGY FLU 8-2: CREATE CONNECTIONS TO FUTURE PLANNED DEVELOPMENT

Ensure subdivision and site layouts of new development are planned with the future land use of adjacent, currently undeveloped properties in mind, fostering opportunities for interconnected neighborhoods. Encourage designs that promote interconnectivity with existing and future developments by incorporating stub streets and sidewalk connections.

STRATEGY FLU 8-3: SUPPORT BICYCLE AND PEDESTRIAN CONNECTIVITY IN NEW DEVELOPMENTS

Encourage the construction of bikeways, sidewalks and other pedestrian facilities in new developments. Connections to other neighborhoods and key destinations such as schools, libraries, and parks are also encouraged.

Policy FLU 9: Incorporation of Environmental Justice Initiatives in Land Use Decision Making

Environmental justice ("EJ") is defined by the U.S. Environmental Protection Agency ("EPA") as "fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies." The land use decision making process should include consideration for mitigating localized environmental and public health impacts, especially considering Fenceline Communities and marginalized populations.

STRATEGY FLU 9-1: INTEGRATE ENVIRONMENTAL JUSTICE INTO LAND USE DECISIONS

The County will create a plan to identify environmental justice and fenceline communities, integrating these findings into all land use decisions. Land use designations, rezonings, and future development areas must reflect an understanding of historic inequities and actively avoid concentrating new environmental burdens in these communities. Such plan will include the following components:

1. Identifies environmental justice communities and fenceline communities within Henrico County;
2. Identifies major sources of pollution and hazardous waste sites within Henrico County, using data from any federal, state, and local environmental and health agencies;
3. Identifies objectives and policies to reduce the unique or compounded health risks in environmental justice and fenceline communities by means that may include the

reduction of pollution exposure, the improvement of air and water quality, emergency management, resilience to increased flooding, excessive heat and other impacts of a changing climate, and the promotion of public facilities, food access, safe and sanitary homes, and physical activity;

4. Identifies objectives and policies to promote civic engagement in public decision-making processes by members of environmental justice and fenceline communities;

5. Identifies objectives and policies that prioritize improvements and programs that address the needs of environmental justice and fenceline communities, such as but not limited to low-cost broadband internet programs and internet adoption initiatives encompassing digital literacy and device access, job training, access to healthy foods, access to aging in place assistance, equitable access to public parks and greenways, increased tree canopy, public transit services, bicycle and pedestrian facilities, electric vehicle charging, and other clean transportation options;

6. Identifies objectives and policies that encourage linking public transit with community and health services and siting or co-locating health services in unconventional settings to ensure convenient access for all community members; and

7. Establishes baseline environmental and health conditions using existing public health data or gathering additional information as needed to characterize any disproportionate public health conditions in the identified fenceline communities.

FUTURE LAND USE CLASSIFICATIONS AND MAP

PURPOSE AND INTENT

Henrico County is a proactive and forward-thinking community that is transforming its approach to growth. As Henrico continues to mature, it is focusing more on revitalizing and enhancing aging properties and developments. Through the Future Land Use framework (classifications and map), Henrico County outlines strategies for accommodating housing, commercial, and employment growth while advancing the County's vision. Developed collaboratively with community members and leaders, the Future Land Use Map builds on the foundation of the Vision 2026 Future Land Use Map, an updated to reflect current conditions, best practices and evolving community aspirations. This new map was evaluated through a scenario planning process to ensure alignment with the County's land use, transportation, and fiscal goals and objectives.

IMPLEMENTATION

The Future Land Use Map establishes the County's preferred development patterns, providing a framework for growth and land use decisions. Its recommendations are primarily implemented through the County's Zoning Ordinance. The ordinance is the legal instrument that regulates how land is used, what types of structures can be built, their placement on a property, and permitted uses. A single future land use classification may correspond to multiple suitable zoning districts, allowing for flexibility in implementation. These classifications can guide future updates to the Zoning Ordinance and its map, supporting the County's vision. They also serve as a guide for property developers, clarifying the intended type and intensity of development for various areas.

LAND USE TYPES AND DENSITIES

Each future land use classification identifies the primary and secondary land uses intended for the designated areas. It also includes the preferred development density for those uses.

Primary land use is the predominant, intended use under a Future Land Use classification that defines the character and function of the area.

Secondary land use is intended to support and complement the primary land use. They provide flexibility for new development and redevelopment as market conditions evolve. When determining a secondary use, ensure it aligns with the Primary Future Land Use Classification and the relevant Community Character Category from Chapter 6: High-Quality, Livable Places.

Density is the ration of the number of residential units to a specific area of land, indicating development intensity.

Land Use Types

The following land use types are included as primary or secondary uses within the various land use classifications:

UNDEVELOPED

Undeveloped or lightly improved shared private open spaces, public parks (unpaved trails, small parking lots, removable boat launches, etc.), and natural environmental areas.

PUBLIC SPACE

Developed or substantially improved public parks (paved trails, playgrounds, covered structures, public art, lit and unlit ballfields), as well as privately and publicly owned and managed scenic and historic heritage areas.

AGRICULTURE

Cultivated crops, farmland, silviculture, livestock, agribusiness and tourism, and areas intended for working land.

LOW-DENSITY HOUSING

Single-family detached housing that is not part of a larger development, as well as associated accessory dwelling units and storage structures as defined in the Zoning Ordinance, like sheds and garages.

SUBURBAN HOUSING

Single-family detached and attached housing often built as part of a larger development. Duplexes, triplexes, and townhomes are appropriate forms of suburban housing, provided they are complementary to adjacent single-family homes and do not place unexpected burden on local transportation infrastructure. Accessory dwelling units are also appropriate.

HIGH-DENSITY HOUSING

All types of multifamily housing including apartments, townhomes and condominiums.

LIVE/WORK

A building or part of a building that combines a residential dwelling unit with an integrated workspace principally used by one or more of the dwelling unit residents.

RETAIL/COMMERCIAL

Businesses open to the general public for the sale of consumer goods and services. Includes restaurants, groceries, general shopping, personal services, and other similar service-oriented uses.

OFFICE

Executive, management, administrative, small-scale medical and healthcare offices not part of hospital development, and professional employment services.

MIXED USE

Buildings that include multiple compatible High-Density Housing, Retail/Commercial, Office, or Artisanal Manufacturing activities within the same structure. Within these buildings, residential uses will primarily occur on the second story or higher, and Artisanal Manufacturing elements should only be allowed if they are in the rear of a structure with an attached, street-facing Retail/Commercial element (such as a brewery tasting room, glassblowing studio, etc.). They should not affect surrounding uses more intensely than the Retail/Commercial elements to which they are accessory.

ARTISANAL MANUFACTURING

Breweries, 3-D print shops, glassblowing and hand-wrought metalwork studios, artisanal woodshops, and other small craft manufacturing enterprises generally compatible with nearby retail uses that are open to the general public.

LIGHT MANUFACTURING

Context-sensitive office, laboratory, and craft manufacturing enterprises that do not produce hazardous fumes, aerosols, or other organic or chemical waste; ambient noise above 80 decibels; or require heavy equipment (construction/excavation vehicles, etc.) These enterprises are closed to the general public. A warehousing enterprise may qualify as a Light Manufacturing use only if it is an accessory use to a larger enterprise and is shielded from areas with regular foot traffic.

HEAVY MANUFACTURING/INFRASTRUCTURE

Manufacturing, warehousing, active energy production, and public utility activities which may produce hazardous fumes, aerosols, and/or organic and chemical waste, ambient noise above 80 decibels, and/or require heavy equipment.

INSTITUTIONAL

Public government buildings, recreational and community centers, police/fire services, utilities, school facilities, religious institutions, hospitals, and other healthcare facilities. Context-sensitive Institutional uses are appropriate in all future land use classifications.

FUTURE LAND USE CLASSIFICATIONS AND POLICIES

Future Land Use classifications allow for appropriate and suitable development of land in the County. By creating policies to regulate these uses, the County can better ensure a high quality of life, allocate resources and infrastructure effectively, and appropriately ensure that development is managed and sustainable. The following classifications designate the primary and secondary land use types for a given area as shown on the Future Land Use map. They are organized according to their general purpose, with policies provided to guide development within each group.

RURAL AND ENVIRONMENTAL

- Environmental Protection Areas (EPA)
- Open Space/Recreation (OS/R)
- Prime Agriculture/Rural Conservation (PA/RC)
- Rural Residential (RR)

RESIDENTIAL

- Suburban Residential 1 (SR1)
- Suburban Residential 2 (SR2)
- Urban Residential (UR)
- Multi-Family Residential (MFR)

OFFICE/COMMERCIAL

- Office (OF)
- Office/Service (O/S)
- Commercial Concentration (CC)
- Commercial Arterial (CA)

MIXED-USE

- Traditional Neighborhood Development (TND)
- Suburban Mixed-Use (SMX)
- Urban Mixed-Use (UMU)

REDEVELOPMENT

- Redevelopment Areas/Corridors (RA/C)

INDUSTRIAL

- Light Industrial (LI)

- Planned Industrial (PI)
- Heavy Industrial (HI)

CIVIC

- Government (GOV)
- Semi-Public (SP)

Rural & Environmental

The uses in this group are characterized primarily by agriculture, land maintained in its natural state, and large lot residential development. Individual well and septic systems may be needed as public water and sewer services may be limited. Road infrastructure within these areas is characterized by paved streets with natural ditch drainage.

Environmental lands provide important natural services, such protecting air and water quality, allowing floodwaters to percolate and flow freely in established waterways, and safeguarding developed areas from natural hazards and other adverse effects. These places also offer residents opportunities to connect with nature, through activities like hiking, boating, or relaxing in green spaces. Preserving agricultural uses and existing residential development patterns is encouraged, while new growth should be limited to that permitted by existing zoning or designated for other uses on the Future Land Use Map. Rural spaces are valued in Henrico and help to contribute to the County's historic character and diverse living options.

Most rural areas are situated in the eastern portion of the County, where geology and drainage features limit development potential.

Future Land Use classifications within the Rural and Environmental group include Environmental Protection Area (EPA), Open Space/Recreation (OS/R), Prime Agriculture/Rural Conservation (PA/RC), and Rural Residential (RR).

ENVIRONMENTAL PROTECTION AREA (EPA)

Areas where no future development is planned to occur due to the probable location of Chesapeake Bay Preservation Areas and 100-year floodplains. Limited development is permitted in these areas if impacts can be mitigated to prevent reduction of environmental quality. Extra sensitivity is required to protect the environment and public health, safety, and welfare.

PRIMARY LAND USES

Undeveloped

SECONDARY LAND USES

None

OPEN SPACE/RECREATION (OS/R)

Public or private land reserved for passive or active recreation, or for the permanent preservation of natural open space.

PRIMARY LAND USES

Public Space, Undeveloped

SECONDARY LAND USES

Agriculture

DENSITIES

No structures should be built on lands classified OS/R unless necessary for outdoor recreational activities.

PRIME AGRICULTURE/RURAL CONSERVATION (PA/RC)

Areas currently used for agricultural purposes and those suited for agricultural use due to soil conditions. Also included are other properties where, due to their location and lack of proximity to existing infrastructure, rezoning for more intense development is not anticipated over the life of the Plan. Development in these areas should be limited to that allowed by the existing zoning and should consist of agriculture, agricultural support uses, and residential uses on large lots. PA/RC areas have specific applicable policies as indicated below.

PRIMARY LAND USES

Agriculture, Low-Density Residential

SECONDARY LAND USES

Undeveloped

DENSITIES

Lands classified Prime Agriculture and Rural Conservation should have an overall density of no more than one dwelling unit per five acres.

RURAL RESIDENTIAL (RR)

Rural Residential areas are intended for detached, single-family residential and agricultural uses that maintain a rural character.

PRIMARY LAND USES

Low-Density Housing

SECONDARY LAND USES

Agriculture

DENSITIES

Lands classified Rural Residential should be one acre or greater, or part of larger developments that prioritize conserving large amounts of open space by clustering structures (see Chapter 6: Community Character) on smaller lots near rural activity centers. Setbacks, residential landscaping, and site design should be used to maintain its character.

RURAL AND ENVIRONMENTAL POLICIES

R&E-1: Strengthen Rural Character and Community Identity

Promote and protect the historic rural pattern, including farms, pastureland, and preserved natural and historic sites, while accommodating residential development that maintains agricultural activity and large natural open spaces. Support the creation of strong rural neighborhood identities by emphasizing natural amenities, providing appropriate community-serving amenities at activity nodes, and encouraging smaller-scale, non-redundant businesses offering essential services and social opportunities for residents.

R&E-2: Conserve Land

Work with developers and other local partners to preserve lands (either by transfer to public and quasi-public entities or via access to private lands) for conservation and recreational purposes. When possible, link publicly accessible land via bike paths and/or trails.

R&E-3: Support Sustainable and Diverse Agricultural Practices

Encourage farmers to pursue sustainable, low-impact agricultural methods such as regenerative farming, cover cropping, no-till practices, agroforestry, crop rotation, and composting in order to promote long-term soil health, protect adjacent properties, and extend the viability of working lands. At the same time, support a diverse range of agricultural enterprises, including farmers' markets, agritourism, and value-added, on-farm services and retail, to strengthen the rural economy and create unique, community-serving agricultural opportunities.

R&E-4: Guide Transitional Rural Residential Development with Environmentally Sensitive Design

Encourage low-density rural residential development in locations where agricultural uses and demand for new subdivisions intersect, creating an appropriate transition between rural properties and traditional suburban neighborhoods. Ensure that all such development is thoughtfully sited by positioning structures, landscaping, and impermeable surfaces to avoid disrupting natural waterways, causing slope erosion, altering the existing tree canopy, or degrading wildlife habitats.

R&E-5: Maintain Existing Patterns of Development in Prime Agriculture/Rural Conservation Areas

Promote a continuation of the historic, rural pattern, including farms, pastureland, and preserved natural and historic sites as the desired character for these areas. Accommodate new residential development but encourage it to occur on very large lots.

R&E-6: Increase the Minimum Lot Size in Prime Agriculture/Rural Conservation Areas

Consider the use of regulatory measures such as increased minimum lot areas, lot widths, and building setbacks to ensure the character of Prime Agriculture/Rural Conservation areas is maintained. A minimum lot area of one to five acres and a lot width of 300' should

be considered for new residential subdivisions. Further study of a new zoning district to implement such measures should follow adoption of the Plan.

R&E-7: Carefully Consider Public Infrastructure Expansion in Prime Agriculture/Rural Conservation Areas

Limit public sewer and water extensions in areas designated Prime Agriculture/Rural Conservation and consider a prohibition on new utility connections to limit residential density.

Residential

Residential areas constitute the majority of developed land in Henrico County. These areas should accommodate new development while maintaining their neighborhood character and ensuring compatibility with surrounding uses.

The Residential land use group encompasses single-family homes, townhouses, apartments, and associated open space. While single-family housing has historically been the predominant form of residential development in the County, the County is experiencing a transition towards a broader variety of housing types.

Future Land Use classifications within the Residential Group include Suburban Residential 1 (SR1), Suburban Residential 2 (SR2), Urban Residential (UR), and Multi-Family Residential (MFR). These classifications correspond with the Zoning Ordinance's residential base zoning districts (R-0 through RTH).

SUBURBAN RESIDENTIAL 1 (SR1) AND SUBURBAN RESIDENTIAL 2 (SR2)

These areas include both detached and attached single-family residential uses. These areas feature characteristic suburban development patterns/styles with curvilinear roadways Continued support for these patterns is encouraged, with particular emphasis on enhancing roadway and sidewalk interconnectivity.

PRIMARY LAND USES

Suburban Housing

SECONDARY LAND USES

Low-Density Housing, Public Space, Undeveloped, Institutional

DENSITIES

SR1 developments should not exceed three units per acre, while SR2 should not exceed five units per acre.

URBAN RESIDENTIAL (UR)

Urban Residential areas feature many characteristics of traditional neighborhood development and are more urbanized than the County's suburban areas. Land classified Urban Residential can be recognized by its interconnected grid street pattern and small lots with shallow front yards and alleys. A variety of housing types are appropriate in new Urban

Residential neighborhoods, including detached single-family homes, attached/two family homes, townhouses, condominiums and zero lot line homes.

PRIMARY LAND USES

Suburban Housing, High-Density Housing

SECONDARY LAND USES

Public Space, Open Space, Institutional

DENSITIES

Residential densities in an Urban Residential Neighborhood should not exceed nine units per acre.

MULTI-FAMILY RESIDENTIAL (MFR)

Multi-Family Residential areas include multi-family dwellings such as apartments, townhouses and condominium complexes.

PRIMARY LAND USES

High-Density Housing

SECONDARY LAND USES

Public Space, Open Space, Institutional

DENSITIES

Densities in Multi-Family Residential areas should not exceed 19.8 units per acre.

RESIDENTIAL POLICIES

RES-1: Encourage a Variety of Compatible Housing Options

Support a diverse array of housing types – including smaller homes and condominiums, in addition to single-family homes – to accommodate the needs of non-traditional households such as young professionals and 'empty nesters.' Promote both ownership and rental opportunities to ensure a wide range of housing choices across the community.

RES-2: Provide for Multi-family Housing Options on Major Transportation Corridors and Service Areas

Locate multi-family housing near arterial roads, transit, shopping centers, and primary service areas to strengthen land use patterns and improve accessibility.

RES-3: Avoid Encroachment of Nonresidential Uses into Residential areas.

Utilize transitional uses, open space, and creative site configurations to buffer and reduce the impact of nonresidential development adjacent to Residential areas.

RES-4: Plan for Dispersed Traffic by Increasing Ratio of Local Through-Streets

Use the road network in Residential areas to promote safety and connectivity between existing and future developments. Rather than focusing traffic on a few arterial or collector streets, more "through streets" are encouraged to disperse traffic and to minimize its negative impact in specific areas.

Office/Commercial

Office and commercial spaces are key parts of Henrico County, by providing places to work, shop, eat, and access lifestyle amenities. Despite being a smaller percentage of developed land, their impacts on the County's economic health are significant.

The Office/Commercial land use group applies to areas characterized by retail, office, and office/service uses. These areas are primarily clustered along major roadways, including West Broad Street, Staples Mill Road, and the area west of Richmond International Airport. Development patterns include both commercial centers and office parks, as well as stand-alone businesses.

Future Land Use classifications within the Commercial Group include Office (OF), Office/Service (O/S), Commercial Concentration (CC), and Commercial Arterial (CA). These classifications generally correspond with the O-1, O-2, O-3, O/S, B-1, B-2, and B-3 zoning districts.

OFFICE (OF)

Office areas are intended to accommodate development of individual properties or include a business park form of development. A variety of office types are permitted at varying intensities and sizes.

PRIMARY LAND USES

Office

SECONDARY LAND USES

Undeveloped, Light Manufacturing, Artisanal Manufacturing, Retail/Commercial

OFFICE/SERVICE (O/S)

Office/Service areas include a wide range of business, light industrial, office, research and development, and related ancillary uses, such as restaurants. Employment/Office Centers often take the form of a campus, integrating and coordinating uses, quality, and character of the development. These areas are focused at prime locations in the County and should be reserved for high-return employment-generating uses.

PRIMARY LAND USES

Artisanal Manufacturing, Light Manufacturing, Office

SECONDARY LAND USES

Mixed Use, Open Space, Retail/Commercial

COMMERCIAL CONCENTRATION (CC)

Commercial Concentration Areas accommodate retail and/or wholesale sales and service establishments with coordinated design for shared parking areas and shared points of access to a roadway.

PRIMARY LAND USES

Retail/Commercial

SECONDARY LAND USES

Artisanal Manufacturing, Office

COMMERCIAL ARTERIAL (CA)

Commercial Arterial areas are intended to accommodate both wholesale and retail sales and service establishments that may function independent of adjoining development and may involve individual access to a roadway in accordance with the County's access management standards.

PRIMARY LAND USES

Retail/Commercial

SECONDARY LAND USES

Light Manufacturing

OFFICE/COMMERCIAL POLICIES

O/C-1: Facilitate Access Management

Access management is a vital component for the proper arrangement of Commercial uses. Access points should be designed to provide adequate visibility for businesses while mitigating negative impacts on the levels of service on roadways. When existing Office/Commercial areas are redeveloped, special attention should be given to access management and site configuration to minimize traffic impacts often associated with strip development.

O/C-2: Support Redevelopment of Aging Office/Commercial Areas

Strongly encourage the redevelopment of existing Office/Commercial areas which have become less competitive or obsolete due to market changes. Redevelopment should be encouraged to better utilize existing public infrastructure, prevent vacancies, and continue providing commercial services to established neighborhoods in the County.

O/C-3: Reduce Impacts on Adjacent Residential Uses

New development in Office/Commercial areas should utilize effective buffers, screening, and site design to minimize potential conflicts with surrounding residential uses.

Mixed-Use

Mixed-Use spaces are essential for managing Henrico County's growth, while supporting diverse housing options. These areas should foster vibrant neighborhood centers that offer residents convenient access to daily amenities and services.

The Mixed-Use land use group applies to areas represented by varied housing types, small local retail, recreational spaces, and multistory buildings. These areas are characterized by medium to high residential density and pedestrian-oriented design.

Currently, areas in this group make up less than one percent of land in the County. As the County experiences new growth, future development involves transforming employment and commercial centers into mixed-use developments at key locations.

Future Land Use classifications within the Mixed-Use Group include Traditional Neighborhood Development (TND), Suburban Mixed Use (SMX), and Urban Mixed Use (UMU). These classifications generally correspond with the CMU, SMX-PD, TND-PD, UMU-PD and Form Based Alternative Overlay zoning districts.

SUBURBAN MIXED-USE (SMX)

Similar in form to the Suburban Residential areas, the Suburban Mixed-Use areas are characterized by curvilinear street patterns, moderate density residential uses and other typical suburban development patterns and styles.

This designation is intended to allow cohesive development of land in a coordinated and efficient manner that creates a community rather than a series of isolated subdivisions. The classification promotes unified, high-quality developments phased with the provision of necessary infrastructure improvements. A variety of housing types are appropriate in Suburban Mixed-Use communities, including detached single-family homes, attached/two family homes, townhouses, condominiums and zero lot line homes.

Residential uses are the priority in a Suburban Mixed-Use community but a minimum of 10% of the area should be dedicated to non-residential uses and must contain both open space/recreation and office or service/commercial uses.

MINIMUM ACREAGE

Master-planned Suburban Mixed-Use developments should be at least 100 acres in area.

PRIMARY LAND USES

Suburban Housing

SECONDARY LAND USES

High-Density Housing, Public Space Retail/Commercial

DENSITIES

The overall residential densities should not exceed 4 units per acre in a development but may be a combination of housing types.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND)

Also known as Neo-Traditional Development, these communities are modeled after the pattern of development popular through the mid-1900s. The traditional neighborhood concept reflects human scale, walkable communities with a grid or frequently interconnected street network and alleys. A TND should have a mix of housing types, and small local-scale retail and service uses that cater to the local population and do not create excessive parking needs. Residential is the primary use for a TND and should account for approximately 70% of the land use area. A minimum of 30% of the land area should be dedicated to non-residential uses and must include both recreational spaces, and office or service/commercial uses. Multistory buildings with a vertical mix of uses should be encouraged in TNDs.

MINIMUM ACREAGE

Master-planned Traditional Neighborhood Developments should be at least 8 acres in area.

PRIMARY LAND USES

High-Density Housing, Mixed-Use

SECONDARY LAND USES

Retail/Commercial, Artisanal Manufacturing, Public Space

DENSITIES

Residential densities should not exceed 10 dwelling units per acre.

URBAN MIXED-USE (UMU)

Urban Mixed-Use areas are characterized by pedestrian-oriented activity centers with a balanced, vertical mix of businesses, offices, multi-family residential, cultural, educational, open space, and other public and private uses. A mix of development types is encouraged within individual buildings or across multiple parcels. Greater regulatory flexibility is intended to encourage innovative and creative design and high-quality development and redevelopment.

MINIMUM ACREAGE

Master-planned Urban Mixed-Use developments should be at least 20 acres in size.

PRIMARY LAND USES

Mixed Use

SECONDARY LAND USES

Retail/Commercial, High-Density Housing, Artisanal Manufacturing, Office, Public Space

DENSITIES

The overall residential densities should not exceed 60 units per acre in a development but may be a combination of housing types.

MIXED-USE POLICIES

MU-1: Develop Master Plans for Mixed-Use Developments

Mixed-Use developments should be developed in phases under an approved master plan for the site.

MU-2: Create Cohesive Design of Mixed-Use Developments

Encourage the identification of an overall architectural theme for each Mixed-Use project to create a unique community character.

MU-3: Encourage Vertical Mixed Uses

Strongly encourage a vertical mixture of uses in Urban Mixed-Use and Traditional Neighborhood Developments areas. Individual structures should include commercial uses on the lower stories and offices or residential uses on upper stories.

MU-4: Design Mixed-Use Spaces to Support Pedestrians

Encourage pedestrian orientation as the emphasis of Mixed-Use developments when designing buildings and public spaces. Minimize the prominence of automobile-related uses and reduce their visibility. Promote well-designed structured parking to preserve land for open space or for more economically beneficial uses.

MU-5: Coordinate Traffic Circulation and Access

Promote the careful planning and management of traffic movement and access so each Mixed-Use development operates as a coordinated circulation system. A strong interconnected street network is essential to the function of Mixed-Use areas. While a traditional grid may not be desired, designs should incorporate curvilinear features with plenty crossroads and access points to maintain effective service levels as outlined in this Plan.

MU-6: Incorporate Public Open Spaces

Encourage the incorporation of public open spaces in Mixed-Use developments. Promote the design of informal passive spaces and formal or active open spaces to function as integrated elements within the overall development. Passive open space used to complement the built environment and preserve natural features is also encouraged.

Redevelopment

Redevelopment areas represent opportunities to revitalize underutilized properties and enhance community value through strategic investment. As the County continues to grow, these areas should capitalize on existing infrastructure and location advantages while addressing current and future needs of residents.

The Redevelopment land use group applies to portions of the County characterized by aging commercial and office centers, and retail strip malls. These areas benefit from established infrastructure and development frameworks making them well suited for adaptive reuse and infill projects. Redevelopment strategies should focus on rehabilitating existing structures,

underutilized surface parking areas, and integrating new compatible uses that enhance neighborhood character.

Key factors influencing redevelopment capacity include infrastructure availability, compliance with environmental regulations, and prevailing economic conditions.

The Future Land Use classification within the Redevelopment Group is Redevelopment Area (RA). This classification generally corresponds with the redevelopment overlay districts as well as areas appropriate for form-based development as later described in Special Focus Areas.

REDEVELOPMENT AREA/ CORRIDORS (RA/C)

The 2045 Comprehensive Plan introduces Redevelopment Areas as a future land use classification. These are typically located along a major thoroughfare that has older pre-existing development. They often include a mix of commercial, office, and business uses that could benefit from focused investment and revitalization. The introduction of a residential component could be appropriate in these areas. Successful redevelopment in these corridors may require infrastructure upgrades (roads, sidewalks, public transportation, and utilities), enhanced streetscapes and lighting, and the adaptive reuse of existing buildings. Tailored development guidance is provided for identified areas in the County to ensure redevelopment responds appropriately to the unique scale and context of each area. (See Special Focus Areas listed later in this subchapter.)

PRIMARY AND SECONDARY LAND USES

Custom (see Special Focus Areas)

DENSITIES

Corridor-Dependent (see Special Focus Areas)

REDEVELOPMENT POLICIES

RED-1: Treat Specific Redevelopment Areas as Special Focus Areas

Specific corridors and development nodes around the County have been assigned the Redevelopment Area classification. Some may be redeveloped to different use groups and are addressed independently as Special Focus Areas later in this subchapter. Primary and secondary land uses for each corridor, as well as desired densities, are specified in that section.

Industrial

Properly designed and maintained industrial uses help maintain Henrico County as an economically vibrant place to work and conduct business. They should promote economic growth while maintaining the environmental standards that residents value.

The Industrial land use group applies to areas characterized by manufacturing, warehousing, and fabricating uses. They typically have access to major transportation corridors and utility infrastructure necessary for industrial operations. Development is marked by large-scale buildings, extensive parking and loading areas, and specialized infrastructure.

The largest of these are largely located in the eastern part of the County, or along existing railway and transportation corridors, including data and technology centers. Future Land Use classifications within the Industrial Group include Light Industrial (LI), Planned Industrial (PI) and Heavy Industrial (HI). These classifications generally correspond with the M-1, M-2, M-3, and LI-PD zoning districts.

LIGHT INDUSTRIAL (LI)

Light Industrial areas are intended for manufacturing, fabricating, and warehousing establishments that produce minimal noise, heavy truck traffic, fumes, vibration, or other forms of pollution. These uses are generally compatible to neighboring properties, making them suitable for locations near office and commercial areas.

PRIMARY LAND USES

Light Manufacturing

SECONDARY LAND USES

Office, Retail/Commercial, Artisanal Manufacturing, Undeveloped

PLANNED INDUSTRIAL (PI)

Planned Industrial areas are intended to accommodate a variety of industrial establishments which employ high environmental quality standards, function as an integral part of an overall development area, require large tracts of land because of their nature and function, and have minimal impacts on adjacent uses.

PRIMARY LAND USES

Light Manufacturing

SECONDARY LAND USES

Artisanal Manufacturing, Undeveloped

HEAVY INDUSTRIAL (HI)

Heavy Industrial areas are intended to accommodate manufacturing and fabricating establishments which are generally characterized as producing noise, vibration, heavy truck traffic, fumes, and other forms of pollution which may be objectionable to nearby uses.

PRIMARY LAND USES

Heavy Manufacturing/Infrastructure

SECONDARY LAND USES

None

INDUSTRIAL FOCUS POLICIES

IND-1: Locate Industrial Developments to Maximize Transportation Access

Industrial areas should have convenient access to the regional transportation systems including highways, airports, and rail.

IND-2: Minimize Impacts on Road Network

Encourage vehicular access to be designed to maximize efficiency and minimize negative level of service impacts on the surrounding road network.

IND-3: Provide a Range of Employment Options

Promote the accommodation of a range of employment opportunities from local businesses and regional employers in the County, as both are important to the fiscal well-being of the County.

IND-4: Maximize Infill and Redevelopment Opportunities on Existing Industrial Sites

Encourage employment-generating uses to reuse or intensify existing developed areas designated for Industrial uses, when appropriate.

IND-5: Co-locate Industrial Uses with Retail Supportive Uses for Employees

Strategically locate Industrial areas with access to other support services and amenities for employees, such as restaurants, day care centers, and personal services. Promote the location of these complementary uses near Industrial areas or integrate them into a coordinated master plan for a development site.

IND-6: Reduce Impacts on Adjacent Residential Neighborhoods

When Industrial areas are located adjacent to existing or proposed residential development, encourage the use of appropriate landscaping, buffering and screening to reduce the impacts of development on the adjacent residential areas.

Civic

Civic uses play a central role in providing public and institutional services to Henrico County residents. The location of these facilities should be adapted to current growth trends while maintaining quality access to all residents.

The Civic land use group applies to areas containing government buildings, schools, churches, parks, hospitals, and other public uses. Future land use classifications within the Civic Group include Government (GOV) and Semi-Public (SP). This corresponds to multiple districts in the Zoning Ordinance.

GOVERNMENT (GOV)

Areas designated as government include a variety of government owned (local, state, or federal) recreational and non-recreational public uses and facilities.

PRIMARY LAND USES

Public Space, Institutional

SECONDARY LAND USES

Undeveloped, Public Space, Heavy Manufacturing/Infrastructure

SEMI-PUBLIC (SP)

Areas designated as semi-public contain a variety of quasi-public uses and facilities including but not limited to private schools, churches, nursing and convalescent care facilities, and hospitals.

PRIMARY LAND USES

Institutional

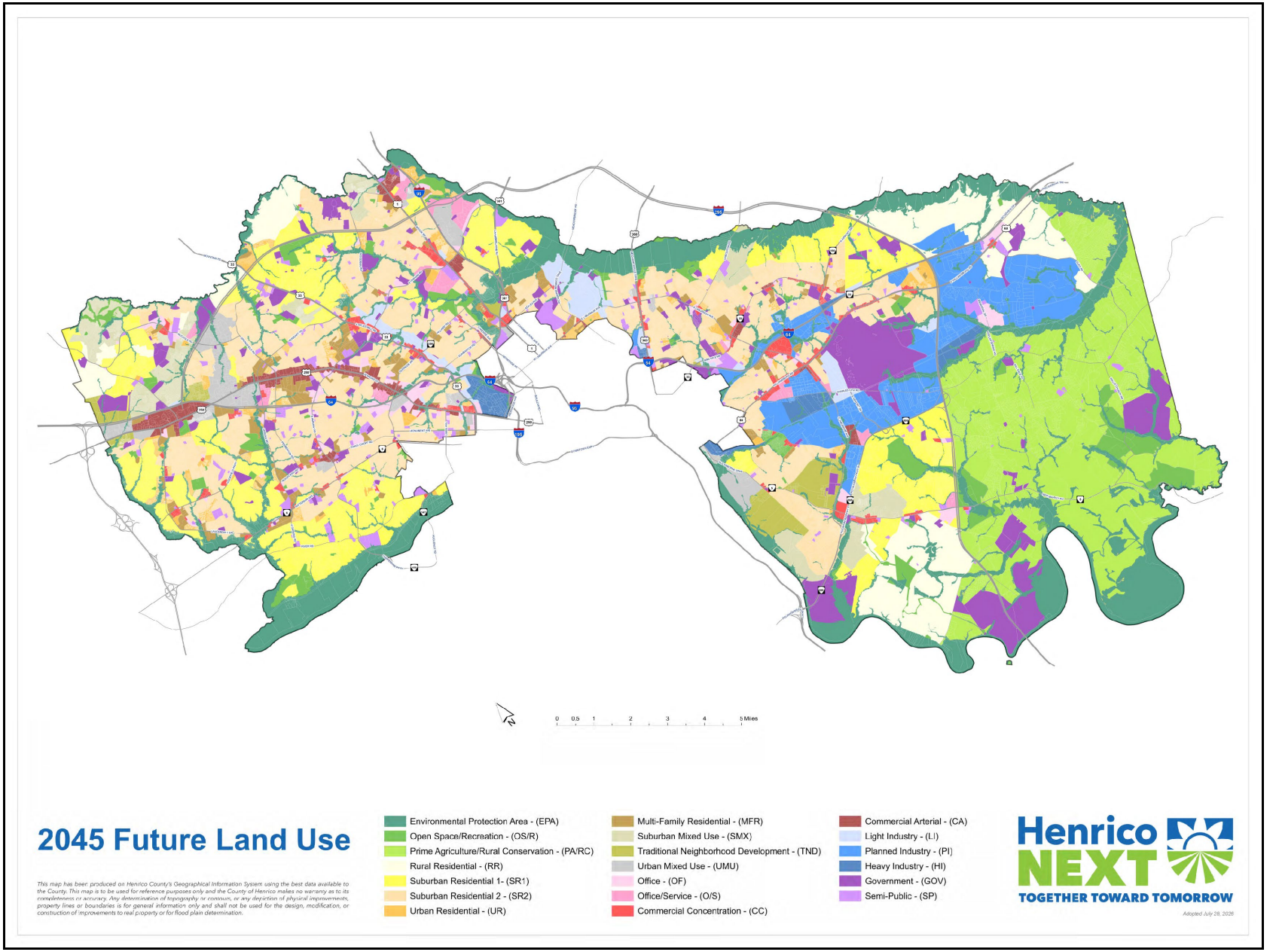
SECONDARY LAND USES

Public Space Undeveloped

CIVIC GROUP FOCUS POLICIES

CIV-1: Infrastructure Consideration for Facility Siting

Use the policies and strategies in the Public Facilities and Services section of this chapter as a guide for locating new government and semi-public facilities.


2045 Future Land Use
This map has been produced on Henrico County's Geographical Information System using the best data available to the County. This map is to be used for reference purposes only and the County of Henrico makes no warranty as to its completeness or accuracy. Any determination of topography or contours, or any depiction of physical improvements, property lines or boundaries is for general information only and shall not be used for the design, modification, or construction of improvements to real property or for flood plain determination.
0 0.5 1 2 3 4 5 Miles
Environmental Protection Area - (EPA)
Open Space/Recreation - (OS/R)
Prime Agriculture/Rural Conservation - (PA/RC)
Rural Residential - (RR)
Suburban Residential 1- (SR1)
Suburban Residential 2 - (SR2)
Urban Residential - (UR)
Multi-Family Residential - (MFR)
Suburban Mixed Use - (SMX)
Traditional Neighborhood Development - (TND)
Urban Mixed Use - (UMU)
Office - (OF)
Office/Service - (O/S)
Commercial Concentration - (CC)
Commercial Arterial - (CA)
Light Industry - (LI)
Planned Industry - (PI)
Heavy Industry - (HI)
Government - (GOV)
Semi-Public - (SP)
Henrico NEXT
TOGETHER TOWARD TOMORROW
Adopted July 28, 2026

SPECIAL FOCUS AREAS

The Special Focus Areas (SFA) section builds on past legacy plans, and the Planning and Economic Focus Areas from the Vision 2026 Plan. It incorporates newly identified redevelopment areas/corridors, existing and proposed form-based alternative overlays areas, and small area plans to provide relevant guidance for land use decisions.

These provide more detailed land use and design guidance for specific areas of the County, particularly for mature commercial areas that are ready for redevelopment and transformation. They are used in addition to future land use classifications, allowing for a more fully defined vision for land use and development in each subarea. The SFAs, identified on the Special Focus Areas Map, include:

- Redevelopment Areas/Corridors (RA/C) – These areas are primarily nonresidential corridors located throughout the County that are showing signs of disinvestment by the private sector. They are targeted for revitalization and reinvestment opportunities and could benefit from a strategic approach to redevelopment.

- Form-Based Alternative Overlays (FBA-O) – These are areas where planning and design initiatives provide alternatives to base zoning regulations for property owners and encourage mixed-use, pedestrian-oriented development. The County implemented Form-Based Alternative Overlay Districts (FBA-Os) as part of its Zoning Ordinance, effective September 1, 2021.

- Small Area/ Legacy Plans – These are policy plans that focus on a subarea of the County and provide a vision and guidance for future development and investment. In some places, such as the Williamsburg Road corridor, there may be both an FBA-O and a small area plan that should be considered when evaluating development proposals.

SFA STRATEGIES

SFA-1: Collaborate with Existing Residential Developers, Businesses, and Community Members to Understand Needs

To safeguard the health and welfare of existing communities, future development patterns must prioritize revitalization efforts that address the needs and concerns of community members, and property and business owners. Engaging the residents in surrounding neighborhoods is essential to ensure the success and effectiveness of proposed projects.

SFA-2: Ensure Compatible Community-Serving Development

To support revitalization, mixed-use and infill development is encouraged through appropriate zoning districts. Zoning decisions should support compatibility with the surrounding neighborhoods, ensure access for nearby residents, and protect against displacement.

SFA-3: Engage with Stakeholders in Underutilized Districts to Support Strategic and Successful Use Transition

To capitalize on existing office uses and the companies they house, a collaborative approach that engages relevant stakeholders will support a smoother and effective transition towards mixed-use development.

SFA-4: Emphasize Environmentally-Friendly Construction

Encourage developers to adopt advanced environmental standards in the construction of new development and surrounding landscaping.

Best Products Reimagined FBA-O

The Best Products Reimagined is located at the southeast corner of I-295 to the north, I-95 to the west, and E Parham Road to the south and includes the 93-acre former Best Products headquarters site.

A community charrette brought together citizens, designers, property owners, and key stakeholders in a collaborative visioning and planning process to develop an FBA-O for the area. All new development proposals must reference these renderings and plans to ensure consistency with the community's long-term vision, design quality, and planning objectives. Regular review and use of these documents support the realization of a cohesive, vibrant, and well-integrated district.

VISION

The vision of the Best Products Reimagined FBA-O is to create a vibrant, walkable mixed-use environments where residential, retail and public spaces are seamlessly integrated to promote community harmony. The site's strategic location offers convenient access to major highways, making it highly attractive for commercial, industrial, or mixed-use redevelopment. Its proximity to key transportation corridors enhances connectivity to the greater metropolitan area and supports future economic growth. In addition to its historical significance as the former Best Products headquarters, the expansive site offers ample space for innovative land use planning, sustainable design, and the potential to serve as a catalyst for revitalization in the surrounding community.

PRIMARY LAND USES

High-Density Housing, Mixed Use, Office, Retail/Commercial, Public Spaces

SECONDARY LAND USES

Institutional, Light Manufacturing

STRATEGIES

SFA-BPR-1: Encourage Diverse Housing Options

Promote a range of housing types and affordability levels to support inclusivity and meet the needs of diverse residents.

SFA-BPR-2: Develop and Integrate Accessible Public Spaces

Integrate accessible public parks, plazas, and gathering areas into redevelopment plans to ensure all residents benefit from shared spaces.

Brook Road North Redevelopment Corridor and FBA-O

The Brook Road North Redevelopment Corridor and FBA-O includes existing development along Brook Road (U.S. Route 1) south of I-295 to west of I-95. Historically, Brook Road served as a major travel corridor along the East Coast, but with the construction of Interstate 95 in the 1950's, its importance for regional travel declined. The land use patterns along Brook Road consist of commercial, retail, and office uses serving the area, and presenting an opportunity to attract businesses to revitalize the corridor. A portion of the Brook Road North Redevelopment Corridor was identified for an FBA-O District and includes the primary business section of Brook Road from Magellan Parkway in the north to approximately Hilliard Road in the south. A community charrette was held to bring together the community in a collaborative visioning and planning process to develop an FBA-O for the area.

VISION

The Brook Road North Redevelopment Corridor and FBA-O builds on the vision established in the 2003 Brook Road Enhancement Study. This SFA promotes revitalization and redevelopment centered around strong and sustainable economic activity, with a primary focus on serving the surrounding neighborhoods, and when possible, the broader region. This area can support a mix of uses and is a strong candidate to anchor and connect to the surrounding suburban neighborhoods as an Urban Corridor (see Community Character subchapter in Chapter 6: High-Quality, Livable Places) achieved through compatible infill development. Incentives provided by the Enterprise Zone Program should be marketed.

PRIMARY LAND USES

High-Density Housing, Mixed Use, Office, Retail/Commercial

SECONDARY LAND USES

Institutional, Light Manufacturing

STRATEGIES

SFA-BRN-1: Strengthen Multimodal Access and Corridor Connectivity

Improve Brook Road mobility by prioritizing multimodal connections to nearby neighborhoods, businesses, and amenities. Focus on filling sidewalk gaps, upgrading key crosswalks, and working with GRTC to enhance bus stops and reliability. These improvements will make Brook Road North a more accessible corridor for residents and visitors, and redevelopment.

SFA-BRN-2: Encourage Infill Redevelopment that Supports Local Business Growth

Encourage infill redevelopment to reactivate underused parcels and support local businesses along the corridor. Emphasize mixed-use buildings, small-format retail, and flexible spaces that adapt to market needs. Proposals should strengthen the corridor as a

neighborhood destination, build on community assets, and fit with nearby residential areas.

Brook Road South Redevelopment Corridor

The Brook Road South Redevelopment Corridor includes existing development along Brook Road (U.S. Route 1) from Hilliard Road south to Azalea Avenue and the City of Richmond. This SFA contains three distinct sub-areas, focused on commercial properties near the intersection of Brook and Hilliard Roads, the Brook Run shopping center, and the large commercial node located between Brook Road and Chamberlayne Avenue south of I-95. Similar to other sections of the Brook Road corridor, these areas developed with a focus on automobile access with minimal pedestrian access to adjacent residential communities. The larger properties in this section of the corridor provide additional redevelopment opportunities, which should be focused on enhanced multimodal access building on the planned north/south expansion of the regional bus rapid transit system.

VISION

The Brook Road South Redevelopment Corridor should evolve into a dynamic gateway that capitalizes on excellent interstate access to strengthen its connection to both the community and the region. Building on the foundation of the 2003 Brook Road Enhancement Study, the corridor is envisioned as gateway to the County focused on sustainable economic activity – one that elevates daily life for surrounding neighborhoods while welcoming broader regional engagement. With its potential to support a diverse blend of uses, Brook Road can emerge as a defining urban corridor, knitting together adjacent suburban neighborhoods through thoughtful, compatible infill and a more connected public realm. Targeted tools, including incentives available through the Enterprise Zone Program, will be leveraged to catalyze reinvestment and inspire innovative redevelopment.

PRIMARY LAND USES

High-Density Housing, Mixed Use, Office, Retail/Commercial

SECONDARY LAND USES

Institutional, Light Manufacturing

STRATEGIES

SFA-BRS-1: Optimize Redevelopment of Large Parcels

Harness the corridor's larger sites to deliver comprehensive, mixed-use districts that knit commercial nodes to adjacent neighborhoods through transit-ready, multimodal design and cohesive block patterns. Master-planned redevelopment should minimize piecemeal outcomes, prioritize connected public realms, and align infrastructure investments with the planned north/south expansion of regional BRT to catalyze sustainable economic activity.

SFA-BRS-2: Incentivize Activation of Vacant Buildings

Accelerate adaptive reuse and rapid re-occupancy of vacant and underutilized buildings by deploying targeted incentives—such as marketing and leveraging the Enterprise Zone

Program—paired with streamlined approvals for community-serving uses. Adaptive strategies should protect nearby residents, strengthen neighborhood access to services, and convert dormant space into resilient anchors of corridor vitality.

Brookfield Area FBA-O

The Brookfield Area FBA-O is an office park bounded by I-64 to the north, West Broad Street (U.S. Route 250) to the west, Dickens Road to the south, and Bethlehem Road to the east. It consists of office buildings and surface parking, which presents an opportunity to transition into a more vibrant mixed-use hub with higher development density. The Brookfield Area FBA-O was established through a comprehensive community charrette process that actively engaged citizens, designers, property owners, and other key stakeholders in collaborative visioning and design exercises. This process produced a regulating plan, defined street hierarchies, illustrative plans, and design concepts that serve as the foundation for the Brookfield Area Subdistrict in the Zoning Ordinance. Renderings and plans must be referenced during the review of new development proposals to ensure the charrette vision is accurately implemented.

Associated charrette documentation is available on the County's website here: https://henrico.gov/projects/public-design-charrette/

VISION

It is anticipated that the Brookfield Area FBA-O will develop into a hub of commercial, residential and office uses with a mixed-use core and walkable character. The SFA strategies establish a framework for compatible development while expanding policy guidance to successfully attract the desired type of growth. The Brookfield Area's existing FBA-O subdistrict designation enables by-right development potential that can attract developers.

PRIMARY LAND USES

Mixed Use, Office

SECONDARY LAND USES

High-Density Housing, Institutional, Light Manufacturing, Public Space, Retail/Commercial

STRATEGIES

SFA-BA-1: Utilize the Form-Based Alternative Overlay Zoning District to Enable Mixed-Use Core

The Brookfield FBA-O specifies provisions for the Mixed-Use Core Development Area (a special area identified within this overlay district) that require a minimum of 25 percent of the building floor area to be nonresidential. Overall, a minimum of 10 percent of the building floor area must be nonresidential. This positions the Brookfield area to transition from being primarily office-based to becoming a vibrant and diverse mixed-use center.

Emerywood Parkway Redevelopment Area

The Emerywood Parkway Redevelopment Area contains a variety of commercial and light industrial uses. Its location between the West Broad Street corridor and existing single-family

communities provides an opportunity to create transitional uses that serve the nearby community while accommodating new growth. It is anticipated development pressure will continue as transit access expands in the area, and new development should ensure protections for existing businesses and residents.

VISION

The Emerywood Parkway Redevelopment Area should prioritize compatible development and redevelopment that maximizes the benefits from expanded transit access and proximity to existing transportation infrastructure. Redevelopment should ensure adverse impacts on drainage and flooding are minimized, discourage piecemeal redevelopment of smaller parcels, and support enhanced transit and pedestrian access.

PRIMARY LAND USES

Light Manufacturing, Retail/Commercial, Office

SECONDARY LAND USES

High-Density Housing, Office, Open Space, Retail/Commercial

STRATEGIES

SFA-EP- 1: Promote Redevelopment

Promote redevelopment within the study area while protecting existing businesses and residents from associated negative impacts.

SFA-EP-2: Encourage Alternative Modes of Transportation

Encourage a multimodal transportation network and more connectivity throughout the redevelopment area to enhance the pedestrian environment and encourage public transit use.

SFA-EP-3: Consider Localized Environmental Impacts

Support development that minimizes environmental impacts on existing and future residents and property owners. Encourage enhanced environmental analysis to ensure features such as flood plain, wetlands, and soil types are properly addressed, including detailed analysis related to access and upstream and downstream impacts.

Gayton Crossing Redevelopment Area

The Gayton Crossing Redevelopment Area includes properties bounded by Gaskins, Gayton, and Quioccasin Roads. The site of two shopping centers and ancillary retail uses, the area is adjacent to numerous residential communities and public services, and is served by public transit, indicating future development pressures may arise. This development should be appropriately scaled and focused on providing services to the local community.

VISION

The Gayton Crossing Redevelopment Area will maintain and enhance essential neighborhood-serving services while thoughtfully updating aging commercial spaces.

Redevelopment will prioritize strong transitions that protect adjacent homes, ensuring compatible scale and character. Improvements will focus on creating safer, more accessible pedestrian connections that link nearby communities to local amenities.

PRIMARY LAND USES

Retail/Commercial

SECONDARY LAND USES

Mixed-Use, Public Spaces, High-Density Housing, Live/Work

STRATEGIES

SFA-GC-1: Ensure Development Scale Reflects Surrounding Neighborhood Context

Guide redevelopment to reflect the scale, height, and intensity of adjacent residential areas, ensuring new projects integrate into the community fabric. Zoning and design review should encourage modest building heights, appropriate step-downs, and transitions that prevent overly dense development while supporting revitalization goals. Particular attention should be given to compatibility standards and form-based elements that preserve neighborhood character and enhance walkability.

SFA-GC-2: Prioritize Redevelopment for Community-Serving Tenants

Encourage redevelopment for new tenants that provide essential goods and services tailored to the needs of nearby neighborhoods. Efforts should emphasize locally oriented retail, daily-needs services, and small businesses that strengthen the area's role as a community hub. Targeted marketing, incentive utilization, and partnerships with existing property owners should be used to attract tenants that enhance neighborhood vitality and reinforce the area's long-term economic sustainability.

Highland Springs Redevelopment Corridor

The Highland Springs Redevelopment Corridor includes areas fronting Nine Mile Road from Cedar Avenue to Jennings Road, southeast of the intersection with North Airport Drive. This diverse corridor holds primarily commercial and residential uses and is home to a variety of important institutional uses. It is included in the County's Enterprise Zone.

VISION

Developments within the Highland Springs Redevelopment Corridor will revitalize this evolving corridor, while respecting the existing community character. In Varina's suburbanizing section, Planned Urban Development (refer to the Character Category in Chapter 6: High-Quality, Livable Places) approaches will create walkable, mixed-use areas. Highland Springs will reclaim its Traditional Main Street heritage as a historic streetcar suburb. Throughout the corridor, Enterprise Zone incentives will support revitalization efforts that preserve affordability, enhance neighborhood connections, and strengthen local businesses.

PRIMARY LAND USES

Retail/Commercial

SECONDARY LAND USES

High-Density Housing, Mixed Use, Public Spaces, Suburban Housing

STRATEGIES

SFA-HS-1: Implement Traditional Main Street Design Standards in Highland Springs

The historic Highland Springs area, originally a streetcar suburb, should adopt Traditional Main Street zoning and design guidelines to revitalize its walkable character. This includes facade improvements, creating pedestrian-oriented infrastructure, and encouraging mixed-use development along core commercial thoroughfares. Preservation of historic assets paired with strategic infill will restore the area's role as a community anchor while honoring its heritage.

SFA-HS-2: Support Planned Urban Development within Suburbanizing Segments

Where the corridor transitions to auto-oriented Commercial Arterial uses, apply Planned Urban Development (PUD) to require walkable site design, green space integration, and mixed-use components. These areas will bridge suburban and urban forms, ensuring that future growth aligns with community character and reduces car dependency.

SFA-HS-3: Leverage Enterprise Zone Incentives for Small Business Retention

Prioritize Enterprise Zone marketing to existing businesses to prevent displacement and support the local community.

Lakeside Avenue Corridor Redevelopment Corridor

The Lakeside Avenue Redevelopment Corridor includes parcels with frontage along Lakeside Avenue from the city/county line to the intersection with Hilliard Road. This corridor mainly consists of retail and commercial uses, with some office uses intermixed. Lakeside Avenue has experienced moderate reinvestment and falls within the County's Enterprise Zone.

VISION

The Lakeside Avenue Redevelopment Corridor aims to enhance the existing local businesses that serve the surrounding neighborhoods. This SFA seeks to support the revitalization and redevelopment efforts that directly benefit the Lakeside Avenue community, while ensuring that current residents are neither displaced nor priced out of their homes. This area has the potential to accommodate a healthy mix of uses and can serve as a vital anchor for the surrounding suburban neighborhood, functioning as an Urban Corridor (refer to this Character Category in Chapter 6: High-Quality, Livable Places). The focus will be on improving neighborhood connectivity through compatible infill development. Additionally, incentives provided by the Enterprise Zone Program should be effectively marketed.

PRIMARY LAND USES

High-Density Housing, Office, Retail/Commercial

SECONDARY LAND USES

Mixed Use, Artisanal Manufacturing

STRATEGIES

SFA-LA-1: Consider Impact on Adjacent Residential Neighborhoods in Rezoning Decisions

The Lakeside Redevelopment Corridor is connected to the traditional Suburban Neighborhoods (refer to the Character Category in Chapter 6) that surround it, and development and zoning decisions must be compatible with the needs of residents. As a commercial corridor, it is important to consider both the type of development and the means of access.

Mechanicsville Turnpike Redevelopment Corridor

The Mechanicsville Turnpike Redevelopment Corridor includes Mechanicsville Turnpike (U.S. Route 360) from the former Henrico Plaza and Glen Lea Shopping Center, located just north of Laburnum Avenue, Oak Hill Lane to the south. This corridor is comprised primarily of commercial uses and is a major connector between the City of Richmond and the Mechanicsville area of Hanover County and falls within Henrico County's Enterprise Zone.

VISION

The Mechanicsville Turnpike Redevelopment Corridor aims to revitalize this key commercial and transportation link while supporting recent residential growth near Henrico Plaza and Glenwood Farms. This SFA encourages transit-oriented, mixed-use development that enhances connectivity and economic vitality while minimizing displacement of existing communities. By aligning zoning updates with community needs and leveraging Enterprise Zone incentives, the corridor will evolve into a thriving urban hub that benefits residents, businesses, and commuters alike.

PRIMARY LAND USES

High-Density Housing, Office, Retail/Commercial

SECONDARY LAND USES

Mixed Use

STRATEGIES

SFA-MT-1: Support Transit-Oriented Development

The Mechanicsville Turnpike Corridor is a predominantly commercial area, complemented by new, higher density residential developments near the former Henrico Plaza Shopping Center and Glenwood Farms. Due to its strong development potential and status as a main road connector, promoting mixed-use and transit-compatible development will help achieve the County's vision for this area.

SFA-MT-2: Utilize the Form-Based Area Overlay District to Guide Corridor Redevelopment

To help ensure consistent streetscape design, promote walkability, and improve multimodal connectivity, consider utilizing the FBA-O along the Mechanicsville Turnpike Corridor.

Parham/Broad Area FBA-O

The Parham/Broad Area FBA-O centers on the intersection of West Broad Street and East Parham Road, including shopping centers and auto dealerships with expansive parking lots. As part of the Broad Street Corridor, this SFA will prioritize walkable, mixed-use development. The goal is to align with the County's FBA-O vision by enacting consistent design principles and supporting walkable development. The FBA-O was created through an inclusive community charrette that brought together citizens, designers, property owners, and key stakeholders for collaborative visioning and design. The outcome of this process includes a regulating plan, established street hierarchies, illustrative plans, and design concepts that form the basis for the Parham/Broad Area Subdistrict in the Zoning Ordinance. To ensure the charrette's vision is upheld, renderings and plans are to be consistently referenced during the review of all new development proposals.

Associated charrette documentation is available on the County's website: https://henrico.gov/projects/public-design-charrette/

VISION

The Parham/Broad Area FBA-O will transform the auto-dependent corridor into a walkable, mixed-use node, integrating Broad Street's commercial vitality with residential livability. Guided by FBA-O design principles, development will be centered around the mixed-use core and will prioritize a smooth transition in land use and character into the surrounding suburban area. By incentivizing infill that aligns with the County's zoning framework, this SFA will create a cohesive urban hub while respecting the broader economic role of the Broad Street Corridor.

PRIMARY LAND USES

Retail/Commercial, Mixed-Use

SECONDARY LAND USES

High-Density Housing, Public Spaces

STRATEGIES

SFA-PBA-1: Encourage FBA-O Design Standards for Walkable Streetscapes

Support new developments that comply with the FBA-O district, including building placement near sidewalks, pedestrian-oriented facades, and parking relegated to rear/side lots. Prioritize ground-floor retail along Broad Street with upper-level residential or office uses to activate the corridor.

SFA-PBA-2: Redevelop Underutilized Parking Lots into Mixed-Use Nodes

Target oversized surface parking areas for phased redevelopment, using FBA-O's mixed-use allowances. Encourage public-private partnerships and incorporation into the County's Enterprise Zone to attract businesses and support compatible residential development.

Patterson Avenue Redevelopment Corridor

The Patterson Avenue Redevelopment Corridor focuses on four key intersections (Patterson Avenue/Lauderdale Drive, Patterson Avenue/Pump Road, Patterson Avenue/Starling Drive, and Patterson Avenue/Parham Road) in Tuckahoe's built-out suburban district. These nodes feature aging strip commercial developments paired with apartment complexes. This SFA will prioritize targeted revitalization of neighborhood-serving amenities, while respecting the surrounding suburban community character. The goal is to enhance walkability and aesthetics while potentially consolidating commercial activity to the most viable intersections.

VISION

Patterson Avenue will transition aging commercial nodes into vibrant, neighborhood-appropriate amenities that serve both adjacent apartments and nearby single-family areas. Future development will balance commercial uses at key intersections (Lauderdale Drive, Starling Drive) with compatible residential/mixed-use transitions at others (Pump Road, Parham Road), guided by community input.

PRIMARY LAND USES

Retail/Commercial, High-Density Housing

SECONDARY LAND USES

Mixed-Use, Public Spaces, Live/Work

STRATEGIES

SFA-PA-1: Conduct Intersection-Specific Market Studies

Evaluate commercial demand near the identified intersections to determine optimal retail locations. Identify the potential to concentrate activity at the Patterson Avenue/Lauderdale Drive and Patterson Avenue/Starling Drive intersections, while transitioning the Patterson Avenue/Pump Road and Patterson Avenue/Parham Road intersections to residential/mixed-use areas, ensuring development aligns with the neighborhood's scale and needs.

SFA-PA-2: Consider Incorporation into a Form-Based Area Overlay Subdistrict

For retail-retaining intersections, consider incorporation into a Form-Based Area Overlay that can ease transition of commercial areas into residential areas.

Short Pump Town Center FBA-O

The Short Pump Town Center FBA-O is an open-air shopping mall bounded by I-64 to the north, West Broad Street (U.S. Route 250) to the south, and aligned with the existing core boundaries of the Town Center. This area is a focal point for retail, entertainment, and community activity within Henrico County. The FBA-O was created through a community charrette involving citizens, designers, property owners, and stakeholders. This process produced a regulating plan, street hierarchies, and design concepts that guide the Short Pump Town Center Subdistrict in the Zoning Ordinance. Renderings and plans must be referenced to ensure new development aligns with the community's vision.

Associated charrette documentation is available on the County's website: https://henrico.gov/projects/public-design-charrette/

VISION

The goal of the Short Pump Town Center FBA-O is to transform the mall into a complete, walkable neighborhood with a healthy mix of uses and safe, enjoyable public spaces. This SFA aims to facilitate the addition of compatible housing development and expand existing entertainment areas and living amenities.

PRIMARY LAND USES

Mixed Use

SECONDARY LAND USES

Public Space, Suburban Housing, High-Density Housing, Office, Retail/Commercial, Light Manufacturing, Institutional

STRATEGIES

SFA-SPTC-1: Utilize the Form Based Overlay–Area Zoning District

The Zoning Ordinance specifies provisions within the core development area of Short Pump Town Center that require a minimum of 25 percent of the building floor area to be nonresidential. A minimum of 10 percent of the building floor area must be nonresidential overall. This places Short Pump Town Center in a position to evolve into a vibrant and diverse Mixed-Use neighborhood.

SFA-SPTC-2: Maximize Walkability of Area

To maximize the walkability, the County should promote parking minimums, pursue street extensions that increase bus access, and extend bike and pedestrian networks to increase accessibility of the Town Center.

Staples Mill Redevelopment Corridor

The Staples Mill Redevelopment Corridor is comprised of the industrial and commercial land adjacent to Staples Mill Road (U.S. Route 33) from its intersection with Penick Road north to Sprenkle Lane. Home to the busiest Amtrak station in the Southeast, this area can be leveraged for redevelopment and transportation opportunities.

VISION

The designation of the Staples Mill Redevelopment Corridor is intended to support the revitalization of the area with a particular focus on uses compatible with existing development, the railroad, and a high level of transportation connectivity. The corridor can support a mix of uses and redevelopment opportunities that respect the existing transportation patterns and serve the surrounding neighborhoods. Incentives provided by the Enterprise Zone Program should be marketed.

PRIMARY LAND USES

Retail/Commercial, Office, High-Density Housing, Mixed Use

SECONDARY LAND USES

Live/Work, Light Industrial (in support of Amtrak station), Public Space, Institutional

STRATEGIES

SFA-SM-1: Market the Enterprise Zone Program to Developers and Businesses

The Staples Mill Corridor is part of the County's Enterprise Zone, making businesses that generate net new jobs eligible for grant funding under specific conditions. Given the corridor's strong redevelopment potential and proximity to key resources, the County should actively leverage these incentives to attract investment and accelerate revitalization.

SFA-SM-2: Support Context-Sensitive Mixed-Use Development

To support revitalization, mixed-use development is encouraged in this area. Zoning decisions for future proposed redevelopment projects should include compatible transitions to the uses in the surrounding community.

Virginia Center Commons FBA-O

The Virginia Center Commons FBA-O includes the former Virginia Center Commons (VCC) Mall and associated outparcels. Some retail and medical businesses continue to operate in the vicinity. The FBA-O was developed through a highly inclusive community charrette, uniting citizens, designers, property owners, and stakeholders in a shared visioning and design process. This collaborative effort resulted in a regulating plan, detailed street hierarchies, illustrative plans, and design concepts that establish the foundation for the Virginia Center Commons Area Subdistrict in the Zoning Ordinance. To maintain alignment with the community's vision, renderings and plans must be referenced throughout the review of all new development proposals.

Associated charrette documentation is available on the County's website: https://henrico.gov/projects/public-design-charrette/

VISION

The Virginia Center Commons FBA-O aims to ensure that the former mall site grows and adapts into a mixed-use hub that aligns with the County's FBA-O vision. The provisions of this SFA intend to align future development with existing uses, thereby prioritizing walkability, ample retail and dining options, and diverse housing. The goal of this SFA is to transform the former VCC area into a complete, walkable neighborhood with a healthy mix of uses and safe, enjoyable public spaces.

PRIMARY LAND USES

Mixed Use

SECONDARY LAND USES

Public Space, Suburban Housing, High-Density Housing, Office, Retail/Commercial, Light Manufacturing, Institutional

STRATEGIES

SFA-VCC-1: Utilize the Form Based Alternative-Overlay Zoning District

The Virginia Center Commons FBA-O Subdistrict specifies provisions within the core development area that require a minimum of 25 percent of the building floor area to be nonresidential. In the district overall, a minimum of 10 percent of the building floor area must be nonresidential. This positions the former VCC area to evolve into a vibrant and diverse mixed-use neighborhood. Zoning decisions not in alignment with the FBA-O Zoning District should not be prioritized.

SFA-VCC-2: Create Transition Guidelines for Existing Properties

Develop design guidelines for nearby existing businesses to gradually adapt to FBA-O principles through facade improvements, sidewalk enhancements, and parking lot modifications to improve pedestrian connectivity.

West Broad Street Redevelopment Corridor

The West Broad Street Corridor SFA is comprised of retail and office areas adjacent to West Broad Street (U.S. Route 250) from the Willow Lawn area to Dickens Road. Several portions of the corridor have already seen land use approvals for new residential and mixed-use development, and additional growth is expected due to the future extension of bus rapid transit service and relative age of existing structures.

VISION

The West Broad Street Redevelopment Corridor should evolve into a transit-oriented gateway that leverages direct access to the region's bus rapid transit line to expand connections to jobs, services, and destinations across the County and beyond. Redevelopment should reinforce West Broad Street as a vibrant spine linking surrounding neighborhoods with nearby mixed-use centers, including Libbie Mill and Westwood, through enhanced pedestrian and multimodal connections. As the corridor revitalizes, a diverse mix of regional-serving uses, employment opportunities, and community amenities should be supported, creating an integrated and accessible urban environment that strengthens the corridor's role as a key connector within the County's broader development framework.

PRIMARY LAND USES

Mixed Use, Retail/Commercial, Office, High-Density Housing

SECONDARY LAND USES

Live/Work, Public Space, Institutional

STRATEGIES

SFA-WBS-1: Encourage Residential Density in Appropriate Growth Areas

Target increased residential density to locations capable of supporting walkable, transit-ready development. These areas should be designated based on access to major transportation corridors, compatibility with surrounding land uses, and the ability to integrate a mix of housing types. Zoning updates and redevelopment incentives should

reinforce these locations as the primary areas for accommodating future population growth while maintaining transitions to established neighborhoods

SFA-WBS-2: Coordinate New Growth with Expanded Public Services

Ensure that future development, particularly in higher-intensity areas, is supported by timely and coordinated expansion of public services, including schools, utilities, parks, and public safety facilities. Collaboration across County departments should guide infrastructure planning, enabling growth to occur sustainably while maintaining high levels of service delivery for existing and future residents.

SFA-WBS-3: Focus Development around Future BRT Nodes

Concentrate mixed-use and higher-intensity development at and around future bus rapid transit (BRT) stations to maximize transit access, support ridership, and strengthen corridor vitality. Land use decisions should prioritize compact, connected, and pedestrian-friendly site design within these nodes, encouraging a blend of residential, commercial, and employment uses that reinforce the corridor as a transit-oriented destination.

Williamsburg Road Redevelopment Corridor and FBA-O

This corridor extends along Williamsburg Road (US-60) from the city/county boundary to the major intersection with I-295. This corridor includes an existing high-visibility Form-Based Alternative-Overlay zoning district adjacent to Richmond International Airport which is currently characterized by underutilized hotels and aging strip retail. The corridor, which is larger than the form-based area, includes a mixture of commercial and light industrial uses, as well as residential communities. A community charrette with citizens, designers, property owners, and stakeholders resulted in an FBA-O regulating plan, street hierarchies, and design concepts which provide the framework for the Williamsburg Road Corridor Subdistrict in the Zoning Ordinance. Referencing renderings and plans ensures that new development aligns with the community's vision.

Associated charrette documentation is available on the County's website: https://henrico.gov/projects/public-design-charrette/

The FBA-O district should balance two priorities: (1) serving as an attractive "Gateway" to Henrico County for airport visitors, and (2) providing neighborhood amenities for local residents. Redevelopment will focus on key locations, such as the intersection of Williamsburg Road and Laburnum Avenue, ensuring a balance between the needs of the community, the airport, and the County's FBA-O vision. The remainder of the redevelopment corridor should transition in the manner recommended through the Williamsburg Road Study – Phase 1.

VISION

The Williamsburg Road Corridor and FBA-O aims to ensure that the thoroughfare adjacent to Richmond International Airport provides value to the community and the airport by evolving into a lively, amenity-rich, and walkable corridor. The provisions of this SFA intend to align future development with existing uses, enabling smooth transportation to and from the airport, and redevelopment of the shopping plaza at Williamsburg Road and Laburnum

Avenue. The corridor will transition in a manner that accommodates all modes of transportation and focuses on providing access to all users and community members.

PRIMARY LAND USES

Mixed Use

SECONDARY LAND USES

Public Space, Suburban Housing, High-Density Housing, Office, Retail/Commercial, Light Manufacturing, Institutional

STRATEGIES

SFA-WR-1: Utilize the Form Based Alternative-Overlay Zoning District

The Williamsburg Road FBA-O Subdistrict intends to leverage this area to support airport operations and provide services and amenities to the surrounding community. New development should be in alignment with the FBA-O provisions, and compatible with the unique location of this SFA.

SFA-WR-2: Strengthen Transportation Access to the Airport from Nearby Neighborhoods

Establish dedicated shuttle lanes for public transit options, linking hotels to airport terminals. Add FBA-O Subdistrict guidelines that protect pedestrians accessing the airport.

SFA-WR-3: Implement Strategies from Williamsburg Road Study – Phase 1

The recommendations and strategies proposed within the Williamsburg Road Study – Phase 1 provide additional details regarding desired infrastructure improvements for various segments of the corridor. These recommended improvements should be referenced when new development is proposed.

URBAN DEVELOPMENT AREAS

Virginia Code § 15.2 2223.1 allows fast-growing localities to designate Urban Development Areas (UDAs) in their comprehensive plans to accommodate 10–20 years of growth. UDAs must be located in areas suitable for higher-density, walkable development with existing transportation and utilities, and should prioritize redevelopment and infill. Minimum densities are required: at least four single-family homes, six townhomes, or twelve multifamily units per acre, and commercial areas must have a floor area ratio of at least 0.4. These standards encourage sustainable growth, lower infrastructure costs, and improve transportation efficiency.

Within the Comprehensive Plan, UDAs focus on higher-intensity, mixed-use, and transit-supportive growth. In Special Focus Areas (SFAs), UDAs guide compact, walkable redevelopment to accommodate population and job growth while easing transportation and infrastructure demands. UDA principles help redevelopment corridors, overlay districts, and legacy areas support higher-density housing, diverse commercial uses, and efficient land use.

As SFAs evolve, UDA patterns will guide reinvestment, support multimodal mobility, and help create complete communities.

While not all SFAs are identified as Urban Development Areas, several meet the designations and objectives of an UDA. As such the following should be considered:

- Brookfield Area FBA-O
- Parham/Broad Area FBA-O
- Williamsburg Road Area FBA-O
- Virginia Center Commons FBA-O
- Short Pump Town Center FBA-O
- Innsbrook Area
- Westwood Redevelopment Area

LEGACY AREA PLANS

Multiple small area plans have been adopted to provide more specific, detailed guidance for the development of neighborhoods and subregions of Henrico County. These (as well as any developed after the adoption of this plan) are incorporated by reference and should be given the same weight in decision-making as the Comprehensive Plan.

The Legacy Area Plans and related studies that are operational as of the adoption of this plan are listed and described below.

Innsbrook Area Study

The Innsbrook Area includes the 1,351-acre area encompassing the Innsbrook Corporate Center north of West Broad Street and adjacent undeveloped parcels, including the former Circuit City headquarters complex and WestMark properties south of W. Broad Street. It has been the target location for increased economic activity for two decades. Innsbrook will remain a key economic generator for Henrico County and the Richmond region, while evolving to include pedestrian-scale, mixed-use development to serve new population growth, while still respecting existing development patterns.

Nine Mile Road Corridor Study

The Nine Mile Road Corridor study addresses economic decline along the Nine Mile Corridor, which extends from the city/county boundary to the intersection of Nine Mile Road and Williamsburg Road, following the loss of essential services such as supermarkets and dining establishments. This corridor includes Highland Springs and recognizes existing community assets including the Eastern Henrico Government Center, Masonic Retirement Center, and various schools and churches while proposing revitalization strategies to ensure long-term economic viability. The plan employs a dual approach to attract employment opportunities while fostering household growth, increasing income levels, and developing

entertainment and dining components that will serve as catalysts for broader corridor improvement. The Nine Mile Road special focus area utilizes this legacy plan.

Route 5 Corridor Study

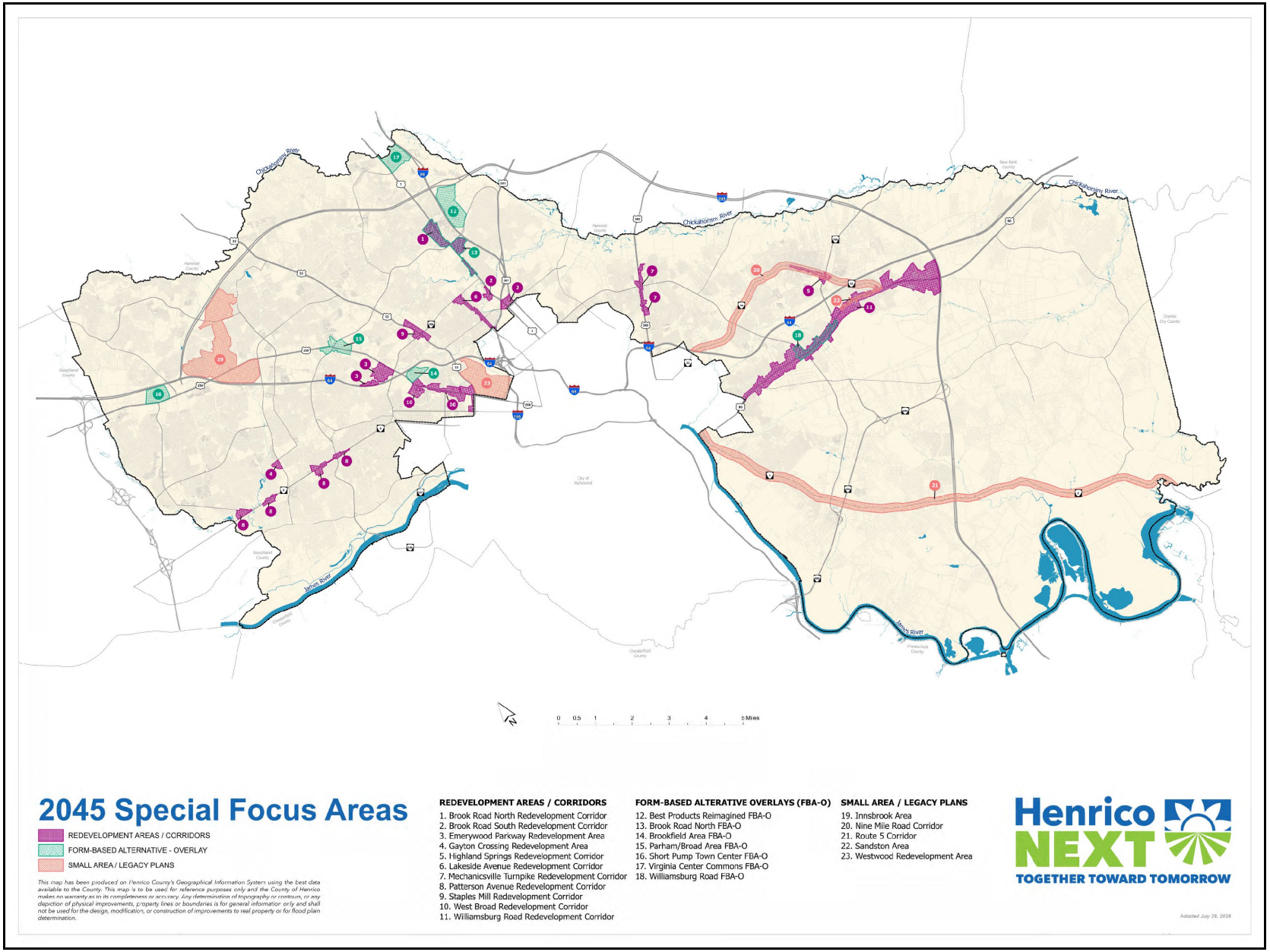
The Route 5 Corridor study provides development guidelines for the 13.75-mile stretch from Richmond city limits to the Charles City County line, balancing preservation of agricultural, residential, and commercial character with strategic growth opportunities. The study capitalizes on assets including the Virginia Capital Trail as a unifying element, significant viewsheds created by open fields, wooded frontages that maintain corridor character, and the area's rich historic context that supports tourism development. The vision emphasizes preserving the corridor's distinct character and views while concentrating commercial development in designated nodal areas and utilizing the Capital Trail as a continuous theme throughout the corridor.

Sandston Area Study

The Sandston Area study examines the Williamsburg Road Corridor between Early Avenue and Nine Mile/Beulah Road through a community-based planning process to revitalize Sandston's neighborhood commercial heart. The study builds upon Sandston's traditional role as a local commercial center serving surrounding neighborhoods with dining, banking, retail, and professional services, while capitalizing on its strategic location near a major interstate interchange and proximity to growing residential areas. The plan articulates both immediate and long-term strategies to achieve commercial stability and visual cohesion while embracing the area's historic character and small-town identity. The Williamsburg Form-Based Area utilizes this legacy plan, and future development proposals in the area should continue to be consistent with the recommendations of this study.

Westwood Redevelopment Area Study

The Westwood Redevelopment Area contains the 530-acre historically industrial area bordered by West Broad Street, Staples Mill Road, and CSX Railway's Acca Yard. The boundaries of this SFA correspond with those of the "Westwood Small Area Study" in the amendment to the 2026 Comprehensive Plan. As this area experiences an uptick in multifamily and business development, the Westwood Area Overlay District will be used to provide additional design standards and flexibility for future growth. The Westwood Area seeks to capitalize on neighboring growth and transform existing uses into more transit-accessible, pedestrian-oriented, and flexible spaces while maintaining current industries. This SFA is designed to carefully introduce mixed-use development, improve connectivity, and achieve a balanced approach to economic revitalization and business retention. Roadway and streetscape improvements related to new development, including pedestrian and bicycle facilities, should be consistent with the Westwood Area Multimodal Guidelines developed by the Department of Public Works as an implementation item of the Westwood Area Study. (See Appendices.)


Chickahominy River
James River
0 0.5 1 2 3 4 5 Miles
2045 Special Focus Areas
REDEVELOPMENT AREAS / CORRIDORS
FORM-BASED ALTERNATIVE - OVERLAY
SMALL AREA / LEGACY PLANS
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REDEVELOPMENT AREAS / CORRIDORS
1. Brook Road North Redevelopment Corridor
2. Brook Road South Redevelopment Corridor
3. Emerywood Parkway Redevelopment Area
4. Gayton Crossing Redevelopment Area
5. Highland Springs Redevelopment Corridor
6. Lakeside Avenue Redevelopment Corridor
7. Mechanicsville Turnpike Redevelopment Corridor
8. Patterson Avenue Redevelopment Corridor
9. Staples Mill Redevelopment Corridor
10. West Broad Redevelopment Corridor
11. Williamsburg Road Redevelopment Corridor
FORM-BASED ALTERATIVE OVERLAYS (FBA-O)
12. Best Products Reimagined FBA-O
13. Brook Road North FBA-O
14. Brookfield Area FBA-O
15. Parham/Broad Area FBA-O
16. Short Pump Town Center FBA-O
17. Virginia Center Commons FBA-O
18. Williamsburg Road FBA-O
SMALL AREA / LEGACY PLANS
19. Innsbrook Area
20. Nine Mile Road Corridor
21. Route 5 Corridor
22. Sandston Area
23. Westwood Redevelopment Area
Henrico NEXT
TOGETHER TOWARD TOMORROW
Adopted July 28, 2026