



BEST PRODUCTS REIMAGINED & BROOK ROAD CORRIDOR MASTER PLAN



Henrico County
VIRGINIA



able.city

Planning • Community Engagement
Economic Development • Architecture



DAEDALUS
ADVISORY SERVICES

DRAFT

TABLE OF CONTENTS

1. INTRODUCTION	4
2. PUBLIC PROCESS	14
3. BROOK ROAD	26
4. BEST PRODUCTS REIMAGINED	46
5. LAKESIDE AVENUE	62
A. FBA-O UPDATE	68



01. INTRODUCTION



1.1 INTRODUCTION

The Brook Road Corridor and the Best Products Reimagined site represent two of Henrico County’s most significant opportunities for transformative reinvestment. Together, they provide an opportunity to reimagine an aging commercial corridor and an underutilized corporate campus as vibrant, connected, mixed-use destinations that can serve residents of all ages and incomes for generations to come.

The Brook Road Corridor benefits from strong regional connectivity, an established transit spine, proximity to the City of Richmond, and access to the Fall Line Trail. East of Interstate 95, the former Best Products headquarters site represents a distinct but complementary redevelopment opportunity. Originally developed as a wooded corporate campus with a unique architectural identity, the site’s scale, visibility, and accessibility position it to become a major destination for entertainment, housing, employment, and mixed-use development.

CONCURRENT DEVELOPMENT

Although the two areas differ in character, they are closely linked through East Parham Road, the future extension of Magellan Parkway across Interstate 95, and planned pedestrian and bicycle connections, including a new bridge connection at Scott Road to the Fall Line Trail. Together, these improvements create an opportunity for a more connected and coordinated framework for future growth.

This plan builds on prior planning efforts, including the Henrico County Comprehensive Plan, the existing Form-Based Alternative Overlay framework, corridor studies, and extensive community engagement. The result is a document that functions simultaneously as a development plan, a land development code update, and a guide for future public investment.

DEVELOP...

A mixed-use destination anchored by employment, entertainment, and housing

REGULATE...

A mixed-use destination anchored by employment, entertainment, and housing

INVEST...

Public realm improvements that unlock private investment and community benefit

DRAFT



Best Products Reimagined Site

1.2 BACKGROUND & CONTEXT

Brook Road has long served as a vital commercial and transit corridor connecting Henrico County and the City of Richmond. For much of the twentieth century, it functioned as a destination for retail, employment, and community activity. In recent decades, however, the corridor has experienced many of the challenges facing suburban arterials across the United States, including disinvestment, expansive surface parking, auto-oriented development patterns, and a diminished pedestrian environment. Today, residents and businesses frequently describe Brook Road as outdated, congested, and car-centric, underscoring the need for reinvestment and revitalization.

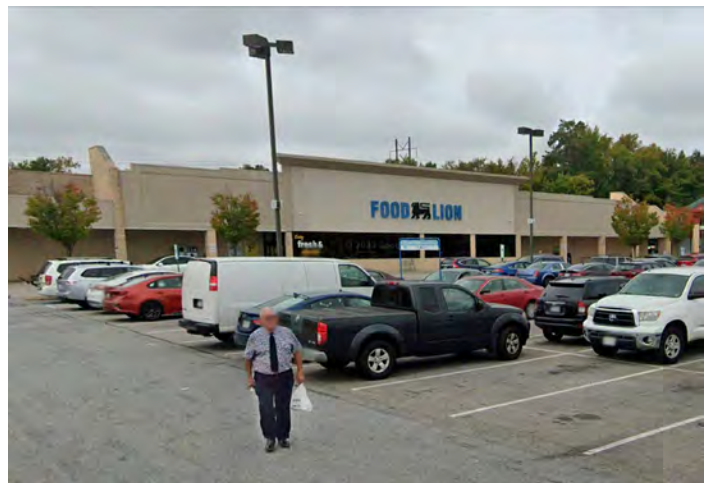
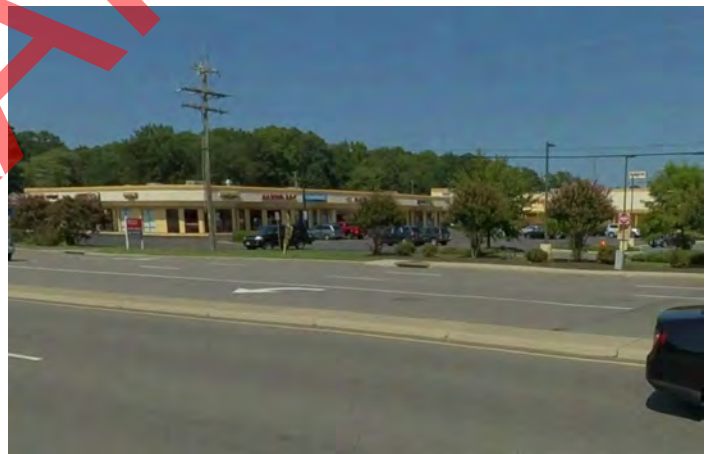
East of Interstate 95, the former Best Products headquarters site presents a different but equally significant redevelopment opportunity. Located near Interstate 95 and East Parham Road, the approximately 70-acre site was originally developed as a wooded corporate campus for one of the country's most architecturally notable retail companies. Since the company's closure, the property has remained largely underutilized despite its regional accessibility and redevelopment potential.

CATALYST FOR THE REGION

The redevelopment of the Best Products Reimagined site is envisioned as a catalyst for broader economic investment and regional destination activity. Planned improvements including the extension of Magellan Parkway, new connections to the Fall Line Trail, and the introduction of entertainment, residential, commercial, and employment uses have the potential to transform the former campus into a new mixed-use district while improving connectivity between surrounding areas.

The Brook Road Corridor and the Best Products Reimagined site do not exist in isolation. Both areas connect to regional employment centers, established neighborhoods, transit service, the City of Richmond street network, and the Fall Line Trail. The future of these areas must strengthen these connections, expand transportation choices, and ensure that the benefits of reinvestment are shared broadly across the community.

This plan advances prior planning efforts through more detailed recommendations, enforceable development standards, targeted infrastructure investments, and an implementation framework intended to guide redevelopment over the coming decades.



Brook Road Corridor

1.3 INITIAL ANALYSIS: BUILT ON PREVIOUS WORK

The Brook Road Corridor and Best Products Reimagined plan builds upon a series of planning efforts that have examined the corridor and surrounding study areas over the past two decades, each contributing community input, technical analysis, and policy direction that this plan advances and consolidates.

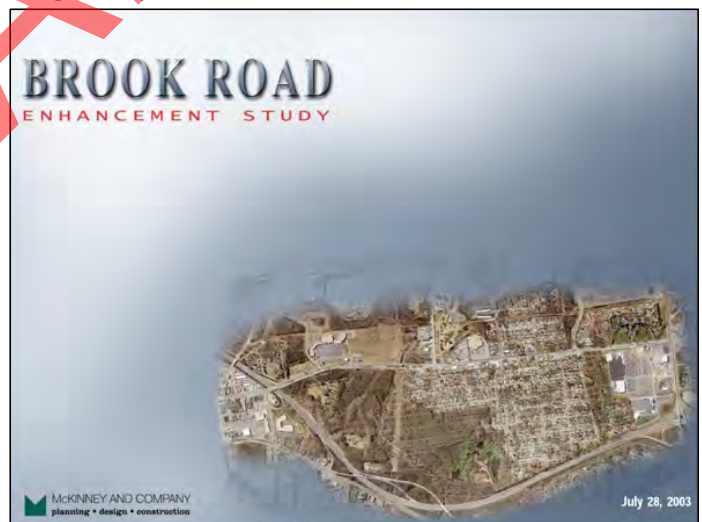
The planning team conducted a review of prior studies, policy documents, and community engagement efforts, including the Henrico County Comprehensive Plan, the existing Form-Based Alternative Overlay provisions, corridor and small area studies, transportation and mobility plans, housing analyses, and prior community engagement conducted throughout the Brook Road area and adjacent redevelopment sites.

Prior planning efforts identified multiple goals: A more walkable and tree-lined public realm, stronger gateway identity, safer pedestrian and bicycle connections, housing choice and affordability, support for local-serving businesses, preservation of neighborhood character, and quality public open space integrated into redevelopment. Previous technical studies also evaluated transportation improvements, redevelopment opportunities along Brook Road, and the long-term potential of the Best Products site and surrounding connections.

The County's Form-based Alternative Overlay (FBA-O) provides a unified implementation framework. The FBA-O provides new regulations that could translate the long-term vision contained in multiple plans into redevelopment on the ground.

NEW REGULATIONS AND NEW OPPORTUNITIES

The County's Form-Based Alternative Overlay (FBA-O) is a zoning tool intended to guide redevelopment toward a more walkable, mixed-use, and interconnected urban form by emphasizing the physical design of development rather than solely regulating land uses. Applied in targeted redevelopment areas, the overlay establishes standards for building placement, frontage design, streetscape character, block connectivity, parking location, and pedestrian-oriented public spaces in order to transform conventional suburban commercial corridors into cohesive urban districts. The FBA-O provides flexibility in permitted uses while ensuring that new development contributes to a consistent public realm, supports multimodal transportation, and reinforces the vision established through illustrative master plans and regulating plans. Through this approach, the County seeks to encourage reinvestment, improve corridor aesthetics, and create vibrant environments where residential, commercial, civic, and open space elements function together as integrated places.

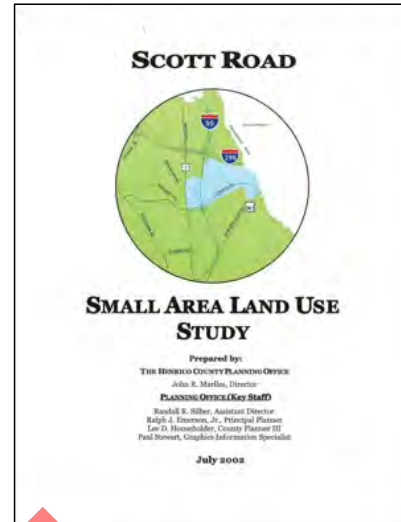


BROOK ROAD ENHANCEMENT STUDY

The Brook Road Enhancement Study examined opportunities to improve the corridor's appearance, transportation function, pedestrian safety, and economic vitality. The study emphasized streetscape improvements, corridor branding, improved bicycle and pedestrian infrastructure, redevelopment of aging commercial properties, and the creation of a more attractive gateway into Henrico County and the City of Richmond. Many of its recommendations focused on balancing mobility with improved urban design and supporting long-term reinvestment along the corridor.

SCOTT ROAD SMALL AREA LAND USE STUDY

The Scott Road Small Area Land Use Study evaluated land use and redevelopment opportunities in the area surrounding Scott Road near Interstate 95 and the former Best Products headquarters site. The study examined opportunities for improved connectivity, mixed-use redevelopment, housing diversification, and better integration between existing neighborhoods and future investment areas. Particular attention was given to transportation connections, redevelopment compatibility, and the long-term redevelopment potential created by proximity to Interstate 95 and East Parham Road.



FALL LINE TRAIL AND RELATED TRAIL CONNECTIONS

The Fall Line Trail is a planned regional multi-use trail connecting communities across the Richmond region and serving as a major active transportation and recreation corridor. Within the study area, the trail presents opportunities to improve pedestrian and bicycle connectivity between neighborhoods, employment centers, commercial areas, and the Best Products Reimagined site. Planned trail spurs, including a future pedestrian and bicycle bridge connection near Scott Road, are intended to strengthen regional access and support trail-oriented redevelopment, recreation, and alternative transportation options.



GREEN CITY PLAN

The GreenCity proposal envisioned a large-scale mixed-use entertainment and development district centered around a major arena and entertainment venue near Interstate 95 and East Parham Road. Although the original proposal did not advance as initially planned, many of the concepts explored through the GreenCity planning effort — including regional entertainment uses, mixed-use development, improved transportation connectivity, structured parking strategies, and economic development opportunities — continue to inform long-term planning discussions for the Best Products Reimagined site and surrounding area.



1.4 PURPOSE OF THIS PLAN

This document presents the Development Plan for the Brook Road Corridor and Best Products Reimagined site. It is the product of an extensive, community-driven planning process led by Henrico County in partnership with Able City East and a multidisciplinary technical team. The plan establishes a long-term framework for redevelopment, infrastructure investment, connectivity, and future expansion of the Form-Based Alternative Overlay (FBA-O) within the study area.

It serves three interrelated purposes:

- To guide capital improvements throughout the study area, including sidewalk repairs, street tree planting, transit infrastructure, trail and trailhead connections, pedestrian and bicycle improvements, and public open spaces at key civic nodes
- To establish a framework for expanding and strengthening the Form-Based Alternative Overlay, including recommended subdistricts, regulating plans, and implementation language included in the appendix
- To guide future County policy on land use, transportation, housing, economic development, and redevelopment within the study area, providing a framework that supports coordinated public and private investment over time

THE FORM-BASED APPROACH

Central to the plan is the continued use and expansion of the Form-Based Alternative Overlay as the County's primary regulatory framework for guiding walkable mixed-use development. Conventional zoning focuses primarily on what uses are permitted in a given location. Form-based regulation instead focuses on the physical form of development and the relationship between buildings, streets, open spaces, and the public realm.

Rather than emphasizing separated land uses, the overlay regulates development through build-to lines that bring buildings closer to streets and public spaces, frontage requirements that encourage active and pedestrian-oriented environments, parking standards that reduce the visual dominance of surface parking, and building height and massing standards intended to create a more comfortable human-scale environment.

This approach provides flexibility in land use while helping ensure that redevelopment contributes positively to the identity and character of both the Brook Road Corridor and the Best Products Reimagined site. Within areas where the FBA-O has already been applied in Henrico County, it has demonstrated the ability to support higher quality mixed-use and walkable development patterns. This plan builds upon that framework and includes recommendations for its expansion and refinement within the study area.

A PLAN GROUNDED IN COMMUNITY VISION

Every recommendation, investment priority, and proposed regulatory framework in this plan reflects priorities consistently expressed through community engagement. Along Brook Road, residents emphasized the need for safer and more walkable streets, improved landscaping and streetscape design, housing affordability, support for local-serving businesses, and better public spaces and trail connections. Community feedback also shaped the vision for the Best Products Reimagined site as a major mixed-use destination that can support entertainment, employment, housing, and regional economic activity while remaining connected to surrounding neighborhoods.

This plan does not impose a vision from outside. Rather, it translates long-standing community priorities into planning recommendations, proposed regulatory approaches, infrastructure strategies, and implementation actions intended to guide future redevelopment over time.

1.5 WHAT THE COMMUNITY ENVISIONS

Engagement with residents, business owners, seniors, and community organizations has been a defining feature of this planning process. Through workshops, visual preference surveys, focus area exercises, and open dialogue, participants articulated a clear and consistent vision for the future of both the Brook Road Corridor and the Best Products Reimagined site.

For Brook Road, participants envisioned a corridor that is safer, greener, more walkable, and more active. Residents expressed a desire for improved pedestrian safety, tree-lined streets, neighborhood-serving businesses, outdoor dining, quality parks and trail connections, and housing options that remain affordable and accessible to residents of varying incomes and ages.

For the Best Products Reimagined site, participants supported the creation of a regionally significant mixed-use destination that introduces new entertainment, housing, employment, and commercial opportunities while improving connectivity to surrounding neighborhoods and the Fall Line Trail.

Five Big Ideas emerged from community engagement as the organizing priorities for this plan. These ideas are embedded throughout the development standards, design guidelines, infrastructure recommendations, and capital investment priorities that follow.



1.6 FIVE BIG IDEAS

1

New development should create

GREAT WALKABLE PLACES

2

Create a

UNIQUE GATEWAY EXPERIENCE into Henrico County

3

SAFE, COMFORTABLE, and INTERESTING streets

4

Create a new
for

**ECONOMIC CENTER
HENRICO COUNTY**

5

Increase access to

**NATURE AND
QUALITY PUBLIC SPACES**

DRAFT

The community cannot walk or bike the Brook Road corridor. They imagine Brook Road as a series of compact, walkable, mixed-use centers with buildings close to the street, parking behind them, and mature trees throughout. The public called for additional uses like daycares, art galleries, health and wellness uses, outdoor cafes, and a more diverse retail mix. The Best Products Reimagined site should be a regional destination that people can get to without use of a car and this would require new local roads, bike facilities, and trails.

A unique gateway experience would include a more attractive sense of arrival along Brook Road and trailheads for accessing the Fall Line trail. The members of the public suggested several ideas including: Utilizing the eagle statues located on the Best Products Reimagined Site in a prominent gateway location, adding welcome signs to the new district, and adding landmark buildings at the place of arrival. Additional gateway elements could include enhanced landscaping, public art, decorative lighting, and signature intersections that establish a distinct identity for the district and visually signal arrival into a special place.

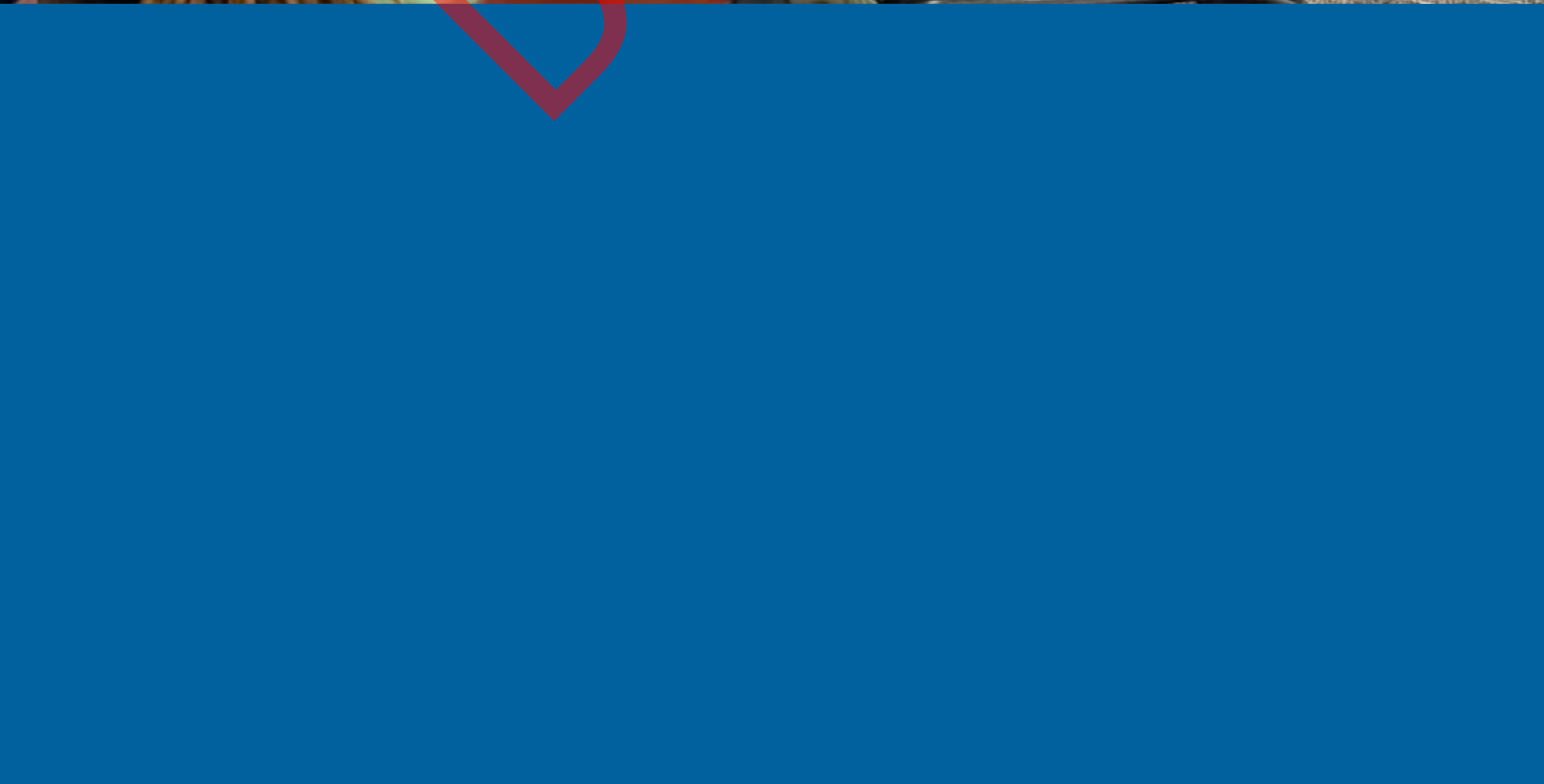
Streets throughout the Brook Road Area should be designed to be safe, comfortable, and visually engaging for pedestrians of all ages and abilities. Public input emphasized the importance of creating a more walkable environment through wider sidewalks, safer crossings, four-way zebra crosswalk stops, traffic calming measures, street trees, lighting, and active building frontages that contribute to a stronger sense of place. Residents also expressed support for a form of “trail-oriented urbanism” that leverages proximity to the Fall Line Trail by integrating trailheads, public spaces, bicycle infrastructure, and mixed-use development into a cohesive pedestrian-oriented district. Community members also emphasized the need for better connectivity between residential neighborhoods, commercial destinations, and public amenities through expanded pedestrian, bicycle, and transit networks.

The Brook Road Corridor is an aging strip commercial corridor characterized by older retail and service uses, fragmented development patterns, and limited recent investment, yet it possesses significant untapped redevelopment potential. Adjacent to the corridor, the Best Products site represents a rare opportunity: a large, contiguous, and largely undeveloped tract with direct access to Interstate 95. As Henrico County continues to experience strong growth in industries such as finance, aerospace, and life sciences, the site is uniquely positioned to attract a major corporate campus and related mixed-use development. Together, the Brook Road Corridor and the Best Products site present a once-in-a-generation opportunity to catalyze economic revitalization, expand employment opportunities, strengthen the tax base, and substantially improve quality of life for surrounding neighborhoods and the broader community.

Public input emphasized the importance of increasing access to nature and high-quality public spaces throughout the Brook Road Area and the Best Products redevelopment site. Residents expressed strong support for additional walking and biking paths, expanded greenways, and enhanced connections to the Fall Line Trail in order to create a healthier and more active community environment. Participants also emphasized the need to protect environmental resources and water quality through sustainable development practices, preservation of mature trees, and the incorporation of landscaped open spaces within new development. More green spaces, civic plazas, gardens, and gathering areas within commercial districts were viewed as essential elements for creating attractive and livable places, while new development was also expected to contribute positively to the County’s long-term tax base and economic vitality.



02. PUBLIC PROCESS



2.1 PUBLIC PROCESS

A workshop was held in March of 2026 that involved hands-on mapping exercises and visual preference surveys to facilitate small-group discussions. An open house format spanning several days helped ensure that participants could engage in the ways that worked best for them. The public engagement process was designed to reach a broad cross-section of the corridor's community, including seniors, families with children, business owners, transit riders, cyclists, and community organizations.

The engagement process generated extensive feedback regarding mobility, redevelopment character, housing, public spaces, environmental stewardship, and economic opportunity within the Brook Road Area and Best Products Reimagined Site. Participants identified the need for safer pedestrian crossings, improved bicycle and transit infrastructure, additional green spaces, and stronger connections between neighborhoods, commercial areas, and the Fall Line Trail.

Community members wrote their ideas on large maps and then presented the ideas to the County and its consultant teams. These exercises allowed participants to identify desired redevelopment areas, transportation improvements, trail connections, gateway locations, public spaces, and areas of concern directly within the corridor. The interactive format encouraged discussion among residents, business owners, and stakeholders while helping the planning team better understand local priorities, challenges, and opportunities shaping the future vision for the Brook Road Area.



2.2 WORKSHOP OVERVIEW

Community members expressed support for mixed-use redevelopment, more walkable streets, civic gathering spaces, and redevelopment patterns that balance new investment with protection of existing neighborhoods and environmental resources. Community Image Surveys showed that the public wanted development that was different from what is typically found on suburban commercial strips, they preferred development in a “village pattern” with legible centers of activity.

Participants consistently expressed a preference for development patterns that create a stronger sense of place through interconnected streets, public spaces, and buildings that frame and activate the pedestrian environment. Rather than continuing conventional strip commercial development characterized by deep setbacks and expansive parking lots, community members favored compact blocks, mixed-use buildings, outdoor gathering spaces, tree-lined streets, and walkable destinations organized around identifiable centers of activity. The preference surveys also indicated strong support for redevelopment that incorporates architectural character, civic identity, and human-scaled design elements capable of transforming the corridor into a more cohesive and memorable district.

“The community was clear: they don’t want another strip mall. They want a place where people can gather, walk, and thrive.”
 — Henrico County Planning Department

DRAFT

PREDOMINANTLY GREEN DOTS

PREDOMINANTLY RED DOTS



ONE WORD CARDS

As part of the community engagement process, participants were asked to describe the Brook Road Corridor and the Best Products Reimagined site using single words or short phrases reflecting both current conditions and their vision for the future. Responses were collected and compiled into a series of word clouds, where the size of each word reflects how frequently it was mentioned by participants. Larger words represent ideas and themes that emerged

most consistently throughout the engagement process, providing a visual snapshot of community perceptions, priorities, concerns, and aspirations for the future of the study area.

Brook Road NOW



Brook Road IN THE FUTURE



Best Products Reimagined NOW



Best Products Reimagined IN THE FUTURE



2.3 RECENT ECONOMIC CONTEXT

To ground the planning process in market and demographic realities, Henrico County's economic and population trends were benchmarked against Richmond, Virginia, and national conditions using data from 2014 to 2023. This analysis provides the context for the redevelopment framework recommended throughout this plan and demonstrates why both the Brook Road Corridor and the Best Products Reimagined site represent significant long-term investment opportunities.

Henrico County experienced steady population and household growth during the study period, although household formation lagged broader statewide trends. This gap suggests continued demand for additional housing supply, particularly smaller and more attainable housing types located near employment centers, transit corridors, and regional transportation infrastructure. Along Brook Road, these conditions support the introduction of new mixed-use and medium-density residential development integrated with neighborhood-serving commercial uses and improved pedestrian infrastructure.

Housing affordability trends further reinforce the importance of expanding housing choice. While rent burden levels in Henrico County and Richmond improved modestly over the study period, national affordability pressures continue to intensify as housing supply struggles to keep pace with demand. Expanding housing opportunities along the Brook Road Corridor represents both a community objective and a long-term economic development strategy intended to support workforce stability and regional competitiveness.

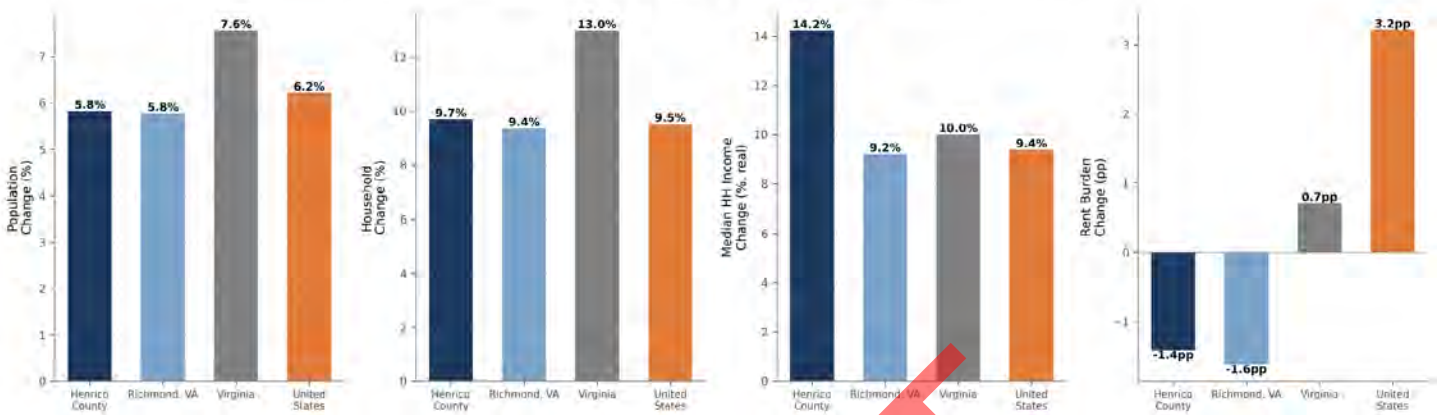
Henrico County also experienced strong real median household income growth during the study period, outperforming Richmond, Virginia, and national benchmarks. This growth reflects a strong and expanding consumer base that can support additional retail, restaurant, entertainment, and amenity uses throughout the study area.

Employment trends are equally significant for the Best Products Reimagined site. Growth in finance, aerospace, life sciences, and related industries has increased demand for office, research, and campus-style employment environments within the Richmond region. The Best Products site's visibility, interstate access, large contiguous footprint, and regional connectivity position it as a strong candidate for future employment, entertainment, hospitality, and mixed-use development.

A market analysis was conducted to evaluate redevelopment potential within four primary sectors: retail and restaurant development, market-rate housing demand, office and corporate campus development, and lodging and hospitality uses.



Henrico County vs Regional, State & National Benchmarks, 2014-2023



Change in Employment Share by Industry, 2014-2023 (Civilian Employed Population 16+)



Source: U.S. Census Bureau, ACS 5-Year Estimates, Table C24010

2.4 EXISTING CONDITIONS: BROOK ROAD

Brook Road (US-1) is one of Henrico County’s most significant north-south arterial corridors, connecting the county to the City of Richmond and serving for decades as an important commercial and transit spine. Historically, the corridor supported a broad mix of retail, employment, and community-serving uses that made it a regional destination. Today, much of that character has been replaced by an auto-oriented development pattern dominated by surface parking, single-story commercial buildings, drive-through uses, aging retail centers, and fragmented pedestrian infrastructure

The built environment along the corridor reflects decades of suburban commercial development patterns. Buildings are generally set back behind expansive parking lots, with limited pedestrian orientation or streetscape definition. Many ground floors are designed primarily around vehicle access, including drive-thru facilities, service bays, and large curb cuts that interrupt pedestrian movement. Street trees and landscaped buffers are limited along much of the corridor, and signage is predominantly scaled for automobile visibility rather than walkability. The cumulative effect is a corridor that functions efficiently for vehicle movement but provides a limited pedestrian experience and little sense of place.

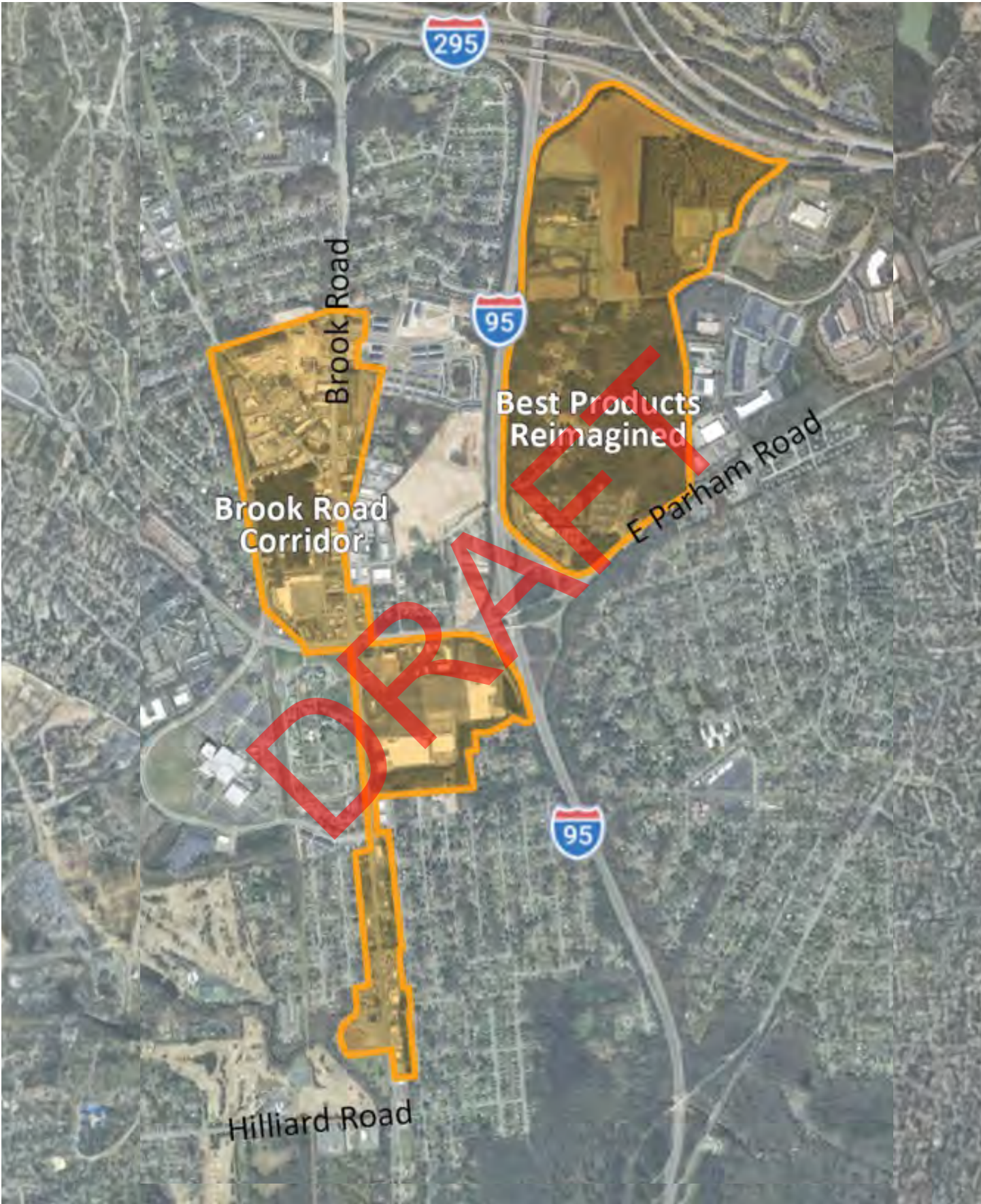
Land uses along Brook Road are shaped by a mixture of B-1, B-2, B-2C, and B-3 zoning districts that reflect the corridor’s commercial history but provide limited guidance for future redevelopment. Existing uses include auto-oriented businesses, big-box retail centers, fast food establishments, convenience retail, lodging, and smaller service-oriented commercial uses. Several larger sites, including the Food Lion Plaza area and properties near La Von Drive, present opportunities for reinvestment and redevelopment due to their size, location, and underutilization.

THE NEXT GENERATION OF DEVELOPMENT

Pedestrian and bicycle conditions remain challenging throughout much of the corridor. Sidewalks are incomplete or inconsistent in several locations, driveway crossings interrupt pedestrian movement, and crossing distances along Brook Road are often long and uncomfortable for pedestrians. Bicycle infrastructure is limited, and connections to surrounding neighborhoods and the Fall Line Trail remain fragmented. These conditions create barriers for residents who rely on walking, bicycling, or transit access to reach employment, services, and daily destinations.

Despite these challenges, Brook Road retains several important assets that support long-term revitalization. Existing transit service provides a foundation for enhanced multimodal investment, while adjacent residential neighborhoods create a built-in customer base for future mixed-use and neighborhood-serving development. The corridor’s large redevelopment parcels, regional visibility, and strategic location between Henrico County and the City of Richmond position it as a strong candidate for reinvestment and urban transformation.





Study Area Location Map

2.5 EXISTING CONDITIONS: BEST PRODUCTS IMAGINED

The Best Products Reimagined site comprises approximately 93 acres located at 1400 Best Plaza Drive and forms part of a larger 200-acre area near Interstate 95 and East Parham Road. Originally developed as the headquarters campus for the Best Products Company, the site was designed as a wooded corporate campus with internal drives, significant open space, and a distinctive architectural identity. Since the company's closure, however, the property has remained largely underutilized despite its prominent regional location and development potential.

Henrico County, together with the Henrico Economic Development Authority and the Henrico Sports and Entertainment Authority, has identified the site as a major redevelopment opportunity capable of supporting a regionally significant mixed-use destination anchored by entertainment, employment, hospitality, residential, and commercial uses. The site's size, visibility, and accessibility distinguish it from many other redevelopment opportunities within the Richmond region.

The property benefits from exceptional regional connectivity. Located near the interchange of Interstate 95, Interstate 295, and East Parham Road, the site has direct access to major regional transportation networks, including interstate highways, rail infrastructure, ports, and Richmond International Airport. Planned improvements, including the extension of Magellan Parkway across Interstate 95 and new pedestrian and bicycle connections to the Fall Line Trail, have the potential to further strengthen connectivity between the site and surrounding areas.

The Richmond region's growing visitor economy, sports tourism market, and expanding employment base provide additional support for redevelopment at the site. Henrico County continues to experience growth in sectors including finance, aerospace, health care, and life sciences, creating demand for office, entertainment, hospitality, and mixed-use environments capable of attracting both employers and visitors. The Best Products Reimagined site's scale, accessibility, and development flexibility position it to capture a portion of this regional demand while supporting broader economic development goals within Henrico County.





To support the development of the Best Products Reimagined site and adjoining property (shown in green), extensive projects to enhance or improve access to transportation and utilities systems are underway or planned.



03. BROOK ROAD CORRIDOR



3.1 INTENT

US-1 was once considered the “Main Street of America,” serving as a primary transportation corridor that connected communities, businesses, and destinations along the East Coast. Over time, however, the construction of interstate highways diverted regional traffic away from the corridor, contributing to economic decline and disinvestment among many of the businesses and commercial areas located along US-1.

Despite these challenges, the businesses located along the corridor remain highly valued by the community because they provide local jobs, support entrepreneurship, and create opportunities for small and independent businesses. Many of these establishments serve long-standing community needs and contribute to the character and economic diversity of the corridor.

As land becomes more scarce and redevelopment pressures increase, aging one-story commercial corridors characterized by expansive and often underutilized parking lots present significant opportunities for transformation. These areas can evolve over time into more compact, walkable, and mixed-use environments that accommodate new housing, employment, retail, and public spaces while retaining economic activity and strengthening the long-term viability of the corridor.

In several communities across the United States, portions of US-1 have successfully transformed from aging highway-oriented commercial strips into vibrant mixed-use corridors and urban main streets. Communities such as Arlington, Virginia; Alexandria, Virginia; and segments of US-1 in South Florida through the Miami-Dade and Broward counties have introduced wider sidewalks, mixed-use buildings, improved transit access, bicycle infrastructure, street trees, and public spaces that support both economic revitalization and a stronger pedestrian environment. In these areas, redevelopment often replaced shallow one-story retail buildings and expansive parking lots with compact blocks, multi-story housing, offices, restaurants, and civic spaces organized around walkable streets. These transformations demonstrate how former automobile-oriented corridors can evolve into more economically productive, attractive, and livable places while continuing to serve as important transportation and business corridors.

KEY REDEVELOPMENT STRATEGIES INCLUDE:

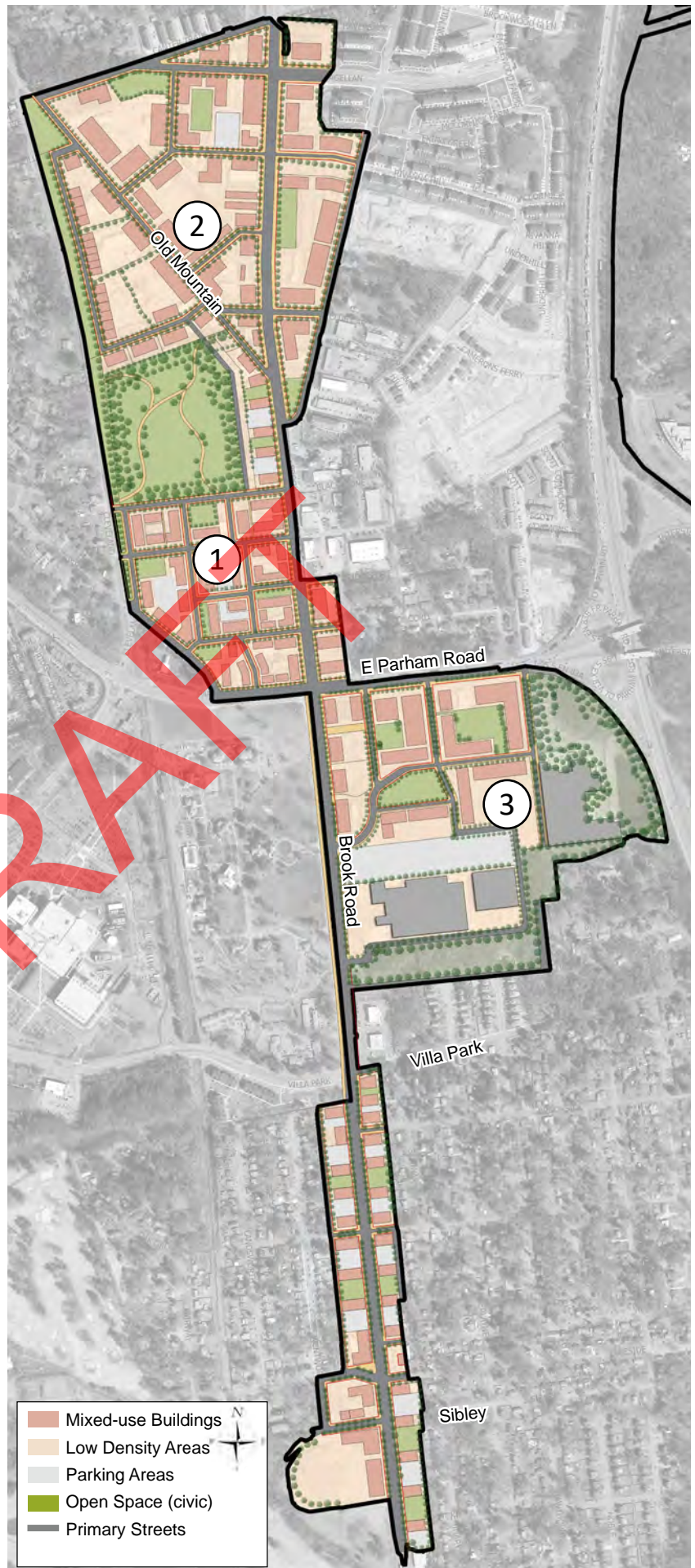
- Establishing new internal street networks and walkable development blocks
- Positioning buildings closer to streets and public spaces
- Supporting mixed-use buildings with active ground-floor uses
- Expanding housing choice, including affordable housing opportunities
- Integrating public open space, civic gathering areas, and trail connections
- Enhancing transit infrastructure and multimodal connectivity
- Consolidating parking and reducing the visual dominance of surface parking
- Encouraging phased redevelopment that delivers public realm improvements alongside new development
- Protect existing businesses that seek to stay within the study area in their current form
- Maximize the potential of each site in the study area for those property owners who are interested in upgrading their site
- Be a “good neighbor” to existing neighborhoods by building at a scale that is in context with neighboring properties
- Prevent commercial intrusion into stable neighborhoods

3.2 BROOK ROAD ILLUSTRATIVE PLAN

The illustrative plan depicts an ideal build-out of the Brook Road Corridor, showing how opportunity sites can be redeveloped incrementally into walkable, mixed-use neighborhoods.

ELEMENTS OF REDEVELOPMENT

- ① Multi-story mixed-use buildings combine residential, commercial, office, and entertainment uses within a compact urban form that supports walkability and efficient land use. Ground floors are typically occupied by active public-facing uses such as restaurants, retail, or services, while upper stories accommodate housing or employment space. These buildings help create more vibrant and economically resilient districts by concentrating activity, reducing dependence on surface parking, and supporting a stronger pedestrian environment.
- ② Perimeter buildings are structures placed along the edges of streets, blocks, or public spaces in order to define and frame the public realm. Rather than being set back behind large parking lots, these buildings establish a continuous street edge that helps create a more enclosed and walkable environment. Their placement reinforces the shape of streets, plazas, and open spaces, making public areas feel more intentional, comfortable, and urban in character.
- ③ Low density areas consist of the yards, open spaces, and parking areas that support the multi-story mixed-use buildings. These spaces help provide transitions between more intense development and adjacent neighborhoods while accommodating stormwater, landscaping, and outdoor gathering areas.



3.3 OPPORTUNITY SITES

THE AUTOMOTIVE STRIP

The intersection of Lakeside Avenue and Brook Road is characterized by auto-oriented uses set back from Brook Road, offering little to no pedestrian amenity or active street frontage. Industrial uses have outgrown their narrow sites and require traffic on Brook Road to stop in order to accommodate loading and unloading.

Zoned B-1 and B-2C, this area represents a near-term opportunity to introduce a more walkable, mixed-use character along the Brook Road frontage to compliment the redevelopment of the Best Products Site.

The redevelopment vision for this area transforms the existing auto-oriented strip into a more urban condition with active ground floor uses, residential above, and improved connections to Lakeside Avenue and Lakeside Boulevard.



BEFORE: At the intersection of La Von Drive and Brook Road automotive repair shops have become long-term storage and salvage.

La Von Drive and Brook Road: Tomorrow



AFTER: The application of the form-based code unlocks development potential by allowing new uses, additional density, additional leasable commercial space, and residential units. Redevelopment transforms the Brook Road frontage into an active mixed-use street edge, with buildings brought close to the sidewalk, retail and restaurant uses at ground level, and residential above. Improved connections to surrounding neighborhoods create a more walkable place.

UNLOCKING DEVELOPMENT POTENTIAL

Redevelopment of this area should focus on establishing a continuous street edge along Brook Road through the introduction of multi-story mixed-use buildings. New development should orient entrances, storefronts, and outdoor activity areas toward the public realm in order to create a more active and engaging pedestrian environment.

Townhomes additionally provide an important transition in scale between larger mixed-use buildings and adjacent lower-density residential neighborhoods. Their relatively compact footprint allows for increased residential density while still maintaining a human-scaled streetscape.



AFTER: Perimeter buildings line the front and side frontages and parking is located at the rear of the lots, thus hiding the parking from view. Today, the dominant visual image for anyone experiencing Brook Road is one of parked cars.

A Variety of Housing Types for a Variety of People



AFTER: Townhomes are located along La Von Drive. Integrating townhomes into a connected mixed-use environment offers numerous advantages over conventional suburban development patterns in which townhomes are isolated within pods or cul-de-sac subdivisions. In a mixed-use setting, townhomes contribute to a more cohesive neighborhood structure that supports walking, social interaction, and convenient access to nearby services and amenities.

SAMPLE NODE DEVELOPMENT

The Food Lion Plaza illustrates the potential for redevelopment at key nodes along the Brook Road Corridor. Today, the area is characterized by aging one-story commercial buildings, expansive surface parking lots, drive-through restaurants, and budget motels. Over time, many national retail chains have departed this part of the corridor, and their spaces have increasingly been filled by independently owned businesses that now provide important services, local jobs, and entrepreneurial opportunities for nearby residents. These local businesses contribute to the distinct character of the corridor and should have a place within future redevelopment efforts.

Redevelopment of the Food Lion Plaza area presents an opportunity to transform an auto-oriented commercial strip into a walkable mixed-use neighborhood that supports both existing residents and new investment. Future development should create a more connected and attractive public realm with housing, neighborhood-serving retail, public gathering spaces, and improved pedestrian and bicycle access. At the same time, redevelopment should be structured to allow existing businesses to remain, relocate within the area, or return as projects are completed, ensuring that revitalization strengthens rather than displaces the local business community.



BEFORE

KEY GOALS FOR REDEVELOPMENT

- 1 Deliver a walkable main street perpendicular to Brook Road, lined with retail, cafes, and restaurants at ground level and offices or apartments above
- 2 Establish a central community green as the neighborhood's civic heart and genuine gathering place for residents and visitors
- 3 Integrate a BRT transit center as a visible civic anchor with direct connection to the main street
- 4 Deliver a range of residential typologies, from tall row houses to mid-rise mixed-use buildings, serving a diversity of household types and income levels
- 5 Incorporate affordable housing from the earliest phases, ensuring the corridor remains accessible to existing community members
- 6 Position a destination hotel and structured parking garage as Phase 1 anchor investments that establish the block structure and signal market confidence
- 7 Replace surface parking with on-street parking and a consolidated garage, freeing frontages for active uses and pedestrian movement



AFTER

PHASE 1



PHASE 2



PHASE 3



PHASE 1

A new hotel and medium-density residential units provide the incentive to redevelop the site. Henrico County continues to experience steady population growth as new residents are drawn to the region's employment opportunities, quality of life, and proximity to the Richmond metropolitan area. This growth has increased demand for housing across a wide range of income levels and household types. As available land becomes more limited and infrastructure costs continue to rise, the real estate market is increasingly focused on developing residential units wherever opportunities for redevelopment or infill occur.

In order to meet today's market price points, much of this new residential development occurs in more compact formats than traditional single-family suburban subdivisions. Townhouses, multi-plex buildings, stacked flats, and apartment buildings allow developers to deliver additional housing units while distributing land and infrastructure costs across a greater number of households. Henrico County has also seen the transformation of small independent hotels into larger national chain hotels. This conversion has been at the heart of large, mixed-use projects in Henrico like West Broad Village, Libby Mill, and Virginia Center Commons.

PHASE 2

With a hotel and multiple residential buildings serving as an anchor, smaller commercial businesses, restaurants, and professional offices are likely to locate within the new development over time. The presence of a built-in customer base and overnight visitors creates demand for neighborhood-serving retail and services that can support daily activity throughout the day and evening. This type of mixed-use environment can help establish a more active and economically resilient district where residents, employees, and visitors contribute to a shared pattern of activity that strengthens the corridor and supports long-term reinvestment.

Redevelopment of the site would generate additional property tax and sales tax revenues for the County that could help fund new infrastructure improvements within the study area, including streets, utilities, sidewalks, public spaces, and stormwater systems. As property values increase and new commercial activity occurs, the expanded tax base can create a long-term revenue source to support continued reinvestment and maintenance. Alternatively, the County could consider a tax capture mechanism, such as a tax increment financing approach, that directs a portion of the increased revenues generated by the redevelopment back into the project area itself to help finance infrastructure, public amenities, and future phases of redevelopment.

PHASE 3

As additional phases of development occur, the concentration of residents, visitors, and businesses can create a positive cycle of reinvestment that extends beyond the initial project area. New sidewalks, streetscape improvements, public spaces, and building frontages can encourage additional private investment on nearby properties while improving the overall identity of the corridor. Over time, this incremental pattern of redevelopment can transform underutilized commercial areas into a more cohesive district with a stronger sense of place, expanded economic opportunities, and a more walkable and connected urban environment.

Transit should be provided to the new center in order to improve access for residents, employees, and visitors while reducing dependence on automobile travel. As the area evolves into a higher-density mixed-use district with housing, offices, retail, and hospitality uses, transit service can help connect the site to surrounding neighborhoods, employment centers, and regional destinations throughout Henrico County and the greater Richmond area. Enhanced transit access can also support walkability, reduce parking demand, and create transportation options for residents who may not drive, helping to establish the new center as a more accessible, connected, and sustainable place over time.

CENTRAL GREEN



The form-based code requires open space to be consolidated into functional plazas, parks, and playgrounds. Rather than scattering small leftover landscape areas throughout development sites, the code encourages usable civic spaces that can support recreation, social gathering, outdoor dining, and community events. These spaces help organize development patterns, create identifiable neighborhood centers, and contribute to a more walkable and attractive public realm.



At street level, a new main street along a park creates a comfortable pedestrian environment with outdoor seating, street trees, and active ground floor uses. An “outdoor room” is created giving people within the space the sense of enclosure which makes people feel comfortable out-of-doors.

BUS RAPID TRANSIT STATION



The new development is planned at a transit-supportive density. This means that enough residents, employees, visitors, and commercial activity are concentrated within a walkable area to support frequent and reliable transit service over time. Higher residential densities, mixed-use buildings, interconnected streets, and pedestrian-oriented design all help create the level of activity needed to make transit viable while reducing dependence on automobile travel and supporting a more efficient pattern of development.



It is important to provide transit riders a dignified place to wait. Transit stops should include shelters, seating, lighting, shade trees, and safe pedestrian connections so that waiting for transit is comfortable, visible, and accessible in all weather conditions. Well-designed transit amenities help reinforce the importance of public transportation within the community while improving the overall experience for residents, employees, students, seniors, and visitors who rely on transit for daily mobility.

STREET-ORIENTED APARTMENTS



The full build-out replaces disconnected drive-thrus and surface lots with a connected network of streets, a civic green, a transit center, and over two acres of public open space within the wider Brook Road corridor.



Residential buildings along the internal streets feature brick facades and ground floor entries that address the street directly. Street trees provide shade and a continuous green edge, with building heights of four to five stories supporting the ground floor retail and transit uses at the core of the site.

TRAIL-ORIENTED TOWNHOMES



The completed neighborhood extends from Brook Road to Athens Avenue, with the main street connecting the BRT station to the community green. Buildings step down in scale toward the southern edges, creating a sensitive transition to the surrounding residential fabric.



Tall row houses at the residential edges provide an attainable urban housing typology, with front stoops and individual entries that bring activity to the street. At three stories, they offer a comfortable scale transition between the mixed-use core and the adjacent single-family neighborhood.

TRAIL-ORIENTED URBANISM

The Fall Line Trail is one of the largest active transportation and public space projects currently underway in Central Virginia. The planned trail will ultimately extend approximately 43 miles from the Ashland area south to Petersburg, passing through

seven localities including Henrico County and Richmond. New buildings along the bike way should face the cyclists. They are potential customers for the new businesses. The bike way will also be a major amenity for people living near it.





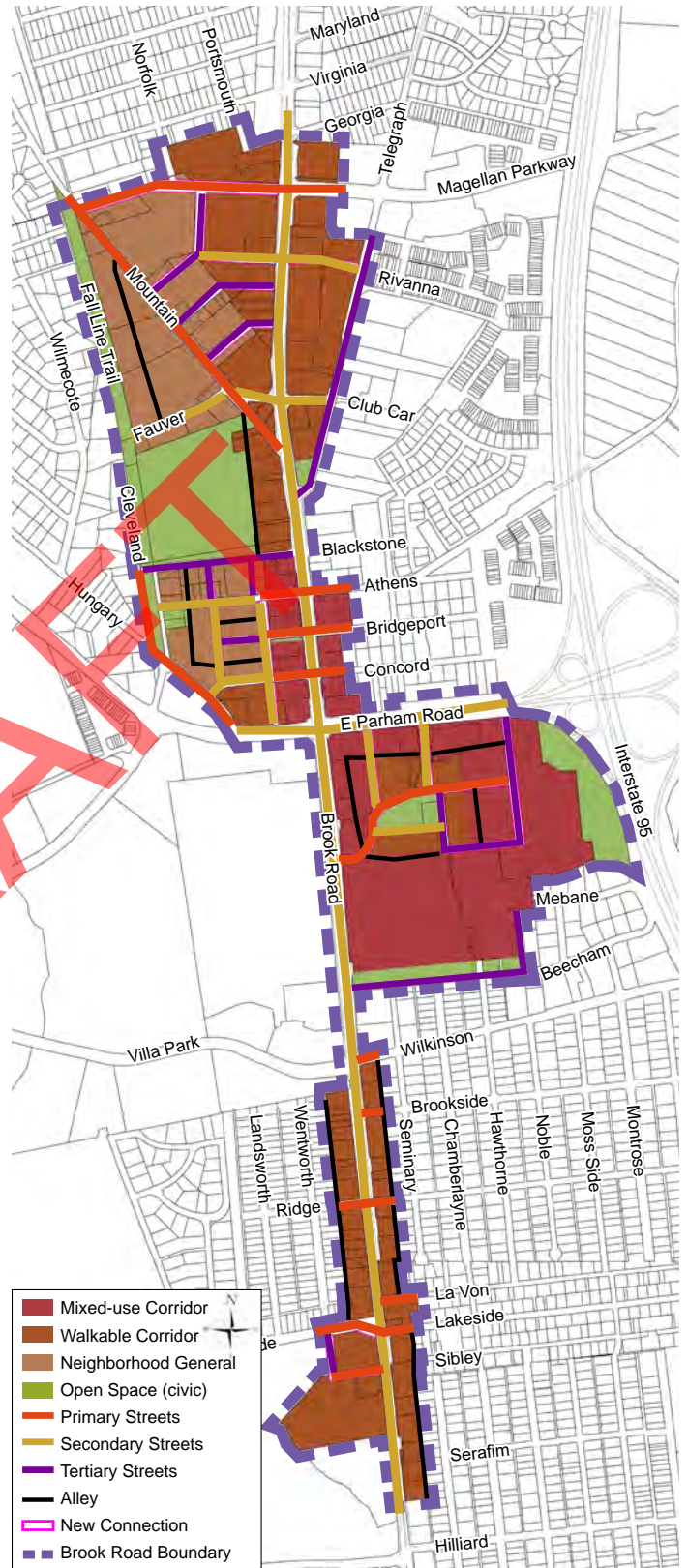
BEFORE: Behind the Food Lion, at the intersection of Hungary Road and Cleveland Street, a right-of-way is planned to become a critical connection for the Fall Line.

AFTER (BELOW): The bike way traverses an existing median and provides a park-like experience for users. New townhomes face the bike way. A County-owned trailhead provides parking, restrooms, and orientation to users.



BROOK ROAD ILLUSTRATIVE PLAN

BROOK ROAD REGULATING PLAN



3.4 IMPLEMENTING REDEVELOPMENT VISIONS THROUGH REGULATING PLANS

ILLUSTRATIVE MASTER PLANS GUIDE LONG-TERM DEVELOPMENT

An Illustrative Master Plan is a conceptual planning document used to visualize the long-term physical development pattern of an area. Unlike a regulatory zoning map or engineering plan, an Illustrative Master Plan is intended to communicate how streets, buildings, open spaces, land uses, and public improvements could be organized over time to create a cohesive and functional place. It helps establish a shared vision for future growth and redevelopment while illustrating the overall character and form of a district or corridor.

Illustrative Master Plans typically show the general arrangement of development blocks, street networks, parks, plazas, trails, stormwater features, and building types. They may identify locations for mixed-use centers, residential neighborhoods, civic spaces, commercial corridors, and employment areas while also illustrating important connections between these elements.

These plans are particularly useful in areas expected to redevelop incrementally over long periods of time. Because redevelopment often occurs parcel by parcel under multiple ownerships, the Illustrative Master Plan provides a framework that guides individual projects toward a coordinated long-term outcome.

Importantly, an Illustrative Master Plan is generally flexible rather than prescriptive. It establishes an overall framework and development vision while allowing individual projects to respond to changing market conditions, property ownership patterns, and community needs. This flexibility allows the plan to remain relevant over long redevelopment timelines while still guiding development toward a more connected, walkable, and coherent urban environment.

REGULATING PLANS IMPLEMENT THE VISION REPRESENTED BY THE ILLUSTRATIVE MASTER PLAN

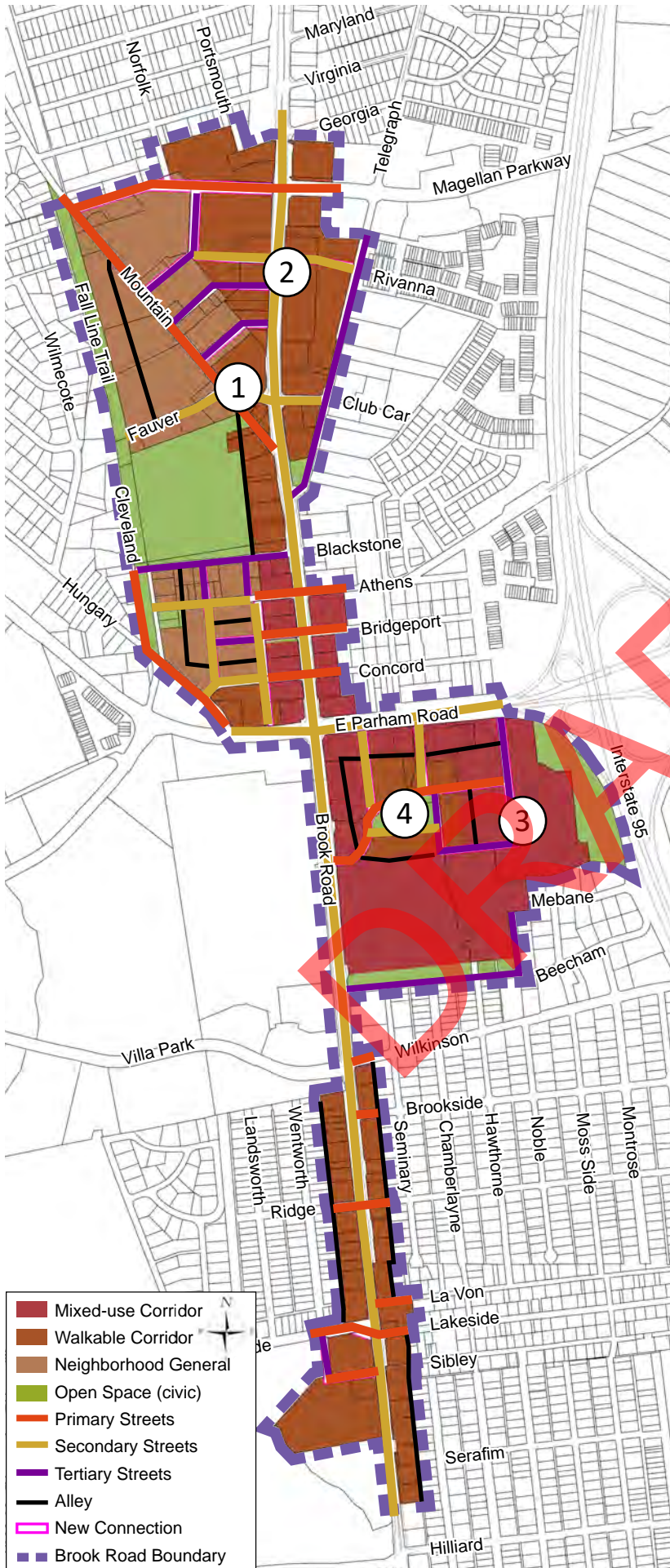
Illustrative Master Plans establish a long-term vision for how an area could develop, while regulating plans provide the framework needed to implement that vision over time. Whereas the Illustrative Master Plan is conceptual and flexible, the regulating plan translates broad planning ideas into a more detailed physical structure that guides future development patterns. Regulating plans typically identify street hierarchies, development frontages, block structures, open spaces, and building form standards that help shape the physical character of redevelopment.

In form-based coding systems, regulating plans function as the primary implementation tool by organizing how buildings and public spaces relate to one another. They often designate Primary Streets, Secondary Streets, open space types, frontage conditions, and development intensities that collectively reinforce the vision illustrated in the master plan. By establishing predictable rules for building placement, pedestrian orientation, parking location, and public realm design, regulating plans help ensure that individual redevelopment projects contribute to a coordinated urban framework.

Because redevelopment usually occurs incrementally and under multiple property owners, regulating plans are especially important for maintaining consistency over long periods of change. Even when projects are developed independently, the regulating plan helps align streets, public spaces, and building forms in a manner that gradually implements the larger Illustrative Master Plan vision. In this way, regulating plans serve as the bridge between long-term conceptual planning and the day-to-day redevelopment decisions that shape the built environment over time.

3.5 BROOK ROAD AREA REGULATING PLAN

ELEMENTS OF REDEVELOPMENT



- 1** Primary Streets are the main pedestrian-oriented corridors designed to create active, walkable environments. Buildings are typically placed close to the sidewalk with storefronts, entrances, and public-facing uses oriented toward the street, while parking and service areas are minimized.
- 2** Secondary Streets support the overall street network while carrying lower levels of pedestrian activity and development intensity than Primary Streets. These streets still promote walkability and connected development patterns, but they often allow greater flexibility for building setbacks, parking access, and service functions.
- 3** Tertiary Streets and alleys primarily provide local access, service functions, and connections to parking, loading, and utilities. These streets typically accommodate lower traffic volumes and may allow simpler streetscape treatments and more flexible building relationships. Alleys are especially important for relocating service areas, garages, trash collection, and loading activities away from Primary and Secondary Streets.
- 4** Open spaces in a form-based code help organize development patterns while providing parks, plazas, greens, and gathering areas that support public life and recreation.

3.6 LINKED FUTURES: THE BEST PRODUCTS REIMAGINED SITE AND SURROUNDING CORRIDORS

THE EVOLUTION OF THE BROOK ROAD AREA INTO A CONNECTED MIXED-USE CENTER

The Brook Road Area is more than a single linear commercial corridor bordered by residential neighborhoods. The area contains multiple blocks of commercial development that provide opportunities to create interconnected networks of walkable streets similar to those found in downtowns and historic mixed-use activity centers. As redevelopment occurs over time, these blocks can gradually evolve into a more connected urban framework with new internal streets, pedestrian pathways, public spaces, and mixed-use buildings that reduce dependence on large surface parking fields and isolated commercial sites.

The size and configuration of many properties within the Brook Road Area also create opportunities for redevelopment beyond conventional strip commercial patterns. Larger redevelopment sites may support coordinated mixed-use projects that include residential units, offices, entertainment uses, hospitality, structured parking, and open spaces organized around a walkable block structure. Over time, these projects can establish new centers of activity that support both existing residents and future population growth while strengthening the economic vitality of the corridor.

Because redevelopment is likely to occur incrementally and under multiple property owners, the long-term vision for the Brook Road Area depends upon establishing a consistent framework for streets, public spaces, and building form. Form-based standards, interconnected street networks, improved pedestrian infrastructure, and strategic public investment can help ensure that individual redevelopment projects collectively contribute to a more cohesive and walkable district. Through this gradual process, the Brook Road Area can transition from an auto-oriented commercial corridor into a more urban mixed-use environment with a stronger sense of place and identity.

THE FUTURE OF THE BEST PRODUCTS REIMAGINED SITE AND THE SURROUNDING COMMERCIAL CORRIDORS ARE LINKED

The development of a new arena district with hundreds of residential units, entertainment venues, restaurants, offices, hotels, and commercial spaces will likely have a significant spill-over effect on surrounding properties and corridors. Large mixed-use destinations generate sustained activity beyond event days by introducing permanent residents, employees, and visitors who support nearby businesses and create demand for additional services and amenities. Over time, adjacent properties often experience increased redevelopment pressure as land values rise and market interest expands outward from the initial investment area.

This spill-over effect can gradually transform nearby commercial corridors and underutilized properties into more active mixed-use environments. Existing shopping centers, aging commercial buildings, surface parking lots, and vacant parcels may become attractive candidates for redevelopment as developers seek opportunities near the growing activity center. Residential demand generated by the district can also encourage additional housing types, including apartments, townhouses, workforce housing, and live-work units within walking distance of the arena area.

However, conventional suburban zoning regulations often limit the ability of surrounding areas to capitalize on these redevelopment opportunities. Existing zoning districts may require excessive setbacks, large parking ratios, segregated land uses, low-density development patterns, and disconnected site layouts that reinforce auto-oriented development. A new zoning approach focused on mixed-use development, walkability, building form, interconnected streets, and public realm improvements is needed to support a more coordinated urban pattern and allow surrounding areas to evolve alongside the arena district.



04. BEST PRODUCTS REIMAGINED



4.1 INTENT

The intent of the Best Products Reimagined plan is to guide the transformation of the former corporate campus into a connected mixed-use district organized around walkable streets, civic spaces, entertainment destinations, employment centers, residential neighborhoods, and interconnected green spaces.

Future redevelopment is intended to create a regional destination while preserving elements of the site's landscape character and improving connections to surrounding neighborhoods, East Parham Road, and the Fall Line Trail. The plan emphasizes a coordinated framework for long-term redevelopment that balances regional destination activity with high-quality public spaces, multimodal connectivity, and appropriate transitions to adjacent residential areas.

4.2 SITE FRAMEWORK

Four primary site conditions shape the redevelopment framework and inform all three illustrative scenarios.

ACCESS AND CONNECTIVITY

The site benefits from direct access to Interstate 95 and East Parham Road, providing exceptional regional connectivity for entertainment, employment, hospitality, and mixed-use development. New internal streets, including future connections along Scott Road, Parham Road, and Park Central Drive, are intended to establish a more connected and legible street network while improving multimodal access throughout the site.

GREEN SPACE AND STREAMS

Streams and wooded areas located within the central and southern portions of the site form one of its most significant natural assets. These areas provide the framework for a connected open space network organized around green streets, trails, stormwater features, and linear public spaces that connect major development areas across the site.

RESIDENTIAL EDGE

Lower-density residential neighborhoods adjacent to the western and southern portions of the site require sensitive transitions between existing homes and future mixed-use development. All illustrative scenarios transition development intensity toward these edges through the use of attached housing, smaller-scale residential buildings, landscaped buffers, and open space connections.

HIGHWAY VISIBILITY

The site's frontage along Interstate 95 provides some of the highest visibility development frontage in the Richmond region. All three scenarios position major destination uses, including entertainment, hospitality, office, and mixed-use development, along these frontages to strengthen site identity and support long-term economic activity.

DRAFT



RURAL NEIGHBORS

ATHLETICS FIELDS

TOWNHOMES

RECREATION AREA

FUTURE CONNECTION ACROSS HIGHWAY

OFFICE NEIGHBORS

RURAL NEIGHBORS

STREAMS

PEDESTRIAN WAY

-  SITE ACCESS
-  SITE CONNECTION
-  GREEN SPACE
-  RESIDENTIAL EDGE
-  HIGH VISIBILITY

4.3 BEST PRODUCTS REIMAGINED ILLUSTRATIVE PLAN

The illustrative plan depicts a potential long-term buildout of the Best Products Reimagined site, demonstrating how the former campus could evolve into a connected mixed-use district organized around new streets, entertainment destinations, employment areas, residential neighborhoods, and public open spaces.

ELEMENTS OF REDEVELOPMENT

- ① Mixed-use districts combine residential, commercial, office, hospitality, and entertainment uses within a compact development pattern that supports walkability and activity throughout the day and evening. Ground floors are typically occupied by active public-facing uses such as restaurants, retail, and entertainment venues, while upper stories accommodate offices, hotels, or housing.
- ② Entertainment and civic destinations serve as focal points within the redevelopment framework and help establish the site as a regional destination. These areas may include arenas, event venues, hotels, restaurants, plazas, and gathering spaces designed to support tourism, recreation, and community activity.
- ③ Green streets and landscaped corridors organize development around enhanced pedestrian environments that incorporate landscaping, stormwater features, street trees, and public gathering spaces. These streets are intended to function as neighborhood-oriented public spaces that support walking, bicycling, and social activity while creating transitions between development areas.
- ④ Residential neighborhoods introduce a range of housing types integrated into the broader mixed-use district, including apartments, attached housing, and neighborhood-scaled residential development that supports long-term activity and provides transitions to surrounding communities.
- ⑤ Structured parking and mobility infrastructure consolidate parking demand into centralized facilities that reduce the visual dominance of surface parking while supporting higher intensity development. New street connections, trail access, pedestrian bridges, and multimodal infrastructure improve connectivity between the site, surrounding neighborhoods, and regional transportation networks.



4.4 DEVELOPMENT SCENARIOS EXPLORED

Prior to the public charrette process, multiple development scenarios were explored to evaluate the most appropriate organization of land uses, open spaces, and circulation within the Best Products Reimagined site. Each scenario studied different spatial relationships between the arena, corporate office development, residential neighborhoods, civic open spaces, and the internal street network while maintaining a generally consistent mix of uses and development intensity.

Across all scenarios, the development program included:

- a 17,000-seat arena and entertainment venue;
- corporate office and employment space;
- hotels and hospitality uses;
- retail and restaurants concentrated along pedestrian-oriented streets;
- a mix of residential housing types;
- public open spaces and green connections; and
- structured parking integrated into the development framework.

The scenarios differed primarily in the placement of the arena and the organization of major development districts.

SCENARIO 1: ARENA AT THE NORTHERN GATEWAY

This scenario positioned the arena near the northern Interstate 95 interchange to maximize highway visibility and event access. Office development was concentrated along Park Central Drive, while residential neighborhoods occupied quieter southern portions of the site. This concept created a strong gateway identity and clear site organization.



SCENARIO 2: ARENA ADJACENT TO THE OFFICE CAMPUS

This scenario clustered the arena and corporate office development along the highway frontage while organizing the site around a large central green space surrounded by mixed-use buildings and residential development. This approach emphasized civic open space and created a strong employment and entertainment district.



SCENARIO 3: ARENA AT THE CENTER

This scenario located the arena near the center of the site, organized around a linear green space and pedestrian-oriented mixed-use streets. This concept created the strongest internal pedestrian environment and distributed activity throughout the site.

ASSESSMENT

Following the public charrette process and further evaluation of visibility, access, circulation, and placemaking opportunities, a preferred development direction emerged that positioned the arena in the southern portion of the site near the existing Best Products building. This location provides the greatest visibility from Interstate 95 and East Parham Road while creating opportunities to organize mixed-use development, public open spaces, and future employment areas around a highly visible regional destination anchor.



4.5 MIXED-USE DEVELOPMENT

ARENA AND EVENT DISTRICT

The arena is envisioned as the district's primary entertainment and civic anchor, supported by adjacent public gathering spaces, restaurants, hotels, structured parking, and mixed-use development. The surrounding plaza and open space network are intended to accommodate event-day crowds while remaining active and usable during non-event periods, allowing the district to function as more than a single-purpose entertainment venue.

Because portions of the site may redevelop incrementally over time, the arena and mixed-use core could initially coexist alongside existing single-family homes and lower-density residential areas near the edges of the property. The redevelopment framework therefore emphasizes the importance of carefully managing transitions between higher intensity entertainment uses and adjacent residential areas through landscaped buffers, green streets, setbacks, screening, noise mitigation measures, and coordinated site design. These transition areas are intended to reduce potential impacts associated with lighting, traffic, service access, parking activity, and event operations while maintaining long-term redevelopment flexibility.

The arena district is also intended to reinforce walkability and active public frontage conditions. Structured parking facilities are envisioned to be integrated into mixed-use blocks and screened with active liner buildings, retail uses, or architectural treatments along public streets and civic spaces. Arena frontages facing primary streets, plazas, and pedestrian corridors are intended to incorporate active entrances, transparent facades, public gathering areas, restaurants, retail spaces, and other pedestrian-oriented elements that support activity throughout the year rather than presenting blank walls or inactive service areas to the public realm.



WALKABLE MAIN STREETS

The mixed-use main street frames a north-south civic green that serves as a central organizing feature for the district. Active ground-floor uses such as restaurants, retail, entertainment, and neighborhood services line the green, while upper stories accommodate housing, office, or hospitality uses. Buildings define the edges of the civic space, creating a comfortable and walkable environment that supports outdoor dining, gathering, recreation, and everyday neighborhood activity.

The civic green is intended to function as both a public gathering space and a unifying landscape element connecting different parts of the development through a continuous pedestrian-oriented public realm. Streets surrounding the green are envisioned as low-speed, pedestrian-oriented environments incorporating street trees, landscaping, on-street parking, outdoor seating, lighting, and enhanced crossings designed to prioritize walking and social activity.

Building frontages along the civic green are intended to orient entrances, storefronts, balconies, patios, and outdoor activity areas toward the public space in order to maintain active edges and strengthen the relationship between buildings and the public realm. Surface parking lots, loading areas, and service functions are discouraged adjacent to the civic green to preserve its role as the social and visual center of the district.



PEDESTRIAN STREET

The pedestrian street is envisioned as an intimate, pedestrian-priority environment lined with active ground-floor uses, outdoor dining, storefront retail, and upper-story residential or hospitality space. Seating, landscaping, lighting, and flexible gathering areas create a comfortable public realm designed for walking, social activity, and everyday use. Unlike conventional suburban commercial development organized around parking lots and vehicle circulation, the pedestrian street prioritizes building frontages, outdoor activity, and direct pedestrian access, helping establish a more active and human-scaled environment within the district.

Ground-floor transparency, frequent entrances, outdoor dining areas, and active frontages are intended to support continuous pedestrian activity along the street. Service functions, loading areas, and surface parking are discouraged along primary pedestrian frontages in order to maintain an active and visually engaging public realm. Buildings are intended to frame the street with consistent frontage and enclosure, reinforcing the pedestrian character of the district while supporting restaurants, retail, entertainment, and community activity throughout the day and evening.



NEIGHBORHOOD-SERVING MIXED-USE FRONTAGE

This streetscape illustrates the type of small-scale mixed-use environment envisioned throughout portions of the redevelopment district, where restaurants, cafes, neighborhood retail, and residential uses are integrated within a walkable and pedestrian-oriented public realm. Wide sidewalks, outdoor seating areas, street trees, bicycle parking, and active storefronts help create an environment designed to support everyday activity, informal gathering, and neighborhood interaction.

Buildings are intended to directly front public streets and civic spaces with transparent facades, frequent entrances, and outdoor activity areas that reinforce a comfortable pedestrian scale. The integration of outdoor dining, landscaping, lighting, and bicycle infrastructure helps support a more active street environment while encouraging walking and reducing dependence on short vehicle trips within the district.

These smaller-scale commercial spaces are intended to complement larger entertainment, office, and mixed-use destinations within the broader redevelopment area by providing neighborhood-serving amenities and creating a more complete and livable mixed-use environment.



4.6 BEST PRODUCTS SITE

The Best Products Reimagined site is envisioned as a connected mixed-use district organized around a network of walkable streets, civic spaces, residential neighborhoods, employment areas, entertainment destinations, and interconnected green spaces. A north-south linear green serves as a central organizing element within the site, linking public open spaces, pedestrian corridors, and development areas while preserving portions of the site's existing natural landscape and stream corridors.



BEFORE



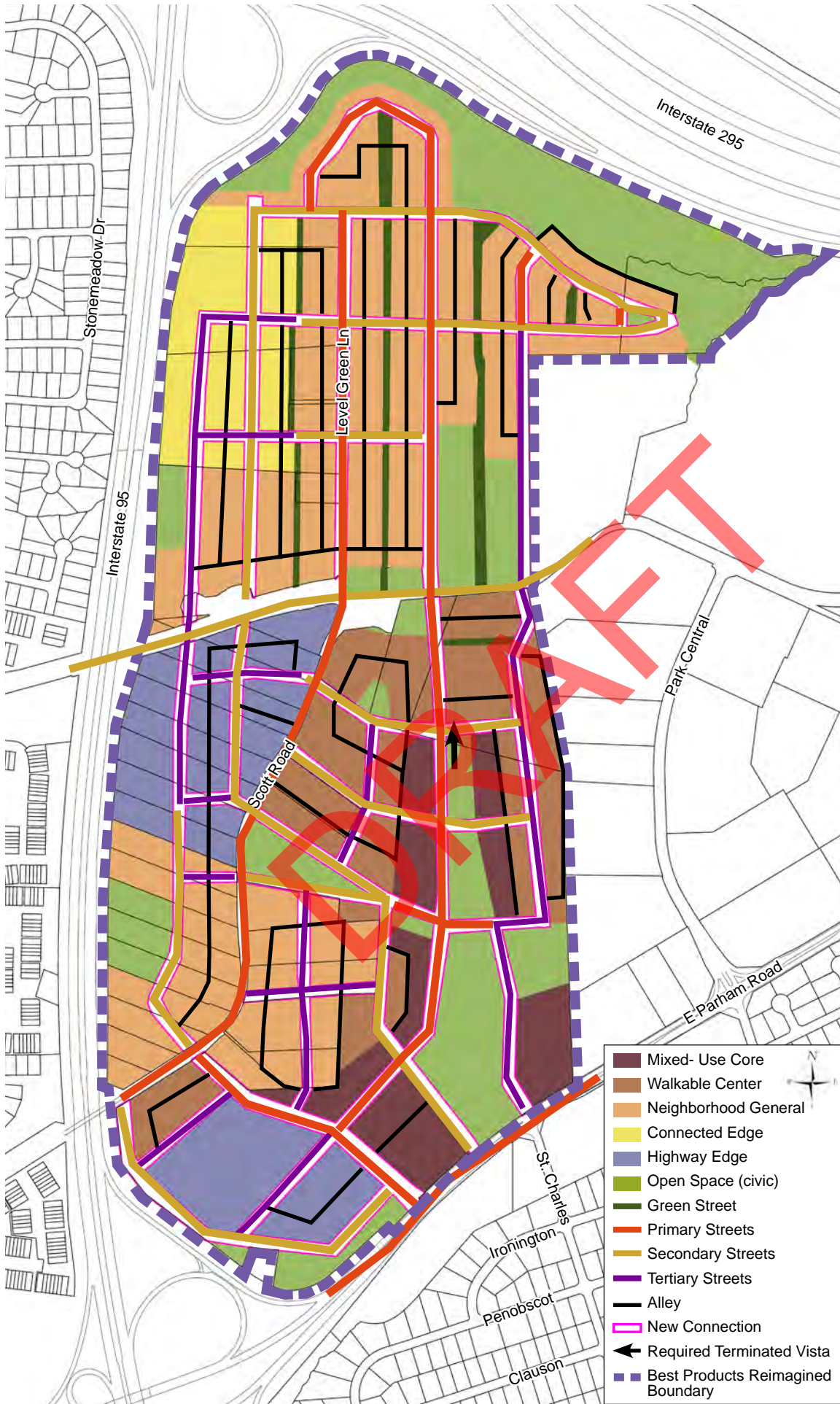
AFTER

Major destination uses, including the arena, hotels, and corporate office development, are concentrated near Interstate 95 and East Parham Road to maximize regional visibility and capitalize on direct highway access. Mixed-use buildings with active ground-floor uses such as restaurants, retail, entertainment, and community spaces are intended to line key streets and public spaces, creating activity throughout the day and evening and supporting a more walkable public realm.

Residential development is integrated throughout the site in a variety of housing types and scales, including apartments, mixed-use residential buildings, and attached housing. Higher intensity development is concentrated near the mixed-use core and major civic spaces, while smaller-scale residential buildings and landscaped buffers create transitions toward adjacent neighborhoods along Scott Road and Park Central Drive.

An interconnected street network extends throughout the site, breaking the large redevelopment area into walkable blocks that improve circulation and support multimodal access. Green streets, sidewalks, trails, and public gathering spaces are intended to create a pedestrian-oriented environment while improving connections between the site, surrounding neighborhoods, and the Fall Line Trail. Structured parking, coordinated access management, and integrated infrastructure improvements support higher intensity development while reducing the visual dominance of surface parking areas.





4.7 BEST PRODUCTS REIMAGINED REGULATING PLAN

KEY GOALS FOR REDEVELOPMENT

- 1 Establish the arena as the anchor use, creating a major destination that draws regular visitors and supports surrounding retail, restaurants, entertainment, and hospitality uses.
- 2 Build initial infrastructure and public spaces, including streets, utilities, sidewalks, plazas, parking structures, stormwater systems, and pedestrian connections that set the framework for future development.
- 3 Introduce mixed-use buildings near the arena, with ground-floor commercial uses and upper-story residential units that create activity before and after events.
- 4 Add townhouses and other housing types around the core, helping transition from the more intense arena district to nearby neighborhoods while expanding housing choice.
- 5 Areas on the edge with highway visibility may best be suited for large-format buildings with ample parking. These buildings can host industrial uses, regional commercial tenants, entertainment destinations, logistics operations, and large-scale employment centers that benefit from convenient vehicular access and visibility.
- 6 The highest demand in Henrico County real estate development is for townhomes. At the same time, these new developments should include job centers and commercial centers.

ARENA-BASED MIXED-USE DEVELOPMENT AS A CATALYST FOR URBAN TRANSFORMATION

Arena-based mixed-use developments have emerged across the United States as a strategy for transforming underutilized land into dense, walkable districts that combine entertainment, housing, employment, hospitality, and public gathering spaces. Rather than functioning as isolated venues surrounded by surface parking, newer arena developments are increasingly integrated into larger urban districts designed to remain active throughout the day and week, including periods when events are not taking place. These projects often serve as long-term catalysts for broader redevelopment and infrastructure investment.

One of the most notable examples is the area surrounding Nationwide Arena in Columbus, where former industrial land evolved into the Arena District, a mixed-use neighborhood containing residential buildings, offices, hotels, restaurants, and entertainment venues. The district was planned with a connected street network, pedestrian-oriented public spaces, and structured parking facilities that allowed land to be used more efficiently while creating a more urban environment. Over time, the district expanded beyond the arena itself into a fully functioning mixed-use neighborhood.

Similarly, the redevelopment surrounding the new arena in Detroit was envisioned as part of a larger district known as The District Detroit. The project combined sports and entertainment uses with residential development, office space, hotels, restaurants, and new public spaces intended to reconnect portions of downtown Detroit. The redevelopment strategy focused not only on the arena itself but also on creating walkable streets, activated ground floors, and opportunities for future infill development across multiple blocks.

In Los Angeles, the area surrounding that city's new arena and the adjacent LA Live district demonstrates how entertainment venues can anchor large-scale mixed-use development in an urban core. Hotels, restaurants, residential towers, event spaces, and retail uses were integrated into a compact district that supports tourism, employment, nightlife, and residential living. The concentration of uses allows the district to remain economically active outside of major sporting events and concerts.

These projects also illustrate that arena-based redevelopment typically occurs over long timelines and through multiple phases.



05. LAKESIDE AVENUE



WILLA DILLAS

TOWNE + SHOPS

SWING

Lakeside



DRAFT

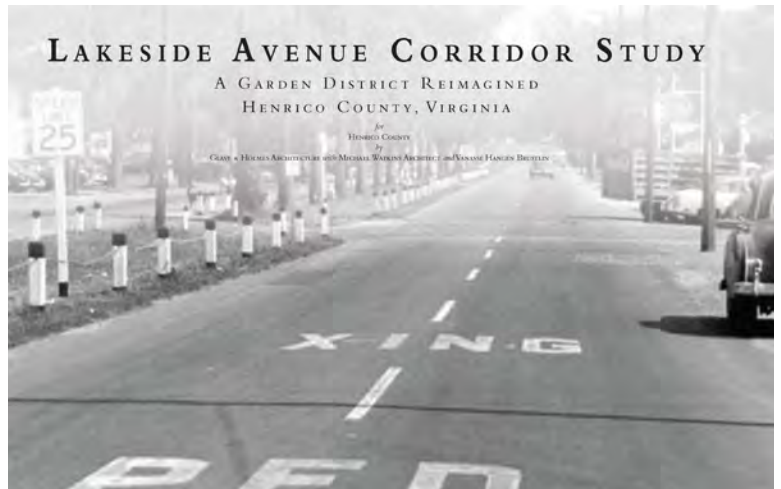
5.1 LAKESIDE AVENUE CORRIDOR STUDY

THE BASIS FOR NEW REGULATIONS

The Lakeside Land Use Study Area consists primarily of the Lakeside Avenue core business district from Bryan Park to Hilliard Road, and extending north to include Lewis Ginter Botanical Garden and the Lakeside Park Club.

The redevelopment vision for this area transforms the existing auto-oriented strip into a more urban condition with active ground floor uses, residential above, and improved connections to Lakeside Avenue and Lakeside Boulevard.

The Regulating Plan for Lakeside was based on the Illustrative Master Plan in the study. The Regulating Plan implements the work of the study.



The corridor study was completed in May of 2026. A public design charrette was hosted at Lewis Ginter Botanical Garden and over 200 people attended.

ILLUSTRATIVE MASTER PLAN FOR LAKESIDE AVENUE

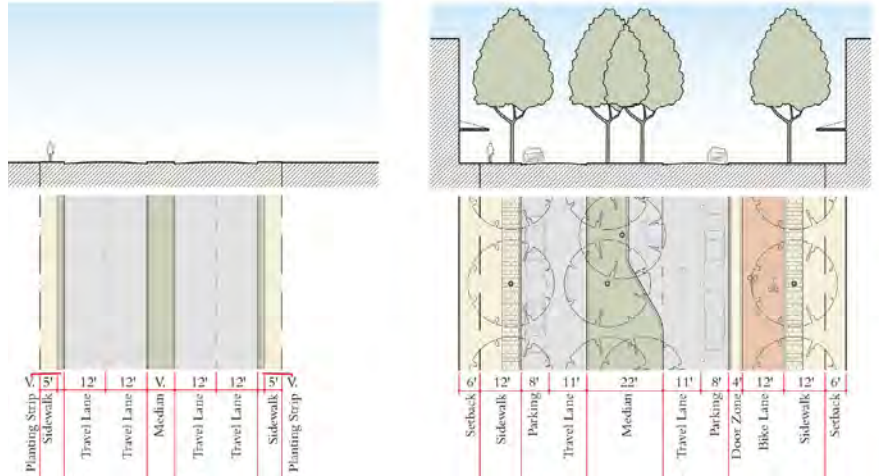


Transforming a suburban commercial corridor into a more walkable place requires coordinated changes to transportation, land use, urban design, and redevelopment patterns over time. The process typically begins by converting an auto-oriented roadway into a “complete street” that safely accommodates pedestrians, bicyclists, transit users, and vehicles.

REDESIGN OF LAKESIDE AVE.

A new boulevard configuration introduces a more balanced and context-sensitive streetscape that supports redevelopment while improving mobility for all users. Wide sidewalks, regularly spaced street trees, landscaped furnishing zones, and pedestrian-scale lighting create a safer and more comfortable public realm along the corridor.

On-street parking buffers sidewalks from moving traffic, supports adjacent commercial uses, and helps calm vehicle speeds. A two-way bike facility adds an urban spur to the Fall Line Trail regional bike facility.



BEFORE and AFTER: Lakeside Avenue is transformed from a five-lane major arterial roadway (four lanes and a turn-lane) into a boulevard with a two-way bike facility and on-street parking.



- Key**
- Study Area
 - City/County Boundary
 - Fall Line Trail
 - Existing Buildings
 - Proposed Buildings
 - Proposed Civic Space

5.2 LAKESIDE AVENUE AREA REGULATING PLAN

KEY GOALS FOR REDEVELOPMENT

- 1 Higher density redevelopment projects of multiple stories tends to include structured parking and this makes surface parking unnecessary. By virtue of building densely open space areas become possible. They are also valued amenities for people living in buildings without personal backyards.
- 2 Terminated vistas are a defining urban design technique in which a street, pathway, or visual corridor is intentionally concluded with a prominent building, monument, landscape feature, or civic space. Rather than allowing views to dissipate without focus, terminated vistas create a strong visual endpoint that reinforces orientation, identity, and sense of place within the urban environment.
- 3 Mixed-use redevelopment projects concentrate residential, retail, office, and entertainment uses within walkable blocks, reducing the need for frequent automobile trips and supporting a more active public realm throughout the day and evening.
- 4 Most of the redevelopment along the corridor does not require the creation of new streets because the lots are shallow and a parallel network of streets is already available.
- 5 Redevelopment will likely begin at intersections where traffic counts are highest and commercial visibility and, thus, viability, are greatest.



5.3 MIXED-USE CENTERS HELP MANAGE RURAL GROWTH, BUT CORRIDOR REDEVELOPMENT TAKES TIME

REDEVELOPMENT ALONG CORRIDORS REQUIRES REALISTIC EXPECTATIONS REGARDING REDEVELOPMENT TIME LINES.

The evolution of an auto-oriented corridor into a walkable, mixed-use place takes time. In the field of long-range urban planning, it may be corridor planning which yields the smallest results. The many businesses and property owners each have their own plans and these defy attempts at the kind of large-scale consolidation of areas that make large and more profitable redevelopment projects possible.

At the same time every redevelopment along the corridor adds needed homes and businesses. Over time, even modest redevelopment efforts can collectively reshape the physical character and economic function of a corridor. Incremental infill projects, façade improvements, new streetscape investments, and adaptive reuse of older commercial properties all contribute to a gradual transition toward a more urban and pedestrian-oriented environment.

Because corridors often remain active commercial environments throughout the redevelopment process, change tends to occur in phases rather than through complete transformation. Existing businesses continue operating while parcels redevelop individually based on market timing, ownership patterns, and infrastructure capacity. This incremental process can produce periods where suburban and urban development patterns coexist side by side, creating an uneven but ultimately transitional condition.

Public investment plays an important role in supporting this transition even when private redevelopment occurs slowly. Improvements such as wider sidewalks, street trees, pedestrian lighting, stormwater enhancements, bicycle facilities, transit amenities, and intersection redesigns establish the physical framework needed to support future redevelopment. These investments signal long-term public commitment to corridor transformation and can increase private sector confidence over time.

PLANS FOR DENSE NEW CENTERS OF ACTIVITY HELP MANAGE GROWTH IN THE MORE RURAL AREAS OF THE COUNTY

Regulating Plans allow higher density development in urbanizing areas. Concentrated redevelopment patterns can reduce pressure for outward suburban expansion by accommodating population and economic growth within already urbanized areas, thereby preserving peripheral open lands and reducing infrastructure extension costs.

Taller and denser development patterns allow infrastructure investments such as streetscapes, utilities, transit, and stormwater systems to serve more residents and businesses within a smaller geographic footprint, improving long-term municipal efficiency.

Higher intensity redevelopment can support a broader range of housing types and unit sizes, including apartments, condominiums, workforce housing, and live-work units, thereby expanding housing choice within the community. By introducing additional residential density within mixed-use districts and activity centers, redevelopment can help support local businesses, strengthen economic vitality, and create more balanced jobs-to-housing relationships.

As redevelopment intensifies, opportunities emerge to create memorable civic spaces and stronger visual organization within the urban environment. Public plazas, terminated vistas, landscaped promenades, and interconnected open spaces can be integrated into redevelopment projects to create gathering places and establish a recognizable community identity. These elements improve the overall quality of the built environment while providing important social and recreational amenities for residents, employees, and visitors.



A. FBA-O UPDATE



Sec. 24-3860. FBA-O Subdistricts

The FBA-O District consists of the subdistricts identified in Table 3860: FBA-O Subdistricts. The following sections set out the intent of each subdistrict and establish standards required in each subdistrict that apply in addition to the other FBA-O District standards.

Table 3860: FBA-O Subdistricts
Brookfield Area Subdistrict
Parham/Broad Area Subdistrict
Williamsburg Road Area Subdistrict
Virginia Center Commons Subdistrict
Short Pump Town Center Subdistrict
Best Products Reimagined Subdistrict
Brook Road Area Subdistrict
Lakeside Avenue Subdistrict

Sec. 24-3880. Best Products Reimagined Subdistrict: Boundary

The boundary of the Best Products Site Reimagined Subdistrict is identified on the Zoning Districts Map.

Sec. 24-3881. Best Products Reimagined Subdistrict: Intent

The Best Products Reimagined Subdistrict is centered on the former Best Products office campus, a long-vacant site with significant redevelopment potential due to its location near Interstate 95 and Parham Road. The intent of this subdistrict is to support the transformation of the area into a vibrant mixed-use destination anchored by a regional entertainment venue, supported by residential, commercial, hospitality, restaurant, and entertainment uses that create an active environment throughout the day and evening. Attached residential development is envisioned in the northern portion of the district, while opportunities for corporate office, research, or light industrial uses are encouraged to support employment growth. The extension of Magellan Parkway across Interstate 95 and the planned pedestrian bridge connection to the Fall Line Trail at Scott Road are intended to improve connectivity and establish the district as a regional destination.

Sec. 24-3882. Best Products Reimagined Subdistrict: Regulating and Street Hierarchy Plan

The regulating and street hierarchy plan for the Best Products Site Reimagined Subdistrict is set out in Figure 3882: Best Products Site Reimagined Regulating and Street Hierarchy Plan.

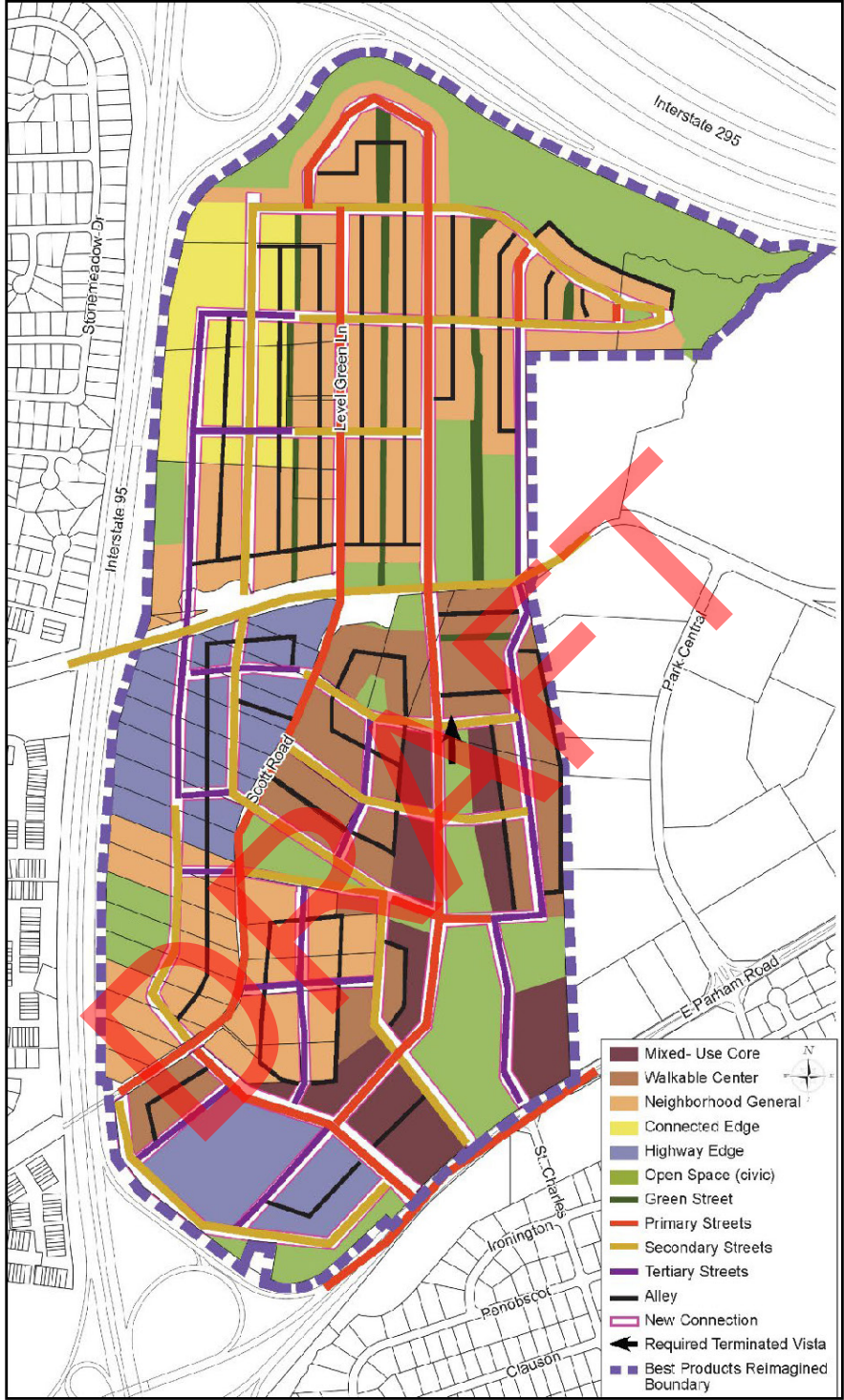


Figure 3882: Best Products Reimagined Regulating and Street Hierarchy Plan

Sec. 24-3883. Best Products Reimagined Subdistrict: Additional Best Products Reimagined Standards

A. Monument Signs

Monument Signs are permitted along Interstate 95, and E Parham Road.

B. Mixed Use Requirement

1. In the Mixed-Use Core Development Area of the Best Products Reimagined Subdistrict, a minimum of 25 percent of the building floor area must be developed or reserved for nonresidential uses.
2. In the Best Products Reimagined Subdistrict overall, a minimum of 10 percent of the building floor area must be developed or reserved for nonresidential uses.
3. The Board of Supervisors may reduce or waive the requirements of this subsection through approval of a provisional use permit in accordance with Sec. 24-2306, Provisional Use Permit.

C. Additional Uses

In addition to the uses permitted in Article 4: Use Regulations, arenas, entertainment venues, and similar assembly uses are permitted.

D. Arena and Entertainment Operations

1. Arena, entertainment, and large assembly uses shall be designed to support pedestrian-oriented development while accommodating operational needs including loading and service access, rideshare and transit staging, event traffic management, structured parking access, pedestrian crowd management, temporary street closures, and security measures. Such operational elements shall be located and designed to minimize impacts on Green Streets, civic spaces, trail-oriented frontages, and adjacent residential uses to the maximum extent practicable, as determined by the Planning Director and County Engineer.
2. Loading docks, service areas, refuse facilities, and event operations areas associated with arena or entertainment uses shall not front Green Streets, civic spaces, trail-oriented frontages, or residential frontages.

E. Arena Frontage / Active Ground Floor Requirement

Buildings in the Mixed-Use Core and Highway Edge fronting civic open spaces, the arena, or primary streets must include active ground-floor uses such as restaurants, retail, entertainment, lodging, or similar publicly accessible commercial uses.

F. Structured Parking / Liner Building Requirement

Parking structures fronting primary streets or civic open spaces must include liner buildings or occupied space along ground-floor frontages.

G. Transitional Buffering Adjacent to Existing Residential Uses

Where development within the Best Products Reimagined Subdistrict abuts existing residential uses located outside the subdistrict that are not planned for redevelopment, development shall incorporate transitional design elements intended to minimize impacts

related to noise, lighting, loading, traffic, and visual intensity. Such measures may include landscaped buffers, berms, decorative sound walls, increased setbacks, building orientation, or similar site design techniques, as determined by the Planning Director.

H. Green Street Frontage

Green Streets identified on the regulating and street hierarchy plan are intended to function as landscaped residential-oriented streets with enhanced pedestrian amenities. Buildings fronting Green Streets shall orient primary entrances, porches, stoops, or similar frontage elements toward the Green Street. Surface parking lots, loading areas, and service functions shall not front Green Streets.

I. Modifications to New Street Connections

In areas designated as Highway Edge on the regulating and street hierarchy plan, the Planning Director and County Engineer may approve adjustments to or reductions in the number of new street connections shown on the regulating plan when necessitated by site constraints, interstate access requirements, structured parking, arena operations, stormwater facilities, or similar large-scale development considerations, provided the overall connectivity of the subdistrict is maintained to the maximum extent practicable.

Sec. 24-3884. Brook Road Area Subdistrict: Boundary

The boundary of the Brook Road Area Subdistrict is identified on the Zoning Districts Map.

Sec. 24-3885. Brook Road Area Subdistrict: Intent

The Brook Road Subdistrict is a commercial corridor characterized by auto-oriented development patterns, large retail sites, and disconnected properties that present opportunities for coordinated reinvestment and redevelopment. The intent of this subdistrict creates walkable mixed-use nodes along the corridor while enhancing connectivity between existing neighborhoods, commercial areas, and emerging regional infrastructure improvements. The planned Fall Line Trail presents a significant opportunity to encourage residential trail-oriented development and public gathering spaces that activate the corridor and support alternative transportation options.

Sec. 24-3886. Brook Road Area Subdistrict: Regulating and Street Hierarchy Plan

The regulating and street hierarchy plan for the Brook Road Area Subdistrict is set out in Figure 3885: Brook Road Area Regulating and Street Hierarchy Plan.



Figure 3886: Brook Road Area Regulating and Street Hierarchy Plan

***Sec. 24-3887. Brook Road Area Subdistrict: Additional Best Products
Reimagined Standards***

A. Monument Signs

Monument Signs are permitted along Brook Road and E Parham Road.

B. Mixed Use Requirement

1. In the Mixed-Use Core Development Area of the Brook Road Subdistrict, a minimum of 25 percent of the building floor area must be developed or reserved for nonresidential uses.
2. In the Brook Road Subdistrict overall, a minimum of 10 percent of the building floor area must be developed or reserved for nonresidential uses.
3. The Board of Supervisors may reduce or waive the requirements of this subsection through approval of a provisional use permit in accordance with Sec. 24-2306, Provisional Use Permit.

C. Trail-Oriented Development Standard

Development adjacent to the Fall Line Trail shall provide trail-oriented frontage and incorporate direct trail access, bicycle parking, public gathering areas, and trail-supportive commercial uses. Buildings adjacent to the trail shall orient entrances, windows, plazas, outdoor dining, or similar active frontage elements toward the trail. Surface parking lots, loading areas, and blank walls shall not front the trail.

D. Brook Road Frontage

Buildings fronting Brook Road shall provide pedestrian entrances, façade transparency, and architectural articulation oriented toward Brook Road, even where Brook Road is designated as a Secondary Street.

Sec. 24-3888. Lakeside Avenue Subdistrict: Boundary

The boundary of the Lakeside Avenue Subdistrict is identified on the Zoning Districts Map.

Sec. 24-3889. Lakeside Avenue Subdistrict: Intent

The Lakeside Avenue Subdistrict serves as an important connection between Lewis Ginter Botanical Garden and Bryan Park and contains a mix of commercial uses, residential neighborhoods, and community-serving destinations. The intent of this subdistrict is creating a more walkable, connected, and neighborhood-oriented corridor while reinforcing the area’s unique identity and relationship to surrounding civic and recreational assets. Redevelopment and infill within the district should encourage a compatible mix of residential, commercial, and neighborhood-serving uses oriented toward the street with improved pedestrian access, streetscape enhancements, and opportunities for public gathering spaces.

***Sec. 24-3890. Lakeside Avenue Subdistrict: Regulating and Street
Hierarchy Plan***

The regulating and street hierarchy plan for the Lakeside Avenue Subdistrict is set out in Figure 3890: Best Products Site Reimagined Regulating and Street Hierarchy Plan.



Figure 3890: Lakeside Avenue Regulating and Street Hierarchy Plan

***Sec. 24-3891. Lakeside Avenue Subdistrict: Additional Best Products
Reimagined Standards***

A. RESERVED

DRAFT

