City of Richmond
Cultural Heritage Stewardship Plan

Identifying, Recognizing, and Caring for Richmond's Cultural and Historic Assets

April 2025

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* Indicates Community Advisory Committee members who participated in stakeholder interviews and are therefore not listed in later groupings.

Stakeholder Interviewees:

* Note: All members of City Council, CAR, and CPC were invited to participate.

City Council

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Allison Oliver

Ray Roakes

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Retired VCU,
Richmond Resident

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Storefront for
Community Design

Tim Beane
Fan District Association

Janine Bell
Elegba Folklore Society

Ana Edwards
VCU Department of
African American Studies

Rev. Monica Esparza
Renewal of Life Land Trust

Carmen Foster
Teachers in the Movement
Oral History Project,
Public Historian

Dr. Rev. Patricia
Gould Champ
Pastor and Founding
Visionary for Faith
Community Baptist Church
and Professor at VUU

Kate Howell
University of Maryland

Jennie Knapp Dotts
Realtor

Elizabeth Kostelny
Preservation Virginia

Jennie Joyce
Historic Richmond

Faithe Norrell
Black History Museum
and Cultural Center

Marilyn Olds
President of Richmond
Tenant Org. and the
Creighton Court
Tenant Council

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of Planning and R300
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Historic Richmond

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*Cover and opening images courtesy of the Cultural Heritage
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Chapter 1
Introduction

The City of Richmond's historic preservation planning program was first established in 1957 with the creation of Old and Historic Districts and the Commission of Architectural Review. Despite the longevity of the City's historic preservation program, there has never been a city-wide plan or process for identifying, evaluating, and stewarding Richmond's historic and cultural resources.

The purpose of this Cultural Heritage Stewardship Plan (CHSP) is to establish a clear, equitable, and predicable approach to identifying, recognizing, and conserving the community's cultural and historic assets. These assets include above-ground resources such as buildings, structures, and landscapes; below-ground resources like archaeological sites or cemeteries; and intangible resources including community identity or character, sense of place, lost sites, and oral history.

Church Hill North Historic District, Calder Loth

1.1 Purpose of Plan

RICHMOND
300
A GUIDE FOR GROWTH

This plan is a direct outgrowth of the city's Richmond 300 Master Plan (R 300), which was adopted by City Council in 2020, and amended in July 2023. In Richmond 300, historic preservation is featured in Chapter 2, "High Quality Places." Goal 3: Historic Preservation in Richmond 300 provides a basic overview of the existing cultural resources and preservation program and identifies three (3) primary objectives for historic preservation in the city:

Objective 3.1

Preserve culturally, historically, and architecturally significant buildings, sites, structures, neighborhoods, cemeteries, and landscapes that contribute to Richmond's authenticity.

Objective 3.1.a specifically calls for the creation of a **city-wide preservation plan** to establish near- and long-term preservation priorities and to identify proactive strategies to protect character, quality, and history of the city.

Objective 3.2

Reduce the demolition of historical buildings as shown on page 52.

Objective 3.3

Broaden the constituency for historic preservation by more equally representing, preserving, and sharing sites related to traditionally under-represented groups (e.g., Native Americans, African Americans).

According to the National Park Service (NPS), "Preservation planning is a process that organizes activities (identification, evaluation, registration, and treatment of historic properties) in a logical sequence."[1] As the federal agency responsible for administering the nation's historic preservation and cultural resource programs, the NPS is considered the primary authority on best practices for preservation planning.

Because the City of Richmond is a "Certified Local Government," it is required to integrate preservation best practices into its planning activities. The CLG status also offers the city access to important grant funding, technical assistance from the Department of Historic Resources (DHR) and NPS, and an opportunity to weigh in on state and federal actions such as listings in the Virginia Landmarks Register and the National Register of Historic Places (NRHP).

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[1] National Park Service, "Preservation Planning Standards" Secretary of the Interior's Standards for Archaeology and Historic Preservation, https://www.nps.gov/articles/sec_stds_planning_standards.htm

What makes a property "historic"?

A property is considered historic when it is associated with an important event in history, a significant person, distinctive architectural or engineering characteristics or the work of a master, contributes to the character of a district, or is associated with a site that is likely to yield critical information, possesses sufficient physical integrity to convey that significance, and is at least fifty-years old.

According to the NPS best practices, preservation planning is based on the following principles:

1. Important historic properties cannot be replaced if they are destroyed.

2. Planning must begin prior to identification of all significant properties so that responsible decision-making can occur.

3. Preservation planning includes public participation that begins early enough to provide a meaningful definition of community values and impact recommendations and implementation.

Shockoe Bottom
National Trust for Historic Preservation

Shakespeare Festival at Agecroft Hall,
Richmond Region Tourism

Oak Grove, Hillside, Bellemeade
Community Planning, City of Richmond

1.2 Key Terms

The Key Terms identified below are those that are frequently discussed in the CHSP. They have been defined here so that users and community members carry this background with them as they read and use the plan.

Cultural Heritage: Legacy of tangible and intangible attributes of a group or society inherited from the past

Cultural Resource: A broad term that refers to a variety of historic assets within a community

> *Tangible:* Physical, able to see or feel such as a building or artifact

> *Intangible:* Not immediately visible or apparent, lost resources, oral history, cultural traditions

Stewardship: Care and responsible management

Preservation: The act of caring for, managing, and protecting historically significant buildings, sites, places, neighborhoods, and community assets

History: Study of the past through written records, oral history, and material culture

> *Oral History:* A field of study and a method of gathering, preserving and interpreting the voices and memories of people, communities, and participants of past events

Historic Resource: A property is considered historic when it is associated with an important event in history, a significant person, distinctive architectural or engineering characteristics or the work of a master, contributes to the character of a district, or is associated with a site that is likely to yield critical information, possesses sufficient physical integrity to convey that significance, and is at least fifty-years old.

Historic Property: Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in (i.e. meets the criteria for listing in), the National Register of Historic Places (NRHP) maintained by the Secretary of the Interior. This term includes artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization and that meet the NRHP criteria.

> *Historic Site:* The site of a significant event, prehistoric or historic occupation or activity, or structure or landscape (extant or vanished), where the site itself possesses historical, cultural, or archeological value apart from the value of any existing structure or landscape

> *Character-Defining Feature:* A prominent or distinctive aspect, quality, or characteristic of a historic property that contributes significantly to its physical character. Structures, objects, vegetation, spatial relationships, views, furnishings, decorative details, and materials may be such features

Historical Significance: The meaning or value ascribed to a structure, landscape, object, or site based on the NRHP criteria for evaluation. It normally stems from a combination of association and integrity.

> *Historical Integrity:* The authenticity of a structure's historic identity, evidenced by the survival of physical characteristics that existed during its prehistoric or historic period; the extent to which a structure retains its historic appearance[2]

Viewshed: An area or thing that can be seen from an historic property, obscures the historic property from being seen at primary locations, or is visible within the boundary of the historic property

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[2]National Park Service, "Definitions," https://www.nps.gov/dscw/definitionsdc_h.htm#:~:text=Historical%20Significance,National%20Register%20criteria%20for%20evaluation

1.3 History of Preservation Planning Activities in the City

Mary Wingfield Scott, Richmond Times Dispatch

As in many cities, the focus on heritage and culture in Richmond began as a grassroots historic preservation advocacy movement led by local activists and private non-profit organizations to protect historic buildings that were threatened by demolition. Beginning in the 1920s, Mary Wingfield Scott led a group of Richmond activists in this mission, successfully preserving threatened historic buildings and neighborhoods such as Church Hill. In 1935, the group came together again to save the Adam Craig House, forming the William Byrd Branch of the Association for the Preservation of Virginia Antiquities (now Preservation Virginia). Twenty years later in 1956, the Historic Richmond Foundation (now Historic Richmond) was formed out of the William Byrd Branch by Elisabeth Scott Bocock and Louise Catteral. Working with the City of Richmond, Historic Richmond assisted in creating Richmond's local Old and Historic District (OHD) Ordinance in 1957 to protect designated neighborhoods and individual buildings from demolition and architectural change.[3]

St. John's Episcopal Church, circa 1960, VDHR

Since the creation of OHDs in 1957, the City of Richmond's preservation policy has primarily been regulatory in nature. St. John's Church Old and Historic District, was the first City Old and Historic District established, with the purpose of preserving the character of the neighborhood surrounding St. John's Church, built in 1741. Around the same time, the Commission of Architectural Review (CAR) was established as the city's official historic preservation review body charged with review and approval of exterior changes to resources within the district.[4] Today, Richmond has approximately 4,006 properties within 44 multiple-property or individual-property districts that are within CAR's purview.[5]

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[3]Historic Richmond Foundation, "Building on History: Our History." Accessed April 17, 2024. https://historicrichmond.com/what-we-do/our-mission/; "127-0192: St. John's Church Historic District," Virginia Department of Historic Resources. Accessed April 17, 2024. https://www.dhr.virginia.gov/historic-registers/127-0192/
[4]City of Richmond, Virginia, "Historic Preservation: City Old and Historic District Designation," Planning and Development Review. Accessed April 17, 2024. https://www.rva.gov/planning-development-review/historic-preservation; City of Richmond, Virginia, "Commission of Architectural Review," Planning and Development Review. Accessed April 17, 2024. https://www.rva.gov/planning-development-review/commission-architectural-review.
[5]City of Richmond, Virginia, "Commission of Architectural Review." Note these numbers are accurate at the time of plan development in 2024, but are subject to change.

In 1974, historic preservation was integrated into the City of Richmond's planning department with the hiring of a planner to serve at the Secretary to CAR. The functions of CAR and preservation programming are now the responsibility of the authentiCITY Studio, a division of the Department of Planning and Development Review (PDR). The authentiCITY Studio is responsible for administering the city's Old and Historic District ordinance, providing support to CAR, reviewing projects for compliance with Section 106 of the National Historic Preservation Act, and long-range preservation planning and history and cultural initiatives.[6]

Capital City Kwanzaa Festival, Elegba Folklore Society

Richmond continues to see the growth of local advocacy organizations and the creation of new ones seeking to recognize and steward the city's many historic and cultural resources. Many of these individuals and groups within the city are working toward identifying, protecting, and sharing the stories of historically marginalized and underrepresented communities within Richmond.

Christian Leadership Prayer Breakfast - ForRichmond, James Lee

Although not an exhaustive list, examples of groups that contributed time to the development of this plan include The JXN Project, Storefront for Community Design, Elegba Folklore Society, the Descendants Council of Greater Richmond, ForRichmond, and others. While early historic preservation efforts often left out or further marginalized communities of color, today, the Richmond community and cultural resource professionals have developed strong partnerships to make history and preservation activities more inclusive. This plan seeks to continue supporting their efforts through ongoing collaboration and engagement.

Sixth Mount Zion Church, NPS Photo/Maggie L. Walker NHS

[6]City of Richmond, Virginia, "Planning and Preservation," Planning and Development Review. Accessed April 17, 2024. https://www.rva.gov/planning-development-review/planning-and-preservation.

Chapter 1: Introduction

Chimborazo Urban Archaeology Corps, Ellen Chapman

These organizations are not the first to honor and protect the history of marginalized groups. For generations, cultural heritage and family history has been passed down through oral history. Religious institutions, fraternal societies or social organizations, and individual community members, to name a few examples, have provided resources and space to house community history.

Communities have also self-funded and often carried out work themselves to preserve, maintain, and improve their cultural heritage, historic structures, spaces, gathering places, cemeteries, and cultural and oral traditions. Historically Black Colleges and Universities have also been influential in collecting, conserving, and maintaining archival documents. In recent decades, oral historians have worked to professionalize the field and change the narrative that oral histories are "stories" or "tall tales". This work has resulted in the legitimization of oral histories as a reliable source. Additionally, non-profits, universities, and other organizations are providing resources to help communities-in-need digitize, preserve, and share their historical records.

In recent decades, historic preservation priorities have shifted to include programming and policies that go beyond regulatory practices to ones that document, celebrate, and uplift community history in new ways. This evolution of perspectives on what preservation looks like within communities shaped the name of this document - a cultural heritage stewardship plan - rather than a historic preservation plan. The title demonstrates that preservation has more to offer the city than its existing regulatory framework and invites all communities to take part in stewarding historic and cultural assets in the city.

The next two pages illustrate key events in Richmond's historic preservation movement over the last 100 years. The color-coding highlights the city's long tradition of sharing the responsibilities of cultural heritage stewardship among individuals and private organizations, city government, and state and federal government agencies. The natural alignment of roles and responsibilities that formed over the last century (though not always equal) underscores the CHSP's emphasis on the kinds of internal and external partnerships necessary to implement its goals and objectives.

1.4 Cultural Heritage Stewardship in Context

The timeline below features selected events, activities, or initiatives that have impacted cultural and historic resources in Richmond. The key below helps illustrate the parties responsible for various actions, advocacy efforts and/or decision-making.

Individuals / Organizations

City of Richmond

State / Federal

1920's
Mary Wingfield Scott led advocacy efforts to save threatened historic buildings and neighborhoods such as Church Hill. In 2023, a State Historical Highway Marker was installed on Linden Row to recognize Scott's contributions to Richmond's historic preservation movement.

1926
Sixth Mount Zion Church opened the John Jasper Memorial Room and Museum. The museum expanded to include a research archive in 1993.

1932
Richmond's first City Planning Commission was created.

1935
Historic preservation advocates banded together to save the Adam Craig House.

1937
The Home Owners' Loan Corporation's "Redlining Maps" of Richmond were completed. Redlined areas, overwhelmingly concentrated in African American neighborhoods, were reported as having the poorest housing conditions. For decades, this tool was used by policy makers, planners, and financial institutions to systematically discriminate against and disinvest in Black communities.

1946
Richmond's first Master Plan was completed by Harland Bartholomew and Associates. The "Bartholomew Plan" re-imagined the city, placing emphasis on parks and schools as community anchors, while also surrendering significant portions of the city fabric to expressways and parking. The plan called for the removal of dilapidated housing, leading to the destruction of many historically African American neighborhoods in the city.

1956
Elisabeth Scott Bocock and Louise Catteral formed Historic Richmond Foundation (now Historic Richmond).

1957
Richmond's Old and Historic District Ordinance (OHD) was established to protect designated neighborhoods and individual buildings from demolition and architectural modifications.

1957
The congregation of Sixth Mount Zion Church rallied against local and state planning and transportation officials to save the church from demolition as thousands of buildings in Jackson Ward were razed to make way for the construction of the Richmond-Petersburg Turnpike (now I-95/I-64).

Sixth Mount Zion Church and Richmond-Petersburg Turnpike

1967-1974

The majority-Black neighborhood of Fulton was targeted by the Richmond Redevelopment and Housing Authority for an urban renewal project that displaced thousands of residents and destroyed most of the nineteenth-century neighborhood.

Fulton Street, 1969, Valentine

1974

The City of Richmond's Planning Department hired the first planner to specifically serve the Commission of Architectural Review.

1977

The Federal Historic Rehabilitation Tax Credit program was established, providing a significant financial incentive for preservation.

1995

Richmond established the Real Estate Tax Abatement Program for rehabilitated properties in the city. The program generated significant reinvestment and adaptive reuse of historic properties in the city.

1997

Virginia established a State Historic Rehabilitation Tax Credit that expanded financial incentives for owners of historic properties in Richmond.

1998

Richmond's City Council established the Richmond City Council Slave Trail Commission to assist Council with oversight and assistance in helping to preserve and present the history of slavery in Richmond.

2005-2011

Archaeology confirmed the location of the long-buried Lumpkin's Jail site associated with Richmond's antebellum slave trade. A larger movement to identify, preserve, and/or increase awareness of the city's African American history also followed, including a number of African American cemeteries such as the ca. 1750 African Burying Ground, the ca. 1816 Shockoe Hill African Burying Ground, and the Evergreen, East End, Forest View, and Barton Heights cemeteries.

2020

Richmond 300 was adopted. The preservation of cultural resource was identified as a key goal of the overall plan.

2020

Richmond's Monument Avenue was the scene of numerous public protests that were broadcast nationwide following the murder of George Floyd by white police officers in Minneapolis on May 25. Prompted by the protests, the City of Richmond and the Commonwealth of Virginia removed the Confederate monuments that lined the avenue in 2020-2021.

Confederate statue removal, Jack Gruber

2024

City of Richmond commissions preparation of first ever city-wide historic preservation plan, titled *Cultural Heritage Stewardship Plan.*

1.5 Community Engagement

Richmond 300 established a new standard for community engagement in planning processes. As such, community engagement was a key component of the CHSP development process.

CPG approached engagement through the gradual expansion of outreach to stakeholders. Initial interviews were conducted with persons close to City Hall. This enabled CPG to understand the goals and priorities of the city as well as perceived threats and challenges. With this information, CPG prepared a community engagement plan and proceeded to reach out through individual interviews, presentations, open houses, and meetings with community associations and organizations. Through this engagement, the project team received a wealth of input and feedback from a broad and diverse group of stakeholders, residents, businesses, and organizations. While it would have been impossible to speak to every Richmond resident for a project of this size, the feedback regarding challenges, concerns, and goals for the plan were consistent across all participants.

Community feedback regarding challenges, concerns and goals for the plan were consistent within stakeholder groups, giving the project team confidence that the views of each stakeholder group were clearly understood and well represented. The plan conveys that input in the key takeaways on the next page. These key takeaways were used to develop the plan's stewardship philosophy, guiding principles, goals, and objectives in order to achieve the collective vision conveyed by various stakeholder groups and community members.

CHSP Open House meetings, Feburary 2024, CPG
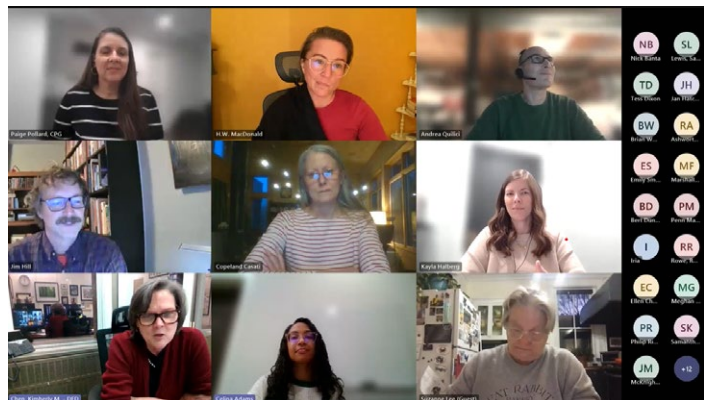
CHSP public interactive meeting, February 2024, CPG

Key Takeaways from Community Engagement

■ **Residents are worried about losing the unique character of Richmond as the city grows**.

■ Community members wanted to know more about the city's historic and cultural resources through **architectural and archaeological survey and identification**. They also wanted to see **recognition** of known historic resources through marker programs to **encourage awareness** about the city's history as it grows.

■ There is a need to **identify, recognize, and acknowledge** the history and historic places associated with **underrepresented or historically marginalized communities** specifically and to acknowledge the city's past injustices that have resulted in the loss of tangible aspects of cultural heritage or disinvestment in Black and Brown neighborhoods.

■ Community members emphasized the need for a **range of preservation tools and policies** that would address neighborhood concerns about demolition or incompatible new construction while **keeping the cost burden low for existing residents**. Fewer residents were interested in adding new or expanding existing City Old and Historic Districts.

■ The development community and tourism advocates have had an important role in the preservation and adaptive reuse of historic buildings in the city. These stakeholders reported that **financial incentives have been essential to the rehabilitation of historic buildings as well as the creation of housing and jobs in Richmond**. Community members cited a need to increase or restore such incentives to encourage reuse of historic buildings and to reach density, growth, and affordability goals of Richmond 300.

■ Community members expressed concern about rising housing costs for many. Preservation tools alone will not solve this complex issue. However, feedback demonstrated that there was a **strong desire to implement preservation policies that would limit displacement and help existing residents stay in their neighborhoods if they so choose**.

1.6 Overview of Plan Structure, Organization, and Use

Chapter 1
Introduction

Overall the plan includes background and vision first, followed by goals and recommendations. This structure is intended to meet the needs of all users.
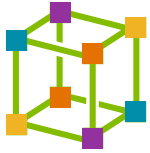
Chapter 2
Vision and Framework

Chapter 3
Engage and Educate

Note that chapters 3-5 each address one major goal of the plan. Each goal chapter is organized to include existing context and public input related to the goal as well as objectives to support plan users in reaching the goal.

Chapter 4
Identify and Recognize

Chapter 5
Conserve and Manage Change

Chapter 6
Collaborative Implementation and Prioritization

Potential Users of the Plan

Primary Users and Implementers

- Planning and Developement Review
- City Appointees
- Elected Officials

Users, Partners, and Beneficiaries

- Other City Departments
- Private Organizations
- Residents, Property Owners, Businesses, and Developers
- Funders and Grant Making Agencies
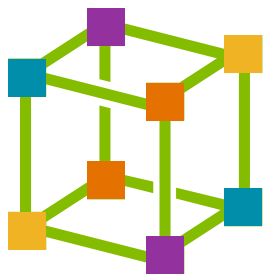
Chapter 2
Vision and Framework

Richmond's Cultural Heritage Stewardship Philosophy:

"Richmond is an evolving and diverse city, and residents value its unique sense of place. Therefore, cultural heritage stewardship requires recognition of the contributions of all communities and protections for the range of resources that represent their history. In Richmond, cultural heritage stewardship will result in creating and maintaining high quality, inclusive places, while supporting sustainable growth and avoiding displacement of city residents and businesses."

2.1 The Purpose of a Stewardship Philosophy

Stewardship of Richmond's cultural heritage and unique sense of place – the physical buildings, viewsheds, sites, and landscapes as well as the people who created, use, and reuse these spaces – is at the core of this plan. The Stewardship Philosophy on the previous page is a benchmark to ensure recommendations and future implementation of the CHSP are consistent with community priorities. The Stewardship Philosophy was drafted based on the input received during public engagement and finalized under the direction of the Community Advisory Committee. The rest of Chapter 2 introduces the guiding principles which make up the framework for the planning process and CHSP recommendations, the plan goals, and "Big Moves."

Community engagement meeting for the Shockoe Hill African Burying Ground, City of Richmond

2.2 Guiding Principles for Cultural Heritage Stewardship in Richmond

Three guiding principles were established, and regularly refined, based on community input and the Stewardship Philosophy. The guiding principles served as a foundation for the planning process, informing the community engagement approach and plan recommendations. The guiding principles will also inform implementation of this plan. Each goal and objective is associated with one or more of these guiding principles as a way to ensure that the Stewardship Philosophy is adhered to consistently.

Jackson Ward Walking Tour, CHSP Community Advisory Committee-provided image

Guiding Principles for Cultural Heritage Stewardship in Richmond

1. Create and maintain Diversity, Equity, and Inclusion in all Cultural Heritage Stewardship Programs by:

- meeting the community where it is and inviting all communities to the table

- documenting and amplifying the full community story

- measuring the impact of implementation across the entire community

2. Increase awareness of and appreciation for the city's historic and cultural resources through:

- collaborative partnerships

- educational initiatives

- identification, interpretation, and recognition programs

- ongoing community engagement and outreach

3. Retain Richmond's identity through policies that encourage:

- growth at a pace and scale that is sustainable (as defined in R300) for the city and community

- retention of long-term residents and local businesses

- protection of tangible and intangible resources that Richmonders value

- economic development and job creation

- heritage tourism

- attainable housing options for all Richmonders

How we define DEI for the CHSP

All community history is considered, all voices are heard, and all are encouraged to take an active role in defining what is worth saving and how that is accomplished.

For more information or support, please reach out to the City of Richmond's Office of Equity and Inclusion.

Friends of East End Cemetery Volunteers, Brian Palmer

Manchester Residential and Commercial Historic District, Calder Loth

2.3 Goals

Goal 1: Engage and Educate

Richmonders value engagement with city staff and elected officials; they expect transparency about decision-making and actions.

The objectives in Chapter 3 provide strategies for maintaining ongoing community engagement as well as activities that increase awareness and appreciation for the city's historic and cultural resources.

Goal 2: Identify and Recognize

Richmond is a city with abundant historic and cultural resources that have yet to be documented or recognized for their significance. To adequately plan, the City first needs to identify these resources.

Chapter 4 provides a range of recommendations from identification methods, such as survey, to site specific research or thematic historic context development. Additionally, Chapter 4 includes strategies for recognizing and acknowledging the history of identified sites.

Goal 3: Conserve and Manage Change

Richmond is a city with a sense of place that its residents value and visitors seek. This character that makes Richmond unique is grounded in the city's history and culture.

Chapter 5 provides a toolkit of potential actions that includes ways to protect the physical characteristics of the city primarily through incentive-based, regulatory, and administrative means. Chapter 5 also includes recommended incentives that can support economic development through historic rehabilitation as well as the retention of existing residents and local businesses.

2.4 Big Moves
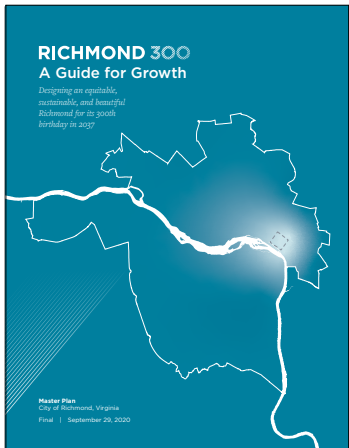
The "Big Moves" concept was introduced and successfully employed in Richmond 300. Big Moves are actions critical to the successful implementation of the plan and that the community, staff, and city officials regularly cited as important concepts during engagement sessions. For the CHSP, the Big Moves are associated with the various goals of the plan, and each is tied to one or more of the Guiding Principles. In addition to representing important calls to action by the larger community, the Big Moves are actions that the city already has the tools to implement, can be undertaken in short order, and are within existing policies, enabling legislation, and processes.

2.4.1 Big Move 1: Lead by Example

The City of Richmond owns many historic properties, buildings, parks, and sites. It is also responsible for the care and maintenance of historic streetscapes and viewsheds in the city. Proper stewardship of its cultural resources is an essential step towards demonstrating to residents that the city will hold itself accountable just as it holds its citizens accountable.

Recommended Actions	Guiding Principles	CHSP Goal(s)
Develop and maintain an inventory of city-owned historic resources to include buildings, structures, sites (such as parks, cemeteries, natural springs and fountains, and viewsheds), and objects (such as benches, walls, staircases, lighting, art, etc.), and streetscapes (to include historic paving materials where appropriate). Provide inventory to OOS to perform a climate vulnerability model in the Richmond Resilience Data Hub. Lead: PDR	1 2 3	1 2 3
Fund and perform routine maintenance on all city-owned historic resources using tools and methods appropriate for the age and materials of the resource. The National Park Service's Technical Preservation Briefs offer guidance and tips for appropriate maintenance work on a variety of building types and materials. Lead: PDR (education), DPW, DPU, PRCF, RPS, OOS	1 2 3	1 2 3

DPU	DPW	OOS	PRCF	PDR	RPS
Department of Public Utilities	Department of Public Works	Office of Sustainability	Parks, Recreation, & Community Facilities	Planning and Development Review	Richmond Public Schools

Recommended Actions	Guiding Principles	CHSP Goal(s)

City departments responsible for the management of city facilities, parks, or streetscapes should coordinate efforts such as:

`1` `2` `3`   `1` `2` `3`

- following the Richmond Sustainable Design Standards for new construction, alterations, planned maintenance, and demolition in local historic districts

- planning around documents like Richmond INSPIRE and the Park System Master Plan to ensure consideration of historic resources across the portfolios of other departments

Lead: PDR (education), DPW, DPU, PRCF, RPS, OOS

Byrd Park, CHSP Community Advisory Committee-provided image

DPU	DPW	OOS	PRCF	PDR	RPS
Department of Public Utilities	Department of Public Works	Office of Sustainability	Parks, Recreation, & Community Facilities	Planning and Development Review	Richmond Public Schools

2.4.2 Big Move 2: Conduct a City-Wide Historic Architectural and Archaeological Assessment

Big Move 2, conducting a city-wide historic architectural and archaeological assessment, is a critical first step to achieve one of the CHSP's primary goals to "Identify and Recognize" the city's cultural and historic resources. City-wide survey and assessment projects are substantial undertakings and most often benefit from a phased approach.

The first phase of any city-wide survey effort is to prepare an historic context and conduct selective survey. Selective survey does not include comprehensive parcel-level detail but looks holistically at development patterns and neighborhood history. This initial legwork helps refine the overall survey plan and priorities.

Similarly, a city-wide archaeological assessment analyzes existing data, historic maps, pre-historical and historical development patterns, historic aerials, and other resources to evaluate and identify sites that have high potential to yield archaeological information. These studies may also include selective fieldwork and predictive modeling.

Chestnut Hill Historic District, Calder Loth

The city-wide architectural survey and archeological assessment are tools to better understand the resources the city has to steward and provide a road map for future work.
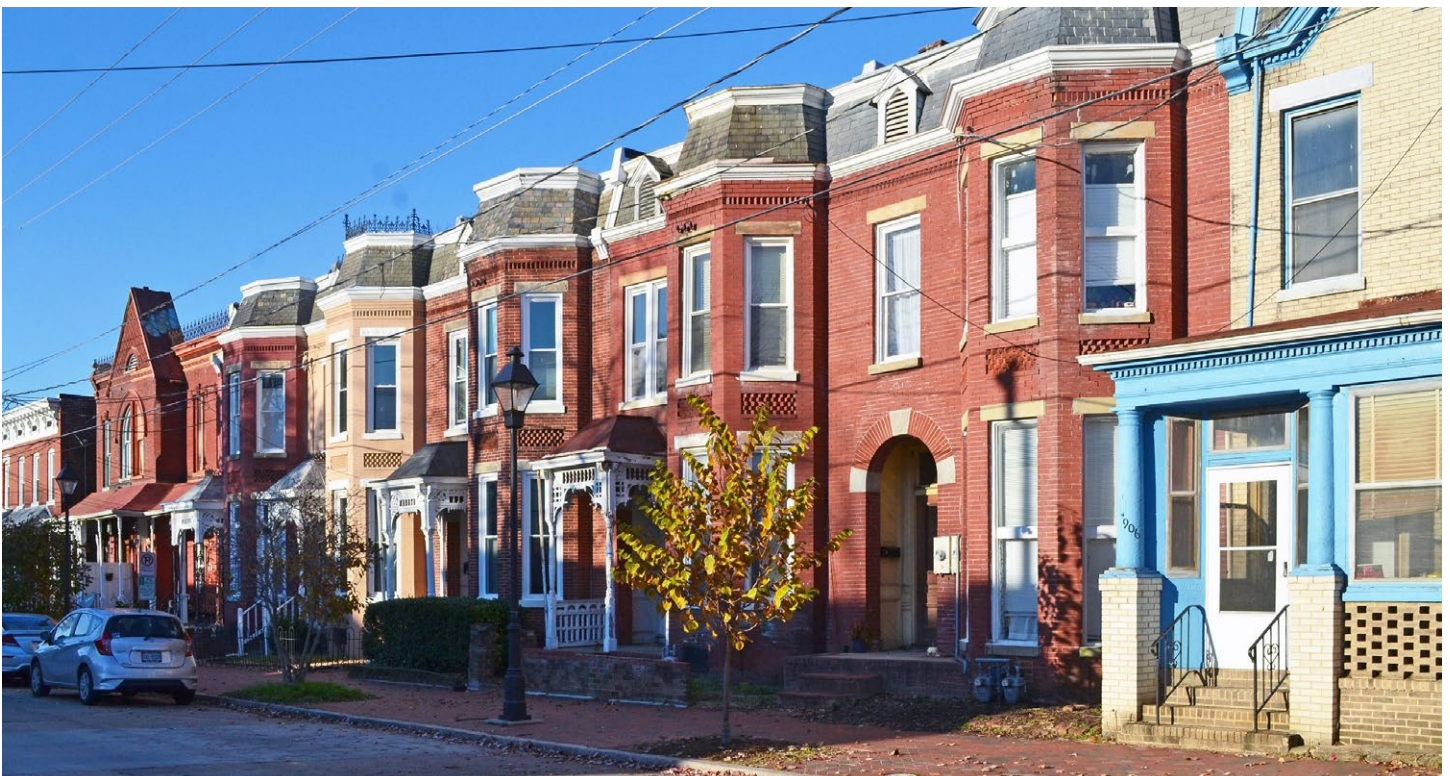
Carver Residential Historic District, Calder Loth

2.4.2 Big Move 2: Conduct a City-Wide Historic Architectural and Archaeological Assessment (continued)

Recommended Actions	Guiding Principles	CHSP Goal(s)
City-wide architectural survey, broken into phases based on region of the city, period of development, or annexation. Emphasis or priority should be given to historically redlined areas and historically African American neighborhoods. Surveys should also compile existing survey data and inventories from various sources and reassess existing survey data and inventories to determine where updates are necessary. Each phase should include a detailed historic context. Lead: PDR	1 2 3	1 2
City-wide archaeological assessment, broken into phases based on region of the city. Lead: PDR	1 2 3	1 2

Survey fieldwork, City of Richmond

Urban Archaeology Corps, Catherine Cozzi

DPU	DPW	OOS	PRCF	PDR	RPS
Department of Public Utilities	Department of Public Works	Office of Sustainability	Parks, Recreation, & Community Facilities	Planning and Development Review	Richmond Public Schools

2.4.3 Big Move 3: Implement Recent Enabling Legislation to Conserve Historic Resources

In 2024, the Virginia General Assembly passed new legislation that enables municipalities to add new incentives and protections that work together to conserve historic resources. The two bills directly address concerns that Richmonders voiced throughout the CHSP community engagement: demolition of historic resources and incentives to address the cost of doing preservation. Because this enabling legislation is ready to be implemented, and in response to community requests for these types of programs, the city should seek to update the Old and Historic District ordinance to incorporate Code of Virginia Sec. 15.2-2306 E and Code of Virginia Sec. 15.2-2306 F within the first year of CHSP adoption.

Enabling Legislation Overview

Code of Virginia Sec. 15.2-2306 E

Allows a locality that establishes a local historic district to provide tax incentives for the conservation and renovation of historic structures in such districts. These incentives may include tax rebates.

- Provides a financial incentive for properties that are already regulated by Richmond's OHD review processes and helps defray costs associated with proper maintenance, repairs, and alterations
  - » Should only apply to properties that are currently in compliance with OHD guidelines and CAR requirements
- Incentivizes establishment of new OHDs or expansion of existing ones as desired by neighborhoods
- Implementation should include an evaluation and consideration of approaches to the tax incentive that will not encourage displacement or gentrification.

Code of Virginia Sec. 15.2-2306 F

Authorizes any locality to adopt an ordinance establishing a civil penalty for the razing, demolition, or moving of a building or structure located in a historic district without approval of a review board. The penalty may be up to twice the market value of the of the building or structure.

- Directly addresses citizen concerns regarding demolition of historically significant buildings
- Gives teeth to the demolition ordinance
- May help manage demolition-by-neglect as well as after-the-fact requests for approval of an already completed demolition
- Explore whether the ordinance can legally include demolition-by-neglect cases, and if so, specify the process for issuing citations and/or civil penalties.

2.4.3 Big Move 3: Implement New Enabling Legislation to Conserve Historic Resources (continued)

Recommended Actions	Guiding Principles			CHSP Goal(s)		
Update City Code to include incentives allowed by Code of Virginia Sec. 15.2-2306 B: **Tax incentives for the conservation and renovation of historic structures in local historic districts** Lead: PDR	1	2	3	1		3
Update OHD Ordinance to include penalities allowed by Code of Virginia Sec. 15.2-2306 F: **Civil penalties for demolition in a local historic district or of a local landmark** Lead: PDR	1	2	3	1		3

CHSP Community Advisory Committee-provided photo

DPU	DPW	OOS	PRCF	PDR	RPS
Department of Public Utilities	Department of Public Works	Office of Sustainability	Parks, Recreation, & Community Facilities	Planning and Development Review	Richmond Public Schools

2.4.4 Big Move 4: Revise and Reinstate a More Inclusive Real Estate Tax Abatement Program While Evaluating Tax Assessment Policies

Overlooking Shockoe Bottom and Downtown,
CHSP Community Advisory Committee-provided photos

While development pressure was cited as one of the biggest threats to historic resources by stakeholders and the public, development does have a role in preservation. The development community is a proponent of preservation generally and historic rehabilitation of existing resources specifically. Incentive programs help support this work; the Richmond development community points to the former Real Estate Tax Abatement program specifically as one of the key drivers of economic development, reinvestment, and growth in Richmond since the 1990s.
The Abatement program also had a considerable impact on the creation of housing through adaptive use. If reinstated, such a program would address community concerns about housing availability as well as meet Richmond 300 objectives to increase housing density in the city. In 2019, a study released by VCU's Center for Urban and Regional Analysis evaluating Richmond's Rehabilitation Tax Abatement Program estimated that multi-family properties had received about 62%, or about $48.3 million, during the program's life cycle.

2.4.4   Big Move 4, continued

The 2019 VCU report also identified some of the shortcomings of the former Real Estate Tax Abatement program in the city. Investment thresholds and accessibility of the program to lower income residents or neighborhoods with lower market values were among the top concerns. These findings generated scrutiny among community members who interpreted the study results to mean that the program only served the city's wealthiest residents and businesspeople. Concerns regarding equity ultimately resulted in the discontinuation of the program. The CHSP community engagement indicated, however, that there is a desire across stakeholder groups to re-imagine and reinstate a more inclusive program, perhaps using some of the recommendations outlined in VCU's 2019 report.

Owners of historic buildings have expressed concerns about land valuation that reflects the highest and best use of a property allowed under the zoning ordinance. This approach to real estate tax assessments incentivizes replacement of existing buildings with new, larger buildings, potentially encouraging the demolition of historic structures in favor of infill that is out of scale with its surroundings. Another unintended consequence of increased assessments on land values is the likelihood of increased rents for housing units in smaller historic buildings.

Example of infill substantially different in scale versus adjacent historic buildings, Michael Burns

2.4.4   Big Move 4, continued

Southern States Building, Manchester Industrial Historic District (scheduled for demolition and redevelopment), CHSP Community Advisory Committee-provided photo

Richmond 300 identified areas for growth and increased density. As the city implements Richmond 300's goals and the CHSP, it should ensure that its policies and practices place emphasis on investment in existing vacant lots, surface parking lots, and/or non-historic properties. Incentives and tax policies should encourage retention of historic resources as well as longtime residents and businesses.

There are neighborhoods in Richmond that can accommodate increased density without negatively impacting historic resources. City policies should encourage new development in these areas, on vacant lots, surface parking lots, and on non-historic properties. Recent studies have been completed to evaluate the feasibility of establishing a Land Value Tax that would levy higher assessments for vacant or unimproved parcels. If enacted, this type of tax policy should include a thoughtful approach to historic properties. Language should be written to encourage reuse of vacant land and surface parking lots and discourage demolition of historic resources.

Recommended Actions	Guiding Principles			CHSP Goal(s)		
Affirmatively evaluate and revise existing and new City property tax assessment policies and practices as needed to ensure that historic and cultural resources and long-term residents are not negatively affected. Lead: Assessor	1	2	3	1	2	3
Revise and reinstate a Rehab Tax Abatement Program to increase accessibility to lower income residents or lower cost neighborhoods while continuing to encourage investments in larger vacant or dilapidated historic properties. Lead: Assessor	1	2	3	1		3
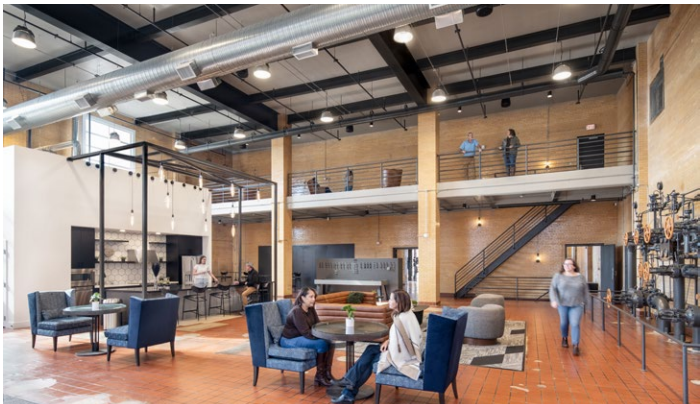
Model Tobacco Building and Clubroom, Historic Richmond Foundation

Chapter 3
Engage and Educate

Richmonders value engagement with city staff and elected officials and expect transparency about decision-making and actions. The objectives in Chapter 3 provide strategies for maintaining ongoing community engagement as well as activities that increase awareness and appreciation for the City's historic and cultural resources.

Chimborazo Urban Archaeology Corps, Ellen Chapman

3.1 Context

Richmond 300 and the comprehensive planning process established a new standard for community engagement. As such, community engagement was a key component of the CHSP development, and the approach to community engagement changed to meet the call from stakeholders to increase outreach efforts early in the project.

CPG approached engagement through the gradual expansion of outreach to stakeholders. Initial interviews were conducted with persons close to City Hall. This enabled CPG to understand the goals and priorities of the city as well as perceived threats and challenges. With this information, CPG prepared a community engagement plan and proceeded to reach out through individual interviews, presentations, open houses, and meetings with community associations and organizations. Through this engagement, the project team received a wealth of input and feedback from a broad and diverse group of stakeholders, residents, businesses, and organizations. While it would have been impossible to speak to every Richmond resident for a project of this size, the feedback regarding challenges, concerns, and goals for the plan were consistent across all parties.

During the CHSP open house, participants shared their suggestions for engaging with the public and recommended types of educational opportunities. The most popular responses included:

- Walking tours of historic neighborhoods or areas – guided and/or self-guided,

- Explaining well the role of preservation within city planning efforts,

- Highlighting the ways in which community involvement has made a difference in planning outcomes,

- Adding signage to acknowledge and highlight historic areas throughout the city,

- Offering paid internships for Richmond youth or college students,

- Sharing a variety of methods for people to engage, and

- Using social media and email as well as hardcopy flyers or information kiosks in neighborhoods to get the word out about programs or opportunities for engagement.

CHSP Community Advisory
Committe-provided photo

Pump House Park tour,
Ellen Chapman

3.2 Objectives

The objectives below outline ways for Richmond to implement the recommendations in Section 3.1. Many of the objectives in this toolkit will require city partnership with external organizations and residents.

1. **Lead efforts to acknowledge past injustices by the City and use City resources to tell the full story and recognize historic resources that have been lost due to City action or inaction**

   a. Support community organizations that are already hosting dialog around topics of restorative justice and racial healing as it relates to cultural heritage stewardship

2. **Establish a committee that will oversee implementation of and regular updates to the CHSP**

   a. Evaluate incorporating this role into the duties of the History and Culture Commission

   b. Ensure that the committee represents a coordinated effort among historic preservationists, cultural heritage and museum professionals, neighborhood advocates, economic development and tourism groups, and members of the development and affordable housing communities

3. **Continue to broaden the constituency for historic preservation by more equally acknowledging, representing, and sharing the sites related to historically excluded, neglected, marginalized, and underrepresented communities**

4. **Actively engage communities in City planning initiatives, as well as publicly and privately-funded projects**

   a. Participate in community events to share progress on plan implementation and other findings

   b. Utilize a variety of marketing strategies to reach different audiences including, but not limited to:

      i. The City's social media accounts
      ii. Printed flyers in community centers, libraries, schools, and other central locations, and use of digital kiosks and community-center signage
      iii. Targeted email announcements through existing and new listservs, including City Council members
      iv. Traditional media and radio stations

   c. Continue engagement and follow-up with the community through organized meetings, open houses, and input sessions

      i. Ensure that small area planning efforts incorporate the goals and objectives of the CHSP through established procedures and expectations

   d. Continue to enforce code-required advertisements for special use permit, conditional use permit, and rezoning ordinances that go before Planning Commission and Council in order to increase awareness about proposed projects in historic neighborhoods

      i. Continue the policy of notifying civic associations at the time one of the above applications is submitted to the City

e. Continue to encourage property owners and developers to actively engage with communities early in the planning process to build mutual understanding and encourage design that contributes positively to the community's identity and heritage

    i. Explore feasibility of adding a requirement to report engagement with the civic association at the time of application

5. **Increase awareness of and training opportunities on historic and cultural resources and preservation best practices for the community, elected and appointed officials, and associated staff**

a. Create a centralized website for information on cultural heritage

    i. Maintain and update a central website regularly where CHSP implementation activities can be added and publicized, and future reports and information collected can be shared with interested Richmonders

b. Make information on incentive programs for historic preservation, adaptive use, and place-based economic development accessible on the City website

c. Support community workshops and presentations and make information on preservation best practices and cultural resources stewardship accessible on the City website on potential topics including, but not limited to:

    i. Maintenance and repair of common historic materials

    ii. Oral history interviews and collecting community memorabilia

    iii. Richmond's diverse and varied neighborhood character

    iv. Incentive programs for historic preservation, adaptive use, and place-based economic development

d. Create a local marker program that ensures Richmond's diverse cultural resources – tangible and intangible – are well represented

e. Collaborate with local cultural institutions, historical societies, and museums on complementary initiatives such as oral history interviews, collection of community memorabilia, and interpretation of community history

6. **Explore city resources for language translation services for non-English speakers and hearing-impaired individuals**

7. **Explore ways to encourage and financially support communities and organizations that take ownership over the care and maintenance of historic and cultural assets in their neighborhoods and make the tools and training readily available to them to conduct that work using preservation best practices**

Window restoration training, CPG

Chapter 4
Identify and Recognize

Richmond is a city with abundant historic and cultural resources that have yet to be documented and recognized for their significance. In order to adequately plan, the city first needs to identify these resources. Chapter 4 provides a range of recommendations from large-scale identification methods such as survey to site specific research or thematic historic context development. Additionally, Chapter 4 includes strategies for recognizing and acknowledging the history of identified sites.

Dr. Hughes's House Rehabilitation, Jackson Ward, Historic Richmond Foundation

4.1 Context

The City of Richmond includes approximately 68,000 buildings, of which 23% are over 100 years old, and 81% are at least 50 years old. This means approximately 55,000 buildings in Richmond are of historic age, and therefore, according to the National Park Service, should be evaluated for their signficiance.[1] Less than half of these properties have been documented in the Virginia Cultural Resources Information System (VCRIS). VCRIS is a statewide database and standard recordation method in Virginia managed by DHR that contains a geo-referenced inventory of historic and cultural resources statewide.

Building Construction Date Range, City of Richmond, 2024

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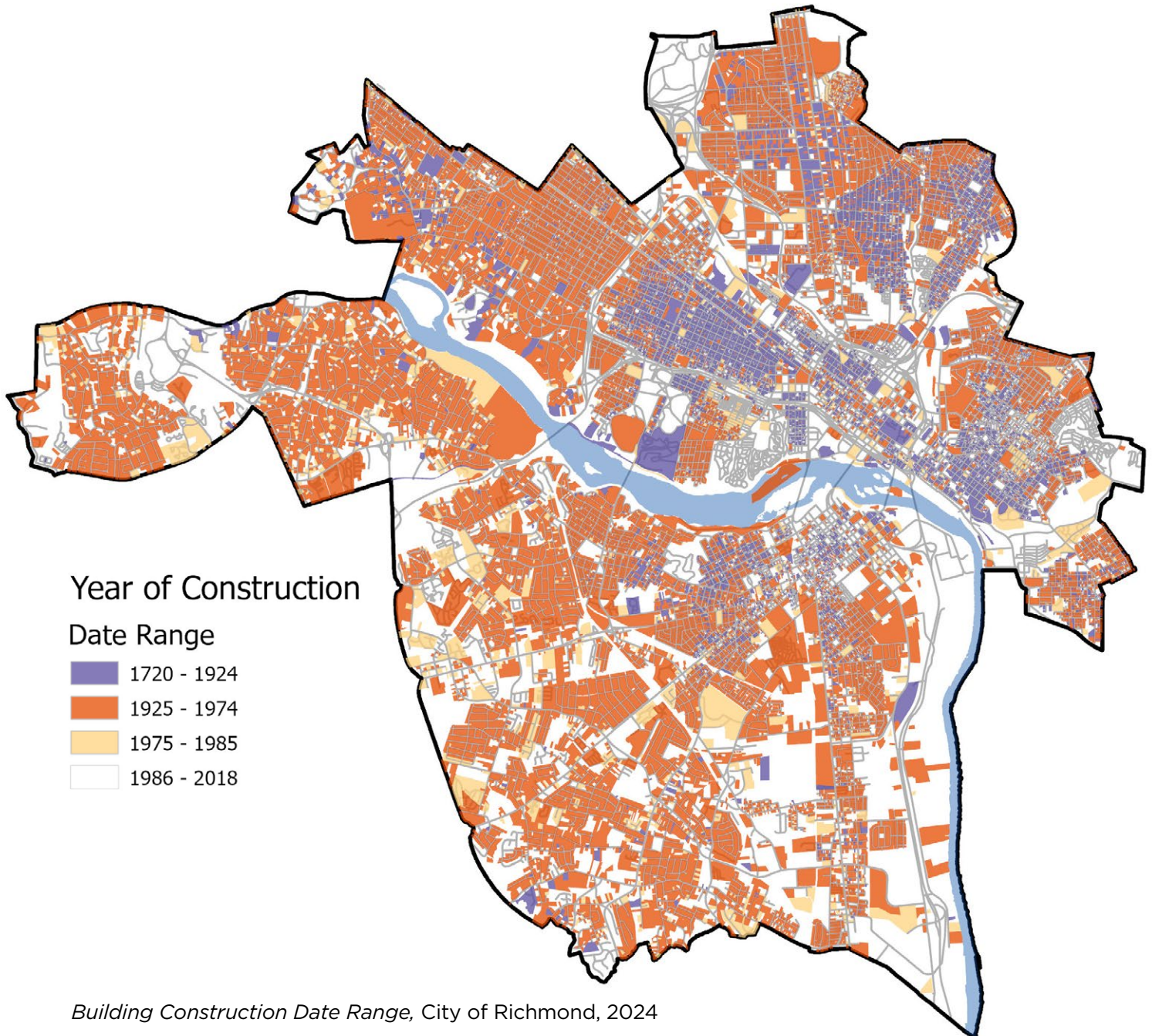
[1] "City-Wide Historic Preservation Plan," City of Richmond, Virginia. Accessed April 17, 2024.
https://www.rva.gov/planning-development-review/historic-preservation

The city also consists of approximately 25,000 NRHP-listed properties, including individual buildings, sites, structures, or objects as well as historic districts. It is important to note that not all resources that are of historic age are listed in the NRHP or eligible for listing in the NRHP. There is a systematic process for assessing eligibility which includes assessment of integrity and significance. Historic age is the first question on the eligibility checklist, as listed resources must be at least 50 years of age, but it is not the only question that goes into the evaluation.[2] The purpose of *Goal 2: Identify and Recognize* is to identify, inventory, and document the city's historic age resources, so that different types of recognition programs can be considered.
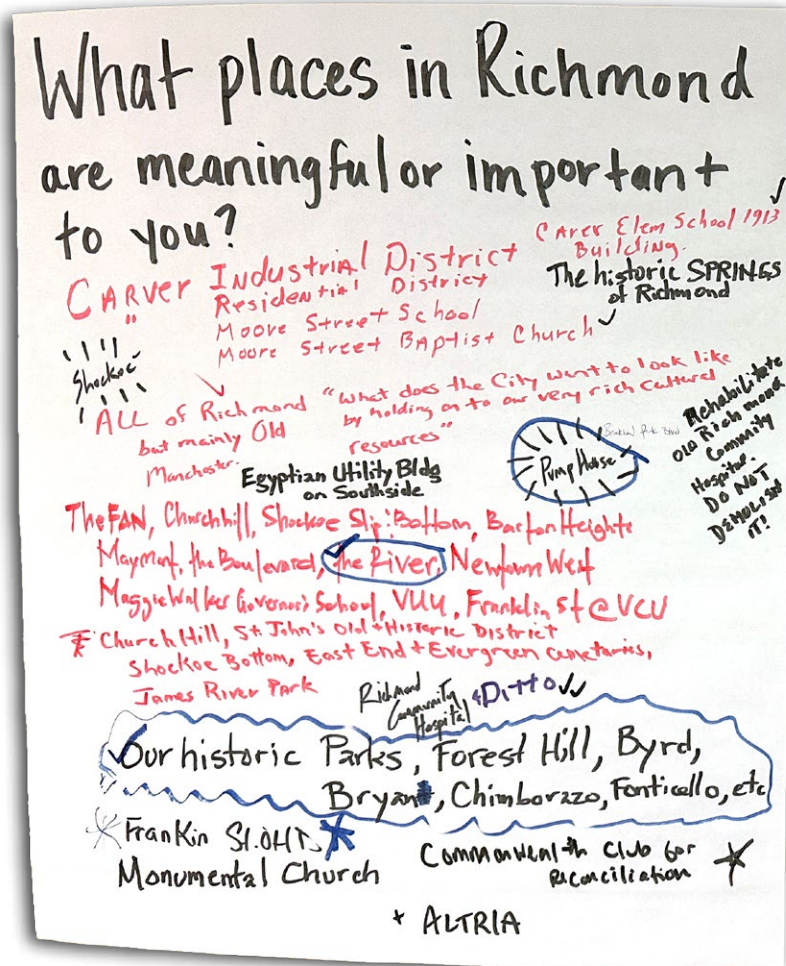
CHSP Open House Worksheet, CPG

During the CHSP open houses, Richmonders were asked to provide input on what should be identified and recognized under this goal. Their responses included:

- Infrastructure such as parks, green space, streetscapes and grids, and canals,

- Historic neighborhoods and districts, including public housing communities,

- Cemeteries,

- Places associated with underrepresented communities, with specific references to Black and Indigenous or Tribal sites,

- Oral histories,

- Endangered or threatened buildings, and

- Churches and public schools over 50 years old.

This chapter provides strategies for identifying Richmond's historic and cultural assets as well as methods for acknowledging their significance. The approaches recommended in section 4.2 utilize, enhance, or streamline existing policies and programs to accomplish this goal. New programs may require new enabling legislation, city policy, and/or community buy-in.

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[2] Note that resources less than 50 years of age can also be listed in the NRHP, as long as they meet the criteria for "exceptional significance."

Types of Identification, Recognition, and Designation

The following pages describe the range of identification and recognition programs that exist within historic preservation and cultural heritage stewardship practices. The types of identification and historical designation programs vary in complexity as well as level of regulation. Each program description includes a brief overview of the designation, a summary of its benefits, and the level of accompanying regulations that property owners can expect.

Less Restrictive

More Restrictive

Architectural Survey – Phases I and II

Phase I: Reconnaissance
Purpose: Identification

The first level of survey, frequently referred to as Phase I or reconnaissance level survey, records above-ground historic resources within a specific geographic area. Documentation includes exterior photographs from the public right-of-way and a map or sketch of buildings and site features. Documentation may also result in an evaluation of whether a resource contributes to a potential or existing NRHP historic district, and sometimes includes evaluations of potential individual eligibility for NRHP.

Benefits:
- Results in an **inventory** of historic and cultural resources within a specific area with **basic information** such as construction date, architectural style, construction methods, and known or easily identifiable history
- **Informs** preparation of NRHP historic district nominations
- **Expedites Section 106 Review** process
- **Streamlines CAR review** for survey completed in City Old and Historic Districts
- **Minimizes or mitigates negative impacts** of public projects

Regulations or Requirements for Property Owners:
- None

Phase II: Intensive
Purpose: Evaluation

The second level of survey, frequently referred to as Phase II or intensive level survey, is a more in-depth review of select significant above-ground historic resources. Documentation includes exterior and interior photographs, a sketched or computer-generated floor plan, and a map or sketch of buildings and site features. The surveyors are also required to analyze and make a recommendation about the property's individual eligibility for listing in the NRHP.

Benefits:
- Provides **in-depth documentation** about significant or rare resources
- **Full documentation** of a resource facing demolition or severe deterioration ("preservation through documentation")
- **Informs** preparation of NRHP historic district nominations
- **Expedites Section 106 Review** process
- **Minimizes or mitigates negative impacts** of public projects

Regulations or Requirements for Property Owners:
- None

Historic Context Study/ Multiple Property Document

Purpose: Analysis

Historic Context Studies identify historical patterns, trends, and themes that exist among a group of related resources. The study results in a report or a Multiple Property Document that provides the framework for identifying, evaluating, and nominating related historic resources to the NRHP, and also serves as the basis for making building treatment recommendations.

Maggie Walker High School, Calder Loth

Benefits:

- Produces original research or compiles existing scholarship about **historic themes or trends**
- **Identifies** geographic areas or individual resources that are associated with the context
- **Streamlines evaluation of the significance** of individual resources related to the historical context
- **Informs** preparation of individual or district NRHP nominations
- **Expedites review and consideration** of common resources types

Baker Public School, Calder Loth

Regulations or Requirements for Property Owners:

- None

Albert Hill School, Calder Loth

Cultural Heritage District

Purpose: Place-keeping and Promotion
Cultural Heritage Districts do not yet exist in Richmond; however, in other major US cities, this type of designation has emerged in recent decades as a way to incorporate intangible aspects of history and culture into city planning initiatives. In San Francisco, for example, cultural heritage districts "contain a concentration of cultural and historic assets and culturally significant enterprises, arts, services, and/or businesses, and a significant portion of its residents... are members of a specific cultural, community, or ethnic group that historically has been discriminated against, displaced, or oppressed."[3]

The process for designation does not currently exist within Richmond and should be a component of the program development. Designation should consider the cultural heritage assets and should also be community-led.

Benefits:
- **Celebrates** the city's diverse cultural history
- **Amplifies sense of place** and promotes community-guided preservation
- **Connects neighborhoods** to City resources
- **Encourages retention** of long-time residents and communities through policies designed to maintain affordability

Regulations or Requirements for Property Owners:
- Dependent on community input and desire for zoning overlays
- Primarily associated with financial incentives – i.e. grants or tax abatement that requires following a standardized set of guidelines

Calle 24 Latino District, San Franciso, CA, www.sf.gov/san-francisco-cultural-districts-program

San Francisco's Cultural Districts have three main program goals, which could well-serve a number of Richmond's communities:

1. To preserve, strengthen and promote diverse communities' cultural and neighborhood assets, events, and activities

2. To celebrate, amplify and support the community's cultural strengths to ensure immediate and long-term resilience

3. To streamline City and community partnerships to coordinate resources that stabilize communities facing displacement

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[3] San Francisco Mayor's Office of Housing and Community Development, "An overview of the San Francisco Cultural Districts program," https://www.sf.gov/information/overview-san-francisco-cultural-districts-program?_gl=1*m40akc*_ga*MTYyODk1NDcwMC4xNzIyNjA2Nzk3*_ga_BT9NDE0NFC*MTcyMjYwNjc5Ni4xLjAuMTcyMjYwNjc5Ni4wLjAuMA..*_ga_63SCS846YP*MTcyMjYwNjc5Ni4xLjAuMTcyMjYwNjc5Ni4wLjAuMA

Virginia Landmarks Register (VLR) and National Register of Historic Places (NRHP)

Branch Building, Calder Loth

Purpose: Recognize
Both the VLR and NRHP are the lists of historically and culturally significant properties in Virginia and the United States respectively. The list includes buildings, sites, structures, districts, and objects that are recognized for their significance in history, architecture, archaeology, and/or culture at the local, state, or national level.

Benefits:
- Strictly **honorary**
- Official recognition of significance based on a **standard evaluation method**
- **Encourages (but does not require) preservation**
- **Limited protections** for properties that may be impacted by state- or federally-funded projects
- **Financial incentives** such as:
  » Grants
  » State and Federal Historic Rehabilitation Tax Credit
  » DHR Easement Donation Program

Regulations or Requirements for Property Owners:
- **NONE, unless** a property owner would like to benefit from financial incentives such as historic tax credits
- Projects using state and/or federal funds must consider the potential impacts to NRHP listed and eligible properties. This review process, known as Section 106 review and compliance, does not prevent a project from moving forward, but it does require consultation with interested parties and mitigation of adverse effects.

Design Overlay Districts

Purpose: Protection of Neighborhood Character and Uniqueness
Richmond's Design Overlay Districts are intended to protect existing neighborhood character, architectural coherence and harmony, or vulnerability to deterioration. Each neighborhood that decides to opt in determines the features to regulate within their community, and each neighborhood has its own design guidelines. Currently, the only Design Overlay District in Richmond is the West of the Boulevard District.

Benefits:
- Neighborhood-driven and **opt-in**
- **Protects specific aspects** of neighborhood character based on the individual district's guidelines
- **More flexibility** than Old and Historic District designation

Regulations or Requirements for Property Owners:
- Property owners must obtain a certificate of appropriateness for alterations, new construction, or demolition requests **only when** they are within public view and are specifically described in each district's specific design guidelines

All Saints Presbyterian Church, Calder Loth

Old and Historic Districts

Purpose: Protection and Retention of Historic Resources
Richmond's Old and Historic Districts (OHD) are intended to prevent incompatible new construction, inappropriate alterations, and demolition. They also promote retention of historic features that make the area historically or culturally significant. Neighborhoods, City Administration, City Council, and the Commission of Architectural Review may initiate the establishment of OHDs based on adopted criteria. While CAR can initiate the process, the City is not interested in designating areas without overwhelming community interest and support. The process requires the preparation of a zoning overlay and ordinance approval, which necessitates multiple community engagement events and public hearings, during which owner interest and objections are heard. If approved by CAR, the ordinance would go on to City Planning Commission, and ultimately City Council, for approval. There are currently 45 OHDs, some of which are collections of buildings while others are individual buildings. In total, approximately 4,000 individual properties in the City are within an OHD. The City could explore individual resource designation through a landmarking program that provides zoning and development incentives to property owners, encouraging preservation. Additionally, archaeological protections could be added to the existing OHD ordinance. Other examples of potential ordinance enhancements have been added to the appendix.

Benefits:

- **Protects** the **architectural character** and cultural resources of Richmond for public benefit
- **Educates** the public about the city's history and historic building materials
- **Preserve Richmond's sense of place** that attracts and retains residents, visitors, and businesses
- **Reduces loss** of irreplaceable historic materials and places

Regulations or Requirements for Property Owners:

- Property owners must obtain a certificate of appropriateness for all exterior alterations, new construction, demolition, and site improvements within public view. This requires a review process administered by PDR and decided upon by CAR.
- Recommendations of this plan, if implemented, could increase civil penalties for demolition and add archaeological protections to existing or new OHDs.
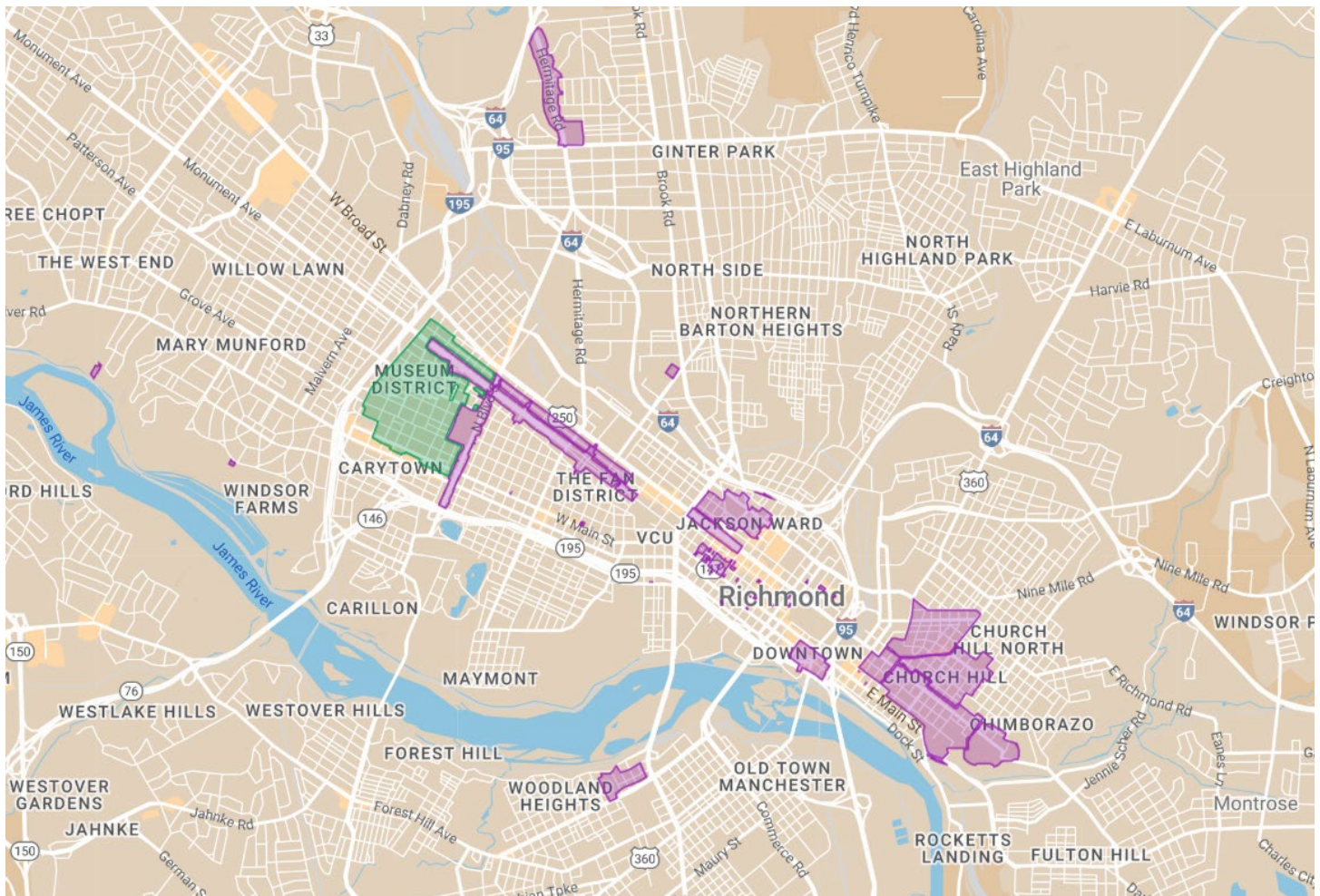
Design Overlay Districts (green), Old and Historic Districts (purple)

4.2 Objectives

1. **Big Move 2: Complete and maintain a historic resources inventory that is current, comprehensive, and cost effective through a multi-year survey:**

   a. Create Ten-year Survey and Documentation priorities

   b. Complete Architectural Survey — Phases I and II

   c. Complete Archaeological survey or assessment to identify areas with potential to yield information

   d. Complete Historic Context Studies for common resource types or associations with broad patterns of history or cultural affiliations, and

   e. Create a policy for the identification, inventory, and treatment of cemeteries and burial sites and a process when new sites are identified and/or threatened

Survey work, City of Richmond

2. **Partner with community organizations to expand existing oral history programs:**

   a. Establish best practices guidance, standards, and a repository for donation of all city-funded oral history initiatives to ensure consistent quality and accessibility, such as the Memory Lab @ RPL

   b. Maintain a finding aid of city-funded oral history interviews as well as oral history initiatives managed by other Richmond organizations

   c. Evaluate appropriateness of oral history at the outset of each survey and documentation project and use these initiatives to expand an oral history repository

Video interview for the Teachers in the Movement project, Teachers in the Movement

Chapter 4: Identify and Recognize

Richmond wayfinding signage concept, Two Twelve

Washington Park highway marker dedication, VDHR

Hebrew Cemetery Mortuary Chapel, John Peters

3. Develop and install interpretive signage for lost resources in the city

4. Develop and install consistent wayfinding signage that notes the location of historic neighborhoods, Old and Historic Districts, and NRHP-listed historic districts

5. Support initiatives to install new state highway markers in the city through a streamlined review process that includes members of the DHR, PDR, and DPW

a. Educate the public about the alternative signage program offered by the City of Richmond History and Culture Commission for those requests that do not meet DHR's state highway marker program criteria

b. Coordinate requests for inclusion in a local marker program with the History and Culture Commission and other city departments as needed

6. Establish Cultural Heritage Districts

7. Develop a community research grant program to support survey and inventory, research and documentation, and/or oral history projects that expand knowledge about the history of the city

a. Consider an evaluation and ranking system that prioritizes projects focused on the history of underrepresented communities, rarity of resource type, risk to the resource and capacity of the owner

4.3 Ten-year Survey and Documentation Recommendations

The graphic below lays out a ten-year survey and documentation plan that serves as a recommended approach to prioritizing financial and staff resources in pursuit of survey and documentation efforts.

2025	• Initiate and complete a phased, multi-year, city-wide selective architectural survey and historic context study that ties back to the CHSP's goals and guiding principles that includes recommendations for additional survey and nominations to NRHP	• Conduct an historic context study that includes oral histories and a selective survey of one or more underrepresented communities in the city (e.g. African American, Jewish, Pacific Islander, Latin American, LGBTQ+)
2026		• Apply for or financially support one new state historical marker associated with underrepresented history
2027		
2028	• Initiate and complete a phased, multi-year city-wide archaeological assessment to identify areas of high concentration or high potential to yield information	• Complete one NRHP Nomination based on the recommendations of the above surveys or historic context document and public input
2029		• Conduct city-wide historic context study and selective survey of post World War II and mid-twentieth century neighborhoods (those constructed 1945-1975)
2030		

2031	• Complete a Cultural Landscape study or a Traditional Cultural Property evaluation for a specific community based on the recommendations of the above surveys or historic context document and public input
2032	

2033	• Complete one National Register Nomination based on the recommendations of the above surveys or historic context document and public input
2034	• Apply for or financially support one new state historical marker associated with underrepresented history

Chapter 5
Conserve and Manage Change

Richmond is a city with a sense of place that its residents value, and visitors seek. This character that makes Richmond unique is grounded in the city's history, architecture, and culture. Chapter 5 provides a toolkit of actions that the city and its neighborhoods can choose from to protect the physical characteristics of the city that they value and hope to maintain as the city evoloves. Chapter 5 also includes recommended incentives that can support economic development through historic rehabilitation that contribute to the city's history and culture.

Community Hospital, Historic Richmond Foundation

5.1 Context

Conserve and Manage, the third goal of the CHSP, includes strategies that are at the core of preserving and protecting Richmond's cultural heritage; areas of focus within this section were informed by stakeholder engagement and public input. Population growth, development, climate change, and natural disasters are among the variables that impact historic buildings and communities. This toolkit was developed based upon input from the community and through analysis of existing programs and policies in Richmond. Where gaps exist in Richmond's current offerings, examples were pulled from other Virginia or U.S. cities. It is important to note that some may require enabling legislation to be passed by the General Assembly; this is noted where applicable.

Population Growth and Development Pressure

Stakeholder and public engagement provided insight for understanding the community's greatest perceived threats to historic and cultural resources and cultural heritage in Richmond. Consistently, community engagement revealed development pressure spurred by recent population growth as one of the most critical threats to historic resources. According to the US Census, Richmond's population has increased by 12% between 2010 to 2022. This amounts to more than 25,000 additional residents. By comparison, Virginia's population growth over this same time period was about 8.5%, supporting claims that Richmond is one of the state's fastest growing cities, if not the fastest growing over recent years.[4]

Population growth for historic urban centers can be beneficial for economic development and job creation, and can increase the the tax base for critical city services such as education and infrastructure. At the same time, this kind of growth requires careful planning that balances the needs of existing communities as well as new residents. Richmond 300 studies showed that the city was less dense in 2020 than it was in 1950 (even when suburban annexations are removed from the comparison).[5] Therefore, in response to the growth and housing shortages, Richmond 300 calls for increased density in strategic growth nodes throughout the city. The CHSP provides strategies for achieving these growth and density goals while maintaining Richmond's identity.

Throughout the CHSP community engagement, residents consistently pointed to development pressure and demolition as one of the greatest threats to cultural and historic resources in Richmond. This perception is supported by demolition and new construction permit data from 2014-2024, especially in designated National Register historic districts.

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[4] https://www.census.gov/quickfacts/fact/table/richmondcityvirginia%2CVA/RHI725222
[5] Additional research into the causes or factors contributing to this change in density was not done for the CHSP. However, common historical trends such as suburbanization, white flight, urban renewal (especially in areas identified as overcrowded) commonly resulted in decreased population in urban centers during the mid-twentieth century. Additionally, many urban centers, especially those with considerable industrial capacity such as Richmond, saw rapid population growth during WWI and WWII often resulting in the subdivision of former single-family homes or condos, or subletting of rooms to war workers. Today, those same urban centers, including Richmond, are seeing population increases returning to pre-suburban flight and urban renewal numbers.
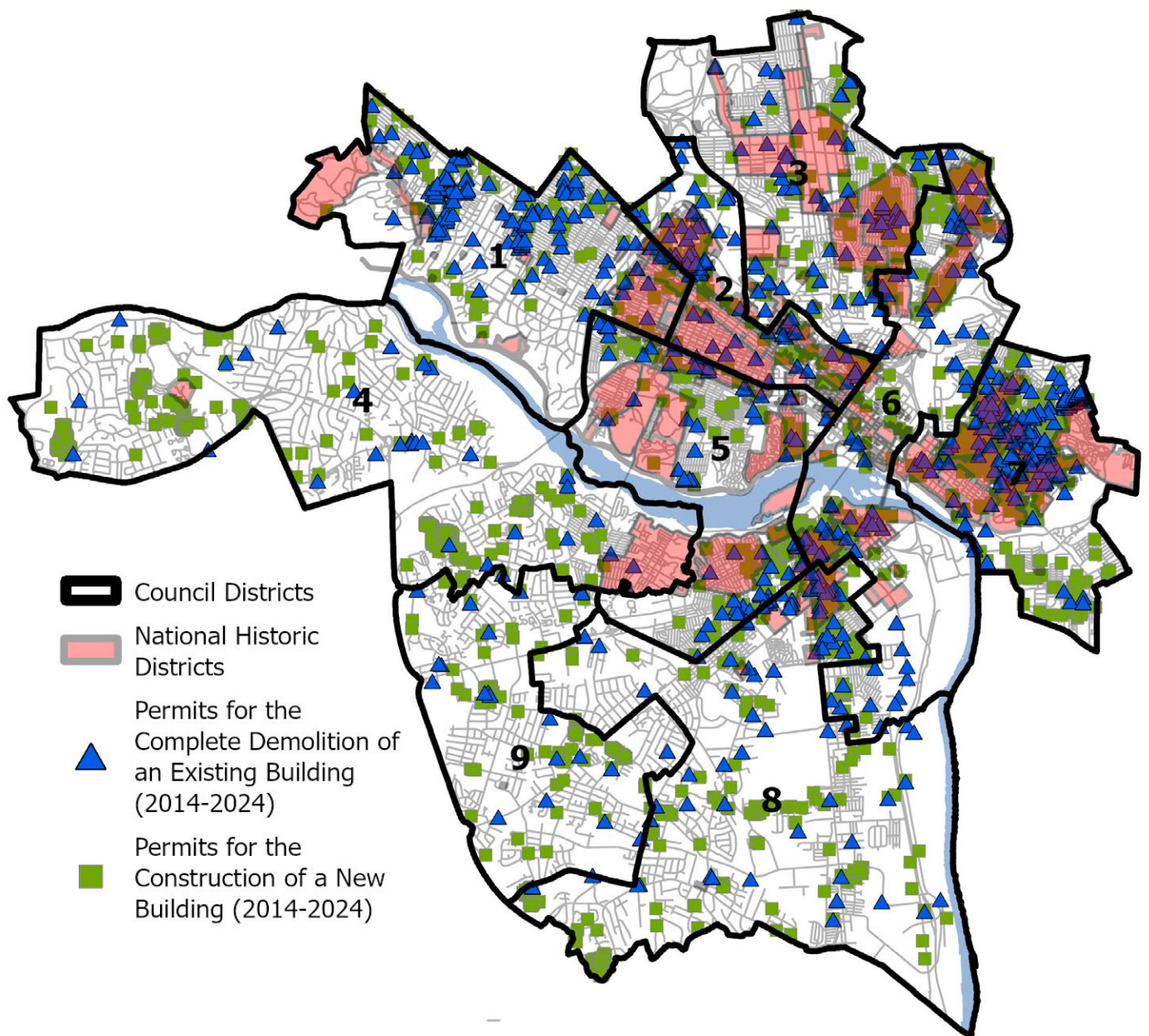
Full Scale New Construction and Wholesale Demolition Permits City-wide, 2014-2024, City of Richmond

This map shows a physical correlation between areas experiencing high levels of demolition and new construction and are in areas where the most comments were received from residents concerned about the physical transformations of their neighborhoods.

While the perception that development pressure threatens historic resources is sometimes a reality, **development and preservation often work together to mutual benefit**. For example, there is a strong and active development community in Richmond that is in the business of historic preservation and invests in and adaptively uses historic properties. With the use of preservation incentive programs such as tax credit and rehab abatement programs, vacant, dilapidated or no-longer useful buildings are put back onto the tax rolls and given new life. Strategies to increase density within the existing built environment by repurposing vacant or underutilized buildings can address housing concerns and minimize the impact of additional dwelling units.

The Cooperage, Scott's Addition Historic District, apartments.com

Richmond has the most robust use of the Virginia and Federal Historic Rehabilitation Tax Credit (HRTC) program in the state. According to a study by the VCU Center for Public Policy, published in October 2023, the Richmond Metropolitan Statistical Area (MSA), which includes the City and surrounding counties, saw $783.7 million in total rehabilitation project costs from 2015 to 2020. From 2019 to 2020, alone, the Richmond HTC investment more than doubled from $66.5 million to $141.5 million. This investment results in increased tax base for the city; new or improved housing units for residents; jobs for local construction, real estate, finance, design, and cultural resource sectors; and, supports small business development. This critical tool supports both development and housing goals.

In 2019, a study released by VCU's Center for Urban and Regional Analysis evaluating Richmond's Rehabilitation Tax Abatement Program reported that "the largest share, in terms of tax abatement value, was invested in the multi-family housing rehab or adaptive use." It was estimated that multi-family properties had received about 62% of the program's investments, or about $48.3 million. Properties that were previously declining in value "experienced a substantial increase in value after rehab." The program does not result in reduced revenue for the city; instead, assessed values remain neutral or comparable to surrounding increases. For a short period of time, the assessed value of the building does not take into account value added by the rehabilitation project. After this time, the city assessed value may increase to account for the renovations, resulting in increased revenue for the city based on the property improvements and reinvestment.

This short-term delay of increased revenue (which resulted from investment encouraged by the City program) is recouped quickly, and the City quickly benefits from increased real estate assessments and taxes, following the abatement period. For nearly four decades, the program was responsible for reinvestment and economic development in the city, serving both the development community and residents. At the same time, the 2019 report also acknowledged issues with the program, namely the investment thresholds and accessibility of the program to lower income residents or neighborhoods with lower market values.

Concerns regarding equity ultimately resulted in the discontinuation of the vast majority of the program. Stakeholder and community engagement, however, indicate that there is a desire to reimagine and reinstate a more inclusive program, perhaps using some of the recommendations outlined in the 2019 report.

Big Move 4 of the CHSP calls for reintroduction of a real estate tax abatement program with benchmarks, step increases, and decreased barriers to entry. The recommendations included in this chapter are intended to promote the program's use by a more geographic and economically diverse pool of residents, and support creation of attainable and/or affordable housing options.

Abandoned houses in Detroit, MI, Patrick Gorski/ NurPhoto

Abandoned shopping center, Baltimore, MD, Joey Hadden/Insider

Demolition by Neglect

The second most commonly cited threat to historic and cultural resources in Richmond, as reported by community members, is demolition by neglect. **This occurs when a property owner consciously allows a building to deteriorate** to the point where demolition is necessary, and may be ordered by the city building code official. This often occurs in cases of absentee property owners and when ownership cannot be confirmed such as when an heir is not designated to take care of property in an estate.

Demolition of historic properties within a historic neighborhood negatively impact the streetscape and diminish overall architectural and cultural character. Stakeholders reported that past city programs, such as the **"Demo Watch List," allowed preservation advocates an opportunity to offer the city alternative solutions to publicly-funded demolition city-wide**. Currently, demolition protections extend only to properties in the city's Old and Historic Districts. While those protections have remained limited based on the state enabling legislation for many years, in 2024, the General Assembly passed new legislation to allow for increased civil penalties for demolitions in local districts or landmarked properties.

Housing Creation and Retention

Another frequently cited threat or challenge for cultural heritage stewardship in Richmond is **rising housing costs, gentrification, and displacement**. All of these are national concerns that are in some ways related and are on the rise in urban centers across the country. The nation's urban centers also happen to be home to a large majority of historic districts in the United States. Multiple studies, however, have documented that this correlation does not indicate a causal relationship. Efforts to recognize and preserve historic neighborhoods do not always result in decreased affordability or gentrification. The nation's affordability crisis, which has impacted Richmonders as well, is caused by a number of market-driven factors. One of the factors often cited is the rising popularity of, and return to, urban centers. This is especially true for younger and aging populations who desire the walkability, character, and sense of place that historic urban cores offer.[6]

Change in median home sale price from 2009 to 2018

	Richmond	Henrico	Chesterfield	Hanover	Ashland	Region
2009	$159,000	$211,250	$215,000	$246,975	$202,000	$210,000
2018	$248,000	$255,000	$260,000	$302,125	$251,250	$261,290
% change	56%	21%	21%	22%	24%	24%

Submarket	2022 Q3 average rent	Percent change since 2020
Northside	$1,045	28%
South Richmond	$1,268	24%
East End	$1,365	14%
Downtown	$1,455	15%
West End	$1,611	18%
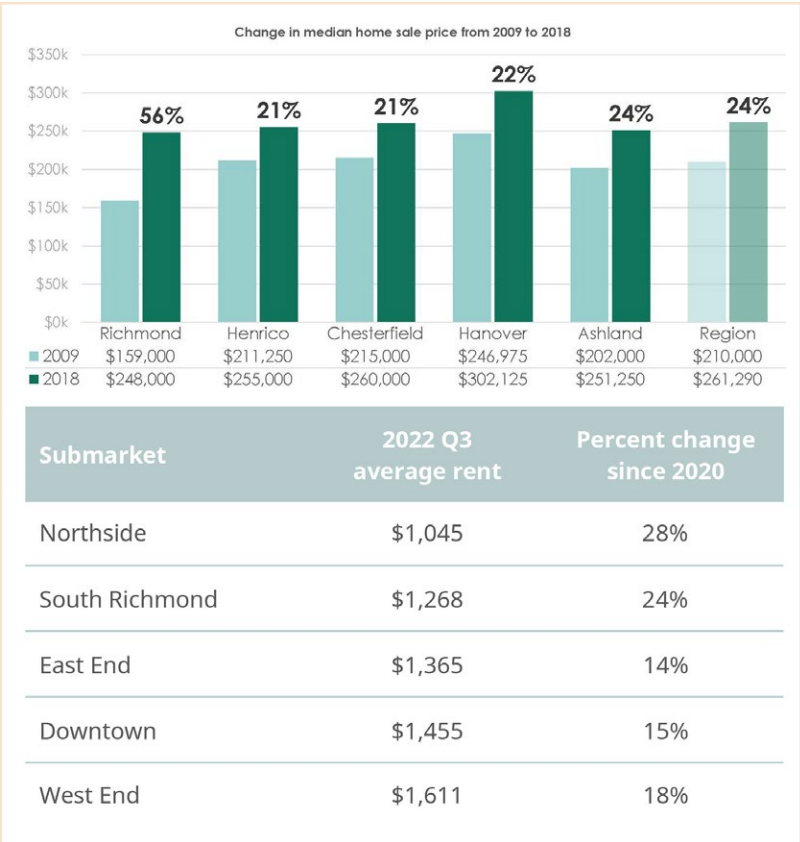
Richmond Regional Housing Framework and Redevelopment and Housing Authority Summaries

While it is beyond the purview of the CHSP to solve the complex issues leading to these threats, several of the tools in this plan can support other larger, more targeted efforts to reduce displacement and create affordable housing.

Among the most commonly reported solution to the housing affordability crisis has been to increase housing supply thereby stabilizing demand. In some neighborhoods, smaller, older and frequently more affordable housing units are demolished and multiple larger homes are constructed on the same lot in order to maximize density. Because of market factors and increased square footage, however, these new homes sell or rent for much higher prices than the original housing unit, thereby increasing housing cost for both that property as well as increasing property values in the surrounding area. Reducing the demolition and replacement of existing housing would positively impact housing and the environment. Richmond's existing building stock makes up 63% of the city's carbon footprint. Waste from demolition and construction represents the largest single waste stream. To achieve the net zero carbon emissions goal by 2050, the city must address ineffciencies in aging buildings as those efforts will both preserve Richmond's historic nature and reduce building operationsal costs well into the future. (https://aecom.com/without-limits/article/refurbishment-vs-new-build-the-carbon-and-business-case/)

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[6] A study of demographics in New York City's historic district's demonstrates where racial and economic diversity exists in designated areas. See: https://nylandmarks.org/wp-content/uploads/2022/01/June2021_NYC_Historic_Districts_Report.pdf

Large-scale infill, Philadelphia, PA, Bradley Maule

Garage to Accessory Dwelling Unit conversion, Wyatt Gordon

In addition to the economic impact of this cycle, often the new, larger dwellings and smaller lots adversely impact the historic character of the overall neighborhood.

Alternative strategies could achieve the same increase in housing units while reducing economic and neighborhood impacts. For example, there are many single-family neighborhoods with larger lots that could accommodate Accessory Dwelling Units (ADUs), or larger residences that could accommodate secondary dwelling units. Creation (or re-introduction) of secondary dwelling units can increase affordability for the property owner and also support housing demand and density goals for the city. ADUs can be designed in a manner which limits the visual impact on the streetscape through setback, and massing limitations. Conversely, there are many areas of the city where more dense development is appropriate based on the existing architectural characteristics and where envisioned by the land-use designations of Richmond 300.

Implementation of Richmond 300 recommendations in tandem with the recommendations of the CHSP can help target appropriate density strategies based on the community vision, neighborhood character, and opportunities for seamlessly increasing density.

Preservation incentives can also be used to encourage conversions which result in more housing opportunities. Mid-to-late twentieth century office buildings in downtown and surrounding areas already are or will continue to require new uses as the demand for office space declines. Similar to the approach that was taken in the past to turn industrial warehouses into apartments and condos, these office towers or parks should be evaluated and considered the next frontier for adaptive reuse projects in Richmond.

For more on the research and studies being conducted to align historic preservation best practices with the nation-wide housing crisis, calls for more affordable housing, and increased density, see the following resources:
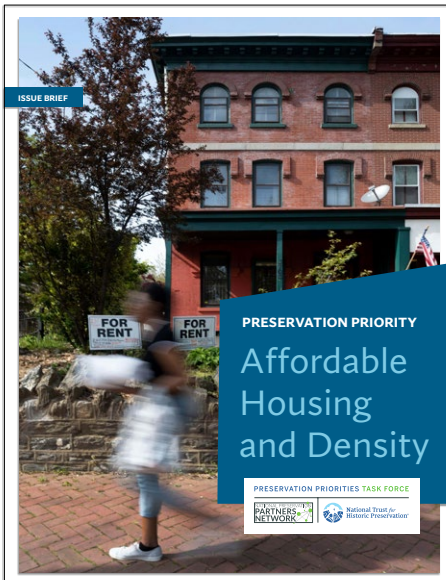
Preservation Priorities Task Force

- The Preservation Priorities Task Force: "Affordable Housing and Density"

    » Brief on Affordable Housing and Density
    » Washington, DC Case Study

- *At Home on Main Street: A Report on the State of Housing in Downtowns and Neighborhood Commercial Districts*

- National Alliance of Preservation Commissions Messaging Guide (See "Affordable Housing")

- National Trust for Historic Preservation on "Historic Preservation Advocacy to Help Overcome the Housing Crisis"

- HUD's Using Historic Preservation to Promote Affordability and Revitalization

- New York City Historic Districts: Socio-Demographic Profile and Transit Access Overview, An Examination of Demographics, Housing Values, and Transit Access in NYC Historic Districts

Disaster Planning

Finally, steps should be taken to prepare and plan for natural, climate, and manmade disasters that threaten historic and cultural resources. **Some of the risks that Richmond should be planning for include: earthquake, fire, flooding and torrential rain, wind and tornado damage, social unrest, vandalism, and violence**. For more on how these risks apply to Richmond and pre- and post-disaster planning tools, see Appendix C.

Hurricane Camille, 1969, The Library of Virginia

Chapter 5: Safeguard and Manage Change

5.2 Objectives

1. **Big Move 1: Lead by Example through the stewardship of city-owned historic and cultural resources**

   a. Develop and maintain an inventory of city-owned historic resources to include buildings, structures, sites, objects, and streetscapes

   b. Fund and perform routine maintenance on all city-owned historic resources using tools and methods appropriate for the age and materials of the resource

   c. Coordinate efforts across city departments responsible for the management of city facilities, parks, or streetscapes and PDR and authentiCITY Studio to seek CAR Certificate of Approval for alterations, site improvements, demolition, and new construction in Old and Historic Districts

   d. Require authentiCITY Studio staff review prior to issuing permits for pubilcly funded demolitions

2. **Nominate buildings and/or districts for designation under the Virginia Landmarks Register (VLR) and the National Register of Historic Places (NRHP)**

3. **Leverage Section 106 Review and compliance to strategically support community goals stated in the CHSP**

4. **Big Move 3: Implement new enabling legislation to conserve historic resources**

   a. Adopt an ordinance to provide tax incentives for the conservation and renovation of historic structures in Old and Historic Districts, as allowed in the amended Code of Virginia Sec. 15.2-2306 B

   i. Consider approaches to the tax incentive that will not encourage displacement or gentrification

   ii. Apply incentive to properties that are currently in compliance with OHD guidelines and CAR requirements

   b. Adopt an ordinance to establish a civil penalty equal to twice the market value of the demolished, razed, or moved building or structure as determined by the assessed value, as allowed by Code of Virginia Sec. 15.2-2306 F

   i. Explore whether the ordinance can legally include demolition-by-neglect cases, and if so, specify the process for issuing citations and/or civil penalties

5. **Big Move 4: Revise and reinstate a more inclusive real estate tax abatement program and evaluate tax assessment policies**

   a. Affirmatively evaluate and revise as needed existing and new City property tax assessment policies and practices to ensure that historic and cultural resources and long-term residents are not negatively impacted

   i. Conduct a study to evaluate the impact of property tax assessment policies on long-term residents and historic resources and use the data to develop policies that will discourage gentrification and displacement due to increased cost of living for long term residents

   ii. Evaluate the tax assessment practices in Strategic Growth Areas to ensure that they align with existing building stock rather than land development potential based on zoning allowances

5.2   Objectives (continued)

iii. Utilize city-wide architectural survey overlayed with assessment data to analyze and interpret potential impacts of increased assessments on historic resources and long-term residents

iv. Review and evaluate the feasibility of implementing a program like the "Philadelphia LOOP (Longtime Owner Occupants Program)" to stabilize costs for longtime or fixed income residents in neighborhoods where assessments have increased substantially and encourage advocacy for enabling legislation at the General Assembly as needed

b. Revise and reinstate a more inclusive Real Estate Tax Abatement Program for rehabbed properties to make it more accessible to lower income residents or lower cost neighborhoods while continuing to encourage investment in larger vacant or dilapidated historic properties

i. Consider a lower threshold for investment for owner-occupied residences, while retaining a higher investment threshold for commercial or industrial rehab projects

ii. Review and evaluate examples and confer with officials from other cities in Virginia such as Newport News, which requires residential users to incur costs equal to or greater than just 10% of the assessed building value prior to rehabilitation

iii. Add ownership tenure requirements for owner-occupied housing, such as a requirement to retain and reside in residential properties for 5 or more years, to discourage property flips that destabilize neighborhood affordability over time

iv. Consider adding a standard benefit for projects under a certain cost or investment threshold

v. Consider step-increases to the incentive for the creation of low-income and workforce housing with terms requiring units to remain affordable for a certain length of time no less than abatement period or lengths that extend beyond the initial abatement period to protect affordability long-term

vi. Review, consider, and coordinate with the researchers involved in the 2019 VCU program study to implement a more inclusive program

6. Refine and enhance the existing Old and Historic Districts program to include:

a. Review OHD application process and evaluate room for improvements:

i. Expand administrative review authority

ii. Reduce applicant timeline from submission to approval

iii. Diversify CAR membership criteria to include additional or different areas of expertise and/or cultural or neighborhood affiliations that represent the existing OHDs

iv. Routine maintenance for all city-owned buildings using tools and methods appropriate for the age and materials of the building using the NPS's Technical Preservation Briefs guidance

b. Review and revise CAR's Guidelines to improve the clarity and usability and regularly update the Guidelines to respond to new technologies and evolving preservation best practices

c. Evaluate the potential for and work with neighborhoods to determine the interest in expanding or reducing existing district boundaries and adding new districts as city-wide inventory is updated

d. Identify areas of the city where historic paving should be restored and/or maintained while also balancing the access needs of all users

e. Establish controls to ensure that archaeological sites and subsurface materials are properly identified, evaluated, and recovered where necessary, including proactive measures to prevent disturbance and potential destruction

f. Reduce demolitions of historical buildings by strengthening language of existing demolition regulations in Old and Historic District regulations and implementing Code of Virginia Sec. 15.2-2306 F as discussed

g. Develop stronger code enforcement tools for violations in Old and Historic Districts

7. **Develop zoning districts and tools that support, protect, and enhance neighborhood character, especially in areas that are not protected by or not interested in establishing an Old and Historic District**

a. Evaluate and expand (as desired by neighborhoods) the existing Design Overlay District in order to protect the individualized and unique character-defining aspects of historic neighborhoods such as building size, scale, and set-back, density, and open space, and reduce demolitions

b. Establish a cultural heritage district designation program to recognize neighborhoods and areas that have cultural value to the diverse communities of Richmond

   i. Identify potential cultural heritage districts and work with community members to determine the priorities and vision for each individually

   ii. Work with the community to design consistent wayfinding signage that identifies cultural heritage districts

c. Establish viewshed protections to preserve and enhance views of historic landscapes and natural features, such as the Libby Hill viewshed looking down river

   i. Use city-wide survey to identify significant viewsheds, and reconcile with Richmond 300 priority growth nodes to ensure design, height, scale, and mass compatibility of new developments

d. Establish local landmark designation option as an opt-in/development proffer

e. Create flexibility in the Zoning Ordinance to encourage the adaptive reuse of historical buildings and deter demolitions, such as allowing for compatible densities and uses in historical areas

8. **Expand and support incentive programs to encourage preservation of historic properties and assist property owners with cost-burden associated with preservation work**

a. Advocate the General Assembly to maintain the state historic rehabilitation tax credit program, and adopt new legislation that incentivizes investment in the quality and character of Richmond's neighborhoods

b. Continue, expand, and fund the existing façade improvement program to encourage preservation and restoration of historic resources

i. Incorporate review by authentiCITY Studio staff to ensure that city-funded improvements are appropriate for the historic character of the building, follow preservation best practices, and do not result in the loss of historic integrity

c. Leverage existing low-interest loan programs run by the Department of Housing and Community Development for low-to-moderate income property owners and/or tenants in need of emergency repairs, weatherization, and maintenance

d. Continue to develop pre-designed infill housing options that are compatible with neighborhood character in order to reduce cost, improve housing choices, preserve sense of place, and increase housing units and affordability

e. Continue to support existing or new land banking programs that reduce the cost burden of retaining historic properties and help long-term residents stay in or return to their neighborhoods

9. **Re-evaluate (and revise and rename as appropriate), fund, and utilize a property acquisition program similar to the Spot Blight Abatement Program designed to equitably acquire vacant, deteriorated or dilapidated properties to proactively prevent demolition and prioritize disposition to affordable housing developers or to a land bank to rehabilitate the property**

a. Utilize existing or generate new sources to offset the costs of renovation and repairs for low-income residents as a first step prior to initiating use of an acquisition program

10. **Develop a city-wide demolition review policy to ensure historically significant and designated resources are considered before demolition can proceed**

a. Utilize existing permitting process so that reviews are conducted simultaneously and are streamlined to avoid unnecessary delays for property owners

b. Encourage retention of historically significant resources through financial incentive programs

c. Provide mitigation options to property owners when demolition of historically significant resources cannot be avoided such as intensive level survey and documentation, historic structures reports, and/or archaeology

11. **Examine the climate vulnerability of historic resources and develop a Cultural Resource Hazard Mitigation Plan focused on protecting historic assets from natural and man-made disaster events**

12. **Identify partnership and funding sources for the protection, preservation, and if needed, acquisition of abandoned and neglected cemeteries, especially Black cemeteries**

13. **Return City preservation or authentiCITY Studio staffing to levels appropriate for the current and future workload, and increase as needed to achieve the goals of the CHSP**

Chapter 6
Collaborative Implementation and Prioritization

Richmond's CHSP includes a wide range of goals and recommendations designed to meet the community vision. Chapter 6 discusses the partnerships that could be formed or leveraged to efficiently and effectively implement the CHSP recommendations. This chapter also includes factors that should be considered when prioritizing implementation, funding, and staff resources.

The Art 180 Group at the Jackson Ward gateway intersection mural installation, David Parrish

6.1 Internal and External Partnerships

Many of the initiatives suggested by the community will require partnerships and may involve the city's investment in existing programs run by local organizations. Through intentional and proactive collaboration, preservation tools discussed in the CHSP can help to streamline administrative processes and maximize financial resources and staff capacity across departments and organizations.

6.1.1 Engaging **Internal Partners** in Cultural Heritage Stewardship

Cultural heritage stewardship has far-reaching benefits and involves the efforts of many different stakeholders, City departments, and local organizations. While the City's historic preservation programming is primarily administered through the authetiCITY studio within PDR, their work both supports and relies upon the work of others. Interdepartmental collaboration will result in benefits such as streamlined internal processes and interactions with the public, cost savings, cost-sharing among departments, balanced workloads, reduced policy and process conflicts, and reduction of duplicated effort.

Examples of potential benefits of interdepartmental collaboration include:	Potential Internal Partners
Streamlining Section 106 consultation and mitigation requirements	PDR DPW RRHA
Combining staffing and monetary resources on disaster planning and mitigation efforts	PDR DPW DPU EM
Using annual real estate assessment surveys across multiple departments and collaborating on the types of information collected and stored in the building inventory	PDR EM CA
Combining public meetings on related topics to reduce public engagement fatigue for staff, elected officials, and the community	All Departments: Topic Dependent

Departments	
CA	City Assessor
DED	Department of Economic Dev.
DGS	Department of General Services
DPU	Department of Public Utilities
DPW	Department of Public Works
EM	Emergency Management
OOS	Office of Sustainability
PDR	Planning and Dev. Review
PM/CE	Prop. Mgmt./Code Enforcement
RPS	Richmond Public Schools
RRHA	Rich. Redev. and Housing Auth.

6.1.2 Engaging **External Partners** in Cultural Heritage Stewardship

External partnerships will enhance implementation of the CHSP to meet the community's vision for cultural heritage stewardship. Community input revealed that many priorities are outside of the city's traditional purview but could be achieved via partnerships with external stakeholders. Therefore, collaboration with existing community organizations is critical to the success of the plan. The information outlined below defines the roles of the city and external partners, examples of potential partners, and the benefits of collaboration.

Defining Roles and Benefits of Collaboration

City Role	External Partner Role
While this plan will primarily be implemented by PDR, the City's role may also include other departments, elected, or appointed officials. The City, as a public agency, is responsible for providing public services. The City is also capable of serving as a convener and facilitator. As a non-profit and governing body, it does have limitations of authority, financial capacity, and manpower. Additionally, because Virginia is a Dillon Rule state, Richmond's legislative authority is limited by state enabling legislation that dictates what a municipality can and cannot do. **PDR is primarily responsible for the building environment and natural landscapes of the City.** **Where community goals extend beyond the capacity and limitations of PDR, it will be important to develop partnerships with existing organizations in the City with aligned missions and related programs, capacity, and resources.** It is the responsibility of the City to identify and work with external partners where appropriate. Sometimes partnership may look like a joint effort to complete a project, in other instances, it may be through grant-making, for example.	External partners have been involved since the inception of this project, and have for generations had a **leading role in cultural heritage stewardship in Richmond**. Therefore, partnerships are critical to the plan's successful implementation. While the City is responsible for identifying partners that can help with implementation of this plan, external organizations may also at times approach the City with shared goals. Through existing or new programs, events, or outreach, external partners can facilitate and implement the objectives of this plan. This may include **convening community members, providing information about planning tools, conducting oral history interviews, identifying sites of cultural heritage, and/or sharing information about the City's cultural heritage stewardship programs through existing networks.**

DesignRVA event, Storefront for Community Design

Examples of potential external partners

Richmond is well-supported by cultural organizations and institutions as well as business and neighborhood associations with goals and missions that complement this plan. The list to the right includes a selection of potential external partner organizations, many of which participated in development of the CHSP. Additional potential partners identified through the creation of this plan are listed in Appendix D. Neither this list nor the appendix is intended to be all-encompassing; there may be other organizations or new organizations that develop after plan adoption that can play an important role as an external partner.

Kasama Collective,
Nicolas Galindo, Times-Dispatch

Virginia Museum of History and Culture,
Richmond Region Tourism

Potential External Partners

Black History Museum and Cultural Center of Virginia

Black Restaurant Experience

Civic Associations

Descendants Council of Greater Richmond

Diversity Richmond

Elegba Folklore Society

For Richmond

Kasama Collective

Historic Richmond

Home Building Association of Richmond

Jewish Museum and Cultural Center

JXN Project

Library of Virginia

Maggie Walker Land Trust

Richmond Association of REALTORS®

Richmond Indigenous Society

Shockoe Partnership

Storefront for Community Design for Richmond

Virginia Interfaith Center for Public Policy

Venture Richmond

Virginia Museum of History and Culture

Visit Richmond

Chapter 6: Collaborative Implementation & Prioritization

6.2 Prioritization Factors

Prioritizing the recommendations of the CHSP and deciding how and when to allocate resources to a project is a complex process. The factors below consider both community input as well as professional best practices, and current statewide and national initiatives. The factors and questions below are designed to assist the community with both the implementation of the CHSP recommendations and guide response to emergencies as they arise.

A series of critical questions to ask when making decisions about resource allocation informs each of the prioritization factors. The context that follows addresses how to think about and answer the questions.

6.2.1 Threats to Resources (such as Development Pressure, Neglect, Demolition, Climate, and Natural or Manmade Disaster)

Do any imminent threats exist that endanger the resource?

Is the resource at risk in the foreseeable future?

How can a potential action help plan for natural or man-made disaster in the future?

Is the threatened resource of sufficient value and importance to devote capacity to saving it, or is it an acceptable outcome to allow for its loss?

If the resource is going to be lost, are there documentation efforts that would be beneficial to the community and its historical record?

HIstoric Ambassador Hotel fire Dallas, TX, Tom Fox

Consideration of threats to resources is critical when determining funding and staffing priorities. Once a resource is lost, it cannot be replaced. Some threats to resources require reactive and prompt attention such as a new development or demolition threat that arises unexpectedly. Other threats such as disaster planning can be addressed proactively through initiatives such as the development of a Cultural Resources Hazard Mitigation Plan.

6.2.1   Threats to Resources (continued)

According to community input as well as City permit data, the current development and growth pressures in Richmond threaten loss of not only individual historic resources, but the physical character of Richmond's older neighborhoods. Properties that are vacant, neglected, or in otherwise poor condition also face demolition risk. Given the urgency of an imminent loss, level of effort required to advocate against demolition, and the time, money, and planning that goes into the development process, historic resources caught in these situations often must become an immediate priority, requiring reactive effort, or are permanently lost.

Flooded neighborhood, Richmond Deptartment of Public Utilities

While floods have always been a threat for properties in certain areas of the country, the risk of riverine and storm related flooding in Richmond has increased dramatically in recent years due to climate change. Aging infrastructure can also threaten historic resources when it is unable to keep up with inundation, leading to flooding in low-lying areas such as Shockoe Bottom or areas with older stormwater management facilities. Levee and dam failure may also be a factor for consideration in Richmond.

Richmond floodwall closing, WRIC

6.2.2 Resource Rarity

Is the resource a rare example of its type or a history that has otherwise been lost?

Many historic resources represent common architectural types such as Cape Cods, rowhouses, or warehouses or are associated with historic contexts that are well-represented such as the industrialization of Richmond. However, selective survey work and community engagement may identify rare resource types (either because many of them have been lost, or few ever existed).

The Rice House, Ansel Olson

It is important to consider intensive-level survey and documentation of rare extant resources, especially those at risk for demolition, redevelopment, or considerable alterations. Rarity of resource type can also be an effective argument for listing historic resources in the VLR and NRHP, which could incentivize the reuse and rehabilitation of a vacant building through financial incentives or bring greater awareness to the community about an important history that is rarely highlighted.

6.2.3 Financial Hardship

Is the intrinsic value of the resource greater than the monetary or redevelopment value, thus creating financial challenges justifying stewardship?

Is the resource owned by a non-profit?

Is the resource located in a low-to-moderate-income (LMI) neighborhood, or owned by a LMI household?

Are other sources of funding available for the project?

Is a grant available that requires matching funds?

6.2.3 Financial Hardship (continued)

Community input has demonstrated consensus around two key factors when considering the financial burden of cultural heritage stewardship:

1. **City-funded work should consider community impact over cost when prioritizing annual projects and budget**

2. **There is a clear need for preservation tools that do not overly cost-burden property owners, small businesses, and or renters**

Therefore, in order to prioritize effectively, the CSHP makes implementation recommendations that take financial hardship into account. Additionally, this framework promotes equitable decisions and policy-making when unanticipated needs or challenges arise after this plan is adopted.

While some property owners, businesses, and developers may be able to fund preservation work, architectural or archaeological survey, or NRHP Nominations, for example, not all property owners can carry this type of cost burden. Based on community input, the City should invest its financial resources in communities that have the most need, and projects that would result in the largest community impact.

The type of community impact will vary from project to project. For example, an historic district nomination for an underrepresented community in Richmond would benefit all properties owners within the boundaries of the neighborhood through recognition and financial incentives, as well as the larger community that will gain a better understanding of the city's history. Grants and low-interest loans for low-income property owners to repair or maintain their historic properties may seem to solely benefit the individual property owner, however, the improvement can impact the overall quality of the streetscape or neighborhood and increase property values for neighboring properties. While smaller in scale and cost, the placement of a historical marker that raises awareness about Richmond history can have far reaching community and tourism benefits.

6.2.4 Association with underrepresented or underserved communities

Is the resource associated with underserved or marginalized communities in Richmond?

Is the project associated with an intangible or lost resource important to the cultural memory of a place, people or time?

Does the initiative have a reparative/restorative justice component?

The community has also placed emphasis on prioritizing stewardship of cultural resources historically associated with underserved communities or marginalized communities in Richmond. Recently, the National Park Service established a priority to diversify nominations to the National Register

of Historic Places (NRHP). This may include a variety of project types focused on the history of minority communities that are not well documented within the NRHP. The Virginia Department of Historic Resources has also prioritized increasing the inclusiveness of its programs. As a result, both NPS and DHR have increased funding available for survey, planning, and documentation initiatives, as well as capital projects that serve underrepresented communities.

Burying Ground Memorial, University of Richmond

6.2.5 Historic age/era and integrity

Is the resource associated with a historic period of development – colonial era, industrial revolution, mid-century modern?

Does the resource have a high architectural or artistic value?

Does the resource retain a high degree of integrity associated with its significance?

When evaluating historic resources for their potential eligibility for the VLR and NRHP, it is critical to analyze both significance and integrity. While significance is fairly self-explanatory, the Seven Aspects of Integrity, listed on the following page, are far more complex.

Seven Aspects of Integrity

1. **Location**

2. **Setting**

3. **Design**

4. **Materials**

5. **Workmanship**

6. **Feeling**

7. **Association**

The Seven Aspects of Integrity are tied to the resource's physical features and attributes which convey its historic significance, rather than its current condition. For example, a building in pristine physical condition, but which has lost a significant portion of its historic materials or design may not retain historic integrity; while a building in poor physical condition, but which retains many of its historic features may have a high degree of historic integrity. Additionally, not all seven aspects of integrity are required to achieve eligibility for listing in the VLR and NRHP. The level of integrity plays an important role in deciding which resources to prioritize for VLR and NRHP consideration. Reconnaissance-level survey can help determine integrity and support prioritization of future work such as PIFs and VLR and NRHP nominations.

Markel Building, Marissa Hermanson

Belgian Building, Calder Loth

Chapter 6: Collaborative Implementation & Prioritization

Appendices

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Appendix A: Community Engagement

Appendix A summarizes the community input received to develop this plan, including methods of engagement and audiences reached. Through the various engagement opportunities discussed below, Richmonders' vision for cultural heritage stewardship was established. Appendix A also includes a copy of the Community Advisory Committee Application, Phase 1 Stakeholder Interview Analysis, and the Community Input Survey Analysis and Results (interim deliverables of Phase 2).

Community Advisory Committee

At the outset of the project, PDR established an Advisory Committee (AC) composed of representatives of various city boards and commissions as well as preservation, cultural resource, urban planning professionals, and citizens with an interest in historic and cultural resources. The goal of this committee was to provide preliminary input on the trends and challenges, plan development, and the public outreach plan. At the conclusion of its work, the AC was expanded with additional citizens/community representatives to reflect a broad and diverse constituency. Renamed the Community Advisory Committee (CAC), additional members were sought based on the feedback received during the phase 1 stakeholder interviews. All of the stakeholders interviewed during Phase 1 were invited to apply for the CAC and were asked to share the opportunity with their networks. This group included all members of the City Planning Commission, City Council, and council liaisons. CPG and the PDR also analyzed the demographics of the community survey respondents and requested that council liaisons assist in identifying individuals in the districts where gaps were noted. This process allowed for efficient, timely, and effective methods of soliciting interest in the CAC, while also increasing the demographic and geographic diversity of the group.

All applications were accepted from November to December 2023. In early January 2024, PDR and DHR reviewed the applications and selected the CAC members. By February 2024, the CAC was seated and relaunched with the first virtual meeting. During Phase 2, the CAC provided input and direction on public outreach and engagement strategies, assisted with outreach for the winter public engagement, offered comment on the plan's development at various draft stages. The CAC served in an advisory capacity to project staff of CPG, PDR, and DHR, but was not an official commission of the city. The advisory committee recruitment process and application is located in Appendix A.

Stakeholder Engagement

The initial project design called for one round of stakeholder interviews at the start of the project, followed by a community-wide survey, and community-wide engagement events. Additionally, an advisory committee was appointed to oversee the project.

Based on the initial stakeholder engagement, which is discussed in more detail below, CPG worked closely with the project funders to redirect the Phase 1 budget and deliverables to better align with the community input received in the first round of interviews. This resulted in additional stakeholder interviews and listening sessions, and expanded community engagement recommendations for Phase 2 including the

expansion of the Community Advisory Committee, hybrid public meeting options, several interactive open house sessions, and opportunities for youth participation. Each community engagement strategy that informed this CSHP is described in the subsections that follow.

Internal Stakeholders

At the beginning of Phase 1 (February 2023), the PDR staff organized three days of stakeholder interviews which included both internal and external stakeholders. Interviews were conducted by CPG staff so that anonymity could be preserved and interviewees were encouraged to be open and honest with their responses. Interviews were held in-person in a private meeting room in City Hall; a few virtual interviews were conducted at the request of the interviewee. The initial group of interviewees, who are referred to in this plan as "Internal Stakeholders" or "Round 1," primarily consisted of City of Richmond elected and appointed officials, and City staff. All members of City Council and their liaisons were invited to participate in the interviews, as well as members of the Planning Commission and the Commission of Architectural Review. Staff interviewed represented a range of areas of specialties, including planning, preservation, and building codes. The staff-appointed Advisory Committee members who are local preservation, planning, or cultural resources professionals were also interviewed during Round 1. A total of 28 individuals were interviewed over a three-day period. Because of the overwhelmingly positive response to interview participation, all interview slots were filled by these individuals.

The purpose of the Internal Stakeholder interviews was to get a better understanding of the existing trends and challenges from the perspective of "City Hall" and from local preservation professionals. The key takeaways from Round 1 interviews are described below in section 2.1.3 and in detail in Appendix A. Out of Round 1 the need to expand the interview portion of the project scope emerged as a critical outcome. Therefore, CPG worked closely with the PDR and DHR to develop a "_Pivot Proposal" that reprogrammed that time for expanded interviews with community members, and delayed content development until Phase 2 of the project.

External Stakeholders

External Stakeholders, or Round 2 interviewees, included community residents and leaders, various community-based organizational leadership, church officials, design and development professionals, and cultural resource advocates. After a plan to restructure Phase 1 to focus on expanded stakeholder interviews was approved by PDR and DHR, CPG began a robust engagement process that involved cold calling and emailing contacts that had been shared with the team during Round 1 interviews. Through this process, CPG was able to schedule 20 additional interviews which occurred between May to July of 2023. Many of these interviews were conducted in person at locations convenient for interviewees – sometimes even in their living rooms or housing complex community room. These interviewees represented diverse perspectives in age, race, socioeconomic status, profession, and neighborhoods. Through these interviews, CPG collected valuable insight for the project goals, future community engagement strategies, as well as additional names for potential interviews. Through this person-to-person engagement strategy, CPG was able to build relationships with community

members who have continued to follow, provide input, and share the project with their networks and communities. Some of these individuals applied and were selected to be Community Advisory Committee members.

Stakeholder Engagement Outcomes and Phase 1 Deliverables

During Phase 1 of this project, two rounds of stakeholder interviews, consisting of 48 individual or small group interviews, were completed. Round 1 was characterized by internal stakeholders including City leadership and staff as well as advisory committee members who shared information on current preservation processes and policies. During this round of stakeholder engagement, CPG received recommendations for external stakeholders such as community leaders without direct ties to the city government. These individuals provided a perspective that was necessary to improve CPG's understanding of the city's history and vision. These individuals made up Round 2, or external stakeholder interviewees.

Following the stakeholder interviews conducted with City staff and community leaders, CPG developed a series of recommendations for community engagement to be completed during Phase 2 of the project.

Phase 1 deliverables were developed based on the stakeholder input completed throughout this phase, and included:

- **Executive Summary of Phase 1 providing an overview of the project background, methods, and findings of the project to date (pg 84)**;

- Annotated, preliminary outline of the CHSP;

- **Summary and analysis of the Phase 1 stakeholder interviews (pg 88);**

- **Public Input Results (pg 95)**;

- Phase 2 Community Engagement Recommendations;

- **Public Input Analysis (pg 143)**; and

- **Community Advisory Committee Application Form (pg 163)**.

Phase 2 Kickoff Meetings and Initial
Community Engagement Sessions

In October and November 2023, CPG and PDR staff conducted several public meetings, as well as presentations to the City Chief Administrative Officers and City Planning Commission. The purpose of the community meetings was to introduce the larger community to the project, its purpose, and begin to answer questions and gather information. Based on feedback from stakeholder interviews, a variety of engagement options were planned to include both in-person meetings as well as virtual or hybrid meetings. At the request of Council Members for Districts 2 and 5, CPG and PDR staff also presented on the CHSP at a joint community meeting in November. Below is a summary of these meetings:

Community Kickoff Meetings –
October 16 and 18, 2023

CPG and Staff presented information on the project background and work completed since January 2023, summarized the findings of Phase 1, and recommendations for Phase 2. These meetings were advertised on the City's website, shared with all stakeholder interviewees via email, and through Historic Richmond's networks. Additionally, PDR staff send emails on October 10 and 13, 2023 to all registered Richmond300 emails (4,822 recipients for each email). News outlets and professional business newsletters wrote short news articles on the upcoming meetings. The first of these two meetings was held in the evening at the Richmond Main Public Library, with a hybrid option for both in-person and virtual attendance. Approximately 60 people were in attendance either in person or online. Questions and conversations emerged around several topics such as demolition of historic buildings, oral history interviews, African American cemeteries, identification and recognition of lost community resources, especially those associated with African American history, and the place of archaeology in the plan. The second community meeting was held virtually at noon in order to provide a different day, time, and platform to reach various audiences, which was a common recommendation from stakeholder interviews. This meeting had about 40 attendees. Though virtual, the attendees participated in engaging conversations, asked questions, and offered helpful insights. Similar to the first community meeting, common themes that were addressed by attendees included historic building demolition and lost community resources associated with underrepresented communities. The second community meeting attendees also discussed concerns about development and density pressure, housing affordability, and a need for stronger enforcement of regulations. A link to the online community survey was shared during both meetings, and all were invited to participate and share it within their networks.

Joint Meeting of 2nd and 5th Council Districts –
November 15, 2023

At the request of City Council members for the 2nd and 5th District, CPG and PDR staff presented an update, with similar content that was shared during the October Community Kickoffs. Approximately 75 people attended the meeting, and 100 more have viewed a recording of the meeting that was posted online. Staff answered questions, facilitated discussion about the community's goals, and share information about the

community survey. Additionally, while the community survey was set to close on November 15, 2023, the survey period was extended to November 20, 2023 in order to allow for additional input.

Public Opinion Survey

During Phase 2 of the project, an online, public opinion survey was conducted to gather input on the community's visions, goals, and priorities for the CHSP. The questionnaire focused on topics that aligned with the themes most often discussed during the Phase 1 internal and external stakeholder interviews in order to gather input on these topics from a larger audience. Questions were developed through a collaborative process with CPG, City Staff, the Historic Richmond Foundation. Esri's Survey123 platform was used to create the online survey, and the link to the survey was made available on the City's website, emailed to approximately 4,822 people who subscribed to the Richmond300 listserv, and was also distributed during public meetings and engagement events in October and November 2023. The survey was linked in six of the Richmond 300 emails, and five of those were exclusively focused on the CHSP. The reminder email sent on November 2, 2023 had a total of 2,422 opens and 213 clicks.

The CHSP Public Input Survey was open and available online to the public from October 16 until November 20, 2023. A total of 409 participants submitted survey responses; however, since no questions were "required," some questions were skipped by participants. Most of the participants in the survey identified interest in history and/or enjoy visiting historic places. Many live in old houses and/or live or work in an historic neighborhood. All participants have a direct or frequent relationship with Richmond, with the majority (70%) being long-term residents of Richmond, and most indicating that they live in a Richmond neighborhood. There were, however, a number of respondents living in the counties that compose the Greater Richmond Area, specifically Henrico, Chesterfield, and Hanover (in that order of frequency). Most of the survey respondents were 51 years or older, and the majority of respondents who responded to the question identified as female (59.61%). 76.35% of survey participants identified as White or Caucasian and only 6.90% identified as Black or African American, despite U.S. Census Bureau data accounting for an almost equal split of White or Caucasian and Black or African American residents in the city (44.6% and 44%, respectively). The responses to the survey demographics highlighted an obvious gap in participation amongst the city's residents; however, key takeaways from the survey results still provided insight that helped guide the creation of the CHSP.

Key Takeaways from Public Opinion Survey

- Many mid-20th-century and "less traditional" historic resources were identified as worth saving. This included resources more closely tied to culture and parks/open space, which were both priorities in other areas of the survey.

- Historic and cultural resources bring people to Richmond, but development and density pressures are also the biggest perceived threat. Participants indicated that historic and cultural resources are important to Richmond tourism, growth, and economic development, suggesting that Richmonders view historic and cultural resources as an existing/potential asset and reason people come to the city. However,

the resulting development and density pressures that occur as a result of growth were also identified as the largest perceived threat to Richmond's historic and cultural resources.

- Housing affordability has a complex relationship with historic preservation. While a large percentage of respondents indicated that preservation assists in providing new or retaining existing affordable housing options, overall responses varied. 18% of respondents selected "other," providing answers categorized into a range of themes that indicated the complexity of the relationship between housing costs and historic preservation.

- Cultural value is the most important factor in determining funding priorities for historic and cultural resources, followed by threats to resources, association with marginalized groups, and economic benefits.

- High priority places included designated historic landmarks and districts, places associated with underrepresented groups, and historic neighborhoods.

- High priority initiatives included incentive programs for property owners and new or expanded zoning tools for neighborhoods.

Despite demographic gaps in survey participation, responses generally reflected the responses heard in the stakeholder interviews. This included the focus on and importance of the city's character and culture, identification of development pressures as the greatest perceived threat to historic resources, importance of protections for community character that are not cost-prohibitive, and acknowledging the complex relationship between housing affordability, growth, and preservation. These recurrent themes, as well as the gaps in participation, informed the development of the CHSP.

Open Houses

To allow for more interactive one-on-one and group engagement, the project team conducted two open houses on February 28, 2024. The first open house took place 11am-1pm at the Richmond Main Library. This centralized location was accessible by public transportation, had easy access to parking, and is walkable to downtown offices and neighborhoods. This event targeted Richmonders who work or live in the area and could attend during their lunch breaks. This event was also located in a geographic area of the city where there had previously been relatively high participation. The goal was to gain feedback from those who were both new to the process and who had engaged previously to make sure the plan development was aligned with community input.

One of the goals of identifying locations for the two community centers was to reach communities not previously engaged in the project and to increase engagement and input in neighborhoods with a higher population of Black residents to fill in gaps in the online survey participation. Therefore, the second open house was held from 5-7pm at the Hickory Hill Community Center. This location was selected to engage with community members in Richmond's southside where there had been lower levels of previous engagement with the plan as evidenced by the community survey demographic data. Additionally, the Hickory Hill

Community Center is located in a district with a higher Black population.
The open houses were advertised throughout February 2024. CPG shared an event flyer with their contact list consisting of 92 individuals, the CHSP Advisory Committee, Ross Cutrow from Good Morning RVA, as well as youth-focused organizations in Richmond. Those organizations included NextUp, Virginia's Youth in Action, Children's Museum in Richmond, Mary and Frances Youth Center, and Challenge Discovery Projects. City staff shared the event information with their Richmond300 email list consisting of 4,822 people, and Historic Richmond shared information about the two events through their networks as well.

The open houses were drop-in style. There were six stations, each consisting of a question or activity. Participants were instructed to visit the stations that resonated with them or to work their way around the room. Participants could come and go as they please, and actively engage and participate as much or as little as they wanted. The activity prompts are listed below.

Richmond Main Library, Wyatt Gordon

- Map and Question- What places in Richmond are meaningful or important to you?

- Barriers Question- What do you think has prevented historical resources from being honored or protected? Particularly the histories that are meaningful to you.

- Inclusion Question- How would you like your family's, neighborhood's, and community's history to be told, honored, and protected?

- Youth Activities and Question- How do we engage youth effectively?

  » One of these stations has activities for young people including coloring pages, a sensory board on historic building materials, and an oral history activity

Open House at Hickory Hill Community Center, CPG

These questions and activities were designed to elicit feedback from community members while also

encouraging engagement with the project team. The open houses also served as a tool to broaden the reach of engagement with the project through location selection, time of the events, and content/options for engaging at the events. Various options were available to accommodate the differing capacity, time, engagement, and learning styles of community members. Creating this touch point with the community gave PDR staff, the CAC, and CPG an opportunity to strengthen or develop new relationships with the community.

Key Takeaways:

- The importance of inclusive practices such as expanding the range of historic preservation efforts into areas such as oral history and archeology.

- A desire to address exclusionary policies, development activities and initiatives that resulted in gentrification, and to recognize the histories and sites of historically marginalized communities, particularly Black history in Richmond.

- A need to engage with Indigenous and Jewish community groups.

- Partnership and community involvement in CHSP implementation, and the benefits of collaborating with local organizations and universities.

- Strategies to preserve buildings and spaces including strengthened demolition protections and zoning updates

- Development pressure and the challenges it has created for historic resources.

Participants were encouraged to sign-in when entering the open houses, and fifty-two people adhered to this request. The demographic information of these participants can

Race: 39/52 attendees indicated their race

- 7/39 indicated they were Black or African American

- 2/39 were Asian

- 2/39 were Black and White, and

- 28/39 were White or Caucasian

Age: 51/52 indicated their age range

- 1 was 18-24

- 13/52 were between 25-39 years old

- 14 were between 40-60

- 20 were 61-75

- 2 were 76+

Time living in Richmond

- Ranged from .5 years to 80 years

Familiarity with the project

- 10 people indicated that they were not familiar with the project.

Project Goals and Prioritization

Goal Area 1.   Identify and Recognize:
What do you want to see identified and recognized in the plan?

Goal Area 2.   Conserve and Manage:
What policies or practices are important to protect your community's history and cultural resources?

Goal Area 3.   Engage and Educate:
What types of engagement and/or educational activities/ programs would you like to see recommended in the plan?

Goal Area 4.   Streamline Process and Maximize Resources:
How should the City prioritize its resources (staff/funds)when implementing this plan?
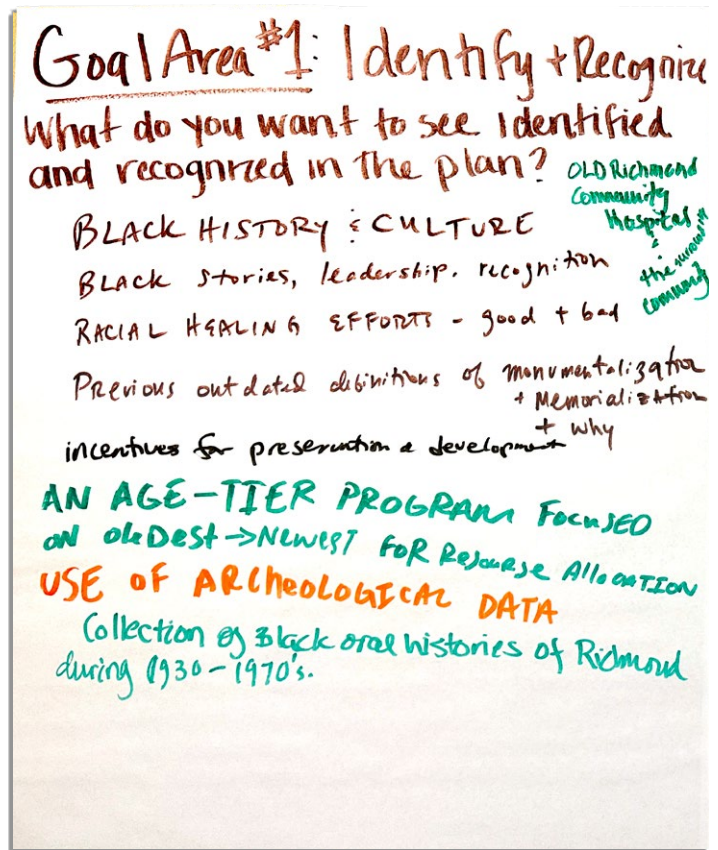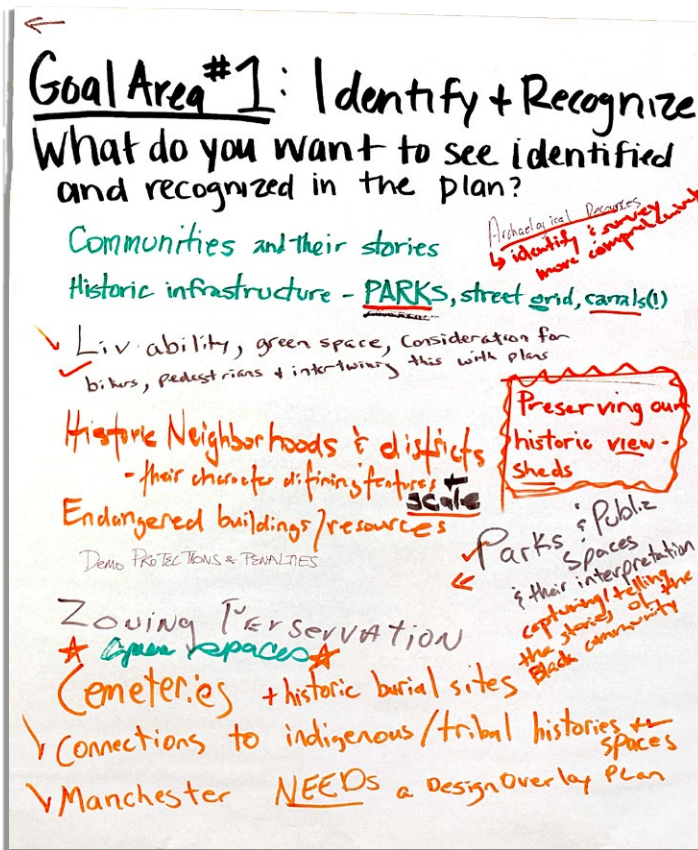
Public input responses provided during open houses.

Goal Area #2: Safeguard + Manage

What policies or practices are important to protect your community's history and cultural resources?

Ø demolition
• rehabilitation

AAMD COLLECTION MANAGEMENT FOR ART COLLECTION

Address neglected/abandoned vacant building
• adaptive reuse

Don't demolish and get nothing in its place.
assess property @ sale price — not reassess every year — makes living here more expensive + promotes inflation

Allow incremental redev and infill at higher density.

✓ City/planning commission to do density w/ responsibility as to what this beautiful city should look like for the future. We can't lose our soul to the desire of density with no real focus on keeping Community

Agree, very important

Historic Tax Credits · preservation districts/incentives
Landmarks ordinance and Board independent of Planning Commission clear controls and incentives policies

✓ Preservation through Zoning
Agree! Preservation through Zoning!
only works if zonings plans are more important than politics

✓ Proper city maintenance of fragile cemeteries/sites
6. and other archaeological sites

Balance preservation & growth/development

Historic tax credits

Design standards for neighborhoods

Rein in the BZA

A LEGAL REVIEW PROCESS IN PLANNING STAGES REQUIRING AN ASSESSMENT OF HISTORICAL/CULTURAL SIGNIFICANCE OF ASSETS THAT MIGHT BE DEMOLISHED. KIND OF WHAT IS REQUIRED ON THE ENVIRONMENTAL SIDE VIA NEPA.

• Create an outline that mentions where historic sites were/are so informational resources such as tours can be consist have consistent & comprehensive information

Goal Area #3: Engage & Educate

What types of engagement and/or educational activities/programs would you like to see recommended in the plan?

Community engagement in creating historical/cultural exhibits relative to specific blocks/communities

More Social Media, Flyers, Kiosk out front (that actually works) for community centers. Be more welcoming to residents & visitors of the centers.

Teach Richmond history to students (it used to be taught in the 3rd grade)

Social Media bot w/ opportunities for IRL meet ups maybe even walking tours

Environmental based + Sustainability encouraging activities

public school visits/ programming to local archives and places of public memory
• Add curriculum to Public Schools that teach on African American History
• Create a school named after Spottswood Robinson that is dedicated to teaching social Justice and Law.
• Have meaningful Education courses that can provide a certificate or credits in History will

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Goal Area #4: Streamline Processes and Maximize Resources

How should the City prioritize its resources (funding, staff time) when implementing this plan?

✳ Make preservation guidelines easier to understand
✳ Winnow requirements to get at priorities that preserve historic resources/materials

↳ establishing development templates/pre-approved designs for historic housing in districts could streamline development in these areas

✓ PRESERVATION & DEMO PROTECTION IN ZONING

Who should we include as potential external partners?
all educational institutions Library of Virginia (LVA)

Developers, Real estate, contractors, architects
Historic Richmond Foundation
↳ Parks & recreation
Dept of Public Utilities for infrastructure
Need traffic studies for development
Local civic associations
Virginia Union University (VUU)
Neighborhood Associations

NATIONAL & LOCAL FOUNDATIONS VCU
Urban Forestry & Richmond Tree Stewards

✓ Green Infrastructure Collaborative
TOM LEVEILLE
& local indigenous communities

Slave trail commission
JRPS education team
MUTUAL AID groups
GOLD LION CAFE - for comm. events + more

Developers
Elegba Folklore Society
Mellon Foundation
Ford Foundation
ZENA HOWARD
Perkins & Will

Public input responses provided during open houses.

be found below.
Ongoing Community Engagement Meetings and Presentations to City Planning Commission

CPG and PDR staff conducted public meetings and presentations throughout the duration of the project, primarily at key milestones in the plan development process. At each stage of content development, draft documents were added to the City's website, and made available for public comment. Document availability was advertised through email, newsletters, and other media sources. In addition to written comments, the public was invited to participate in virtual meetings that provided an update on the project status, guided them through the documents, and offered an opportunity to provide feedback and ask questions. A summary of each of these meetings is included below.

On *February 5, 2024*, Commonwealth Preservation Group and Richmond City Staff held a virtual public meeting where community members could learn about the results of the Public Survey, share their thoughts on the process, and receive updates on upcoming public engagement efforts.

On *March 19, 2024*, CPG made three separate presentations to the, Chief Administrative Officers, City Planning Commission and the Home Builders Association. This includes real estate developers, contractors, real estate agents, and individuals who build residential apartments. Commonwealth Preservation Group presented to the City Planning Commission in order to inform the development Community about the CHSP, address worries and misconceptions about the project, and connect with this population. There are various community groups and entities with vastly different perspectives and needs. Interacting with a broad range of people results in a comprehensive Preservation Plan that recognizes the tension between development, housing affordability, and preservation of historic buildings and sites. Participants expressed curiosity and worry about how they would be restricted by the CHSP. They also discussed the challenges around land value and tax assessments that are based on development potential of the base zoning for a particular property or area. These individuals indicated that in some areas, such as strategic growth areas or transportation corridors, the assessed value of land exceeds that of the building because it is based on the potential for a taller building with higher capacity for development. This results in the devaluation of the property and an increased incentive to demolish the property to build a larger building with more income potential to cover the added tax costs. This can also price longstanding businesses, renters, and average property owners out of their neighborhoods and displace those who are not able to afford rising rents and property taxes.

On *March 21,* City staff presented at the 9th District monthly meeting, introduced the plan, solicited community input, handed out copies of the draft plan, one-page flier, and business cards to about 25 people in attendance.

On *July 18*, CPG met with members of the Shockoe Partnership who represented members of the development community with interest in historic preservation. The group emphasized their concerns and comments regarding Draft 1 of the document. Additionally, they expressed their interest in making new or bringing back incentive programs that worked for economic development and reinvestment in historic properties, and echoed similar concerns about land tax assessments that were heard at the Home Builders Association meeting. Lastly, they sought to emphasize the role that development can have in achieving historic preservation, and to revise the Draft 1 language to de-emphasize the perspective that development is the enemy of preservation.

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Richmond Cultural Resources Management Plan

Project Background

Commonwealth Preservation Group (CPG) was hired by the Virginia Department of Historic Resources (VDHR) and the City of Richmond (the City), in partnership with Historic Richmond Foundation (HRF), to complete Phase 1 of the Richmond Cultural Resources Management Plan (CRMP). According to VDHR, roughly 81% of the City's buildings are over 50 years old, and approximately 22,000 are listed in the Virginia Landmarks Register and/or the National Register of Historic Places. These statistics do not include the City's many below-ground resources, culturally important sites, places, objects or works of art, intangible cultural heritage, and places that have been lost over time. Despite the vast number of historic and cultural resources in Richmond, the City has never had a city-wide comprehensive plan or process for identifying, evaluating, and protecting these community assets. Therefore, in alignment with the goals set forth in Richmond 300: A Guide for Growth, the City aims to develop a city-wide CRMP to enhance the City's existing policies, ordinances, and programs; design practical strategies and achievable goals; and, acknowledge the role historic preservation currently plays and will continue to play in shaping the city's urban form and character. The CRMP will place emphasis on equity and inclusion, identifying and honoring historic places associated with historically underrepresented communities, and re-framing historic preservation practices and policies to serve all residents.

Phase 1 Research & Stakeholder Engagment

At the outset of Phase I, CPG conducted preliminary research to gain a better understanding of the current documentation, conditions, policies, and planning efforts within the City. This research included a review of DHR archival materials, past surveys, and an overview of mapping within the state database. This preliminary research also involved a review of existing planning documents such as the Richmond 300 and area studies that had recently been completed or were underway. Following initial meetings with city staff, DHR, and the City Planning Commission, CPG extended research efforts to the CRMP's focus areas, especially on ways that similar communities have emphasized equity and inclusion in their preservation planning documents and the practical applications and implementation of these tools in recent years. This preliminary research allowed CPG to enter into its first phase of stakeholder engagement with background knowledge on the City's cultural and historic resources. The resources will continue to shape CPG's approach to Phase 2, allowing staff to discuss real-world examples during public engagement and to gather input on what Richmonders would like to see most in the CRMP.

Following the preliminary research and project kickoff, CPG conducted a series of stakeholder interviews. The first round of interviews focused on Internal Stakeholders, or those with direct association to City government such as City Council members, appointed commission members, and City staff. These Internal Stakeholder Interviews are commonly referred to as "Round 1" interviews throughout the Phase 1 deliverables. Round 1 interviews were held primarily in-person in February 2023 and were comprised small groups or individual sessions. A few of these initial interviews were held virtually based upon the interviewee's preference. All interviews covered a broad range of topics as well as subject matter expertise based on the interviewee's role within the City. All members of City Council, City Planning Commission, and the Commission of Architectural Review were invited to interview, as well as selected staff from various departments, HRF staff, and technical preservation professionals appointed to the Advisory Committee. Participation from all of these groups was remarkably high, and therefore, required all of the time that had been allotted in the original project plan for both internal and external stakeholder engagement.

Following this first round of stakeholder interviews, which is discussed in more detail in the included public engagement analysis, the CPG staff determined that additional stakeholder interviews with community leaders outside city hall would be necessary (this round is referred to as Round 2 – External Stakeholder Interviews) to understand and incorporate the vision of the community as a whole.

After summarizing the results of the internal stakeholder interviews, CPG prepared a presentation for the project partners that summarized the trends and topics that came up most frequently in conversations. During this meeting, CPG also presented a "pivot proposal" that revised the Phase 1 scope to incorporate the additional external stakeholder interviews that were needed based on internal stakeholder input.

In order to expand this area of the project scope, CPG evaluated the Phase I goals and deliverables against the project budget and provided the City and DHR with a revised proposal that shifted the focus of Phase I to be on more extensive, in-depth, and inclusive stakeholder interviews. The goal of this "pivot proposal" was to allow CPG time to build trust with community leaders and learn more about the concerns of the City's residents. Upon approval of this "pivot plan," the deliverables for Phase I were simplified to allow more time to engage with these community leaders, and a plan for extended stakeholder engagement was formed.

From May to July 2023, CPG engaged in the second round of interviews, which sought to gather input from a more diverse and comprehensive sample of Richmond's community leadership that did not have direct ties to City Hall. The list of interviewees was prepared based on recommendations of the first-round interviews, CPG research, and ongoing recommendations by second round interviewees. This approach allowed CPG to build trust, one stakeholder at a time. During the second round of interviews, a combination of in-person and virtual interviews were conducted by CPG staff, based upon the availability and preference of the interviewee. Between the two rounds, a total of 48 individual or small group interviews were completed. CPG transcribed all responses for internal analysis and identified key themes and areas of focus for future community engagement. These key themes also informed the development of preliminary guiding principles for the plan, which have been added to the annotated outline described below, the first draft of the community-wide public opinion questionnaire, and the Phase 2 Community Engagement Plan.

Phase 1 Deliverables

As previously delineated, the first round of stakeholder interviews revealed it was necessary to extend this one-on-one and small-group interview approach before moving on to larger public engagement efforts. Rather than community-wide engagement and draft content development, the focus of Phase 1 evolved into expanded stakeholder engagement and trust-building. Community-wide public engagement

activities and content development were shifted to Phase 2 of the project in order to ensure all input could be fully incorporated into the plan.

The original Phase 1 deliverable package included a draft of five sections of the CRMP. These five sections included: Executive Summary and Outline; Community Outreach and Engagement; Summary of Past Preservation Efforts; Survey/ Documentation Recommendations; and Risk Planning. The revised Phase 1 deliverable package includes:

1. **Executive Summary of Phase 1 (this document)**

   The Executive Summary provides an overview of the project background, methods, and findings of the project to date, and explains changes to the project scope, timeline, and deliverables.

2. **An annotated, preliminary outline of the CRMP**

   The preliminary outline was developed in Spring 2023 prior to the second round of stakeholder interviews to provide interviewees with an idea of what they could expect from the project. This document was revised in Summer 2023 following the conclusion of stakeholder interviews, and it is intended to evolve as more public input is gathered and until the start of the first draft of the plan.

3. **Summary and analysis of Phase 1 Stakeholder Engagement**

   This document provides an overview of the stakeholder interviews and an analysis of the trends and key themes discussed across all interviews. This summary will become part of the CRMP.

4. **Phase 2 Community Engagement Recommendations**

   The Phase 2 Community Engagement Recommendations are based upon the input collected during stakeholder interviews, feedback from community members and staff on preliminary ideas, and an analysis of the methods used during the Richmond 300 public engagement process. Because the timeline, scope, and budget of the CRMP project is more limited than the city-wide master planning process, CPG focused its recommendations on the engagement activities that will reach the largest, most diverse audiences, that earned the highest praise from the Richmond 300 experience, or which allow CPG staff the greatest opportunity for direct engagement

and information gathering. Consultant time will be supplemented by strategic efforts of City Staff using templates, materials, and presentations prepared by CPG.

5. **Public Input Questionnaire**

   This questionnaire was developed using the key themes that emerged from the stakeholder interviews and is intended to give the larger community an opportunity to voice its opinion about the current trends, challenges, and goals for historic and cultural resources in the city. The audience for the survey is intended to be broad and includes all city residents (past and present) as well as those who work in the city or who live in the adjacent counties and frequently visit or utilize city resources. The survey offers a broad range of questions and seeks to understand the community's vision for preserving, recognizing, and honoring its historic places. Demographic questions are included in the survey to help understand who provided the responses. This tool will also allow CPG to identify, and hopefully fill gaps early in the process and before the input poll closes.

6. **Advisory Committee Application Form**

   At the beginning of Phase 1, an advisory committee was established to support and guide development of the CRMP. The Advisory Committee membership consists of technical, subject matter experts including city staff, DHR staff, members of city-appointed commissions, staff of local preservation advocacy groups, university faculty, and cultural heritage professionals. Based on the internal and external stakeholder input, CPG believes that membership for the advisory committee should be opened to the community. The goal of creating a combined Advisory Committee with both technical experts and community members is to ensure that the plan excels at communicating the community vision while also meeting the standards and preservation best practices of the field. The community members should represent a diverse and inclusive cross-section of the City of Richmond. In order to create a balance that ensures community leader voices are not overshadowed by technical experts, CPG recommends appointing more community representatives than technical experts. Another way of ensuring this is a community-led effort is to appoint a Chair or Co-chair from among the community representatives.

   The application form included with this deliverable set can be used to solicit applications for committee

members. By soliciting applications, rather than appointing members, the hope is that this will ensure that members are committed, interested, and have the capacity to provide the input and direction necessary, and will give CPG and the City an opportunity to use its diverse membership to finalize a plan that is reflective of the entirety of the city's residents.

Each of the Phase 1 deliverables are intended to serve as "Drafts," for review and comment by DHR, the City, and Advisory Committee members, and may be revised during Phase 2 based on client and community feedback. Several of these deliverables will also evolve into chapters, sections, or appendices of the final CRMP.

Phase 1 Conclusions

The initial public engagement completed during the Phase 1 stakeholder interviews emphasized the need for inclusion, equity, and broad representation related to identification and recognition of Richmond's cultural and historic resources, community engagement efforts, development decisions, and appointments to city boards, committees, and commissions. The responses associated with community engagement highlighted the need for a variety of accessible engagement options. Responses also indicated that it is important to consider the language used for public engagement and plan development. Interviewees emphasized the importance of explaining professional jargon so that a general audience can better engage with the subject matter. Additionally, CPG found that interviewees often discussed similar concepts and themes using different terminology. For example, concepts such as affordable housing, housing affordability, gentrification, rising costs, and density and development pressure were often used interchangeably or to describe similar concerns among individuals.

Overall, while responses generally supported preservation of historic and cultural resources in the city, the majority of interviewees indicated the need for an increased focus on the identification, acknowledgment, interpretation, and protection of culturally diverse resources—tangible and intangible—including the impacts that development, density, and housing pressures have on them. Lastly, interviewees acknowledged the need to reframe historic preservation to work for more residents and encompass a wider variety of resource types.

Next Steps

The findings of the Phase 1 stakeholder engagement and research were used to inform the recommendations developed for Phase 2. CPG recommends that Phase 2 begin with a series of community-wide public engagement events that provide ample and varied opportunities for the community to participate. Recommended engagement events and activities include in-person and virtual meetings, booths at local festivals, an open-house, and a community charette, in addition to an online public input survey. City staff and the advisory committee will be responsible for the final selection of community engagement events and activities. As part of the Phase 2 public engagement, CPG will also provide templated presentations that City staff can bring to more community meetings and events throughout the year. Following completion of the Phase 2 community engagement and analysis, the consultant will prepare an engagement summary and a detailed outline of the CRMP. The consultant will then complete a series of text-heavy drafts, and make revisions based on comments and feedback from City staff, DHR, and the Advisory Committee until the final plan is delivered (12-14 months after Phase 2 commences). At key intervals in Phase 2, drafts should also be made available on the City's website for the public to track progress and provide feedback to City staff.

Included as an addendum to this Executive Summary is the proposed Phase 1 and Phase 2 schedule and project design, delivered as part of the pivot proposal in March 2023.

Richmond Cultural Resources Management Plan

Overview of the Stakeholder Engagement Process

The original scope of Phase 1 of the CRMP accounted for both stakeholder and public engagement. CPG typically conducts several days of in-person interviews with two stakeholder groups prior to holding larger group activities: internal stakeholders, or those directly linked to City government, and external stakeholders such as community leaders, residents, organizational leadership not directly associated with City government. This layered approach allows CPG to begin to build trust, better understand the unique trends and challenges of the community, and develop an engagement plan that best suits the residents of that community. The original CRMP project design followed this approach.

After completing a robust round of internal stakeholder interviews in the winter of 2023, it became clear that more time would be required for external stakeholder engagement to achieve the ultimate goals of the CRMP. Once this need was identified, the focus of Round 1 broadened and re-calibrated to reach more residents who fit into the external stakeholder group. The group of 20 external stakeholders CPG spoke with in the late spring and early summer 2023 represented a diverse group of community leaders and yielded significant insights for this project. While, ultimately, the stakeholder engagement timeline extended past its original intent, it allowed CPG to build trust within the community, better understand the community vision, more effectively gather and incorporate input from a broader audience, and develop a community engagement plan for Phase 2 that responds to Richmond's needs.

Two rounds of stakeholder interviews comprised of 48 individual or small group meetings were completed during Phase 1. Round 1 conversations took place with internal stakeholders, who included City leadership and staff and advisory committee members, shared information on current preservation processes and policies. During this round of stakeholder engagement, CPG began to develop a list of recommended external stakeholders and community leaders without direct ties to city government who would be key to better understanding the history and vision of the city and to reaching a more diverse audience. These individuals made up Round 2, or external stakeholder interviewees.

Interview questions were adjusted between Round 1 and Round 2 to reflect the different roles and perspectives of the two groups. During Round 1, questions addressed cultural resource topics in a manner that was specific to the person's or group's role. Round 2 questions addressed cultural resource topics broadly and sought to understand the community perspective. Answers were analyzed to identify common and recurring themes. Despite the adjustment in questions, some common themes emerged across Round 1 and 2; others applied only to Round 1 or only to Round 2.

Key Takeaways of Stakeholder Engagement

- Internal and external stakeholders identified development pressure as the biggest threat to historic and cultural resources in Richmond. Both groups also acknowledged the need to strike a balance between encouraging growth and development and protecting the city's historic character and cultural assets.

- Among all interviews, the theme of Inclusivity and Equity was in the top three most frequently discussed topics. While responses among internal stakeholders tended to focus broadly on themes such as "telling the full story," external stakeholders more specifically cited the need to identify, recognize, and acknowledge underrepresented communities, and their legacies throughout the City.

- External stakeholders frequently cited the need for protections in historic communities that preserve community character while remaining flexible enough to allow current residents to maintain their properties without the burden of cost-prohibitive restrictions.

- The interviews collectively highlighted the complex relationship between housing affordability and preservation; respondents noted the need for preservation tools in neighborhoods threatened by development pressure and gentrification, while also noting that the costs of doing preservation work often price out lower-income residents.

// ROUND 1 RESPONSE THEMES & CORRESPONDING ROUND 2 SUB-THEMES

Round 1 Theme	Round 2 Corresponding Sub-Themes
Community Engagement	
	Engagement (41%)
	Word Choice and/or Focus of Historic Preservation (18%)
	Collaboration (15%)
	Education (13%)
	Community Organizations (9%)
	Digital Resources (2%)
	Access (1%)
Cultural Landscape & Built Environment	
	Place (26%)
	Neighborhoods (15%)
	Historic Resources (15%)
	Community (14%)
	Character (12%)
	Guidelines (9%)
	Old & Historic Districts (6%)
	Natural Resources (2%)
	Opportunities (1%)
Density & Development Pressures	
	Threats (40%)
	Development (22%)
	Housing (16%)
	Gentrification (7%)
	Density (5%)
	Demolition (5%)
	Threatened Resources (3%)
	Incentives (2%)
Inclusivity/Equity	
	Interpreting History (47%)
	Acknowledge Resources (21%)
	Underrepresented History (18%)
	Diversity (6%)
	Identity (4%)
	Arts & Culture (3%)
	Archaeology (1%)
City Staffing/Resources	
	Planning (50%)
	City Resources (29%)
	Boards & Committees (17%)
	Code Enforcement (4%)

Stakeholder Engagement Themes

Internal stakeholder interviews (Round 1) yielded several high-level themes. External stakeholder interviews (Round 2) resulted in more granular input which was categorized into sub-themes; these sub-themes organically fell under the larger themes identified in Round 1 interviews. The table on the previous page lists the Round 1 themes and the corresponding Round 2 sub-themes that are referred to throughout this analysis.

Responses in both Rounds 1 and 2 could be categorized into the same themes; however, the perspectives in each round varied based on the role and relationship to City government, as was demonstrated by the themes discussed most frequently in each round. Internal stakeholders focused most heavily on the physical historic and cultural assets of the city, including buildings, neighborhoods, natural resources, etc. In comparison, Cultural Landscape & Built Environment was the fourth most frequently discussed theme among External Stakeholders, who made more comments about Community Engagement, Inclusivity/Equity, and Density and Development Pressures. While External Stakeholders acknowledged that the physical components of the city's cultural and historic resources are important, they indicated that the intangible aspects, policies, and external pressures relating to cultural heritage were more pressing. For example, many indicated that in order for historic preservation – and this Cultural Resource Management Plan – to be successful, the City and preservation-related groups need to engage in diverse and comprehensive community engagement; many also

provided thoughts and suggestions on how to do so successfully. Inclusivity and equity were a recurrent theme among External Stakeholders and they often cited the need to identify, recognize, and acknowledge underrepresented communities, and their legacies throughout the City. Equally as significant, though, was the frequency with which the concepts of inclusivity and equity were alluded to in topics such as cost of living, neighborhoods facing development pressure, and general interpretation of the city's history throughout this group's responses.

Density and Development Pressure in the city was the second most frequently discussed theme among Internal Stakeholders and the third among External Stakeholders. Many of these conversations focused on the rapid growth of the city in recent years, and the impact that the push for greater density and new development has had on historic neighborhoods. Interviewees from both rounds acknowledged the need to strike a balance between encouraging growth and development and protecting the city's historic character and cultural assets. Furthermore, this theme, along with Inclusivity and Equity, evoked pressures related to housing affordability and gentrification in Richmond. In addition to the city's urban centers and frequently cited areas of concern such as Shockoe Bottom, the continued demand for increased density and new development threatens historic neighborhoods where smaller-scale residences are naturally more affordable, and until recent years, have historically been more accessible to low- and middle-income households. Both groups also

// ROUND 1 INTERVIEW RESPONSE THEMES

- Cultural Landscape & Built Environment (26%)
- Density & Development Pressures (25%)
- Inclusivity/Equity (24%)
- Community Engagement (21%)
- City Staffing/Resources (5%)
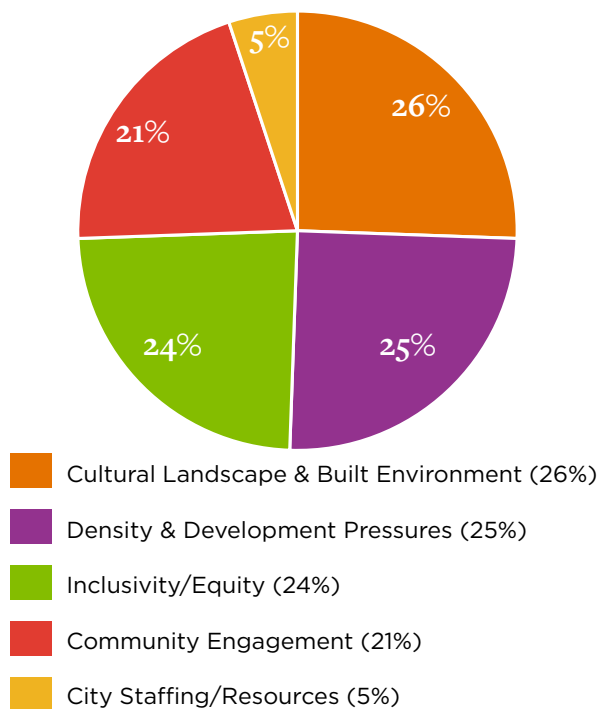
// ROUND 2 INTERVIEW RESPONSE THEMES

- Community Engagement (25%)
- Inclusivity/Equity (25%)
- Density & Development Pressures (24%)
- Cultural Landscape & Built Environment (21%)
- City Staffing/Resources (5%)
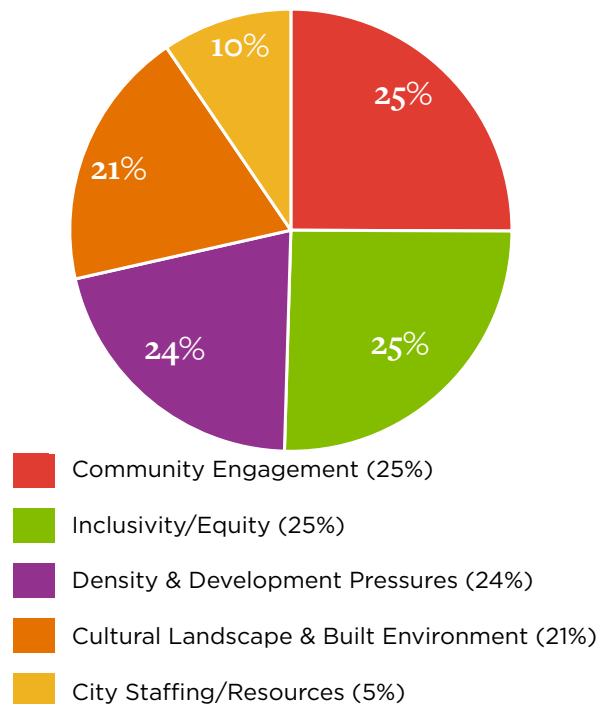
discussed concepts associated with City Staffing and Resources, acknowledging areas in which the City had been successful and could improve.

Note: The number of interviewees in Round 1 and Round 2 differed. Therefore, all comparisons were made utilizing percentages rather than raw numbers.

Threats to Cultural & Historic Resources

Round 1 questions were oriented toward public policy and asked specifically about the current trends, challenges, threats, and opportunities both from the purview of City Hall and within the broader climate of the community. Round 2 questions centered on perceived threats to historic and cultural assets in the community and possible goals for the plan. Despite the nuances in language across each group's questions, both sets of interviewees identified development pressure as the biggest threat to historic and cultural resources in Richmond. While there are other similar threats that were mentioned in both rounds, the two stakeholder groups did not necessarily agree of the order of importance.

Language

Across all interviews, it was apparent that interviewees were using different words and phrases to talk about similar concepts. One such topic was housing affordability. Although many responses within Rounds 1 and Round 2 addressed the topic in like-terms, using language like "affordable housing," "affordability," or "affordable," others within Round 2 invoked the same ideas using different language like "mixed income," "high prices," "gentrification," or "cost." Additionally, many responses revealed how intertwined these concepts and themes are in reality, and a large majority of the responses within Round 2 related in some way to the ideas of inclusivity and equity. While concerns regarding the increased cost of living in the City were voiced across the socioeconomic spectrum, External Stakeholders expressed how the decreased housing affordability in Richmond has had direct impacts on social equity, and has adversely impacted and disproportionately displaced communities of color.

The relationship between housing affordability and preservation is complex, as demonstrated by the varied responses of interviewees. Respondents noted the need for preservation tools in neighborhoods threatened by development pressure and gentrification. At the same time, they noted that the costs of doing preservation work (i.e., higher cost materials, increased property tax rates) often prices out lower-income residents.

Inclusivity, Equity, & Representation

In both Rounds 1 and 2, the theme of Inclusivity and Equity was in the top three most frequently discussed topics. Additionally, whether explicitly or implicitly discussed, the concepts of inclusivity, equity, and representation were woven through the majority of interview responses, especially those in Round 2. External Stakeholders highlighted the need for diverse and equitable representation in community engagement, interpretation of the city's history, development decisions, and among those appointed to city boards and committees.

A few of the implied areas relating to equity and inclusivity included the relationship among gentrification, displacement, and development as well as housing and neighborhoods. Gentrification and displacement were discussed in both general terms and in relation to specific neighborhoods such as Jackson Ward, Union Hill, Washington Park, Manchester, some West End neighborhoods, and in public housing developments slated for redevelopment. The disruption of community that has historically occurred through displacement of residents for larger public improvement projects has negatively impacted African American neighborhoods in the city for generations. Despite this, African American communities formed cohesive, self-sustaining communities throughout the city (though segregated). Over time, these neighborhoods have become integrated, and more and more of them are facing gentrification and development pressure. Infill construction, replacement of small-scale residences with larger single-family residences or multi-family condos and apartments, and the cost of historic building materials and maintenance in today's market has further impacted the affordability of historic neighborhoods and is forcing long-standing residents to make hard decisions to move out of communities. External Stakeholders frequently cited the need for protections in these communities that preserve community character while remaining flexible enough to allow current residents to maintain their properties without the burden of cost-prohibitive restrictions.

Many interviewees, especially External Stakeholders, spoke of the need for the identification and honorific recognition that acknowledges and celebrates the history and contributions of underrepresented histories, places, and communities. Additionally, many commented that Richmond has an opportunity to tell the full story of American history regarding slavery, Civil Rights, and race relations that spans centuries. Careful interpretation of sites such as Lumpkins Jail, Shockoe Bottom, and Monument Avenue was frequently cited as an opportunity to attract international tourism and promote racial healing within the city.

// ROUND 1: WHAT THREATENS CULTURAL AND/OR HISTORIC ASSETS IN THE COMMUNITY?

// ROUND 2: WHAT THREATENS CULTURAL AND/OR HISTORIC ASSETS IN THE COMMUNITY?

Round 1 Legend:
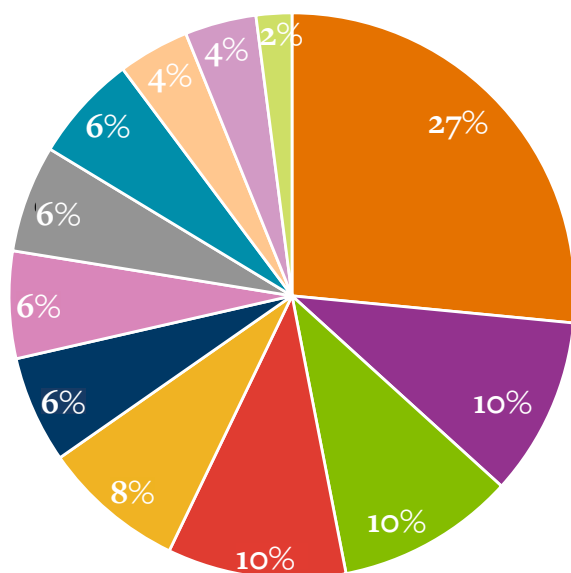
- Development (27%)
- Lack of Advocacy (10%)
- Lack of Awareness/Education/ Appreciation (10%)
- Lack of Staff/Resources (10%)
- Lack of Protection (8%)
- Gentrification/Displacement (6%)
- Demolition (6%)
- Lack of Diversity in Preservation (6%)
- Economics/Monetary Gain (6%)
- Density (4%)
- Vacancy (4%)
- Lack of Planning (2%)

Round 2 Legend:
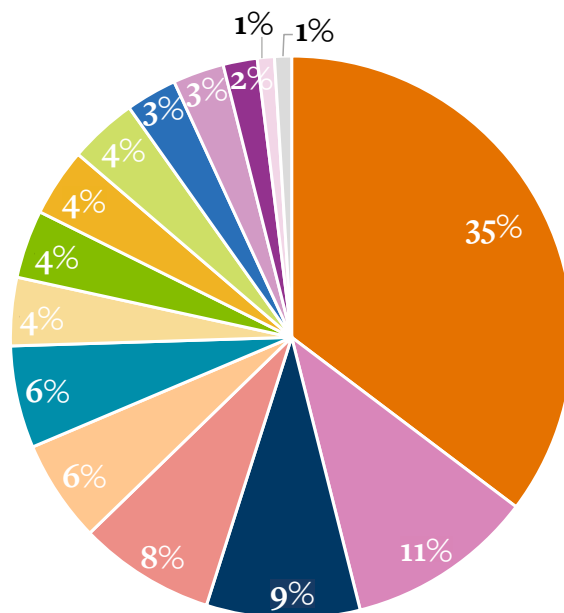
- Development (35%)
- Demolition (11%)
- Gentrification/Displacement (9%)
- Zoning (8%)
- Density (6%)
- Economics/Monetary Gain (6%)
- Erasure of History & Culture (4%)
- Lack of Awareness/Education/ Appreciation (4%)
- Lack of Protection (4%)
- Lack of Planning (4%)
- Crime (3%)
- Vacancy (3%)
- Lack of Advocacy (2%)
- Neglect (1%)
- Lack of Code Enforcement (1%)
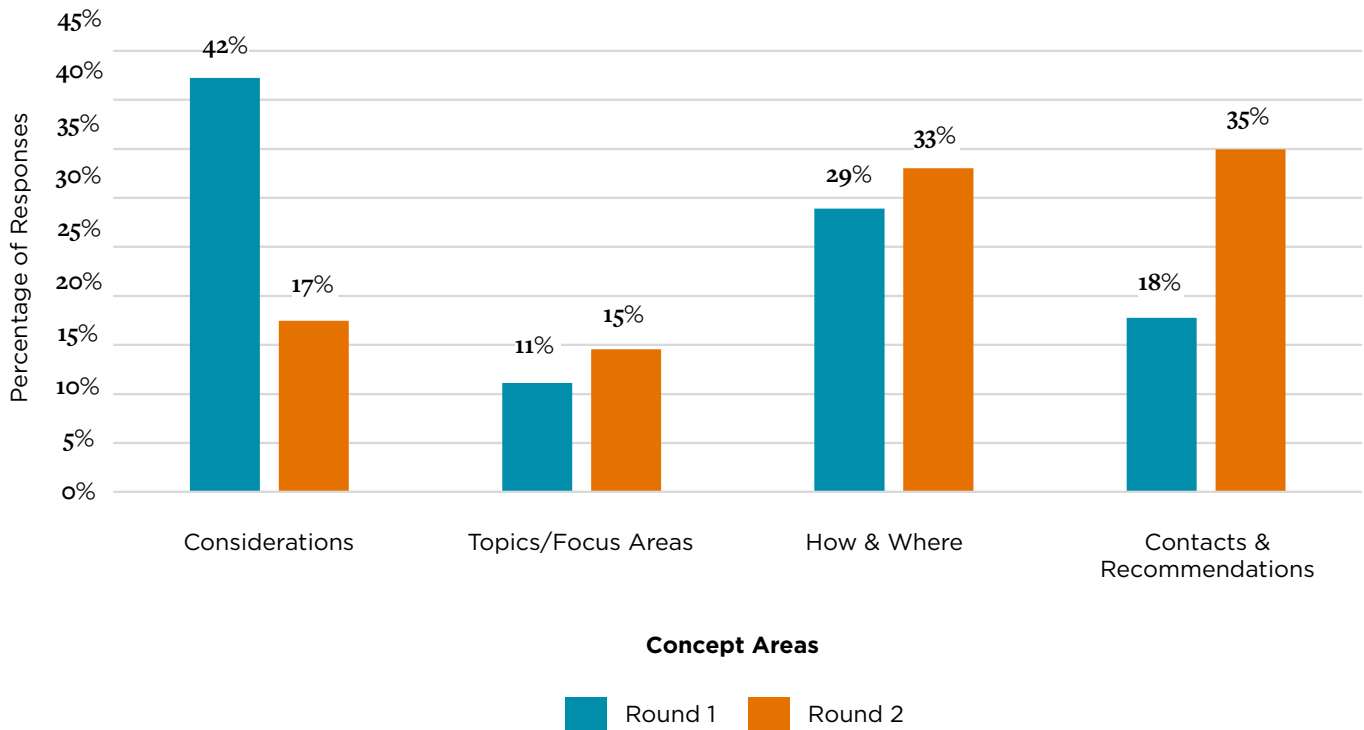
Future Engagement

Both Internal and External Stakeholders were asked to provide input on the future phases of public engagement. Responses between both groups focused on: things to **consider** while planning and completing public engagement, **focus areas** to include in engagement, **how and where** to engage the public, and specific contacts and recommendations for engagement.

CONSIDERATIONS

Internal and external stakeholders expressed their hope that the City would consider certain things while planning and completing public engagement. Considerations included identifying the demographics and audience, past experiences with engagement in Richmond, the city's role in engagement, and ways to make engagement accessible, equitable, and inclusive.

FOCUS AREAS

Focus areas for public engagement fell into two categories:

- **Education:** areas where engagement also educates the community about historic and cultural resources and preservation would be useful. Specific topics that may require additional education include:
  - Brief overview of the history of the city
  - Cultural and historic resources: What are they? Where are they? Why are they important?
  - Contact information for organizations and city staff that can provide additional information and resources
  - Benefits of historic preservation
  - Current programing
  - Project background, progress, process, and findings
- **Input:** areas where engagement should be used to seek community input. Specific areas that stakeholders identified as requiring additional community input include:
  - General community input on places that are important to them
  - Zoning updates to protect historic and cultural resources
  - The future of Monument Avenue as a physical space as well as a place for talking about the full history of race relations in America

Response Themes

Round 1   Round 2
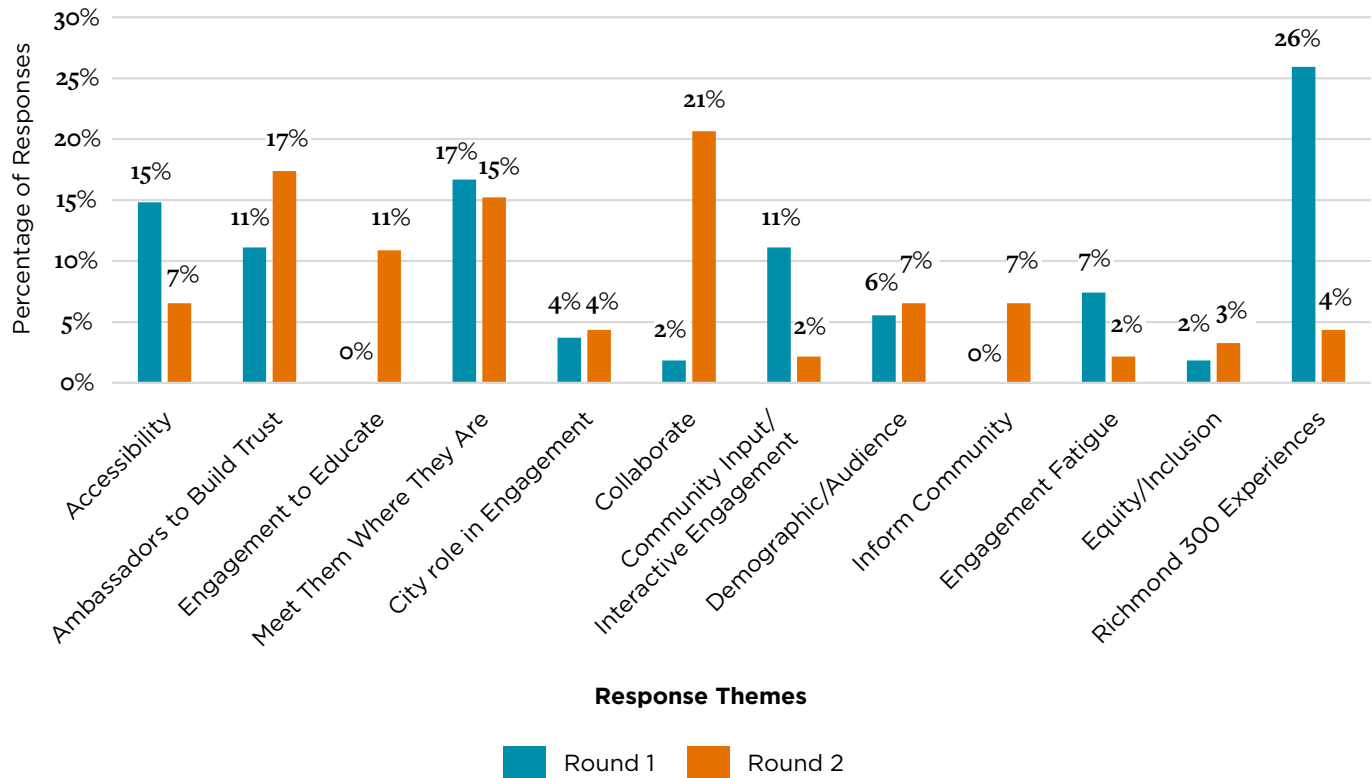
HOW & WHERE

Stakeholders provided several recommendations for how and where to best engage the public. Most of their recommendations included utilizing community ambassadors to build community trust; collaborating with existing groups and organizations; meeting people where they are (schools, churches, community events/ places, and community organizations/meetings); and providing accessible, inclusive, and equitable engagement opportunities.

The conversations held with internal and external stakeholders over the course of several months demonstrated that current and future engagement should strive to build trust, meet people where they are, and seek opportunity to be collaborative, equitable, and inclusive.

Conclusions

The Internal and External Stakeholder interviews conducted by CPG during Phase 1 of the CRMP provided a basis for understanding current trends and challenges impacting historic and cultural resources across the City. Many of the key themes discussed in this analysis were used to develop and revise some of the preliminary guiding principles and chapter summaries provided in the Annotated CRMP Outline. Additionally, the input from stakeholders helped inform the Phase 2 Community Engagement Plan, Questionnaire, and Advisory Committee Application.

Richmond CRMP Public Survey Final Draft

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1. What is your favorite place to visit in Richmond?

Response	Count
VMFA	24
Maymont	23
Hollywood Cemetery	16
Belle Isle	11
Maymont park	9
the James River	7
The Fan	7
Byrd Park	5
Forest hill park	4
The VMFA	3

The river	3
the james river park system	3
Maymont.	3
James River Park	3
Church Hill	3
VMFA Maymont	2
The Pipeline	2
Libby Hill Park	2
James River Park System	2
James river	2
Jackson Ward	2
Hollywood Cemetary	2
Churchill	2
Bryan Park	2
What is interesting to me is that any time I think of a really cool event that brings people to visit, brings Richmonders together, it has a fantastic historic backdrop- from 2nd Street, Church Hill's High on the Hill or Irish Festival, the Craft & Design Show at Main Street Station, Shockoe's RVA Day, the Folk Festival along our historic riverfront... IMPOSSIBLE to make as memorable or cool without preserving these sites. So if I had to pick a favorite place I'll choose something endangered, not yet re-utilized: Richmond's PUMP HOUSE.	1
What is currently William Byrd Park which should be renamed.	1
Walking the sidewalks in the museum district and looking at the older houses	1
Walking the Pipeline	1
Walking in the Fan District.	1
Walking down the capital trail to the canal walk murals and over to the potterfield bridge	1

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Walking around the FAN	1
VMFS	1
VMFA, Maymont Park, Churchhill Area	1
Vmfa, hollywood cemetary, the byrd, libby hill, union market	1
VMFA, belle isle, church hill	1
VMFA sculpture Garden and anywhere along the James	1
VMFA Sculpture Garden	1
VMFA outdoor area	1
VMFA / Museum District	1
VMFA & Carytown	1
Virginia Museum of History and Culture	1
Virginia Museum of Fine Arts	1
Virginia House/Agecroft	1
Virginia Historical Society	1
VFMA	1
Very hard to pick one place in a city so full of significant and historic places. I frequently go to Church Hill and walk the streets to look at the beautiful architecture. St John's Church, The Mews and the Craig House. Shockoe Bottom.	1
Various locations in the East End: the streets and landscape around my house and Oakwood and Evergreen Cemeteries in particular.	1
Va Dept of Historic Resources	1
Truly it depends on the day and the season - we have so many treasures in Richmond! For simplicity in response, today I would pick Maymont.	1
Too many to name just one. I have always loved the architecture of the Fan, the near West End, Churchill, as well as the historic homes along West Cary.	1

This is a terrible questionnaire. It pits things of cultural value against things of historical value. And how can oral history compete against or be ranked with physical spaces?	1
There is not one favorite place but many sites of significance in our city that I enjoy visiting. The areas I enjoy and visit the most are the historic neighborhoods in our city. Churchill, Jackson Ward, Monument Avenue, the Shockoe area, and the VMFA and Fan district.	1
There are too many to pick one, but the historical fabric of Richmond is what makes the City so special and differntiates it from others like Raleigh, Charlotte, Atlanta, etc. We must continue to respect, cherish, and protect the historic fabric of Richmond and not allow it to fade and ultimately disappear as other cities have allowed.	1
There are so many---can'r choose---but some of them are Hollywood Cemetery. the museums, The Jefferson Hotel, Maymont, and once upon a time---Monument Avenue	1
There are so many, we are so privileged to live in a city that had the time to grow a rich, layered cultural history that reflects the journey of our nation with all its pain and glory. If I had to pick a place it would have to be everywhere from the Fan to Church Hill, from Jackson Ward to Belle Isle. I am unable to pick a specific site.	1
There are so many to name. Richmond's authentic, historic structures make it unique and beautiful. These include Old City Hall, Monumental Church, Capital Square, Tredegar Iron Works, and neighborhoods of Jackson Ward, Church Hill, and the Fan. The James River waterfront and Hollywood Cemetary are also treasures of the city.	1
The whole old parts of the city	1
The Westhampton neighborhood	1
The VMFA/VDHR/VMHC complex	1
The VMFA.	1
The VMFA garden	1
The Virginia Museum of History and Culture, and the Hollywood Cemetery	1
The Virginia Museum of Fine Arts.	1
THE VIRGINIA MUSEUM OF FINE ARTS	1
The variety of restaurants	1
The Valentine Museum, the Poe Museum, the cemeteries, the parks.	1

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The Valentine	1
The urban landscape of Richmond offers a lot to see just by walking through the City, which is one of the best ways to experience Richmond. To that end, it's difficult to limit a single place to visit, so much as one of my favorite things to do is experience the character and historic fabric of the various neighborhoods.	1
The Science Museum of Virginia.	1
the river/trails	1
The river. I also love West Grace Street, where I live. It is a beautiful street with such an interesting story to tell!	1
The River.	1
The river, wandering and finding ruins of the canal or other buildings (mill, pump house)	1
The river!	1
The river at various access points.	1
The river & the canal walk. Not entirely because of what they currently are but also what they can be. Richmond beckons a highly unique landscape that has only begun to realize its potential. The river's water has been dirtied & still manages to be gorgeous. The canal is a direct connection inwards into the city with the river that boasts a unique interplay. Both of these beautiful places can really be expanded upon.	1
The pump house!	1
The Pump House	1
The parks	1
The museums on Arthur Ashe Boulevard and the Fan	1
The Museum District and the Fan.	1
The local city parks…Maymont, Byrd.	1
The James River.	1
The James River, Carytown, Shockoe Bottom, Churchill parks Libbie, Chimborazzo and Jefferson, Jackson Ward, and Downtown	1

Appendices

The James river Hollywood cemetery Monument Ave Carytown	1
The James River waterfront	1
The James River parks system	1
The James River Park System. Maymont. Lewis Ginter Botanical Gardens. Byrd Park. Forest Hill Park. Joseph Bryan Park. Monroe Park. Belle Isle and Brown's Island. The Fan District Neighborhood. The Church Hill/Libbie Hill Neighborhood. Museum District Neighborhood. Westover Hills Neighborhood. Bellevue Area Neighborhood.	1
The James River Park System.	1
The James River Park system, if I have to pick just one.	1
The James River or VMFA	1
The floodwall.	1
The Fan/Museum district. The history on display everywhere is unbeatable.	1
the fan/ carytown,	1
The Fan, Church Hill, Monument Avenue.	1
The Fan neighborhood. This has less to do with its historic significance than its current walkability and vibrancy.	1
The Fan District.	1
The Fan district from Monroe Park to Arthur Ashe. The houses, churches and little shops and restaurants are like no other. Truly an urban gem	1
The Fan District	1
The Fan and the parks. Love walking the historic neighborhoods.	1
The Fan and Arthur Ashe Boulevard	1
The Fan -- walking in my own neighborhood!	1
The Capitol	1

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The Capital trail and the Canal walk. It's beautiful and restful. There are several green spaces and some restaurants. Wish there were more. Love the history around Tredegar. It's an asset to the city. I am glad that a new entertainment venue is planned. It's a really nice mix of old and new here in Richmond.	1
The Canal Walk	1
The Byrd theater!	1
The Byrd Theater	1
The Byrd park bridge	1
The Black History Museum	1
The Art Museum or Maymont.	1
The 2900 block of Cary St in Carytown. Besides the Byrd Theater, this block contains such broad variety in a compact space. It has restaurants for every price point from the Kitchen to Coppolas and cuisines that include Thai, Indian, Vietnamese, Japanese, Italian, and Mexican. There's a bank, coffee shop, icecream parlor, book store, vintage clothing, retail, salon and spa. The adjacent corners expand options to include a market, parklet, antique store, tailor, and Chinese takeout. The upper floors of almost all the stores are a mix of residential homes and apartments. I suspect there are even a few offices tucked away. The block has wide sidewalks, tree wells, necked down corners, bike racks and benches. There's a bus stop for the 5, 20 and 78. It even has a parking deck for those that choose to drive, and alley access. The architecture ranges from 1920s to the most modern/international design, a function of every plot being separately owned. Every neighborhood should have this.	1
T. Tyler Potterfield Bridge.	1
St Johns Church	1
So many but Hollywood Cemetery is one of my favorites.	1
Shockoe slip	1

Appendices

Shockoe Hill African Burying Ground: Richmond's 2nd African Burial Ground) was established by the city of Richmond, Virginia, for the interment of free people of color, and the enslaved. The heart of this now invisible burying ground is located at 1305 N 5th St. It was created as the replacement for the Burial Ground for Negroes, now called the Shockoe Bottom African Burial Ground. The Burial Ground for Negroes was closed in 1816 upon the opening of this new African Burying Ground on Shockoe Hill. The Shockoe Hill African Burying Ground is one of Virginia's most endangered historic places. Major threats to the burial ground are the DC2RVA high-speed rail project, the east-west Commonwealth Corridor, & the proposed widening of I-64, & various infrastructure projects. The historic home of Rev. James Holmes, 1000 N 4th St. should be recognized (still standing). The location of the home of Rev. James Jasper (in Gilpin Court) should be recognized. He built his home at 1112 St. James St.	1
Shockoe Bottom because of the intersections of the river, history, and archaeology	1
Shockoe bottom and slip. The city lost significant cultural/historical signifigance/identity with the taking down of confederate statues and the Columbus statue. There is too much emphasis on "underrepresented, woke ideology.	1
Shockoe Bottom - needs help though	1
Shockoe	1
Scuffletown Park, is a hub of the community, lovely cared for, open to all, while supporting local businesses nearby. Perfect place-making!	1
Riverwalk and Carytown	1
Riverview cemetary	1
Riverfront, Belle Island	1
Riverfront	1
River, Maymont, Capital Trail,	1
Richmond Museum of Fine Arts	1
Richmond is a cultural and historical mecca. There are too many sites and venues to list only one favorite.	1
Reconciliation Statue	1
Pump house! Would love to go in/ see it open to the public.	1
Probably Church Hill, but I love lots of the historic neighborhoods.	1

Pony Pasture Park	1
Parks of the James River	1
Parks and outdoor venues.	1
Our beautiful outdoor spaces, such as Scuffletown Park, Hollywood Cemetary, etc.	1
Oregon Hill	1
Old neighborhoods	1
Old City Hall, Monumental Church, John Marshall House, the Valentine Museum, The Capitol and Governor's Mansion, The National Theatre, the VMFA, Richmond's old and historic neighborhood's: Monument Avenue, West Avenue, The Fan District, The Museum District, The Carillon Neighborhood, Byrd Park Terrace & Court, Maymont and Byrd Park Area, The Northside including Bellevue, Ginter Park, Barton Heights, Battery Park, Westover Hills, Church Hill....as you can see I have many - all authentic and unique places of interest in the city, that make our city special!	1
Nature	1
My home	1
My favorite place to visit is Church Hill including Chimborazo Park and Libby Hill.	1
Museums, Parks, Battlefields, St John's Church	1
Moore Street School	1
Monument Avenue - if there were any monuments. The city had an opportunity to preserve historic monuments and do something that brings communities together. Instead, it allowed mob violence to take over a historic neighborhood and destroyed historic monuments that could have been used to enlighten the unfortunate history associated with them. It is kind of rich that the city now pretends to care about a CRMP.	1
Monument Avenue	1
Monument Ave	1
Monroe Park and/or Maymont	1
Maymont/Byrd Park	1
Maymont. The James River.	1

Appendices

Maymont, the James River	1
Maymont, historic church hill	1
Maymont, Forest Hill Park, VMFA	1
Maymont, Carytown	1
Maymont, Agecroft, Hollywood Cemetery	1
Maymont, Agecroft hall, The Jefferson Hotel and the James River Park system	1
Maymont Park, James River Trail Systems, Shockloe Slip, Church Hill	1
Maymont or Lewis Ginter	1
Maymont and VMFA	1
Marcus-David Peters circle.	1
Main Street Station	1
Low Line	1
Libby Hill park.	1
Libby Hill Park -- it's a wonderful spot to take in so much of Richmond's history and natural beauty. I love that it is within walking distance of my house and several local shops and restaurants, and is often a meeting place for friends and neighbors. I love that my memories and experiences of the park are layered over centuries of Richmonders who came before me, and loved and experienced that place, too.	1
Libbie Hill Park	1
Lewis Ginter Gardens	1
Lewis ginter botanical garden	1
Jefferson hotel lobby and bar	1
James River/Maymont/Hollywood Cemetery	1
James River.	1
James River, VMFA	1

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James River, Brown's Island, Monument Ave, all museums	1
James River parks system	1
James River Park, Monument Avenue, VMFA	1
James River Park Systems- all trails	1
James River and surrounding trails	1
James River & Kanawha Canal	1
James River - multiple spots including Belle Island and Rockettes Landing.	1
Jackson Ward.	1
Jackson Ward then Church Hill	1
Jackson Ward / the "Arts District" Museum District Church Hill	1
Its parks: Libby Hill, Chimborazo, Byrd Park and the James River Park System	1
It used the be the monuments on Monument Avenue, until they were destroyed at the direction of the city of Richmond and the state of Virginia.	1
It use to be Downtown Richmond. Now it's Churchill	1
In Richmond, it's Shockoe Slip, Shockoe Bottom, and individual places like St. John's Church. Monument Avenue used to be the great focal point for understanding Richmond's history, and it was my favorite single site, until it was destroyed by the city. The destruction of Richmond's history invites trivialization and revisionism that threatens to allow future generations to deny and fabricate a narrative of Richmond's history that is distorted and of no value to the learning process. In the next 50 years, revisionists will be able to claim that Richmond was not a major focal point of secessionism or massive resistance. Erasing history is as dumb as book burning.	1

Appendices

I visit the places that have been erased off of the physical landscape in Richmond due to redlining, 'slum' clearance, redevelopment and/or demolition by neglect. These are the places that I grew up in and where my family & friends live. There doesn't seem to be a space within this survey for more comments, so I will use this entry to make some suggestions. 1. Please elevate the lived experience of legacy residents and the descendant community vs. technical expertise. Approach churches within Richmond--these are still institutions that serve as a lifeline for the African American community. 2. Priority needs to be given to neighborhoods that were historically redlined and/or annexed. These are neighborhoods that had unique features that made them special. These are also the neighborhoods currently in jeopardy of losing current residents who are being priced out by developers/speculative investors taking advantage of neighborhoods that were purposedly devalued in the past.	1
I really love to walk through Shockoe and Church Hill. It's fun exercise and I like looking at all the pretty buildings and reading the markers.	1
I love visiting Maymont or Scuffletown Park.	1
I love visiting Church Hill because it has so many rich historical assets--the view over the river where Richmond got its name, the historic architecture, the view looking at VCU and the city to see our past, present and future evolving harmoniously, St. John's church, beautiful parks like Libby Hill and St. John's Mews. Its fun vibe with restaurants and coffee houses. Its cobblestone streets.	1
I love the historic architecture of the Fan and the Museum District.	1
I love my new home in the Hermitage Rd Historic District - it's right next to Bryan Park, which might be my personal favorite place to visit. It's also near to Scott's Addition, another favorite of mine, as well as Monument Ave (which used to be my favorite street in Richmond, before it started losing monuments....).	1
I live in the Museum District, so most are around here - VMFA, Byrd Park, and places nearby. I photograph this area regularly also. (With a film Leica)	1
I like walking around historic church hill. I also enjoy visiting the VMFA and the Fan.	1
I like going to varies places in Richmond. It has so much to offer.	1
I have many but as a walker, I love Byrd Park and Maymont.	1
I don't have just one place to visit in Richmond. Richmond is full of historical gems. Whether it's going to the river, going to Jackson Ward or Carver neighborhoods, or even walking in my own neighborhood (Westwood), there's a lot to see.	1

I can't limit this to a favorite place but would say all areas East of Monroe Park to Shockoe Bottom from Jackson Ward to the south side of the river. I am a Richmond native who lived at Linden Row as an infant, attended St. Paul's Episcopal Church, attended high school in the east end during cross town bussing, worked in the Financial District for 30 years. The historic buildings, neighborhoods and history need to be preserved and shared with locals and visitors for generations to come.	1
I can't choose one. I am often enough at the VMFA because of Spanish meetup on Friday mornings. I don't often enough walk at Belle Isle, but I value the ruins there. I like looking at the Tredegar complex (Civil War Museum) when in that area (Folk Festival, for example). I love walking past older buildings, residential and otherwise. I would like a chance to tour the old City Hall! I love the James River Park, although I would like mass transit options to get there. I love Maymont, of course. I love the view from Libby Hill of the James River as it bends. I want to see action on memorializing the slave trade history in Shockoe Bottom!	1
Hollywood cemetery.	1
Hollywood Cemetery, James River and the park system, Main Street Train Station, Overlook in Church Hill	1
Hollywood Cemetery! It has everything!Virginia and Richmond History, scenic views of the river, beautiful trees and walking up and down all those hills is a great way to catch up with friends while getting in some cardio!	1
Hollywood Cementery , Jefferson Hotel	1
Historic West Grace Street, Fan District	1
Historic neighborhoods, particularly The Fan, Jackson Ward, Oregon Hill and Church Hill. Also, Franklin Street and Northside. They are built on a human scale, tend to have large trees, have interesting architecture and exude history and a sense of place. Also the Pump House.	1
Ginter Botanical Garden	1
Downtown/River	1
Downtown Riverfront, Belle's Island and James River Pipewalk	1
Downtown (City Center, Monroe Ward, Shockoe Slip) because it is nice to get out and walk and see the sights on foot at your own pace.	1
Culturally: VMFA Historically: Hollywood Cemetery	1
City stadium	1

|	
Church Hill, riverfront and historical neighborhoods.	1
Church Hill, James River, Tredegar Iron Works, Cary Street, Museum District, The Fan	1
Church Hill, Carytown,	1
Church Hill or the Fan neighborhoods. I enjoy the different architectural styles of houses, the mix of uses, the smaller streets, the mature tree canopy, and the small parks tucked away in the neighborhoods.	1
Church Hill neighborhood, The Mill along the Texas Beach Trail, T. Pott Bridge, Tredegar, Manchester Slave Trail	1
Church Hill neighborhood and parks	1
Chimborazo Park	1
Carytown, Hollywood Cemetary, Shockoe Bottom, ChurchHill, Manchester, the entire city	1
Carytown - walking in and around the shopping district, shopping,eating,and meeting friends there.	1
Carytown	1
Cary Town	1
Cary St	1
Capitol Square, Pump House, Belle Isle, Browns Island, Arts District, Scotts Addition, Church Hill, Fan, Jackson Ward, Monroe Ward, Forest Hill Park, Maymont, Byrd Park, Bryan Park, So much!	1
Capitol of Virginia	1
Can't pick just one. Top three: VMFA, James River, and all of the historic neighborhoods.	1
Canal Walk, Monumental Church (Jenny gave us a wonderful tour here today.	1
Canal Walk	1
Bryan Park, Maymont,Architecture of Monument Avenue, Belle and Brown Islands	1
Brown's Island, anywhere around the river	1
Brown's Island because it means I'm going to some kind of event!	1
Brown's Island and anywhere around the James River	1

Browns Island	1
Breweries, Cap Trail, Fan, Lewis Ginter	1
Blackwell (the following is for the last question) My neighbors and I have been fighting to gain ownership and preserve the old Oak Grove Elementary School. Instead of cooperation from the City, we were excluded from the processes and planning for this site. Instead, a developer was granted this building by the City and per an article written by John Baliles,the affordable housing that was promised through this development will probably not transpire. This is very egregious and reeks of discrimination--especially compared to how the City has opted to preserve and provide funding for the rebuilding of Fox Elementary School. This is a school whose historic fabric may be questionable since it endured a fire but in a more affluent part of the City with a predominantly White population. If the city cares about racial equity and justice, then it should provide opportunities (and funding) to preserve the few remaining structures that are historically associated with African Americans	1
Black History Museum & Cultural Center of VA and VMFA	1
Belle Isle.	1
Belle Isle and Tredegar for a mix of nature and history. Also love Chimborazo and Libby Hill in Church Hill. And the VMFA and Monument Avenue and the pocket parks around the Fan and Museum District and over to Byrd Park and the lakes and Maymont and across the river to Riverside Drive, up to Pony Pasture and Huguenot. There's no single defining thing that's my favorite of Richmond that can stand on its own above the rest. It's the whole experience, the small parts that easily and inextricably are tied together to the cohesive whole. It includes natural history, manmade history through various chapters, history buildings, natural parks, defining streetscapes and varying modes of transit to experience it all.	1
Belle Isle - It's on the river, it's a nice park with amenities (drinking water would be nice...), there are interesting historical sites, it's pleasantly busy in the summer and nicely empty in the winter.	1
Any space near the river!	1
Any of the parks! On the river!	1
Any of the parks that mountain bikers are not using.	1
Any of the museums, especially VMFA and The Black History Museum; and Maymont Park	1
along the river	1
All parks and green spaces (which we're losing a lot of- too quickly). H is my vote!!!	1

Appendices

All of the historic places and sites	1
Agecroft Hall during the Shakespeare festival	1
Abner Clay Park	1
A toss-up between Maymont, Hollywood Cemetery and the Capital Trail.	1
My wife and I moved to Richmond in September, but we love Shockoe Bottom/Church Hill. The Fan is also wonderful!	1

Answered: 366 Skipped: 43

2. Which of the images above show historic buildings, sites, or places?
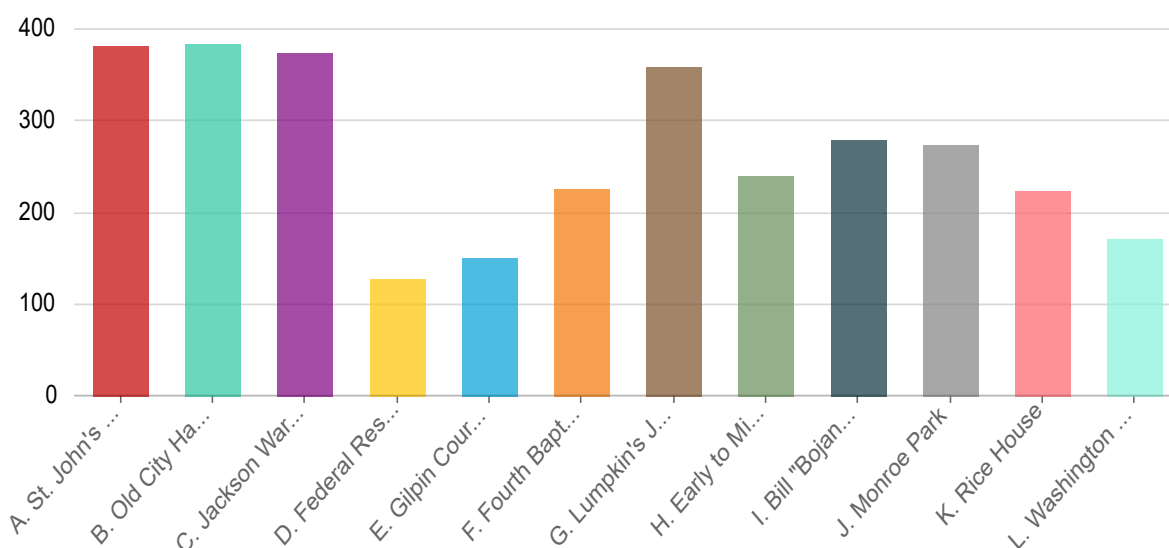
Answers	Count	Percentage
A. St. John's Episcopal Church	382	93.4%
B. Old City Hall	385	94.13%
C. Jackson Ward	375	91.69%
D. Federal Reserve Building	128	31.3%
E. Gilpin Court	151	36.92%
F. Fourth Baptist Church	226	55.26%

G. Lumpkin's Jail Site	359	87.78%
H. Early to Mid-20th Century Houses	240	58.68%
I. Bill "Bojangles" Robinson Monument	280	68.46%
J. Monroe Park	274	66.99%
K. Rice House	224	54.77%
L. Washington Park Neighborhood	172	42.05%

Answered: 404 Skipped: 5

3. Which of the buildings, sites, or places above are worthy of protection/preservation?
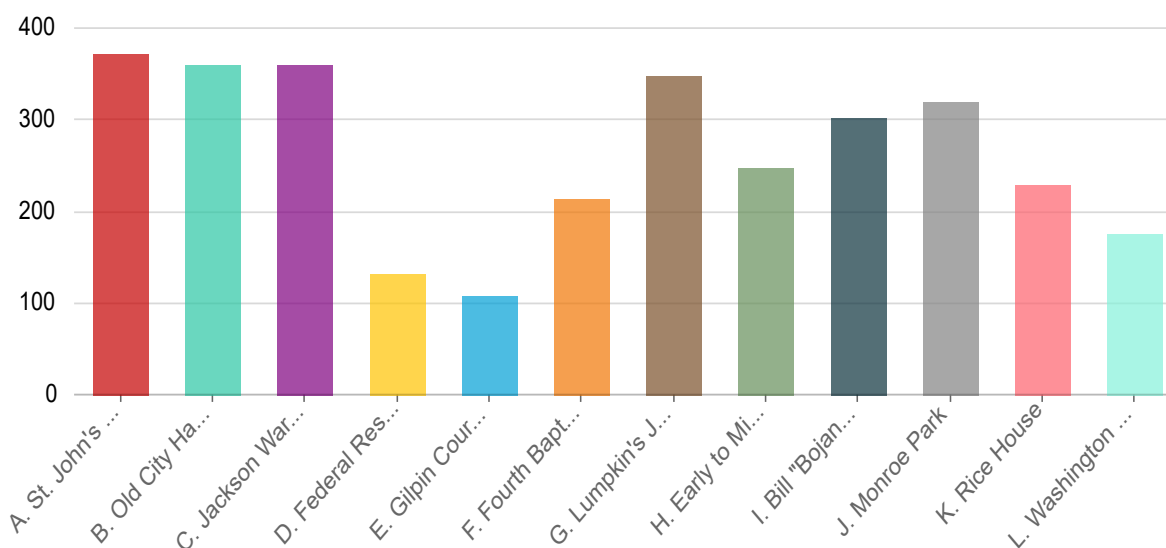
Answers	Count	Percentage
A. St. John's Episcopal Church	373	91.2%
B. Old City Hall	361	88.26%
C. Jackson Ward	360	88.02%
D. Federal Reserve Building	133	32.52%
E. Gilpin Court	108	26.41%

F. Fourth Baptist Church	214	52.32%
G. Lumpkin's Jail Site	348	85.09%
H. Early to Mid-20th Century Houses	248	60.64%
I. Bill "Bojangles" Robinson Monument	303	74.08%
J. Monroe Park	320	78.24%
K. Rice House	230	56.23%
L. Washington Park Neighborhood	176	43.03%

Answered: 408 Skipped: 1

4. How important are historic and cultural resources to Richmond tourism?
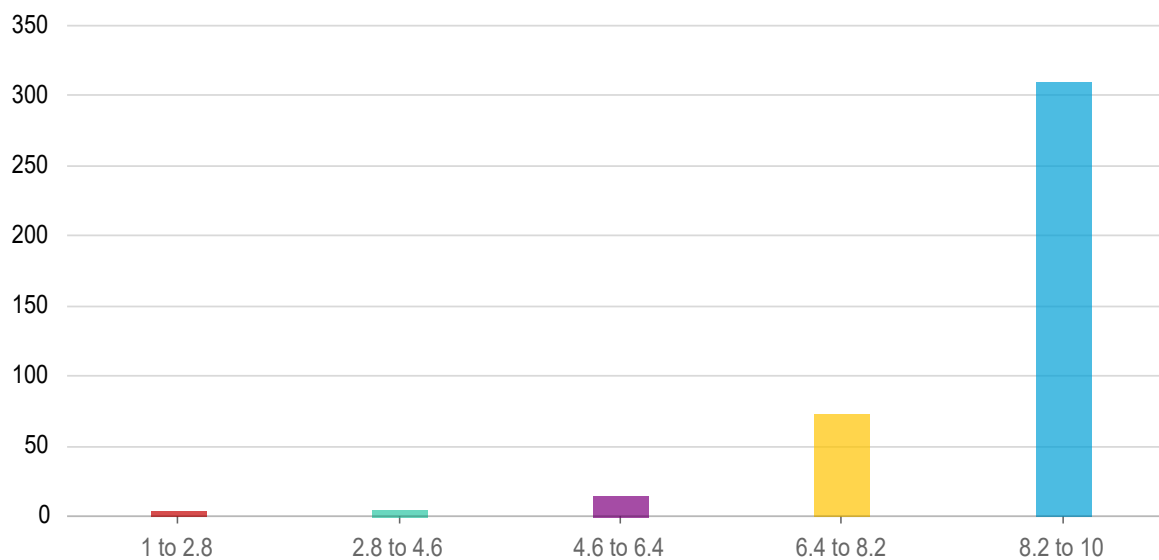
Stats	Value
Min.	1
Max.	10
Avg.	9.05896805896806
Sum.	3,687

Answered: 407 Skipped: 2

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5. How important are historic and cultural resources for Richmond's gro…
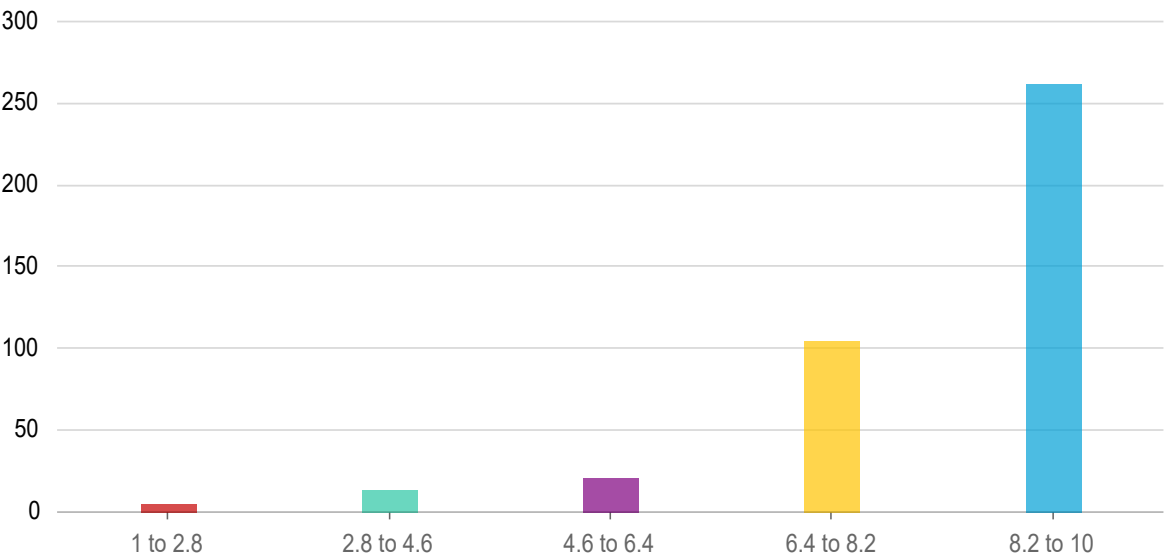
Stats	Value
Min.	1
Max.	10
Avg.	8.67076167076167
Sum.	3,529

Answered: 407   Skipped: 2

6. How should Richmond prioritize the following when developing historic…

Appendices
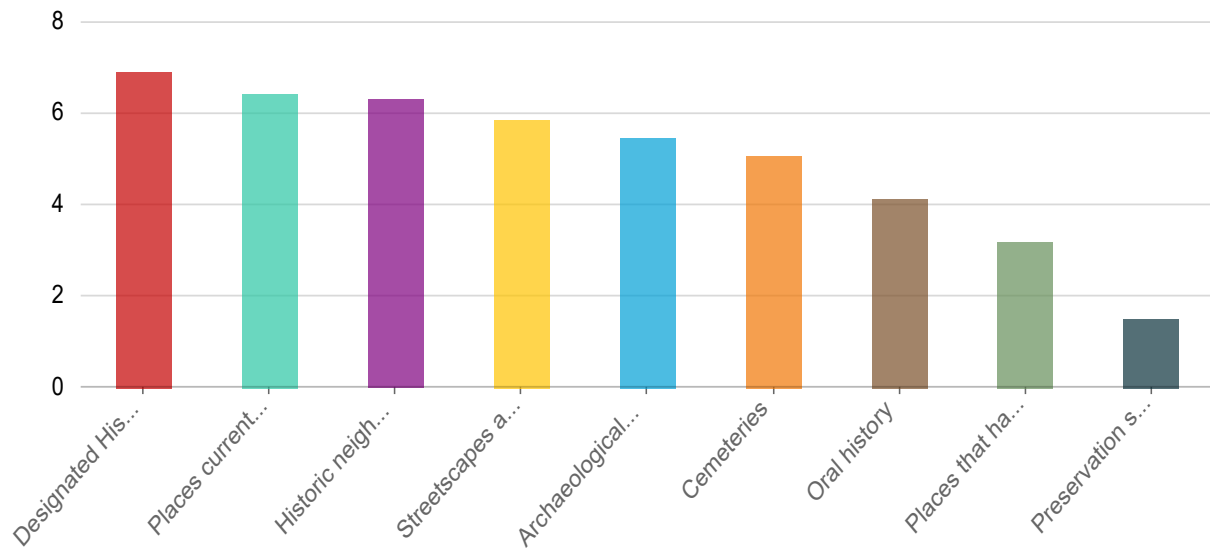
Rank	Answers	1	2	3	4	5		Average score
1	Designated Historic Landmarks and Districts	34.41% 139	17.33% 70	14.36% 58	9.9% 40	6.44% 26	5.94% 24	6.44% 26 6.92
2	Places currently or historically associated with African American, Native American, or other underrepresented groups	24.01% 97	12.62% 51	17.82% 72	14.6% 59	10.89% 44	8.66	6.45
3	Historic neighborhoods (more than 50 years old)	16.09% 65	22.28% 90	14.6% 59	13.86% 56	12.13% 49	7.18% 29	7.67% 31 6.32
4	Streetscapes and public open spaces	11.63% 47	16.83% 68	15.35% 62	15.35% 62	10.89% 44	11.63	5.87
5	Archaeological sites	7.18%	14.11%	13.12%	13.86%	18.81%	13.61%	9.65% 5.49

Answered: 404 Skipped: 5

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7. How should Richmond prioritize city funding for historic and cultural…

Rank	Answers	1	2	3	4		Average score
1	Cultural value to the community and visitors	40.74% 165	24.2% 98	16.79% 68	10.86% 44	4.2% 17	3.21% 13 4.77
2	Threats to resource such as sea-level-rise/flooding, neglect, development pressure	23.21% 94	17.53% 71	19.26% 78	14.07% 57	12.35 5	3.84
3	Association with underrepresented groups or minority history	16.05% 65	20.74% 84	17.78% 72	16.05% 65	16.3% 66	13.09% 53 3.65
4	Potential economic benefits to the community	8.89% 36	18.27% 74	20.99% 85	22.96% 93	19.01 7	3.45
5	Age of the resources						

Answered: 405　Skipped: 4

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8. What are the greatest threats to historic resources and/or historic…

Rank	Answers	1	2	3	4		Average score	
1	Development/Density Pressure	38.15% 153	16.96% 68	14.71% 59	13.97% 56	8.73% 35	4.39	7.48% 30
2	Demolition by Neglect	23.19% 93	25.19% 101	19.45% 78	12.47% 50	12.47% 5	4.12	
3	Gentrification and Housing Affordability	16.46% 66	22.19% 89	18.7% 75	15.96% 64	15.21% 61	3.74	11.47% 46
4	City Funding Constraints	14.96% 60	18.95% 76	21.45% 86	21.7% 87	13.72% 5	3.72	
5	Lack of readily available information or resources for home owners	3.24% 13	9.48% 38	12.97% 52	21.45% 86	24.69% 99	2.61	28.18% 113
6	Natural Disaster and/or Flooding	3.99% 16	7.23% 29	12.72% 51	14.46% 58	25.19% 10	2.41	

Answered: 401 Skipped: 8

9. How do you view the relationship between housing costs and historic…
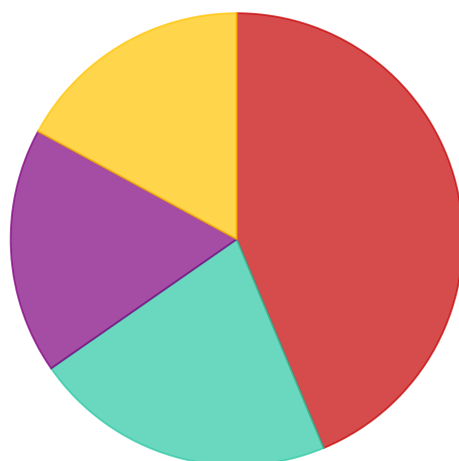
Answers	Count	Percentage
Preservation assists in providing new or retaining existing housing affordability.	174	42.54%
Preservation creates housing affordability issues.	86	21.03%
Other (please describe)	70	17.11%
There is no relationship.	68	16.63%

Answered: 398 Skipped: 11

10. Name one historic and cultural site of significance to underrepresented communiti…

Appendices

Response	Count
Jackson Ward	44
N/A	23
I don't know	13
I don't know	12
Evergreen Cemetery	11
Shockoe Hill African Burying Ground	7
Lumpkin's Jail	7
NA	6
Moore Street School	6
Lumpkin's Jail	6
Lumpkins Jail	5
Lumpkin's Jail Site	4
Lumpkin Jail	4
I don't know.	4

Not sure	3
Monumental Church	3
Maggie Walker house	3
Lumpkins Jail site	3
East End Cemetery	3
Church Hill	3
The Pump House	2
Shockoe Hill African Burial Ground	2
Reconnect Jackson Ward	2
Oregon Hill	2
Lumpkin Jail Site	2
Lumpkin	2
Evergreen Cemetary	2
You should ask those communities and not a survey that will probably be filled out by affluent white people like me who have the luxury of time to fill it out	1
Winfree Cottage	1
Westwood Neighborhood	1
Westwood Community in Richmond, VA	1
Westwood Community - Richmond, VA	1
Tredegar Iron Works	1
Trail of the Enslaved	1
Trail of Enslaved People	1
This survey has a STRONG agenda. Shame on whoever designed it. You don't really want our opinion, you're trying to push yours.	1

Appendices

There isn't just one !	1
There are links to Blacks and Native Americans in Oregon Hill and western riverfront that aren't well known or highlighted	1
The Westwood neighborhood in the near west end of Richmond.	1
The slave trail	1
The slave trade blocks in Shockoe Bottom	1
The R E Lee Monument and the rest of the Confederate monuments	1
The old parts of Jackson Ward that were taken away to build the Coliseum and parts of 95.	1
The Old Oak Grove School	1
The Maggie L Walker Historic site	1
The John Marshall House	1
The James River as it was used by Native people pre-contact	1
The Jackson Ward Community	1
The history of Jackson Ward and all neighborhoods that have been destroyed such as Fulton, Navy Hill etc	1
The historic slave cemetery should have a memorial	1
The heritage and culture of the Powhatan and Monacan and Mattaponi tribes	1
The 'Harlem of the south' area around the Hippodrome and adjacent revitalized Broad Street corridor	1
The entire Shockoe Hill African Burying Ground (to include the 30 acres beyond the now city of Richmond owned portion.	1
The entire Jackson Ward neighborhood	1
The entire former slave market around Lumpkin's Jail - a World-Class museum would be great	1
The Devil's Half Acre	1
The Cemeteries of Barton Heights	1

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The Black West End Neighborhood https://scholarscompass.vcu.edu/murp_capstone/60/; I will also say a huge swath of the Southside including neighborhoods that are members of the Southside Civic Association	1
The abandoned hydro-electric plant downtown.	1
The "Arts District," especially around 2nd street, which is being slowly but surely "demolished by neglect"	1
That's not already protected? The Hippodrome Theater? Robinson Theater?	1
Spottswood Robinson House, Frederick Douglas Court, Westwood, Moore Street School, Richmond Community Hospital	1
Southside fishing spots	1
Sons and Daughters of Ham Cemetery	1
So many Shockoe Burial Ground, BMHVA, Maggie Walker House, VUU, Black Cemeteries	1
slave trail and lumpkins	1
Slave Trail and buildings and spaces related to the slave system	1
Slave trail	1
Slave trading grounds in Shockoe Bottom	1
Slave market site in Shockoe Bottom	1
Sixth Mount Zion Church	1
Sixth Mount Zion Baptist Church	1
Sites in jackson ward. Past city wrongs should be acknowledged and remedied	1
Site of Gabriel's rebellion	1
Site of Brook Field Park (Brook Rd/School St) should be recognized.	1
Shockoe Hill African Burying Ground -- it's a shame that this is basically just an abandoned gas station with a marker.	1
Shockoe Bottom area, including Lumpkins Jail and other slave trade related sites contained therin.	1

Appendices

Shockoe Bottom / Lumpkin's Jail Site	1
Shockoe Bottom	1
Shockoe	1
Second Baptist Church next to/owned by the Jefferson Hotel organization.	1
Sacred burial ground / lumpkins jail	1
Richmond Hebrew Cemetery	1
Revolutionary War skirmish site at Chimborazo Park- entirely unmarked/un interpreted.	1
Residential homes in the northside or East End, including public housing, that represent the post-World War II segregated Richmond neighborhoods.	1
Raven Street Projects	1
Pumpkins jail, and Belle Isle area	1
Pump House	1
Pre-colonial Native American settlement patterns	1
Powhatan Hill and all along the river because it belonged to the Pamunkey People which history has ignored and still does today. Pamunkey are the most underserved and underrepresented communities in the entire state.	1
Post civil war areas known to have been "red-lined" to prevent equal housing opportunities and affordability for African-Americans from "Jim Crow" era lending practices to the present.	1
Oregon Hill and associated cultural and architectural resources	1
Old school buildings.	1
Oakwood Cemetery	1
None	1
neighborhoods....that are being torn down to build million plus homes with little architectural value	1
Need to develop our understanding of the societies that were around our city prior to european arrival and portray that better. Need to continue to grow our focus on portraying the history of the african american experience in richmond.	1

Cultural Heritage Stewardship Plan

More statues of females all over Richmond and more preservation of homes and workplaces of women other than Maggie Walker, such as the Richmond Women's Bread Riot during the Civil War	1
Moore Street School, Fonticello Park	1
Moore Street School or YWCA Building in Gillian Court	1
Moore Street School behind Carver Elementary, it is was a school am I represented community for a long time. And there are efforts being made to make it into a preformance arts center which would give back to that community.	1
Moore Street School and Thirteen Acres School	1
Monument Avenue Return historical monuments	1
Monument Avenue	1
Monroe Park	1
Mayo Bridge	1
Maggie Walker's home.	1
Maggie Walker site	1
Maggie Walker HIstoric Site	1
Maggie Walker buildings -- store -- on Broad Street	1
Maggie L Walker house, Evergreen cemetary, Shockoe Bottom African Burial Ground	1
Lumpkins slave jail site/ burial ground.	1
Lumpkins Slave Jail area; Maggie Walker house	1
Lumpkins Slave Jail Archaeological Site	1
Lumpkins Jail/Slave Trail	1
Lumpkin's Jail/Slave Burial Ground	1
Lumpkins jail/Monument Ave	1
Lumpkins Jail/Devil's Half-acre and the entire Shockoe Bottom	1
Lumpkin's Jail/Devil's Half Acre	1

Appendices

Lumpkins jail slave burial site	1
Lumpkin's Jail site/Slave Trail	1
Lumpkin's Jail Site and Devil's Half Acre	1
Lumpkins Jail site & the burial ground in Shockoe.	1
Lumpkin's Jail or the slave trail on the James near the Mayo Bridge.	1
Lumpkin's jail area	1
Lumpkins Jail and field across Broad Street.	1
Lumpkin's Jail and African Burial Grounds	1
Lumpkin's Jail / Slave Trail	1
Lumpkin's Jail - Shockoe Bottom	1
Lumpkin's Auction and Jail site	1
Lumpkin's Jail/Devil's Half Acre	1
Lumpkin's jail/African burial ground	1
Lumpkin's Jail and surrounding area	1
Lumpkin's Jail / Devil's half acre	1
Lumpkin jail site and historical center	1
Lumpkin Jail site and historical black cemeteries	1
Lumkin's Jail and surrounding area	1
Jewish Cemetery in Gilpin area	1
Jackson Ward; Shockoe Hill African Burial Ground; Evergreen and East End Cemeteries; Lumpkin's Jail site	1
Jackson Ward/Gilpin	1
Jackson Ward, the Slave Trail	1
Jackson Ward, Slave Trail	1

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Jackson Ward, including Maggie Walker Statue	1
Jackson Ward, espically a focus on the areas that were demolished due to the Interstate	1
Jackson Ward, Church Hill, Manchester	1
Jackson Ward, Brookland Park Boulevard	1
Jackson Ward on the north side of I-95.	1
Jackson Ward Neighborhood should have their own neighborhood design overlay so those invested in the history there can develop preservation priorities. This should be true for all historic neighborhoods rather than asking for a single site.	1
Jackson Ward neighborhood	1
jackson ward is being "remodeled' horribly. vinyl windows should not be allowed! Ditto for the Fan	1
Jackson Ward area and the Randolph neighborhood. Primarily neighborhoods that were destroyed due to highway construction (I95) and downtown expressway.	1
Jackson Ward and Northside	1
Jackson Ward and areas lost in building of interstate 95	1
Jackson Ward	1
Intermediate Terminal, Richmond does poorly valuing the work places of those who work/worked with their hands	1
Indigenous peoples lived on the banks of the James River. I don't recall any signage or markers. It's just invisible.	1
Ido 't	1
Idk	1
I don't know. I am a visitor so not familiar with specific does.	1
I don't know.	1
I do not know.	1
Holocaust Museum	1

Appendices

|	
Historic single family homes in Oakwood	1
Historic neighborhoods/homes	1
Historic Jackson Ward	1
Hermitage Road Historic District	1
Has to be Shockoe Bottom that should recognize for both Blacks and Indigenous communities that have been grossly short-changed in Richmond's history.	1
Greenwood cemetary	1
Good grief. You cannot be serious with this question!	1
Fulton Hill/Bottom	1
Fulton hill	1
Fulton	1
Fourth Baptist - both b/c of original history and the addition by Ethel Furman.	1
Evergreen Cemetery / Lumpkin Jail (really needs more attention)	1
Edgar Alen Poe house	1
Ebernezer Church	1
East End/Evergreen Cemeteries	1
east end cemeteries that were under the guardianship of enrichmond before its collapse	1
east end cemeteries	1
East End Cemetary	1
East End burial sites - city money needed as Enrichmond imploded.	1
Don't know	1
Devils Half Acre site - I am pro museum/cultural site	1
Creighton court.	1
Confederate monuments	1

Club 533	1
Civil war monuments should have been preserved.	1
Chimbarozo Freedman's Village	1
Carver Neighborhood	1
Byrd Park	1
Burying sites, cemeteries.	1
Burial grounds and slave market in Shockoe Bottom	1
Brown's Island	1
Brookland Park Movie Theater	1
Brookland park	1
Brookbury Farm	1
Blackwell neighborhood	1
Black cemeteries that were neglected by the city and Enrichmond	1
Black cemeteries	1
Beth Ahabah	1
Belle Isle	1
Battery Park and Byrd Park in the life of Arthur Ashe	1
Based on the question, not sure if this refers to one that is endangered or not; of the current, I would answer the Black History Museum and Cultural Center of Virginia	1
Barton Heights Cemetery	1
As an architect, LOVE seeing Ethel Bailey Furman building up there. That's an incredible example of old (church) and new (modern educational wing) created my a minority architect for a minority congregation. Also middle / lower income historic homes.	1
Arthur Ashe monument (and the newer Kehinde Wiley sculpture "Rumors of War")	1
Archaeological sites in Navy Hill	1

Appendices

Any remnants of the community black americans had in Granite area	1
Any recognition of the pre-colonization indigenous settlement on modern day Church Hill	1
Ancarrow's Landing	1
Ancarrows Landing	1
all of the public housing in the city	1
All of Jackson Ward, or Maggie Walkers house.	1
All of Jackson Ward	1
African Burial Ground	1
African American Cemeteries	1
African American Burial Ground	1
Abner Clay Park Area	1
A non-obvious one might be the site of the Richmond 34, a nonviolent sit-in at the Thalhimers department store downtown. A family friend recalls that day from when he was a kid. I remember there were talks of developing a public art installation and plaza	1
6th Mount Zion Baptist Church	1
2nd Street	1
"Underrepresented" is irrelevant here—we are one city, with a dire need to unify rather than to segregate. But these man-made "race" constructs will continue to have power as long as we encourage humans to continue slicing themselves up by race.	1
Evergreen Cemetery	1
Churchill	1

Answered: 381 Skipped: 28

11. Which of the following initiatives should be priorities in the Cultural Resources…
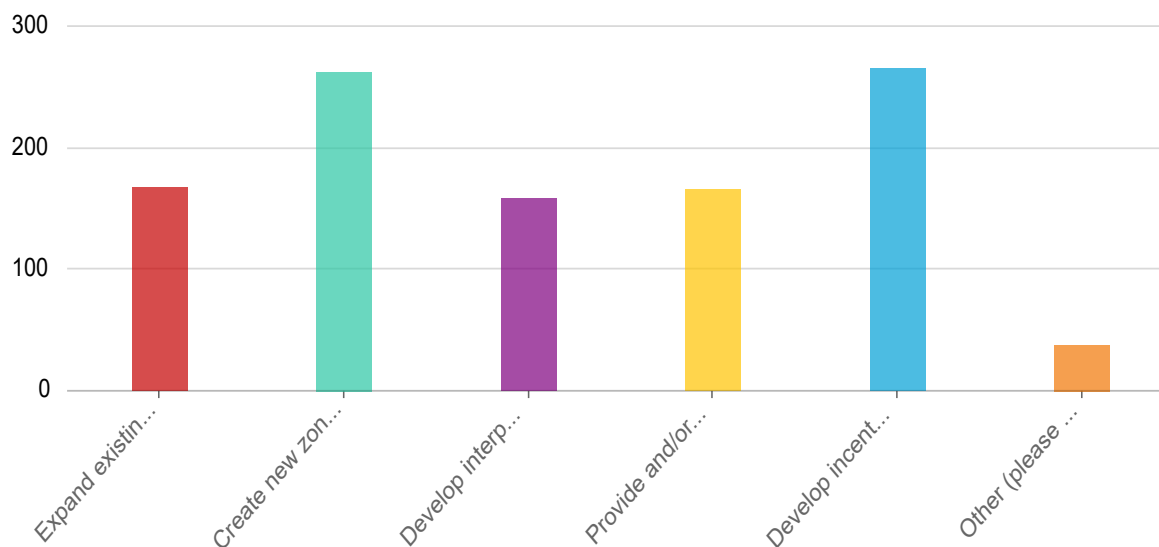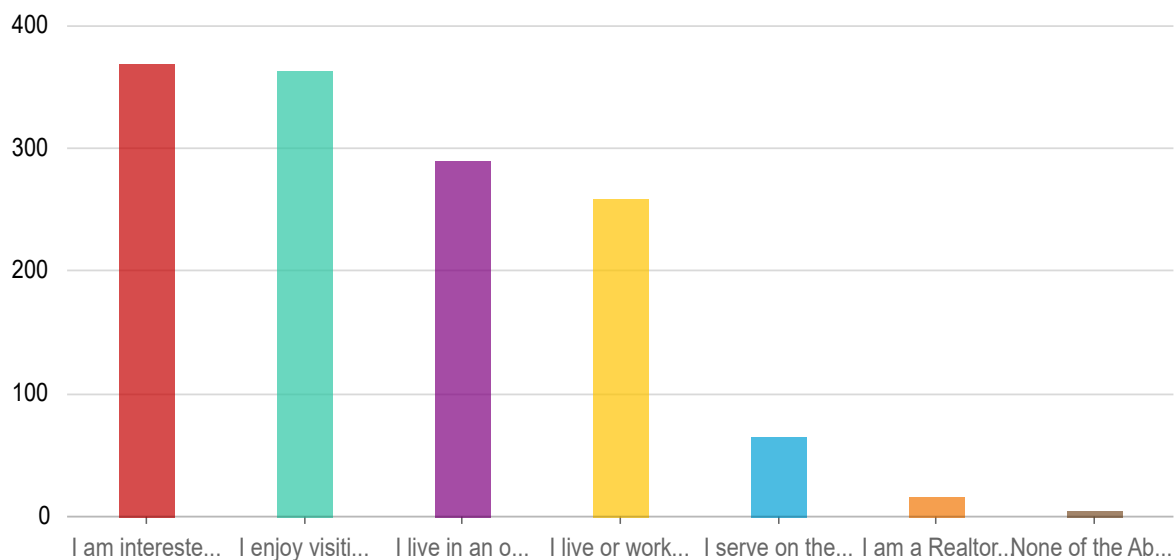
Answers	Count	Percentage
Expand existing or add new local historic districts that review and manage all exterior alterations, new construction, and demolitions.	168	41.08%
Create new zoning tools that protect selected aspects of the architectural character of historic neighborhoods such as building size, scale, and set-back from the street.	263	64.3%
Develop interpretive signage for lost resources in the city.	159	38.88%
Provide and/or support educational programming related to the city's history and resources.	166	40.59%
Develop incentive programs to assist property owners with preservation of historic buildings with an emphasis on single-family owner-occupied residences.	266	65.04%
Other (please describe)	38	9.29%

Answered: 402 Skipped: 7

**12. Which of the following best describes your past experience with historic places,…**

Appendices

Answers	Count	Percentage
I am interested in local history.	370	90.46%
I enjoy visiting historic places.	364	89%
I live in an old house (older than 50 years).	291	71.15%
I live or work in an historic neighborhood.	260	63.57%
I serve on the board of a non-profit organization focused on historic preservation, cultural history, or museum interpretation.	66	16.14%
I am a Realtor/Real Estate Agent or Developer.	17	4.16%
None of the Above (please explain below).	5	1.22%

Answered: 408 Skipped: 1

Demographic Questions

○ **13. How long have you lived in Richmond?**

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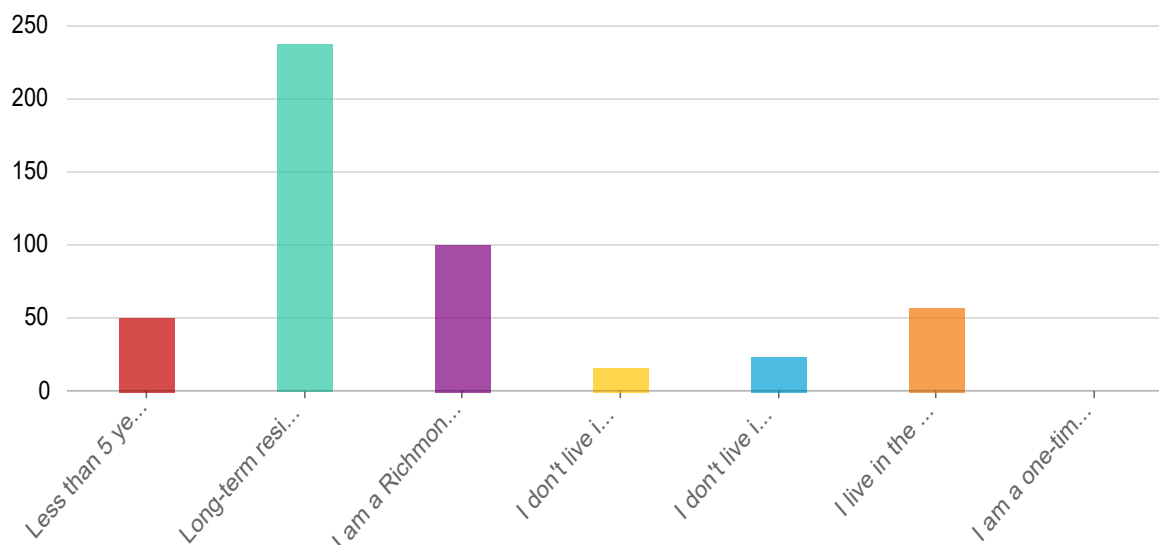
Answers	Count	Percentage
Less than 5 years	51	12.47%
Long-term resident	238	58.19%
I am a Richmond native	101	24.69%
I don't live in Richmond, but I used to	17	4.16%
I don't live in Richmond, but I visit frequently and/or do business there	24	5.87%
I live in the greater Richmond area	58	14.18%
I am a one-time or less frequent visitor of Richmond	0	0%

Answered: 404 Skipped: 5

○ **14. What neighborhood do you live in?**

                                    Appendices
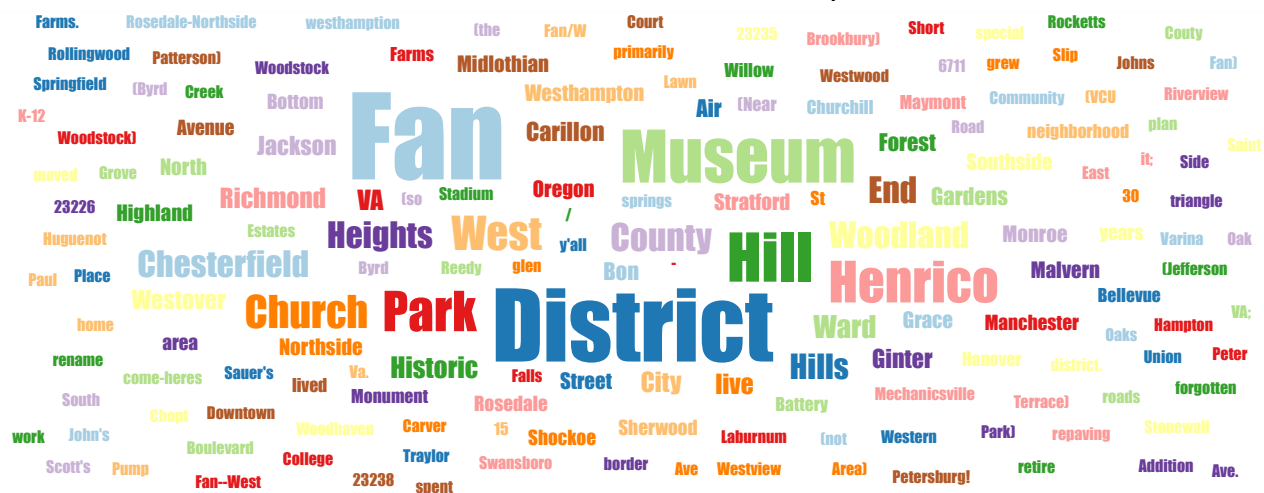
Response	Count
Museum District	32
The Fan	29
Fan	21
Church Hill	17
Woodland Heights	14
Henrico	10
Fan District	8
Jackson Ward	6
Ginter Park	6
The Fan District	5
Stratford Hills	5
Oregon Hill	5
Henrico County	5
Westover Hills	4

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Rosedale	4
Near West End	4
Manchester	4
Chesterfield County	4
Chesterfield	4
Carillon	4
Bon Air	4
Westhampton	3
Sherwood park	3
Northside	3
Monroe Ward	3
Malvern Gardens	3
Churchill	3
Bellevue	3
Battery Park	3
Willow Oaks	2
Southside	2
Shockoe Bottom	2
Sauer's Gardens	2
Reedy Creek	2
Midlothian	2
Mechanicsville	2
Maymont	2

Appendices

Laburnum Park	2
Huguenot Farms	2
Historic West Grace Street	2
Historic Jackson Ward	2
Forest Hill	2
Carver	2
Byrd Park	2
Woodstock (not Woodhaven, as all y'all come-heres keep trying to rename it; Woodhaven is a street in Woodstock)	1
Woodstock	1
Willow Lawn	1
Westwood Community Richmond, VA	1
Westwood Community in Richmond, VA	1
Westview, West End	1
Westover	1
Westhampton (the triangle between Three Chopt and Patterson)	1
westhamption area	1
Western Henrico	1
West of Boulevard (Jefferson Terrace)	1
West Hampton	1
West End (VCU Area)	1
West End (Byrd Park)	1
We just moved to Petersburg!	1
Varina	1

Union Hill	1
Traylor Estates 23235 with the roads the City of Richmond has forgotten about repaving	1
Traylor Estates	1
The West End	1
The Stadium neighborhood	1
The Fan--West Grace Street	1
The Fan/W Grace St	1
The Fan but grew up in South Side	1
The Carillon	1
Swansboro West	1
Swansboro	1
Stonewall Court, City of Richmond	1
St John's Old and Historic District	1
Springfield, VA but I plan to retire to Richmond in the next few years	1
Southside of Richmond	1
Southside (near Brookbury)	1
Short Pump	1
Shockoe Slip	1
Sherwood Park, Northside	1
Scott's Addition	1
Saint Johns District, Church Hill	1
Rosedale-Northside	1
Rollingwood in Henrico Couty	1

Appendices

Rocketts Landing	1
Riverview	1
Richmond City - Monument Avenue Park	1
Richmond	1
Providence Park	1
Peter Paul District	1
Park Ave, the Fan	1
Oregonhill	1
Oak Ridge Tennessee	1
North Ginter Park	1
North Chesterfield, Chesterfield County	1
North Chesterfield, Bon Air	1
North Barton Heights	1
Musuem District	1
Museum District, on Monument Ave.	1
Museum District, but the Southside and Randolph are special places to me because I spent my childhood in these areas of Richmond.	1
Museum District - Near West End	1
Museum	1
Monument Avenue	1
Monroe park	1
Monroe	1
McGuire	1
Maymont neighborhood	1

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Malvern Gardens (near Fan)	1
Lynchburg, VA	1
Libbie Mill, Henrico County	1
Laurel park, Henrico County	1
Lakeside	1
King William, Virginia	1
Jefferson Terrace	1
Jacksonward	1
I own my parents home at 6711 in Hanover Avenue in an area called Westhampton Farms. My son lives there now.B	1
I now live primarily in Alexandria, VA; I used to live primarily in the Fan, I now live secondarily (small apartment) in Shockoe Bottom	1
I lived in Northside (Hermitage Road Historic District) for 15 years prior to moving to Hanover County two years ago	1
I live on the border between the Fan and the Museum District.	1
I live in Westover Hills near Forest Hill Avenue.	1
I live in Rockville in Hanover Co. but my family were longtime residents of the city	1
I live in Oxford, I work in the fan, used to own a home in the Springhill Historic district.	1
I currently live in Midlothian but am a Richmond native who has lived within the city limits for years, attended K-12 in the city and worked downtown for 30 years.	1
Hopewell	1
Hobby Hill	1
Historic W Grace St	1
highland springs	1
Highland Park!!!	1

Appendices

Highland Park Southern Tip	1
Hermitage Road Historic District	1
Henry place	1
Henrico, just a few blocks west of the city	1
Henrico County, Va	1
Henrico County now, formerly Westover Hills	1
Henrico County (Near West end on border with city)	1
Grove Avenue Crest	1
Grove / Malvern area just west of the Museum District	1
Great Falls Va.	1
glen burnie	1
Gaslight	1
Fulton Bottom	1
Fredericksburg, VA	1
Forest View	1
Forest hill park	1
Forest hill area	1
Far West End of Henrico	1
Far West End Henrico	1
Fan West	1
Fan District and Southampton district near River	1
Fairmount	1
East highland springs	1

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East Highland Park	1
Downtown	1
currently I live in Midlothian	1
Colonial Place	1
College Hills in Henrico	1
College Hills (so, technically Henrico, but we back up to Bandy Field)	1
Clubview	1
City Stadium	1
City Center	1
Churh HIll	1
Church Hill, in the Oakwood-Chimborazo Historic District	1
Church Hill North	1
Chestnut Hill	1
Chesterfield, VA	1
Chesterfield / Midlothian	1
Charlottesville	1
Cary Street West End	1
Carillon, currently, have lived in Fan, Museum District and West End in the past.	1
Carillon neighborhood	1
Brookland Park	1
Britton's Hill Farm	1
British Camp Farms	1
Bon Air, Chesterfield, VA	1

141 ————————————————————————————————————— Appendices
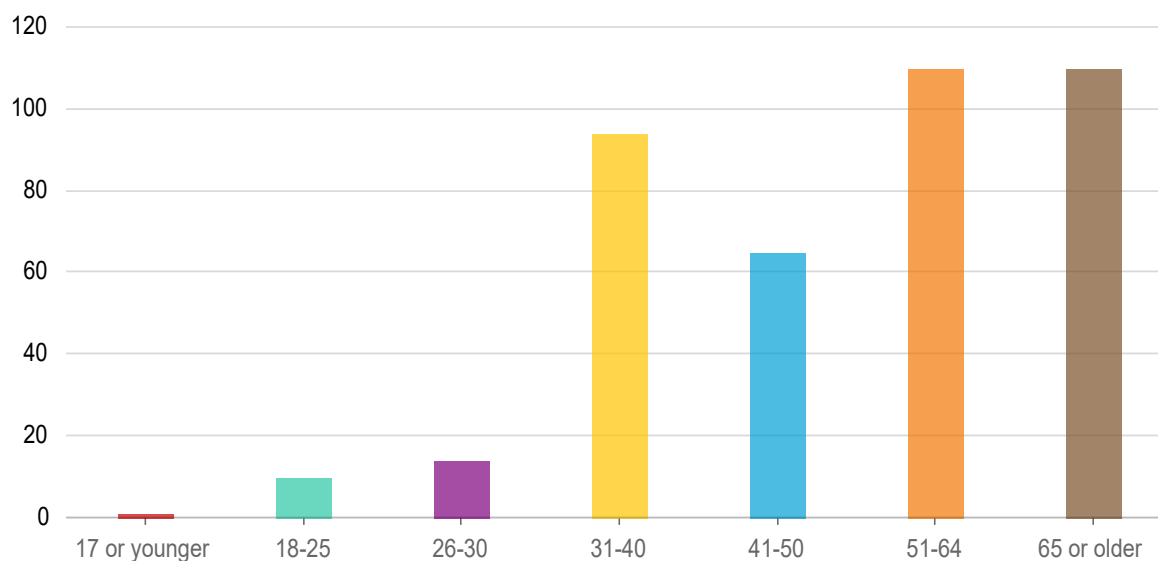
| Ashland, VA | 1 |
| 23238, Henrico now, but 23226 before | 1 |

<div align="right">Answered: 380 Skipped: 29</div>

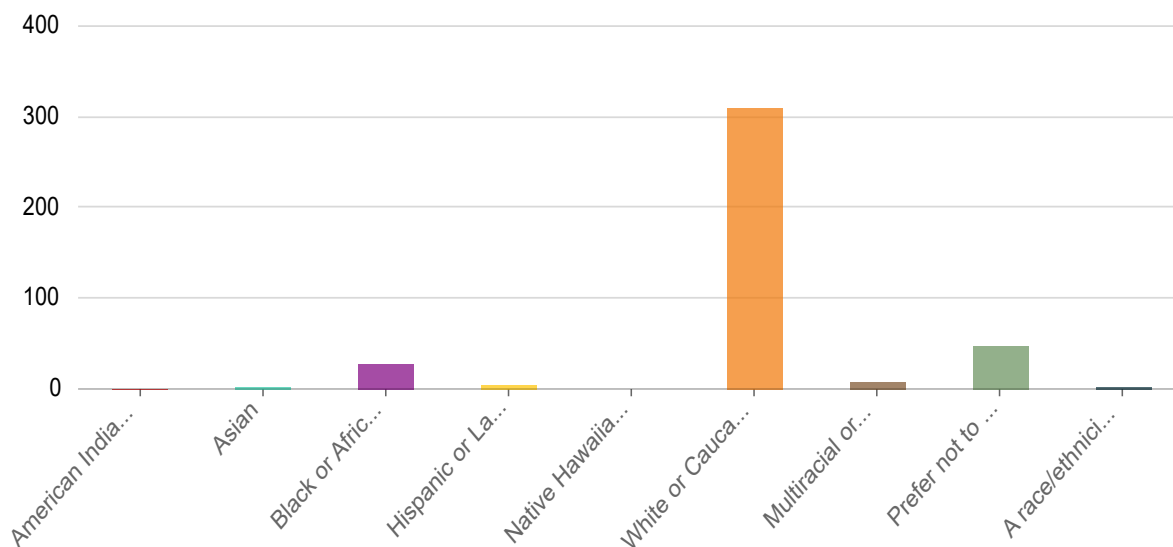○ **15. What age group are you a part of?**

Answers	Count	Percentage
17 or younger	1	0.24%
18-25	10	2.44%
26-30	14	3.42%
31-40	94	22.98%
41-50	65	15.89%
51-64	110	26.89%
65 or older	110	26.89%

<div align="right">Answered: 404 Skipped: 5</div>

○ **16. Which of the following best describes you?**

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Answers	Count	Percentage
American Indian or Alaska Native	1	0.24%
Asian	3	0.73%
Black or African American	28	6.85%
Hispanic or Latino	5	1.22%
Native Hawaiian or Other Pacific Islander	0	0%
White or Caucasian	310	75.79%
Multiracial or Biracial	8	1.96%
Prefer not to answer	48	11.74%
A race/ethnicity not listed here (please specify)	3	0.73%

Answered: 406 Skipped: 3

○ **17. With which of the following do you most identify?**

Appendices
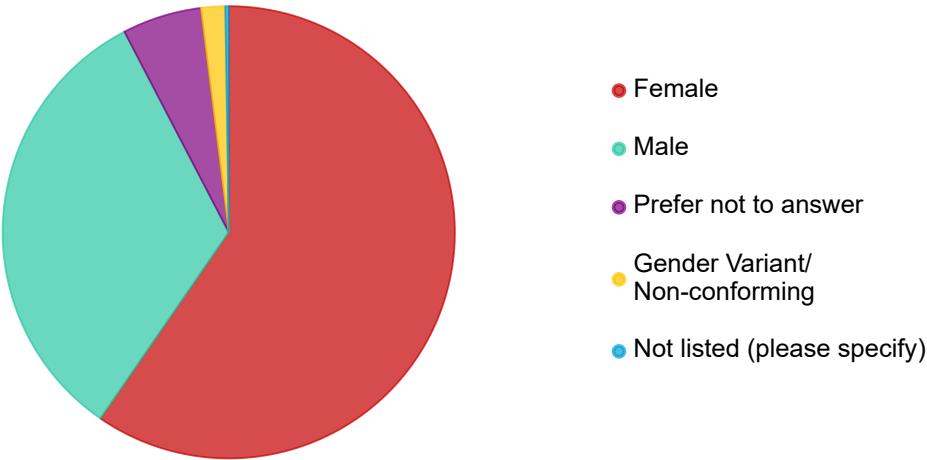
Answers	Count	Percentage
Female	242	59.17%
Male	133	32.52%
Prefer not to answer	23	5.62%
Gender Variant/Non-conforming	7	1.71%
Not listed (please specify)	1	0.24%

Answered: 406 Skipped: 3

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City of Richmond
Cultural Heritage Stewardship Plan

Public Input Survey Summary

The **Cultural Heritage Stewardship Plan** Public Input Survey was open and available online to the public from *October 16 until November 20, 2023*.

409 participants submitted survey responses; however, since no questions were "required," some questions were skipped by participants.

The following document summarizes the responses provided for each question in the survey.

Prepared by:

COMMONWEALTH PRESERVATION GROUP

Oakwood-Chimborazo Historic District. Calder Loth, 2021

The purpose of a **Cultural Heritage Stewardship Plan (CHSP)** is to identify, recognize, and safeguard a community's cultural and historic assets. These assets, also referred to as resources, may include buildings, structures, communities or places, landscapes, below-ground resources (like archaeological artifacts or cemeteries). Cultural heritage also includes intangible aspects of community history such as shared memory and memorialization, oral history or oral tradition, lost resources, and identity. Establishing a plan provides a way to manage change in a sustainable way as communities evolve and grow over time.

The public input survey summary that follows provides an overview of the responses to an online questionnaire conducted to gather input on the community's vision, goals, and priorities for the CHSP. A full analysis and report on the responses will be included as an appendix to the final plan.
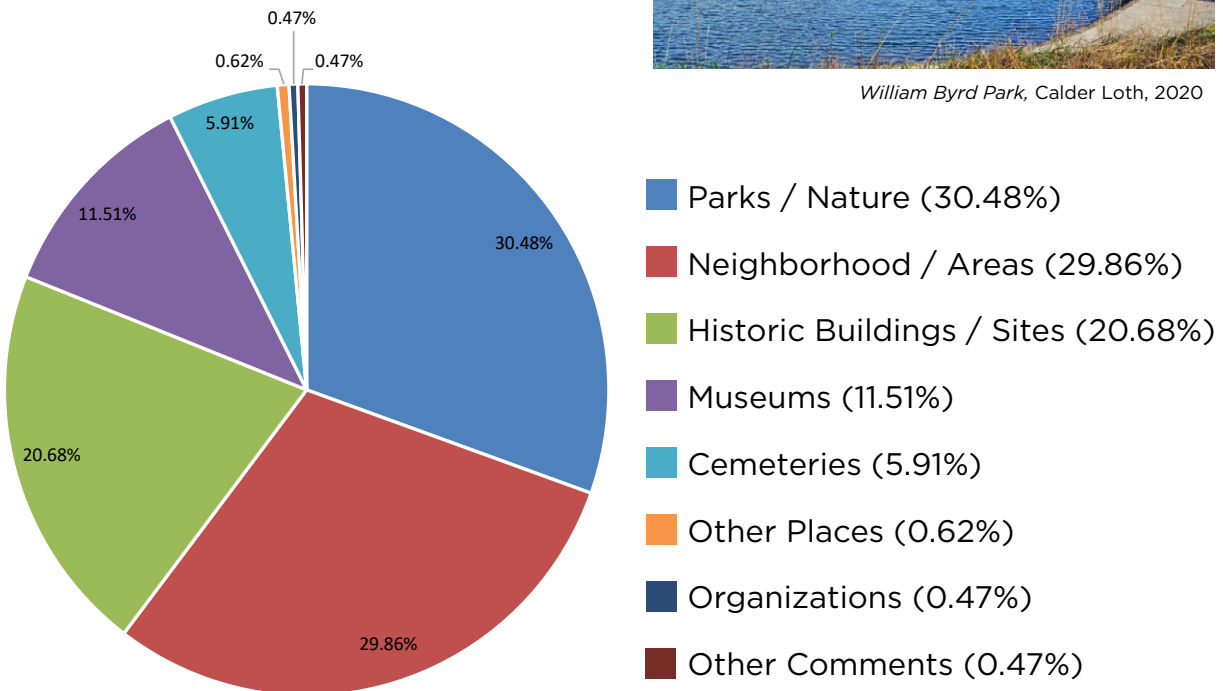
1. What is your favorite place to visit in Richmond?

Goal: *Understand the community's level of interest in historic and cultural sites and/or known tourist destinations.*

Participants were asked to write-in their favorite place to visit in Richmond; the consultant then identified and grouped similar responses, resulting in the categories below. The top 3 favorite places to visit in Richmond that participants identified were related to:

a. Parks/Nature
b. Neighborhoods/District Areas
c. Specific Historic Buildings/Sites

William Byrd Park, Calder Loth, 2020

- Parks / Nature (30.48%)
- Neighborhood / Areas (29.86%)
- Historic Buildings / Sites (20.68%)
- Museums (11.51%)
- Cemeteries (5.91%)
- Other Places (0.62%)
- Organizations (0.47%)
- Other Comments (0.47%)

2. a) Which of the images above show historic buildings, sites, or places AND b) Which of the buildings, sites, or places above are worthy of protection preservation?

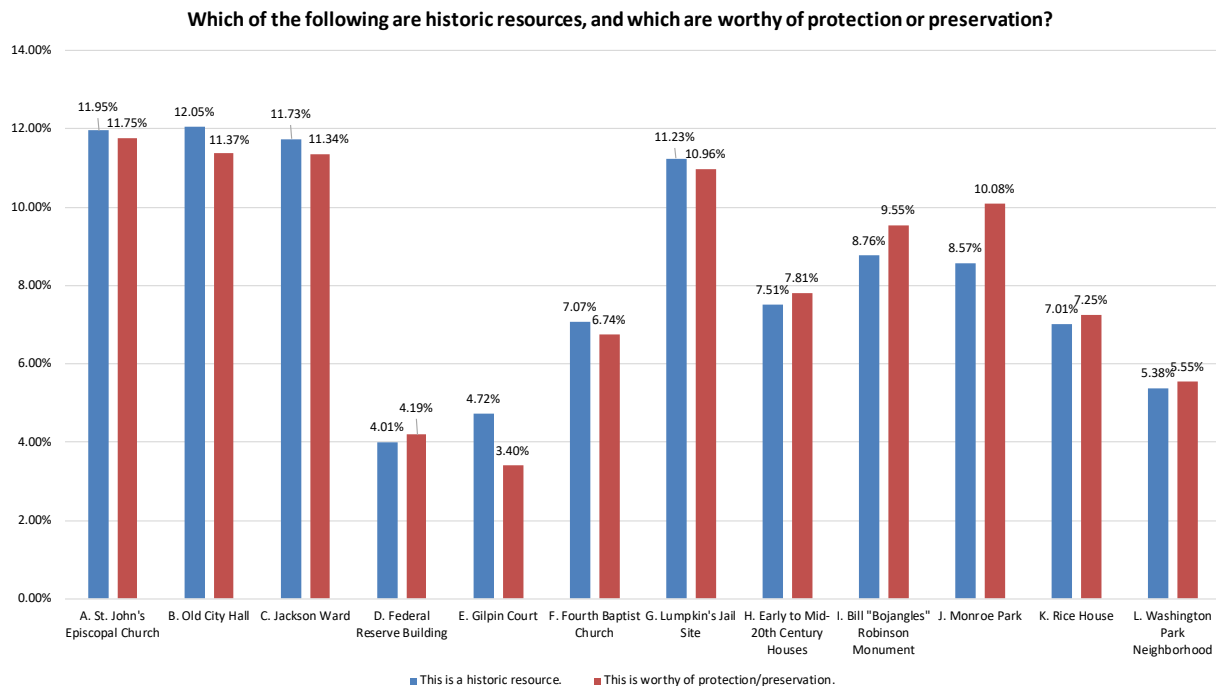***Goal:*** *Understand how the community defines "historic"*

Monroe Park. Google Earth

Bill "Bojangles" Robinson Monument. NPS

Participants were given 12 images and asked two different, but related, questions. Participants could select as many images as they felt applicable for both questions. Responses to the two questions were generally similar; however, **the following resources were identified as worthy of protection/ preservation more frequently than they were identified as historic**. The largest gaps were seen in Monroe Park and the Bill "Bojangles" Robinson Monument, which are more closely tied to culture and parks/open space – both priorities in other areas of the survey.

Which of the following are historic resources, and which are worthy of protection or preservation?

Resource	This is a historic resource.	This is worthy of protection/preservation.
A. St. John's Episcopal Church	11.95%	11.75%
B. Old City Hall	12.05%	11.37%
C. Jackson Ward	11.73%	11.34%
D. Federal Reserve Building	4.01%	4.19%
E. Gilpin Court	4.72%	3.40%
F. Fourth Baptist Church	7.07%	6.74%
G. Lumpkin's Jail Site	11.23%	10.96%
H. Early to Mid-20th Century Houses	7.51%	7.81%
I. Bill "Bojangles" Robinson Monument	8.76%	9.55%
J. Monroe Park	8.57%	10.08%
K. Rice House	7.01%	7.25%
L. Washington Park Neighborhood	5.38%	5.55%

3. How important are historic and cultural resources to Richmond Tourism?

Byrd Theater. Courtesy of VHDR

Goal: *Understand how the community values heritage tourism.*

Participants were asked to select a ranking between 1-10, with 1 being not important at all and 10 being very important. Overall, respondents indicated that **historic and cultural resources are important to Richmond Tourism**, suggesting that Richmonders view historic and cultural resources as an existing/potential asset and reason people come to the city.

How Important are Historic and Cultural Resources to Richmond Tourism?

1 = Not Important at all; 10 = Very Important
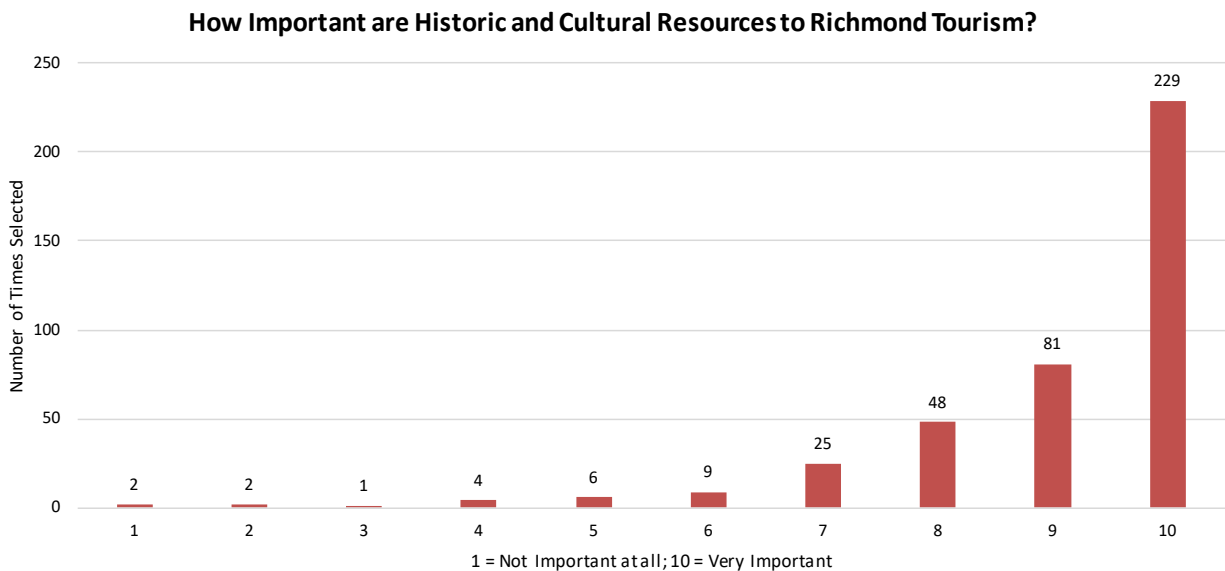
4. How important are historic and cultural resources for Richmond's growth and economic development?

Goal: *Understand how community values historic resources and their contribution to Richmond's sense of place and growth.*

Participants were again asked to select a ranking between 1-10, with 1 being not important at all and 10 being very important. Participants largely indicated that **historic and cultural resources are important to Richmond's growth and economic development**. These results align with stakeholder interview responses which **expressed the value Richmonders place on the unique character, identity, and sense of place** in Richmond, crediting the growth of the city largely to its historic character.

West Broad Commercial and Industrial Historic District.
Calder Loth, 2021

How important are historic and cultural resources for Richmond's growth and economic development?

Number of Times Selected (y-axis, 0 to 250)

Rating	Count
1	1
2	4
3	7
4	7
5	7
6	14
7	38
8	67
9	70
10	192

1 = Not Important At All; 10 = Very Important
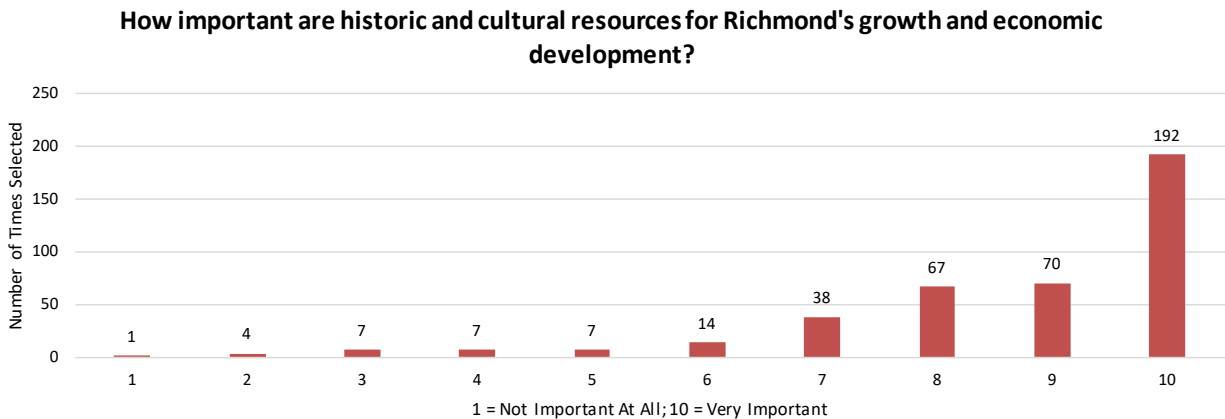
5. How should Richmond prioritize the following when developing historic preservation planning initiatives?

Goal: *Understand how the community prioritizes historic resources.*

Participants were provided with the list of 9 historic preservation planning initiatives below and asked to rank them (1 being the most important, 9 being the least important). Participants ranked these initiatives

TABLE 5.1	
Rank	**Historic Preservation Planning Initiative**
1	Designated Historic Landmarks and Districts
2	Places currently or historically associated with African American, Native American, or other underrepresented groups
3	Historic neighborhoods (more than 50 years old)
4	Streetscapes and public open spaces
5	Archaeological sites
6	Cemeteries
7	Oral History
8	Places that have been demolished or that no longer exist
9	Preservation should not be a priority in Richmond

in the order shown below in Table 5.1. Based on their average scores, these priorities fell into 3 priority tiers, shown in Table 5.2. **Contrary to the responses heard during stakeholder interviews, intangible history areas such as oral history and lost places were identified as lower priorities in the survey responses, possibly due to an imbalance of survey response demographics compared to stakeholder interviews and city demographics.**

TABLE 5.2	
Historic Preservation Planning Initiative	**Average Score**
TIER 1: HIGH PRIORITY	
Designated Historic Landmarks and Districts	6.92
Places currently or historically associated with African American, Native American, or other underrepresented groups	6.45
Historic neighborhoods (more than 50 years old)	6.32
TIER 2: AVERAGE/MEDIUM PRIORITY	
Streetscapes and public open spaces	5.87
Archaeological sites	5.49
Cemeteries	5.08
TIER 3: LOW PRIORITY	
Oral History	4.25
Places that have been demolished or that no longer exist	3.20

6. How should Richmond prioritize city funding for historic and cultural resources?

Goal: *Understand how the community prioritizes City preservation projects.*

Participants were provided with the following 6 funding priorities and asked to rank them (1 being the highest priority, 6 being the lowest). Participants ranked the funding priorities in the order below. While **cultural value rose to the top as a clear factor for prioritizing funding**, respondents ranked threats, association with marginalized groups, and economic benefits nearly equally. The age of the resource and cost of the project were lower priorities for respondents:

TABLE 6	
Rank	**Priorities for Funding**
1	Cultural value to the community and visitors
2	Threats to resources such as sea-level-rise/flooding, neglect, development pressure
3	Association with underrepresented groups or minority history
4	Potential economic benefits to the community
5	Age of the resources
6	Cost of the project and/or funding availability

Belle Isle. Calder Loth, 2021

Shockoe Hill African Burying Ground Historic District. Dan Mouer, 2021

7. What are the greatest threats to historic resources and/or historic communities in Richmond?

Goal: Understand the community's concerns about risks to historic properties to inform our recommendations.

Participants were asked to rank 6 threats from highest to lowest threat (1 being the highest threat); participants ranked threats to historic resources and/or historic communities in Richmond in the following order:

TABLE 7	
Rank	Threats
1	Development/Density Pressure
2	Demolition by Neglect
3	Gentrification and Housing Affordability
4	City Funding Constraints
5	Lack of readily available information or resources for home owners
6	Natural Disaster and/or Flooding

Richmond aerial. Adobe Stock

Building Demolition. CPG

8. How do you view the relationship between housing costs and historic preservation in Richmond?

Goal: *Understand if the community thinks preservation is helping, hurting, or irrelevant to affordable housing.*

- ■ Preservation assists in providing new or retaining existing housing affordability.
- ■ Preservation creates housing affordability issues.
- ■ Other (please describe)
- ■ There is no relationship.
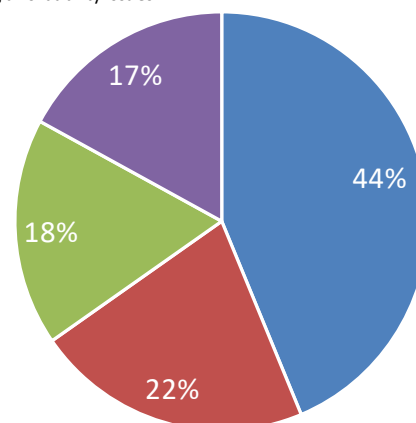
Participants were asked to select one of the multiple-choice answers provided below; if "other" was selected, participants were asked to provide a write-in explanation. While a large percentage of respondents indicated that preservation assists in providing new or retaining existing housing affordability, overall responses varied. 18% of respondents selected "other," providing answers categorized into a range of themes that **indicated the complexity of the relationship between housing costs and historic preservation** (see Table 8).

TABLE 8	
Those who selected "other" provided answers relating to the following themes:	**# of responses**
It is a complex relationship	14
Unsure	13
Preservation can both assist in providing new/retain existing housing affordability and create housing affordability issues.	11
Housing costs in Richmond are more impacted by other economic/financial factors.	8
Impact of development on preservation and affordability.	6
Role of financial incentives, investments, and assistance in preservation and housing affordability.	4
Need for socio-economic accessibility in preservation	4
Need for collaboration and balance relating to preservation and affordability.	3
Preservation decreases affordability.	1
Other	5

9. Name one historic and cultural site of significance to underrepresented communities that should be preserved.

Goal: *Identify key resources to include as we develop priorities.*

This question was a free-response, write-in question; answers were then organized and repeated responses tallied. **Jackson Ward** and **Lumpkins Jail/Slave Market** were the two most frequently identified historic and cultural sites of significance to underrepresented communities that should be preserved.

The third most frequently provided answer was **"I don't know"** (or a variation of that), a response that may be reflective of the self-reported demographics of the respondents who were 77% white. As the city continues its efforts to identify places of significance to marginalized and under-recognized communities, direct engagement with and input from those members is crucial and was a point made by several respondents.
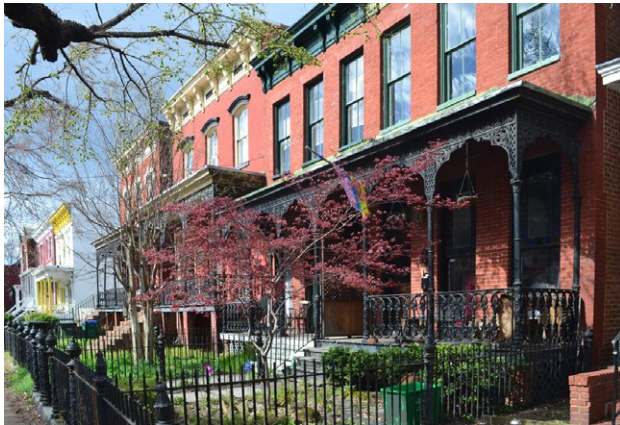
Jackson Ward Historic District, Calder Loth, 2019

Lumpkins Jail Site/Slave Market, Calder Loth, 2021

10. Which of the following initiatives should be priorities in the Cultural Resources Management Plan?

Goal: *Establish community consensus regarding priority programming.*

Participants were provided the list of initiatives below and asked to select all that applied. Participant responses fell into three tiers:

TABLE 10.1
TIER 1: HIGH PRIORITY
Develop incentive programs to assist property owners and preservation of historic buildings with an emphasis on single-family owner-occupied residences.
Create new zoning tools that protect selected aspects of the architectural character of historic neighborhoods such as building size, scale, and set-back from the street.
TIER 2: AVERAGE/MEDIUM PRIORITY
Expanding existing or add new local historic districts that review and manage all exterior alterations, new construction, and demolitions.
Provide and/or support educational programming related to the city's history and resources.
Develop interpretive signage for lost resources in the city.
TIER 3: LOW PRIORITY
Other (see Table 9.1 below)

TABLE 10.2	
Those who selected "other" provided answers relating to the following themes:	**# of responses**
Incentives	7
Enforcement	6
Demolition	5
Housing	5
City Staffing	4
Archaeology	4
Other Priorities	4
Connections and Public Space	4
Preserve, protect, & maintain	4
Development	3
Support & Enable	3
Restore	2
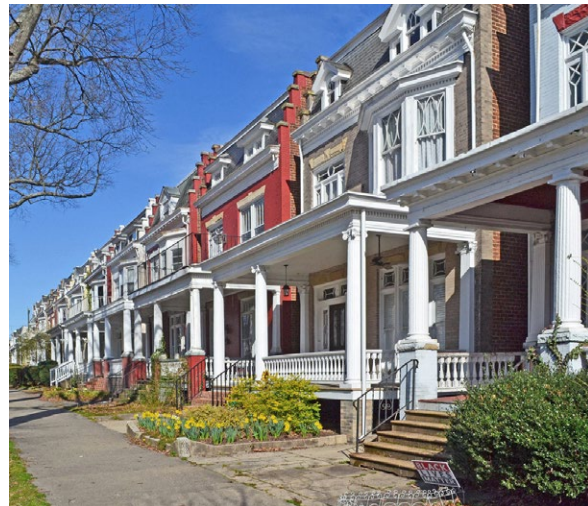
Oakwood-Chimborazo Historic District. Calder Loth, 2021

11. Which of the following best describes your past experience with historic places, spaces, or sites in Richmond?

Goal: *Understand background with historic preservation.*

Participants were provided with the list of answer choices below and asked to select one response with which they identified best. Most respondents indicated they were **interested in history and/or enjoy visiting historic places, and many live in old houses and/or live or work in an historic neighborhood**. This question was designed to help better understand where respondents were coming from, and how much familiarity they have with preservation, museums, or historic resources generally.

Which of the following best describes your past experience with historic places, spaces, or sites in Richmond?
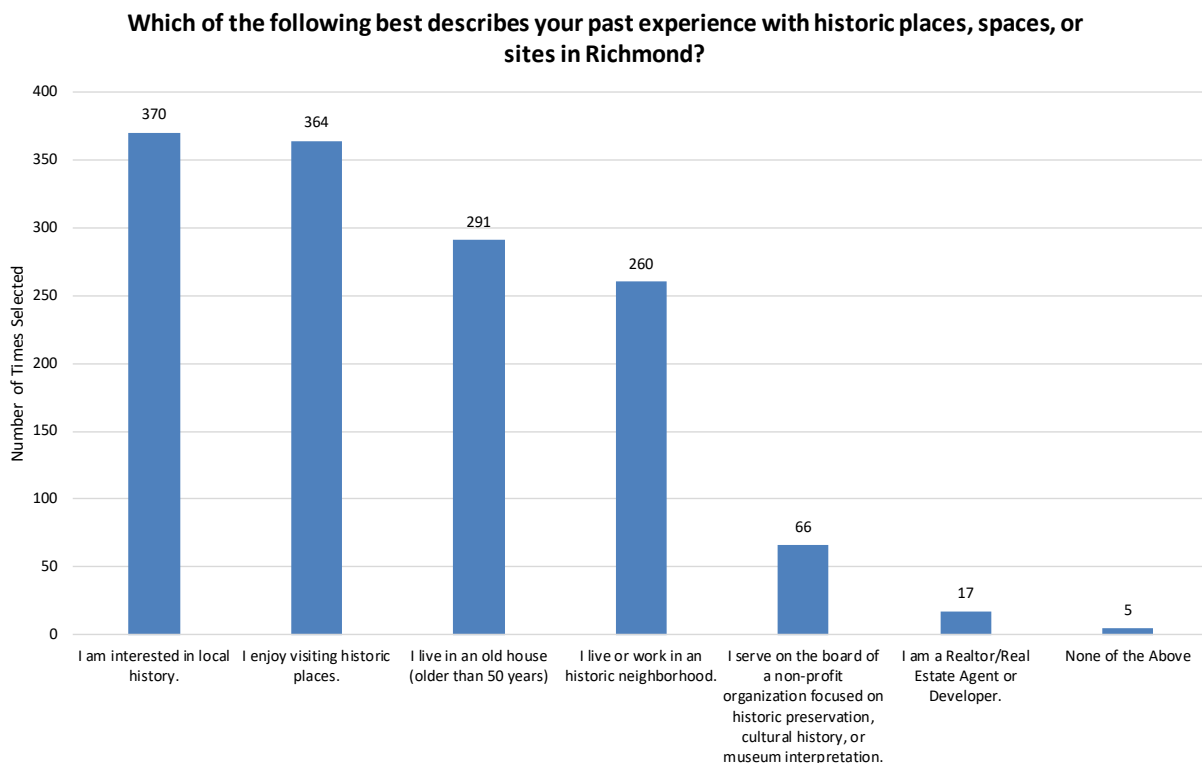
12. How long have you lived in Richmond?

Goal: *Establish understanding of perspective of the respondent.*

Participants were provided the list of answer options below and asked to select the answer with which they identified best. All of the survey respondents have a direct or frequent relationship with Richmond. The **majority of respondents (70%) are long-term residents or natives of Richmond**, and 22% live in the greater Richmond area or have lived in Richmond for less than 5 years. 5% visit frequently and/or do business in Richmond, and 3% used to live in Richmond but now live elsewhere.

How long have you lived in Richmond?

- Long-term resident
- I am a Richmond native
- I live in the greater Richmond area
- Less than 5 years
- I don't live in Richmond, but I visit frequently and/or do business there
- I don't live in Richmond, but I used to
- I am a one-time or less frequent visitor of Richmond

13. What neighborhood do you live in?

Public Input Survey
Number of Survey Responses by Neighborhood

Richmond Cultural Heritage Stewardship Plan
Richmond, Virginia
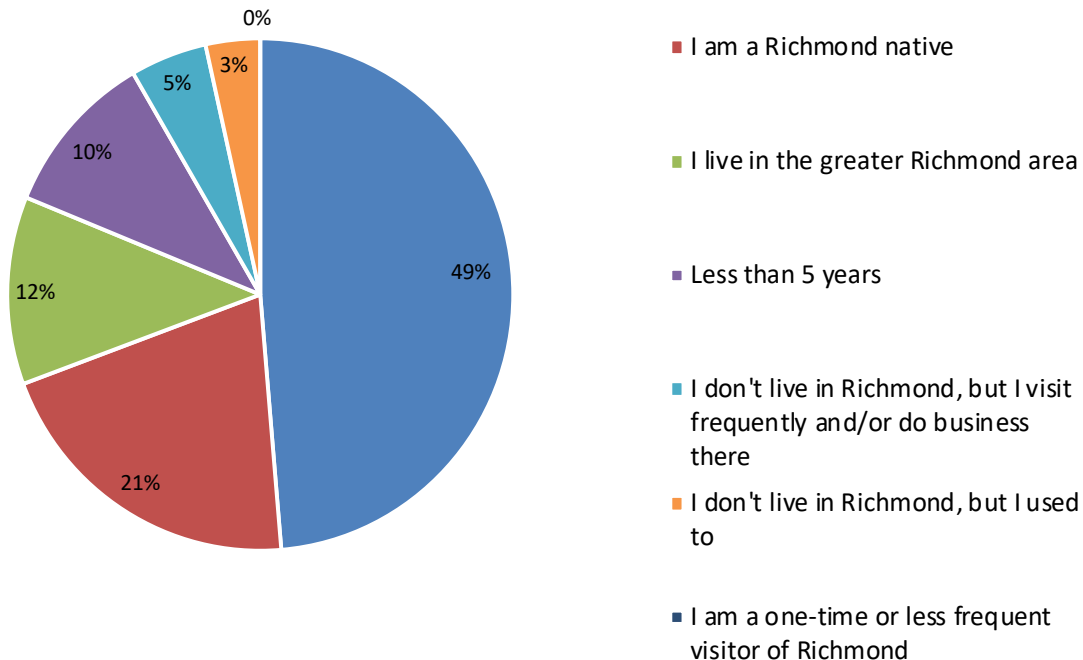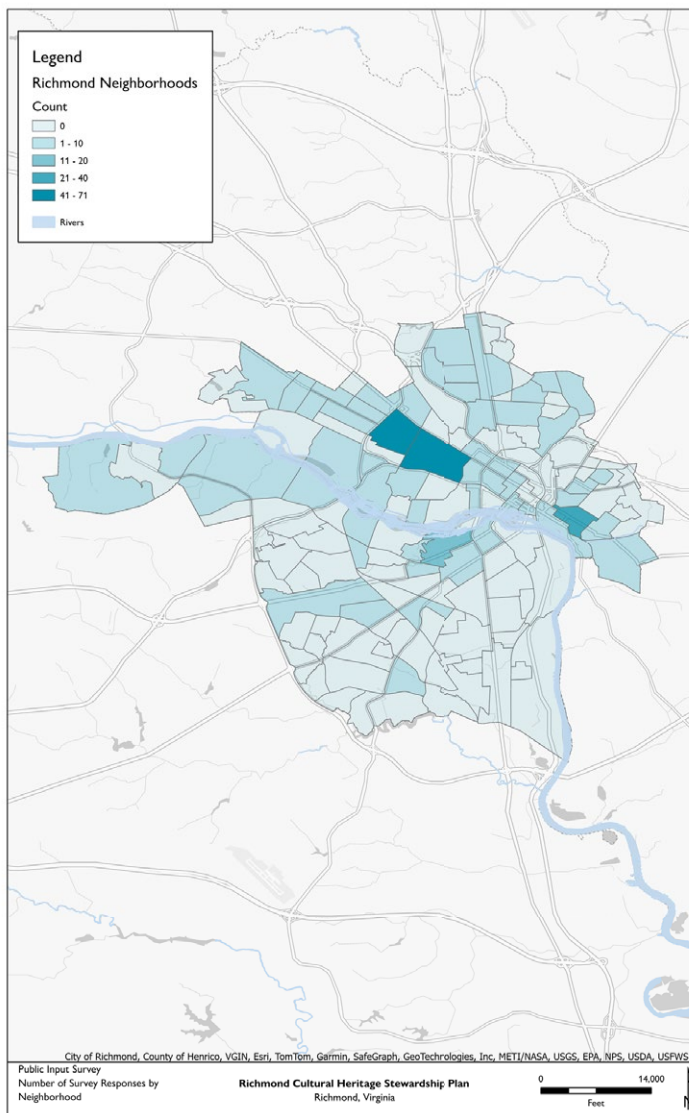
Goal: *Understand the geographic distribution of responses, socio-economic status of respondents, and diversity of respondents.*

This question was a free-response, write-in question to help identify the distribution of survey participation. Responses were then compared, sorted into City-identified neighborhoods, tallied, and mapped. **Most respondents indicated that they live in a Richmond neighborhood; however, there were a number of responses from respondents living in the counties that compose the Greater Richmond Area, specifically Henrico, Chesterfield, and Hanover (in that order of frequency)**. A few respondents identified areas in other Virginia cities or counties. Within Richmond, the top three neighborhood areas that respondents identified as living in were The Fan District, Museum District, or Church Hill.

14. What age group are you a part of?

Goal: *Understand the range of ages participating in the survey.*

Participants were asked to select the age range they fell within. The **majority of respondents were 51 or older**, with an even split between the age ranges of 65 or older (27.23%) and 51-64 (27.23%). The next most frequently selected age range was 31-40, followed by 41-50. Although the City's population only consists of 13.8% of residents that are 65 years or older (according to the U.S. Census Bureau), participants aged 65 or older were among the top responders to the survey.

What age group are you a part of?

- 17 or younger (0.25%)
- 18-25 (2.48%)
- 26-30 (3.47%)
- 31-40 (23.27%)
- 41-50 (16.09%)
- 51-64 (27.23%)
- 65 or older (27.23%)

15. Which of the following best describes you?

Goal: *Understand cultural perspective provided in responses.*

Participants were asked to select the race/ethnicity which best describes them. According to the U.S. Census Bureau, Richmond's White or Caucasian residents account for 44% of its population (an almost equal split with its Black or African American residents); however, **76.35% of survey participants identified as White or Caucasian and only 6.90% identified as Black or African American**.

Which of the following best describes you?

- White or Caucasian (76.35%)
- Prefer not to answer (11.82%)
- Black or African American (6.90%)
- Multiracial or Biracial (1.97%)
- Hispanic or Latino (1.23%)
- Asian (0.74%)
- A race/ethnicity not listed here (0.74%)
- American Indian or Alaska Native (0.25%)
- Native Hawaiian or Other Pacific Islander (0%)

15. Which of the following best describes you?

Goal: *Understand cultural perspective provided in responses.*

Participants were asked to select the race/ethnicity which best describes them. According to the U.S. Census Bureau, Richmond's White or Caucasian residents account for 44% of its population (an almost equal split with its Black or African American residents); however, **76.35% of survey participants identified as White or Caucasian and only 6.90% identified as Black or African American**.

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- Multiracial or Biracial (1.97%)
- Hispanic or Latino (1.23%)
- Asian (0.74%)
- A race/ethnicity not listed here (0.74%)
- American Indian or Alaska Native (0.25%)
- Native Hawaiian or Other Pacific Islander (0%)

16. With which of the following do you most identify?

Goal: *Understand perspective of respondents.*

Participants were asked to select the gender identity with which they most identify. The **majority of respondents who answered this question identified as female (59.61%)**. Although this is reflective of the U.S. Census Bureau data which reports a majority female population in Richmond (52.4%), it should be noted that the U.S. Census collects data based on sex assigned at birth (specified as male and female) rather than gender.[1]

With which of the following do you most identify?
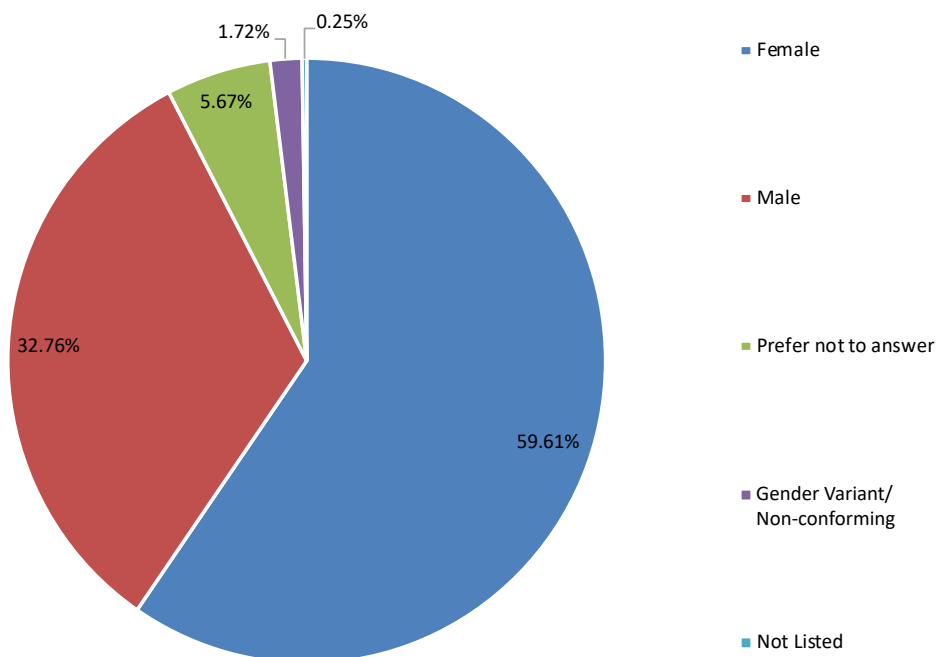
¹Additional information about how the U.S. Census Bureau collects data relating to sex can be accessed here: https://www.census.gov/topics/population/age-and-sex/about.html

Legend

Richmond Neighborhoods

Count

- 0
- 1 - 10
- 11 - 20
- 21 - 40
- 41 - 71

Rivers

City of Richmond, County of Henrico, VGIN, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, USDA, USFWS

Public Input Survey
Number of Survey Responses by
Neighborhood

Richmond Cultural Heritage Stewardship Plan
Richmond, Virginia

0   14,000

Feet

N

Appendices

Legend
Counties in the Greater Richmond Area
Number of Responses
- 0
- 1-6
- 7-21
- 21-40
- 40-303

New Kent

Charles City

Henrico

Richmond

Hanover

Chesterfield

Goochland

Powhatan

County of Henrico, VGIN, Esri, TomTom, Garmin, SafeGraph, FAO, METI/NASA, USGS, EPA, NPS, USFWS

Richmond Cultural Heritage Stewardship Plan
Richmond, Virginia

N

0   50,000
         Feet

Public Input Survey
Number of Responses by County in the
Greater Richmond Area

Richmond Cultural Resources Management Plan

ADVISORY COMMITTEE APPLICATION

Project Background for Prospective Advisory Committee Applicants

In alignment with *Richmond 300* Objective 3: Historic Preservation, the City of Richmond is in the process of creating a city-wide Cultural Resource Management Plan (CRMP). Through the CRMP, the City aims to enhance its existing policies, ordinances, and programs relating to places of cultural and historic significance within the community. The CRMP will provide practical strategies and achievable goals as well as acknowledge the role historic preservation currently plays and will continue to play in shaping the city's urban form and character. The CRMP will have an emphasis on equity and inclusion, identifying areas of diversity in the City's cultural resources and providing approaches to recognize and honor the history of underrepresented groups.

COMMONWEALTH
PRESERVATION GROUP

Advisory Committee Overview

ROLE

The Advisory Committee is envisioned as a group of interested stakeholders who will ensure the voice of the community is appropriately reflected in the CRMP. The Advisory Committee will help City staff and consultants:

■ *Shape community engagement* to ensure diverse, accessible, and inclusive participation.

■ *Guide the development* of CRMP drafts to reflect community input and vision.

■ *Review and provide feedback* on drafts of the CRMP prepared by the consultants.

■ *Share information* about community input sessions and plan development process with personal and community networks to encourage participation.

MEETING FREQUENCY

Advisory Committee meetings will occur monthly for the duration of the CRMP development process. Committee members are also asked to participate in public meetings and engagement activities at key milestones in the project.

The work of this group will inform the creation of a future implementation committee, which will have greater long-term commitment. While Advisory Committee members may be involved in this implementation committee, it is not a requirement.

MEMBERS

The Advisory Committee will consist of 11-15 members. Interested residents and community leaders will make up the majority of the committee and will be supported by cultural heritage and preservation professionals from Richmond-based organizations, agencies, boards, and commissions. Advisory Committee members will represent different geographic areas and the demographic diversity of the city.

MEMBER SELECTION

Historic Preservation and Planning Department staff, project partners, and existing Advisory Committee members will select additional Advisory Committee members from the pool of applicants. Selection will be based upon the desired attributes below:

■ *Community leadership, special interest, or technical expertise* in topic area(s) that relate to historic and cultural resources, housing affordability, historic preservation, community planning, urban design and architecture, storytelling and/or oral history, interpretation of community history, public art, museums, or similar topic areas (please specify).

■ *Community outreach experience* reaching and working with Richmonders and/or strong leadership experience and network within your community.

■ *Visionary and strategic* thinking abilities; experience collaborating with a diverse group of individuals around a concept and implementing that vision.

■ *Diverse perspectives* that will enable a multi-faceted, inclusive approach to issues faced by the committee.

Why Does the City Need Help?

The City of Richmond strives for the Cultural Resources Management Plan to be molded by all types of people who reside, work, and live life in Richmond. The City and its consultants are forming this committee to ensure that the community's vision is at the forefront of the plan's recommendations. Additionally, the City needs help making sure that people are aware of the CRMP's development, why it is important, and how they can impact the planning process and Richmond's future.

What Communities Does the City Need Help Reaching?

We need help reaching traditionally under-represented individuals - those who often may not participate in public processes for many reasons such as those listed below.

■ Traditional meetings conflict with work or home schedules.

■ Historic preservation and city planning process sometimes uses technical language that is difficult to understand, regardless of income or educational level.

■ People feel burn-out from participating in past efforts that have sometimes seen limited results.

■ People have limited time and resources to expend on planning efforts that do not directly impact their immediate present or future.

Application Submission

Applications must be received by DECEMBER 8, 2023 at 5:00PM via one of these methods:

■ **Option A:** Email – submit completed application to *Kimberly.Chen@rva.gov*

■ **Option B:** Physical Drop-off – submit completed application to
City of Richmond
c/o Kimberly Chen
5th Floor, City Hall
900 E Broad St
Richmond, VA 23219

Advisory Committee Application

NAME: _____

HOME ADDRESS: _____

WORK ADDRESS: _____

EMAIL ADDRESS: _____

CELL PHONE: _____

NEIGHBORHOOD YOU LIVE IN: _____

NEIGHBORHOOD YOU WORK IN: _____

COUNCIL DISTRICT YOU LIVE IN: _____

COUNCIL DISTRICT YOU WORK IN: _____

OCCUPATION: _____ EMPLOYER: _____

DATE OF BIRTH: _____ RACE/ETHNICITY: _____

COMMUNITY RELATED TOPICS OF LIVED EXPERIENCE, EXPERTISE, AND/OR KNOWLEDGE:

☐ Affordable Housing   ☐ Diversity & Inclusion   ☐ Museums

☐ Architecture   ☐ Economic Development   ☐ Real Estate & Development

☐ Archaeology   ☐ Education   ☐ Sustainability

☐ Arts & Culture   ☐ Engineering   ☐ Technology

☐ City Planning   ☐ Recreation/Open Space   ☐ Urban Design

☐ Civic Association   ☐ History/Historic Preservation ☐ Other

☐ Leadership   ☐ Landscape Architecture

☐ Community Organizing   ☐ Law

Advisory Committee Applicant Questions

1. How will your technical expertise, lived experience, and/or knowledge of Richmond contribute to the Cultural Resources Management Plan development effort?

2. Describe your experiences engaging with Richmond's cultural and historic resources.

3. Describe your community engagement or outreach experiences in the City of Richmond.

Appendix B: Richmond Historical Timeline

The first people reached the area now known as Virginia approximately 18,000 years ago, as the most recent Ice Age drew to a close. These early groups were hunter-gatherers who moved from place to place depending on season, availability of game, and presence of useful flora. Over time, people began to establish a more sedentary way of life with settlements, typically located along riverbanks on high ground, that became permanent places of occupation. Through the development of horticulture and agriculture, in addition to hunting, fishing, and foraging, indigenous peoples diversified their diets and built geographic knowledge transferable to succeeding generations through teaching and oral history. In addition, remaining in a stable location allowed individuals to begin developing specialized skills, which contributed to the creation of more complex social systems, including identifiable cultural practices unique to each group. Sprawling trade networks linked communities across immense distances; trade goods associated with indigenous people in present-day Virginia have been identified as far away as the Gulf Coast and the Great Lakes. Languages also became part of indigenous culture, with three broadly defined language "families," Algonquian, Iroquoian, and Siouan, found among Native peoples in Virginia.[1]

Algonquian and Siouan Tribes in the Richmond Area

The Richmond area, where the Falls of the Powhatan (now James) River are located, was a transitional territory between the Tidewater-based Tsenacomoco comprised of the Powhatan confederation and the Siouan Indians of the Monacan tribe in the Piedmont.

The fall line is an area of transition from the Virginia Piedmont to the coastal plain, where land elevation drops about 110 feet over 7 miles and creates rapids among large granite boulders.

Tsenacomoco, dating to AD 900-1650, grew to encompass approximately 16,000 square miles of Tidewater land in present-day Virginia. The confederation of tribes included the Powhatan, Youghtanund, Mattaponi, Pamunkey, Arroahtaeck, and Appamattuck, among others. They lived in the southernmost range of Algonquian speakers along the east coast from North Carolina to Labrador, Canada. The boundaries of Tsenacomoco stretched from the Chesapeake Bay west to the fall line of the Powhatan River (present-day Richmond's location).[2]

"The Siouan Indians of the Monacan and Mannahoac tribes [comprised] a confederation ranging from the Roanoke River Valley to the Potomac River, and from the Fall Line at Richmond and Fredericksburg west through the Blue Ridge Mountains."[3] Occupation at Rassawek, the Monacans' principal town located at the confluence of today's James and Rivanna rivers, began more than 4,730 years ago.

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[1]https://encyclopediavirginia.org/entries/indians-in-virginia/
[2]https://encyclopediavirginia.org/entries/tsenacomoco-powhatan-paramount-chiefdom/
[3]https://www.monacannation.com/our-history.html

1607

On May 13, 1607, English colonists selected a location on the coast of Tsenacomoco to build a fort.[4]

From **May 21-27**, Captain Christopher Newport, Captain John Smith, and 120 men undertook an expedition up the tidal waterway then called the Powhatan River, encountering along the way the Kecoughtan, Paspahegh, Quiyoughcohannock, and Appamattuck tribes. Upon reaching the falls, they paid respects at the village of Powhatan (located in what is now Richmond's east end) on Tsenacomoco's frontier.[5] A short distance west of the village of Powhatan, the colonists set up a Christian cross and claimed and named the river for King James I. Newport's group reached Paqwachowng, where the river's 7-mile fall line began. Located at a large flat rock, called shacahocan by the Powhatan, and the mouth of a wide creek (later named Shockoe, a corruption of the Powhatan term), this site marked the end of the river's tidal navigation.[6] After managing to explore farther west beyond the fall line, the colonists visited two Monacan Indian towns, Mowhemicho and Massanack. Locations of three other towns, Rassawek, Monasukapanough, and Monahassanugh, were mapped. John Smith's 1608 Map of Virginia (see image on next page) included these and other Indian settlements that he recorded during the expedition.[7]

1609

Powhatan and his people relocated from Werowocomoco to Orapax, east of present-day Richmond, to put more distance between themselves and James Fort. In May, a party of English colonists led by Francis West traveled upriver to the falls of the James River but made no permanent settlement. For more than three decades, however, the Anglo Powhatan Wars of 1609-1614, 1622-1632, 1644-1646 precluded most further colonial exploration of the present Richmond area.[8]

1619, August

The first enslaved Africans were brought to a North American English colony when the White Lion privateer paused at Point Comfort to trade the Africans for rations. The landing of this group of "20 and odd" Africans marked the beginning of 246 years of chattel slavery in today's United States. African Landing Day now is commemorated annually at Fort Monroe National Monument on Point Comfort.

Ca. 1645

The English returned to the fall line sometime after 1644, when the Virginia colony's General Assembly ordered the construction of Fort Charles, which became the first permanent English settlement in Richmond's vicinity.[9]

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[4]James Fort was named for King James I and the new colony was named Virginia, the name selected by Sir Walter Raleigh in 1584 when the first English colonizing effort at Roanoke Island was attempted.
[5]Tsenacomoco's paramount chief, Wahunsonacock, had been born at Powhatan ca. 1550 and bore the name of his village and tribe. He resided at Werowocomoco by 1607 when the first English colonists arrived.
[6]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 15-16.
[7]https://encyclopediavirginia.org/entries/monacan-indian-nation/; https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/
[8]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/
[9]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/

Although English settlement had barely begun, extensive land grants were being bestowed on English aristocrats by the Crown. Despite the Anglo Powhatan Wars, Englishman Thomas Stegge grew wealthy and politically powerful in Virginia during the 1630s and 1640s. Thomas Stegge's namesake son went to Virginia and, during the 1660s, was joined by his nephew William Byrd I (ca. 1652-1704).[10]

1670

William Byrd I "inherited 1,800 acres along the [James River falls in then-] Henrico County from his uncle Thomas Stegge in 1670," a holding that included the location of present Richmond.[11]

1675

William Byrd and Nathanial Bacon were licensed by colonial Governor Sir William Berkeley in autumn 1675 to engage in fur trading with Piedmont tribes. By March 1676, their operations had been terminated when fighting between the Native Americans and the colonists caused the colonial General Assembly to prohibit regular commercial dealings with the Indians.[12] Although involved in precipitating Bacon's Rebellion (1676-1677), Byrd distanced himself from Bacon's actions against both local tribes and the colonial government.[13]

1679, Spring

William Byrd, I received command over the defense forces at the falls of the James River, where he was obligated to place "50 armed men and 250 tenants there." Byrd also revived his fur trade with Piedmont-dwelling tribes. Byrd further enriched himself by importing enslaved Africans to work his tobacco plantations and other enterprises. His trade network extended beyond Virginia to international markets.[14]

1712

Byrd's son, also named William (1674-1744), amassed 11 plantations in the vicinity of the fall line. At one plantation, a community called Shaccos formed where the Shockoe Creek emptied into the James River falls. In 1712, William Byrd II built a tobacco warehouse along the James River. His facility soon was designated as an official inspection station and became the region's key place to store and grade tobacco. A rudimentary town developed around the storehouse, including a store, at least one tavern, a ferry, and a chapel.[15] Enslaved Africans and African Americans were integral to the tobacco industry from its earliest days. They also labored in the water-powered mills and factories that were established at the fall line.[16]

[10]https://encyclopediavirginia.org/entries/byrd-william-ca-1652-1704/
[11]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/
[12]https://encyclopediavirginia.org/entries/bacons-rebellion-1676-1677/
[13]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/
[14]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/
[15]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/
[16]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 31.

1733, September 19

The colonial General Assembly urged William Byrd II to establish a town at "Shacco's to be called Richmond." Byrd selected the site, located between two hills, and the settlement's name, Richmond, is often thought to be a reference to England's Richmond upon Thames, where Byrd had lived for a lengthy period.[17] William Mayo and James Wood drew plans for the new town. Composed of 34 blocks, the plan covered the hilly terrain along the river's north bank. Today's 17th Street, east to 25th Street, and what are now Cary, Main, Franklin, Grace, and Broad streets were within the original plan. The main blocks were divided into four lots each, along with twelve larger squares. Industrial and commercial development initially was concentrated in Shockoe Bottom, where the Shockoe Creek emptied into the James River. Residential development occurred on the hills that flanked the creek, above and away from the unpleasant activities in the Bottom.[18]

1737, April 22

William Byrd II advertised in the Virginia Gazette the opportunities in Richmond and availability of land.[19] Many of the earliest buildings erected by Richmond's wealthiest residents were built on sites selected for their views of the James River and the fall line.[20]

1741

St. John's Church and a parish cemetery were established in Richmond on land donated by William Byrd II to Henrico Parish (established in 1611) at a site the church continues to occupy today.[21]

1742, May

The colonial General Assembly passed "An Act for establishing the Town of Richmond," which at that time was within Henrico County's boundary.[22]

1748

The Byrd family built a tobacco warehouse at Rocky Ridge on the south bank of the James River, across from Richmond. By 1767 the village included a forge, mill, landing, canal, eight rental properties, and 300 lots. Rocky Ridge was established as the town of Manchester in 1769. Richmond annexed Manchester in 1910.[23] The Byrds, like most of their peers, relied on an enslaved workforce to build their wealth, whether those individuals worked on plantations or in industrial concerns or plied the waters of the James River. Richmond was, as author Selden Richardson explained in his book of the same time, Built By Blacks.[24]

[17]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 20, 41. https://encyclopedia-virginia.org/entries/richmond-during-the-colonial-period/

[18]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/; T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 41, 51.

[19]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/

[20]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 22.

[21]https://savingplaces.org/distinctive-destinations/historic-st-johns-church#:~:text=John's%20Church%20is%20the%20first,established%20on%20the%20present%20site; T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 79.

[22]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/

[23]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/

[24]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 24-32.

c. 1750

The first African Burying Ground served as Richmond's earliest municipal cemetery for burials of enslaved and free African Americans. Its precise date of establishment is not known, other than at some time during the eighteenth century. Located north of present-day Broad Street on the west side of Shockoe Creek, next to a gallows ground, in an area subject to flooding and erosion, the cemetery was labeled "Burial Ground for Negroes" on an 1809 map of Richmond. The cemetery continued in use until c. 1816. The site soon was covered by fill, its existence forgotten, and redevelopment followed.[25]

1751

The colonial General Assembly established the town of Beverley upriver from Richmond at the beginning of the James River fall line.[26]

1752

The colonial General Assembly moved the Henrico County seat from Varina to Richmond.[27]

1769

Recognizing the industrial potential for the falls to power numerous mills, William Byrd III divided the water rights along the James River between Richmond and Manchester. Among the major water-powered industrial facilities on the river were the Virginia Manufactory of Arms (1808), Belle Isle Iron Works (1818), and Tredegar Iron Works (1836). Flower, cotton, and paper mills also were eventually established on the riverfront.[28]

From the late 18th century into the 1860s, "Richmond was the cultural, political, and financial capital of Virginia and served as the hub of the state's developing railroad network as well as an important port, in part, due to the success of the James River and Kanawha Canal,"[29] for which construction began in 1785.

1771

Massive flooding of the James River almost wiped-out Richmond.

1775

Patrick Henry delivered his "Give me Liberty of Give me Death" speech to the Second Virginia Convention in St. John's Church in Richmond.

1779, May

In the midst of the American Revolution, the General Assembly voted to move the Virginia capital from Williamsburg to Richmond.[30] The capital was moved on April 18, 1780.

[25]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 45-46, 158.
[26]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/; Mai-Linh K. Hong, "'Get Your Asphalt off my Ancestors!': Reclaiming Richmond's African Burial Ground," Law, Culture and the Humanities Vol. 13, No. 1 (2017), p. 88.
[27]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/
[28]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape,* p. 29-30, 32-33, 41.
[29]https://lva-virginia.libguides.com/c.php?g=1223816andp=8968888
[30]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/

1781

Virginia became a commonwealth, with its own constitution, bicameral legislature, and governor. The Revolutionary War ended on September 3, 1783.[31]

1782

Richmond was incorporated as a city.

1788

Designed by Thomas Jefferson, the State Capitol, one of Richmond's most iconic buildings, became the first major government building constructed in the United States after the American Revolution (1775–1783). "The site chosen for the new building, Shockoe Hill, overlooked the falls of the James River in Richmond."[32] "The State Capitol houses America's oldest legislative assembly."[33] Enslaved Africans and African Americans performed much of the construction labor.[34]

Completion of Mayo's Bridge marked the first spanning of the James River at Richmond.[35]

1790-1860

Development of Richmond's "Little Africa" neighborhood, site of today's Jackson Ward, created an enclave of free persons of color in the city.[36]

1791

Richmond's first cemetery for Jewish residents, the Franklin Street Burial Ground, was established on land donated by Isaiah Isaacs.[37]

1800

Gabriel's Rebellion, an insurrection planned by Gabriel, an enslaved blacksmith, and other enslaved people in a Henrico County neighborhood north of Richmond sought to overthrow slavery in Virginia. The uprising, planned to start on August 30, 1800, was foiled by torrential rain and by betrayal of the plan to White enslavers. More than 70 enslaved men, including Gabriel, were arrested for insurrection and conspiracy. Gabriel and at least 26 other men were executed.[38]

[31]https://encyclopediavirginia.org/entries/richmond-during-the-colonial-period/

[32]https://www.lva.virginia.gov/exhibits/capitol/design/; T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 51.

[33]https://www.virginia.org/listing/virginia-capitol-and-executive-mansion/5006/

[34]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 39.

[35]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 31.

[36]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 51.

[37]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 81.

[38]Michael Nicholls, "Gabriel's Conspiracy (1800)," *Encyclopedia Virginia*, December 7, 2020, https://encyclopediavirginia.org/entries/gabriels-conspiracy-1800.

Completed through Richmond, and built largely by enslaved Black laborers, free people of color, and Irish immigrants, the James River and Kanawha Canal provided a navigable route around the city's famous fall line.[39] Between 1785-1851, construction of the James River and Kanawha Canal ultimately spanned 197 miles and reached into the Alleghany Mountains.[40]

1805

Richard Young became the first official surveyor for the City of Richmond in 1805.[41] Today, Young's plans are a part of the Richmond City Office of the City Engineer Collection and are still consulted.

A pauper's cemetery was in use by 1805. A portion of the site later became Shockoe Hill Cemetery, in which the first recorded interments occurred in 1822. City gallows sites were at various locations on Shockoe Hill during the nineteenth century.[42]

1806

A Poor House that accommodated both White and Black residents was constructed on Shockoe Hill in the same vicinity as the 1805 cemetery. A new Almshouse complex was constructed on the site between 1860-1920.[43]

1813

Designed by architect Alexander Parris in the Federal style, the Executive Mansion was completed just east of the State Capitol and today is the nation's oldest, purpose-built governor's mansion.[44]

1816

Shockoe Hill African Burying Ground was designated by the City of Richmond to replace the earlier African Burying Ground, which had become too crowded for more interments. The cemetery was directly associated with the slave trade in Shockoe Bottom, with Richmond's community of free persons of color, and with the growing population of emancipated African Americans after the Civil War.[45] The cemetery is located at the intersection of present-day North Fifth and Hospital streets.

Hebrew Cemetery on Shockoe Hill was established and remains in use today.[46]

[39]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 27.

[40]https://www.tclf.org/james-river-and-kanawha-canal-historic-district#:~:text=Construction%20on%20 the%20canal%20began,with%20traffic%20peaking%20in%201860; T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 31.

[41]https://lva-virginia.libguides.com/c.php?g=1223816andp=8968888.

[42]L. Daniel Mouer, et al., "Shockoe Hill Burying Ground Historic District," National Register of Historic Places nomination, 2022, https://www.dhr.virginia.gov/historic-registers/127-7231/, p. 7, 25, 29; T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 83.

[43]L. Daniel Mouer, et al., "Shockoe Hill Burying Ground Historic District," National Register of Historic Places nomination, 2022, https://www.dhr.virginia.gov/historic-registers/127-7231/, p. 7, 23.

[44]https://www.executivemansion.virginia.gov/. This website has numerous photos of the mansion.

[45]L. Daniel Mouer, et al., "Shockoe Hill Burying Ground Historic District," National Register of Historic Places nomination, 2022, https://www.dhr.virginia.gov/historic-registers/127-7231/, p. 9. In 2023, the National Park Service determined that the Shockoe Hill African Burying Ground is of national significance and recommended study for its designation as a National Historic Landmark.

[46]L. Daniel Mouer, et al., "Shockoe Hill Burying Ground Historic District," National Register of Historic Places nomination, 2022, https://www.dhr.virginia.gov/historic-registers/127-7231/, p. 7-8; T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 83.

1829-1831

Richmond's first public waterworks, including the Marshall Reservoir, was constructed. In 1831, Richmond's first water-powered pumphouse for its municipal waterworks along the James River was completed. A second pumphouse followed in 1846, and the "New Reservoir" pumping station was constructed in 1874.[47]

1830-1860

"From 1830 to 1860, Richmond, Virginia, was the largest supplier of enslaved Africans on the east coast of the United States. Created in 2011, the Richmond Slave Trail is a three-mile route through an area also known as the Devil's Half Acre; it contains seventeen points, spanning from the slave ship port at Manchester Docks to Lumpkin's slave jail."[48]

"The auction houses in Shockoe Bottom frequently sold human 'goods' along with corn, coffee, and other commodities. Slave commerce was concentrated in the roughly 30-block area bounded by Broad, 15th, and 19th Streets and the river. Davenport and Co., located at 15th and Cary streets, was an auction house near the center of the district; portions of the building survived Civil War destruction."[49]

The center of the slave-trading area was at Main and Fifteenth streets, where Bell Tavern stood. Persons engaged in the buying and selling of human beings often conducted business at the Exchange and St. Charles hotels. Slave auctions occurred at multiple locations equipped with tall poles where a red banner would fly to signal when and where an auction was in progress. More than fifty slave-trading facilities and five slave jails crowded the streets of Shockoe Bottom.[50]

1832

Medical students at the nascent Medical College of Virginia (University of Virginia Medical School at the time) in Richmond began paying graverobbers, dubbed "resurrectionists" for procurements of human burials from the pauper's cemetery and African Burying Ground.[51] Use of the bodies of marginalized people, the living and the dead, for medical and anatomical studies without consent continued for more than 150 years.

1842

A City Hospital and "Colored Almshouse" were constructed on Shockoe Hill.[52]

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[47]LT. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 31, 107.
[48]https://oxfordamerican.org/eyes/devil-s-half-acre
[49]https://www.rva.gov/sites/default/files/2022-06/Slave%20Trail%20Brochure.pdf
[50]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 39-40.
[51]L. Daniel Mouer, et al., "Shockoe Hill Burying Ground Historic District," National Register of Historic Places nomination, 2022, https://www.dhr.virginia.gov/historic-registers/127-7231/, p. 25-28.
[52]L. Daniel Mouer, et al., "Shockoe Hill Burying Ground Historic District," National Register of Historic Places nomination, 2022, https://www.dhr.virginia.gov/historic-registers/127-7231/, p. 8.

1844-1861

Robert Lumpkin operated a "slave jail" that held as many as 100 enslaved people in Richmond's Shockoe Bottom. Lumpkin's, along with at least four other major slave jails, functioned alongside a network of slave brokers, clothiers, bankers, and other merchants engaged in the economic activity associated with the slave trade. The site of Lumpkin's Jail was confirmed in 2005 and archaeological investigations confirmed the presence of important subsurface remnants of the complex. The site has since been the subject of extensive archaeological investigations and historical research.[53]

1846

Manchester's first public waterworks was placed in operation.[54]

1847

The rural cemetery movement reached Richmond with the formation of the Hollywood Cemetery Company.[55]

1850-1920

Large-scale granite quarrying occurred within and along the James River's fall line through Richmond. Nineteenth-century industrialization, accompanied by dumping of stone, earth, and debris, altered much of the fall line and led to widespread pollution of the river waters. The James River's use as a fishery for Richmond ended by 1900.

1851

Completion of landscape grounds around the State Capitol prompted City of Richmond officials to appoint a Committee on Public Squares, begin acquiring land for public parks, and initiate a tree planting plan. Monroe Square, Gamble's Hill, and Libbie Hill were the first three public squares to be established. The Civil War led to abandonment of these efforts.[56]

1854

Richmond's first municipal gasworks was constructed and the first street lamps installed. The same year, the City established Oakwood Cemetery at a location one mile beyond the corporate limits.[57]

1859

The Richmond "slave code" banned African Americans from Capitol Square, City Spring, and municipal cemeteries unless they were "attending a white child or elderly person or on business for a white employer." African Americans performed the majority of labor necessary to maintain the parks.[58]

1860

Richmond's first streetcar system, consisting of horse-drawn cars, began operation.[59]

[53]https://www.smithsonianmag.com/history/digging-up-the-past-at-a-richmond-jail-50642859/; https://savingplaces.org/places/shockoe-bottom
[54]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 57.
[55]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 84.
[56]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 61-64.
[57]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 48, 84.
[58]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 71, 94.
[59]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 48.

1861-1865

Richmond functioned as the capital of the Confederate States of America through most of the Civil War. "Slavery was the backbone of the Confederate workforce, especially in Richmond. Enslaved people in Richmond worked in all facets of the war."[60]

1863, April 2

The Richmond Bread Riot erupted in response to the rising cost of food and other necessities. Rioters took to the streets for two hours until the Confederate military threatened action against the civilian crowd.

1865, April

As Confederate forces began to retreat from Richmond, they set fire to numerous warehouses to destroy war materiel. The fires spread to other parts of Richmond and heavily damaged Richmond's business district, but were contained by conquering Union forces before reaching Capitol Square.[61] The Civil War ended at Appomattox Court House a few days later.

1867

Mary Lumpkin donated the former Lumpkin's Jail property to Nathaniel Colver, founder of a Baptist seminary that became Virginia Union University (now on Lombardy Street).[62]

1870

A constitutional convention was held at the State Capitol to draft a new state constitution that outlawed slavery, a requirement for Virginia's readmission to the United States.

1870-1930

Richmond's municipal sewer system was constructed of locally-sourced granite for curbs and gutters that funneled water into sewers that emptied into Shockoe Creek and the James River. Street paving, first with cobblestones and bricks, and with asphalt after 1900, and paving of sidewalks with brick also became widespread downtown and in White neighborhoods.[63]

1873-1907

Confederate veteran and Virginia Military Institute alumnus Wilfred Emory Cutshaw served as City engineer and supervised creation of numerous public improvement projects, completion of landscaping at Monroe Square, Gamble's Hill, and Libbie Hill, and establishment of several new parks, including the 40-acre Chimborazo Park, Taylor's Hill, Jefferson Park, and Riverside Park. All of Richmond's public parks were accessible only to White residents.[64]

[60]https://www.battlefields.org/learn/articles/richmond-virginia-during-civil-war
[61]https://lva-virginia.libguides.com/c.php?g=1223816andp=8968888; https://www.battlefields.org/learn/articles/richmond-virginia-during-civil-war
[62]https://www.smithsonianmag.com/history/digging-up-the-past-at-a-richmond-jail-50642859/
[63]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 32, 48-49.
[64]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. . 64-68, 71.

1874-1877

Marshall (now dubbed "Old") Reservoir was improved and New Reservoir was constructed. A Whites-only public park, later named William Byrd Park, was established around New Reservoir. A new Gothic Revival, picturesque pump house, constructed of granite, was completed in 1884. Richmond's first parkway, the Boulevard (now named Arthur Ashe Boulevard) was constructed between 1874-1883.[65]

1876

Founded by emancipated African Americans, the Westwood community took root on the west side of Richmond around the Westwood Baptist Church. The community survived the rapid development of suburban neighborhoods for White residents from the late nineteenth to mid-twentieth century, refusal by the City to extend utilities and infrastructure into the area, and a mid-twentieth-century attempt to justify its destruction for the creation of a municipal park.[66]

1879

The City closed Shockoe Hill African Burying Ground to additional burials. Almost immediately, the City began allowing the site began to be desecrated with construction of transportation routes, including city streets (1883, 1890), a viaduct (1890-1891), and railroad tracks for the Seaboard Air Line Railroad (1900). During the twentieth century, commercial and residential development occurred on portions of the cemetery. During the 1960s, two multiple-lane bridges carrying I64/I95 were constructed with massive structural supports placed along the edge of Shockoe Hill.[67]

1888

Richmond's electric streetcar system began operating. The following year, the Richmond and Manchester Railway Company built a new trolley line to their newly created amusement park, Forest Hill Park. Westhampton Park, designed by the prestigious Olmsted Brothers firm, followed in 1902.[68]

The first of numerous streetcar suburbs were built in the outskirts of Richmond by private developers between 1888 and the 1920s, including Barton Heights, Ginter Park, Sherwood Park, Battery Park, Highland Park, and Windsor Farms.[69]

1891

Local African American leaders established Evergreen Cemetery. Woodland Cemetery followed in 1917 and became the last of the rural cemetery-style burial grounds created in Richmond.[70]

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[65]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 109-111.
[66]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 132-141.
[67]L. Daniel Mouer, et al., "Shockoe Hill Burying Ground Historic District," National Register of Historic Places nomination, 2022, https://www.dhr.virginia.gov/historic-registers/127-7231/, p. 11-12, 39-42.
[68]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 48, 112-113. The University of Richmond was constructed on a portion of Westhampton Park starting in 1911.
[69]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 122-125.
[70]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 89-90; Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 164-170.

1893

Maymont, the mansion owned by James and Sallie May Dooley, was completed and extensive professionally designed gardens began to be created.[71] Following the death of Sallie May Dooley, the Dooley family donated the extensive property to the City in 1926 for use as a municipal park.[72] The small working-class, majority-Black Maymont neighborhood grew up alongside the eastern reaches of the Maymont property.

1894

Richmond City Hall, designed by nationally known architect Elijah E. Myers, was completed. The High Victorian Gothic building was built using almost 2 million cubic feet of James River granite quarried along Richmond's riverfront. The building's interior ironwork also was locally produced. Its completion was celebrated as the beginning of a new era for the city.[73]

1899

Virginia Union University moved to its current location on Lombardy Street. Its core campus with imposing Romanesque Revival buildings became an important architectural landmark and signaled the school's significance in Richmond.[74]

1900

Richmond's Jackson Ward neighborhood emerged as a locus of Black Richmond entrepreneurial and cultural activity and was dubbed the "Harlem of the South" for its impressive array of more than 100 Black-owned businesses and lending institutions, mutual aid societies, churches, public service organizations, and theaters. A highly educated professional class included leaders such as Maggie Lena Walker, founder of St. Luke Penny Savings Bank founder Maggie Lena Walker, Richmond Planet newspaper owner/ publisher and real estate developer John Mitchell Jr., real estate developer Daniel J. Farrar Sr., architects John A. Lankford and Charles Thaddeus Russell, and others whose collective efforts created Jackson Ward's rich architectural fabric as well as landmarks throughout the city and neighborhoods such as Randolph and Navy Hill.

1901-1902

A lengthy constitutional convention was held in Richmond to replace the 1870 state constitution. One hundred delegates participated. The newly approved constitution was ratified by state legislators without input from voters and marked the beginning of the Jim Crow era of segregation in Virginia. Poll taxes and literacy tests became prerequisites for voting, and resulted in a steep drop in voting among Black and poor White voters.[75]

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[71]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p/ 102-103, 117.
[72]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p/ 102-103, 117.
[73]https://sah-archipedia.org/buildings/VA-01-RI6
[74]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 96-97.
[75]Susan Breitzer, "Constitutional Convention, Virginia (1901–1902)," *Encyclopedia Virginia*, December 7, 2020, https://encyclopediavirginia.org/entries/constitutional-convention-virginia-1901-1902/

1903

Electric streetlights replaced gas lamps in Richmond.[76]

1904

The hydroelectric Belle Isle power station on the James River began providing electricity to Richmond's electric trolley system, the first successful electrically-powered streetcar company in the nation.[77]

Ca. 1904-ca. 1930

Richmond's Monument Avenue neighborhood was developed in a suburban area west of downtown Richmond. From 1904 until 1929, the development of the area as a residential neighborhood was matched by the raising of a series of monumental public sculptures commemorating Confederate leaders. Monument Avenue's development also was illustrative of Beaux Arts planning ideals and those of the City Beautiful movement.

1906

Richmond's first public playground for children was established at a location in Shockoe Valley. Eight municipal playgrounds were completed by 1911. One playground was designated for use by Black children. All of the playgrounds had minimal landscaping, equipment, and supervision.[78]

1909

Belle Bryan donated 262 acres to the City of Richmond for the creation of Joseph Bryan Park.[79]

1910

The cities of Richmond and Manchester merged.

1917

The U.S. Supreme Court ruled that racially restrictive zoning deployed in Richmond to maintain segregation and stifle Black homeownership was unconstitutional.[80]

1919

A group of African American investors developed Frederick Douglass Court, one of the few middle-class Black suburbs to be built in Richmond prior to World War II.[81] In 1932, Richmond Community Hospital was built adjacent to the neighborhood and provided healthcare to the City's Black residents. During the 1950s, construction of the Richmond-Petersburg Turnpike (today's Interstate 95), narrowly missed Frederick Douglass Court due to sustained opposition by Richmond's Black community.[82]

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[76]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 49.
[77]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 31.
[78]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 77-78.
[79]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 115.
[80]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 99.
[81]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 124; Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p.100-102.
[82]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 103-104,107-108.

1932

Richmond's first City Planning Commission was created.[83]

1932-1942

Utilizing Works Progress Administration funds, the City acquired and developed 24 new, segregated playgrounds (11 were for Black children and 13 were for White children).[84]

1938

The 16-acre Brook Field, the largest park to date for Richmond's Black population, opened. As of 1943, recreational space available to African Americans totaled approximately 75 acres out of the 1,054-acre municipal park system.[85]

1946

Completion of Richmond's first master plan.[86]

1957

Richmond's first Old and Historic District, encompassing St. John's Church and the surrounding neighborhood, was designated.[87]

1958

The Richmond-Petersburg Turnpike was completed through Richmond. Designed to create a high-speed, multiple-lane transportation corridor through numerous Black neighborhoods, including Navy Hill and Jackson Ward, the project was representative of the discriminatory transportation planning practices widely deployed ever since planning had emerged as a distinct profession starting in the late nineteenth century.[88]

1962

Richmond's public school system was racially desegregated.

1967-1974

The majority-Black neighborhood of Fulton was targeted by the Richmond Redevelopment and Housing Authority for an urban renewal project that displaced thousands of residents and destroyed most of the nineteenth-century neighborhood.[89]

[83]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 70.
[84]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 78.
[86]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 120-121.
[86]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 70.
[87]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 127-128.
[88]T. Tyler Potterfield, *Nonesuch Place: A history of the Richmond Landscape*, p. 128; Virginia Historic Landmarks Commission staff, "Jackson Ward Historic District," National Register of Historic Places nomination, 1976, https://www.dhr.virginia.gov/historic-registers/127-0237/, p. 26; Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p.112-115.
[89]Selden Richardson, *Built by Blacks: African American Architecture and Neighborhoods in Richmond* (Charleston, SC: The History Press, 2008), p. 121-125.

1970

The current constitution of Virginia was approved by voters in November 1970. The constitution jettisoned the Jim Crow-era voting restrictions of the 1902 state constitution, set the minimum age to vote at eighteen years, guaranteed the right of all children to a public education without segregation, and reformed the state's court system, thus bringing state law in compliance with federal civil rights legislation of the 1960s.[90]

Richmond was prevented from annexing further lands and consolidating its public school system with neighboring localities. The move by state legislators was widely regarded as an effort to prevent full racial integration.

1977

Richmond's first Black mayor, Henry L. Marsh, was elected.

1979

The Virginia General Assembly "temporarily" blocked the ability of independent cities, such as Richmond, to annex land. The temporary ban was never lifted, and, in 2016, was extended to end in 2024. Lacking the ability to expand population, land area, and tax base, many of Virginia's independent cities struggled financially through the remainder of the twentieth century. Alternatives to annexation have been studied but not adopted.[91]

1998

Richmond's City Council established the Richmond City Council Slave Trail Commission "to assist Council with oversight and assistance in helping to preserve and present the history of slavery in Richmond."[92]

1999

The Richmond Canal Walk, spanning a 1.25-mile segment of the former James River and Kanawha Canal towpath, opened to the public.[93]

2005

The Richmond City Council Slave Trade Commission, Alliance to Conserve Old Richmond Neighborhoods, and Department of Historic Resources commissioned a major archaeological investigation of the Lumpkin's Jail site in Shockoe Bottom. The study confirmed the site of the jail and demonstrated that long-buried sites associated with Richmond's antebellum slave trade are still extant. A larger movement to identify and preserve other sites associated with the city's Black history soon yielded important results, including rediscovery of the c. 1750 African Burying Ground, the 1816 Shockoe Hill African Burying Ground, numerous other historic Black cemeteries including Evergreen, East End, Forest View, and Barton Heights, and numerous studies of the architectural and archaeological resources, individuals, and events.

[90]Brent Tarter, "The Virginia Constitution of 1971," *Encyclopedia Virginia*, June 29, 2023, https://encyclopedia-virginia.org/entries/the-virginia-constitution-of-1971.
[91]Report of the Commission on Local Government, "Report on Annexation Alternatives to the General Assembly of Virginia," November 2018, www.dhcd.virginia.gov/sites/default/files/Docx/clg/gena-assem-studies/report-on-annexation-alternatives-housedocument-11.pdf.
[92]https://www.rva.gov/slave-trail-commission/richmond-city-council-slave-trail-commission.
[93]https://www.tclf.org/james-river-and-kanawha-canal-historic-district#:~:text=Construction%20on%20the%20canal%20began,with%20traffic%20peaking%20in%201860.

The City incorporated findings into its master planning process and historic preservation planning. Numerous community engagement and education events also were conducted by public and private parties, including many descendants of earlier generations of Black Richmonders.

2008-2011

The c. 1750 African Burying Ground's location was rediscovered. The cemetery had been covered with debris and fill during the nineteenth century and was redeveloped. During the late 1950s, the site was disturbed and partially covered by construction of Interstate 95. The site later was paved for a parking lot and, between 2008-2011, was owned by Virginia Commonwealth University. Following public protests, in 2011, the University removed the asphalt and transferred ownership of the site to the City of Richmond.[94] Intensive research into the history of 1816 Shockoe Hill African Burying Ground began during the early 2000s and provided evidence of its national significance in the history of African Americans and the chattel slave trade.

2011-2015

The five-year sesquicentennial of the Civil War included events held statewide, with many events held in Richmond

through cooperative action by the Black History Museum and Cultural Center, National Park Service, American Civil War Museum, Virginia Historical Society, Museum of the Confederacy, and The Future of Richmond's Past.[95]

2020, May-June

Despite the onset of the covid-19 pandemic, Richmond's Monument Avenue was the scene of numerous public protests that were broadcast nationwide following the murder of George Floyd by White police officers in Minneapolis on May 25. Prompted by the protests, between 2020-2022, the City of Richmond undertook removal of the Confederate monuments that lined the avenue and the Commonwealth of Virginia removed a state-owned memorial.

2023

The National Park Service found the Shockoe Hill African Burying Ground to be of national significance and recommended preparation of a National Historic Landmark nomination.[96]

2024

The City of Richmond released its master plan for The Shockoe Project, encompassing 10 acres in Shockoe Bottom.[97]

[94]https://www.sacredgroundproject.net/p/richmonds-african-burial-ground.html; Mai-Linh K. Hong, "'Get Your Asphalt off my Ancestors!': Reclaiming Richmond's African Burial Ground," *Law, Culture and the Humanities* Vol. 13, No. 1 (2017), p. 83, 85-86.

[95]https://www.smithsonianmag.com/history/what-richmond-has-gotten-right-about-interpreting-its-confederate-history-180963354/

[96]Correspondence from Lisa Davidson, National Park Service to Lenora McQueen 2023, on file in the Archives at the Department of Historic Resources (DHR), under DHR identification number 44HE1203/ 127-7231-0006. The Shockoe Hill African Burying Ground (also known as the Second African Burying Ground; DHR ID 44HE1203/ 127-7231-0006) is also included as a contributing resource to the Shockoe Hill Burying Ground Historic District (DHR ID 127-7231).

[97]https://rva.gov/sites/default/files/2024-02/Shockoe%20Project_Masterplan%20for%20The%2010%20Acres_v2.0_8.5x11.pdf; https://www.rva.gov/capital-improvement-projects/shockoe-project

Appendix C: Disaster Planning Guide: Natural and Man-made Disaster Preparedness

When planning for disasters, it is critical to consider how the city's historic and cultural resources will be addressed both at the preparedness and recovery stages. This section will address some of the natural and manmade disasters that pose a risk to Richmond's historic and cultural resources. While this chapter provides a basic overview of potential threats and the common approaches to mitigation, it is not intended to replace an in-depth Cultural Resource Hazard Mitigation Plan.

3.6.1 Earthquake

Earthquakes are a type of geophysical disaster (a disaster that originates inside the earth) that are caused by a sudden shift or movement of the earth's tectonic plates. Earthquakes in Virginia primarily occur within seismic zones rather than along fault lines, as shown in the image below. Due to its location within the Central Virginia Seismic Zone, Richmond is at an increased risk for experiencing earthquakes, which may impact all of the city's historic and cultural resources.
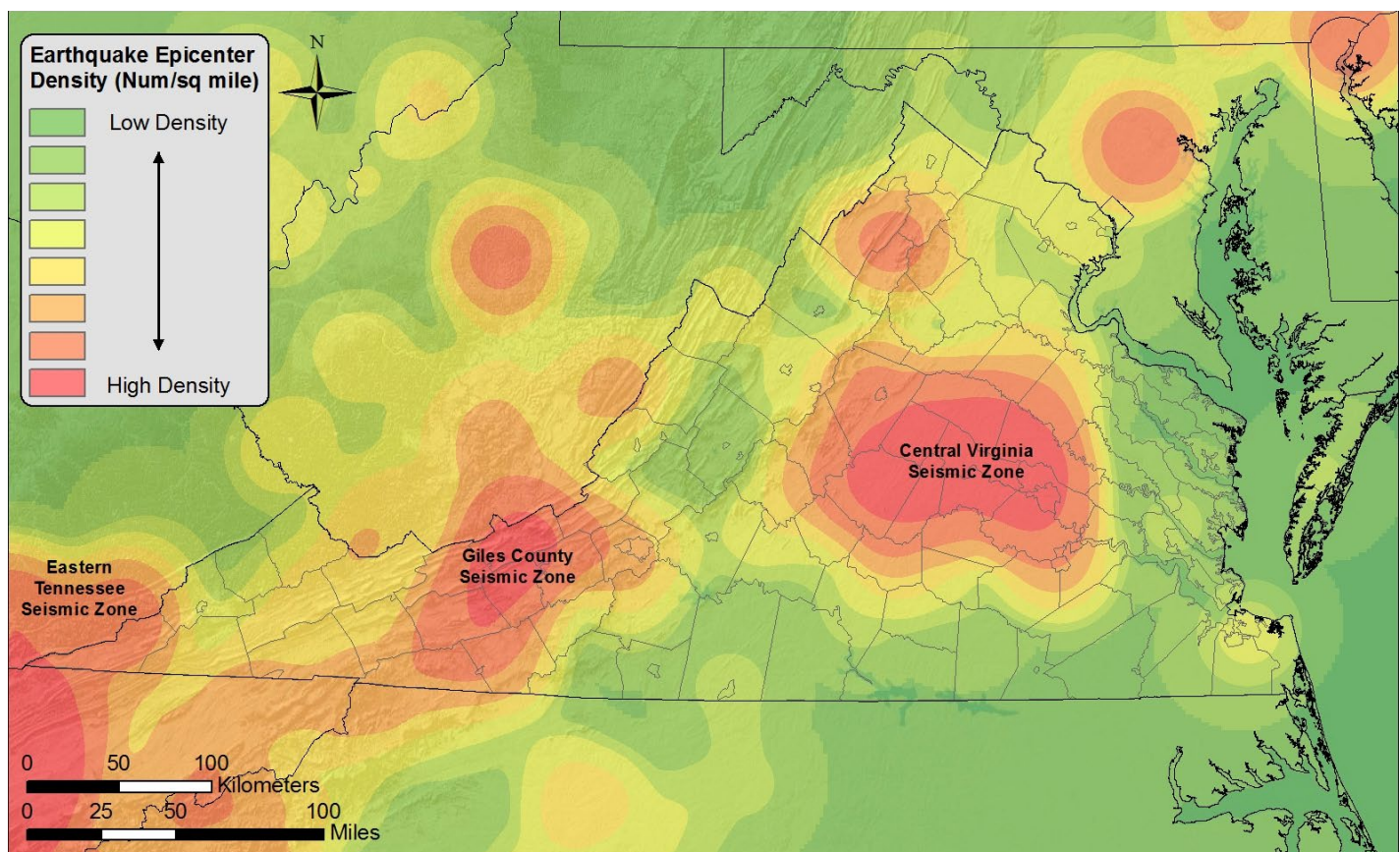
Virginia Department of Energy (https://energy.virginia.gov/geology/EQHazardMapping.shtml)

3.6.2 Fire

Fire-related risks may include wildfires, accidental fires, or arson. A wildfire is considered "an unplanned fire that burns in a natural area such as a forest, grassland, or prairie," and is frequently caused by humans or lightning; risk for wildfires is increased with little rain and high winds.[98] An accidental fire may include any other type of unintentional fire such as the following four classes of fires: A) Ordinary Combustibles, B) Flammable Liquids, C) Energized Electrical Equipment, and D) Combustible Metals.[99] These accidental fire types may be started by a variety of causes, which include many disaster types. Arson is defined as "any willful or malicious burning or attempting to burn with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, personal property of another, etc."[100] Richmond is at a Moderate risk for wildfires over the next 30 years, according to RiskFactor. However, accidental fires may occur at any time, with disasters such as wind events and earthquakes increasing this likelihood.

U.S. Fire Administration

3.6.3 Flooding and Torrential Rain

The Federal Emergency Management Agency (FEMA) defines flooding as "a temporary overflow of water onto land that is normally dry." Flooding may be caused by factors such as rain, snow, coastal storms, storm surge, and/or overflows of dams or other water systems. Depending on the cause, floods may develop slowly or quickly; flash floods may come without warning.[101]

Due to its location along the James River, Richmond is at risk of riverine flooding, which occurs "when streams and rivers exceed the capacity of their natural or constructed channels to accommodate water flow and water overflows the banks, spilling out into adjacent low-lying, dry land."[102] This type of flooding may be caused by various factors, but is

Virginia Department of Conservation and Recreation

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[98]FEMA, "Wildfire," FEMA V-1013 (May 2018). Accessed April 15, 2024. https://www.ready.gov/sites/default/files/2024-03/ready.gov_wildfire_hazard-info-sheet.pdf

[99]"Classes of Fires, "American Fire and Life Safety. Accessed April 15, 2024. https://www.americanfireandlife-safety.com/classes-of-fires.html

[100]FBI: UCR, "Arson," 2017 Crime in the United States. Accessed April 15, 2024. https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017/topic-pages/arson

[101]FEMA, "Be Prepared for a Flood," FEMA V-1005 (March 2018). Accessed April 15, 2024. https://fema-com-munity-files.s3.amazonaws.com/hazard-information-sheets/Flood-English.pdf

[102]FEMA, "Riverine Flooding," National Risk Index. Accessed April 15, 2024. https://hazards.fema.gov/nri/riv-erine-flooding#:~:text=Riverine%20Flooding%20is%20when%20streams,low%2Dlying%2C%20dry%20land

frequently caused by torrential, or extremely heavy, rainfall. In some cases, tidal flooding may also impact the water levels of the James. According to RiskFactor (2024), 12% of Richmond's properties have a "greater than 26% chance of being severely affected by flooding over the next 30 years."[103]

National Flood Insurance Program (NFIP)

Floodplain Management Bulletin
Historic Structures

FEMA P-467-2

May 2008
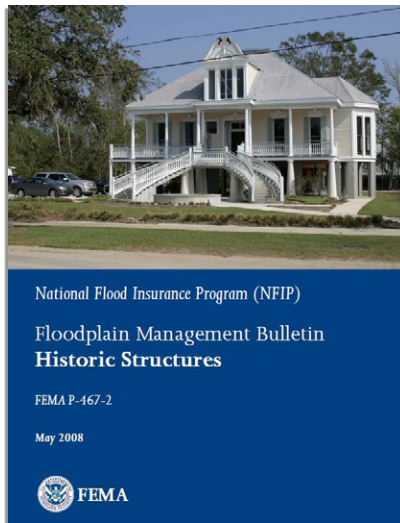
FEMA

An important potential benefit to identifying and documenting historic structures at risk in the floodplain specifically are the relief options provided by FEMA in the NFIP. FEMA guidance for appropriate retrofits for historic structures in floodplains acknowledges that historic properties perform differently and, as a result, are not always well served by recognized best practices. Therefore, they enable localities to either provide exceptions to typical compliance requirements for historic properties, or provide exemptions to compliance requirements. It is important, however, to pursue risk reduction and resiliency efforts wherever feasible, even if the standard FEMA mitigation options are inappropriate for the historic property. However, this exception granted to historic properties allows for site-specific planning and implementation of mitigation measures that are more appropriate for the property and which do not detract from its historic designation. Currently, the City of Richmond's floodplain ordinance incorporates relief options for historic structures through an exemption to the "substantial improvement" definition, as a "special exception" that may be granted by the Director, and within the "New Construction and Substantial Improvement" section of the ordinance. As in many localities, however, these potential relief options within the floodplain ordinance are complex. They should be explored more thoroughly, and a process for utilizing the relief options should be developed so that both property owners and city staff can make more informed decisions on a case-by-case basis.

3.6.4 Social unrest

The definition of social unrest can vary depending on who is involved and the context in which it occurs. Social unrest often includes the disruption of public order due to feelings of dissatisfaction or anger by a group of people and may include violent or non-violent actions. When violent actions occur, historic and cultural resources may be impacted intentionally, or simply due to their proximity to the location of the event. Richmond has a politically and socially fraught history due to its role in the Transatlantic slave trade and as the capital of the Confederacy. This challenging history continues to influence Richmond and the community more broadly. Due to this history, its seat as Virginia's capitol, and the number of historic and cultural resources in the city, Richmond is at risk for its historic and cultural resources being threatened by social unrest, both intentionally and unintentionally.

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[103]RiskFactor, "Richmond Flooding Risk." Accessed April 15, 2024. https://riskfactor.com/city/rich-mond-va/5167000_fsid/flood

3.6.5 Vandalism

Vandalism is defined as the "willful or malicious destruction or defacement of public or private property."[104] While vandalism of some historic and cultural resources may be unrelated to their historic and cultural status, others may be targeted due to their importance and/or what they represent to a group of people. Acts of vandalism may occur independently, but also frequently accompany times of social unrest (see 3.6.7 for more information on social unrest). Like any city, Richmond's historic and cultural resources may be at risk of damage from vandalism, whether intentionally targeted for their history and status, or not.

3.6.6 Violence (Active shooter, bombing, etc.)

Acts of violence include any intentional acts involving "the use of physical force with intent, effect, or reasonable likelihood of causing pain, harm, injury or damage to any person or property."[105] Any act of violence may pose a threat to Richmond's historic and cultural resources, including but not limited to, active shooters, bombings, and violence associated with social unrest (see 3.6.7 for more information on social unrest). Violence associated with these acts may intentionally, or unintentionally, cause damage to the city's historic and cultural resources.

Nashville bombing, 2021,
Andrew Nelles, The Tennessean

3.6.7 Wind/Tornado

High winds may be caused by various natural events, including events such as Hurricanes, Tornados, Nor'easters, and Thunderstorms.

Hurricanes are "massive storm systems that form over warm ocean waters and move toward land." Hurricane risks can include "powerful winds, heavy rainfall, storm surge, coastal and inland flooding, rip currents, tornadoes, and landslides."[106]

Tornadoes are "violently rotating columns of air that extend from a thunderstorm to the ground." They can also be caused by other wind events such as Hurricanes.[107]

Hurricane Irene damage,
Richmond Times-Dispatch

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[104]"Vandalism," Merriam-Webster Dictionary. Accessed April 15, 2024. https://www.merriam-webster.com/dictionary/vandalism
[105]George Washington University, "Threats and Acts of Violence," Office of Ethics, Compliance, and Risk. Accessed April 16, 2024. https://compliance.gwu.edu/threats-and-acts-violence
[106]FEMA, "Be Prepared for a Hurricane," FEMA Preparedness Community. Accessed April 15, 2024. https://community.fema.gov/ProtectiveActions/s/article/Hurricane
[107]FEMA, "Be Prepared for a Tornado," FEMA Preparedness Community. Accessed April 15, 2024. https://community.fema.gov/ProtectiveActions/s/article/Tornado

Nor'easters are storms along the East Coast that form over coastal areas with winds typically from the northeast.

Thunderstorms include powerful winds, create lightning and hail, and may cause flash flooding and tornadoes.

Although it is most at risk for hurricanes, Richmond may be impacted by any of these wind events. RiskFactor rates Richmond as having a "Major Wind Factor," with 100% of homes having at least some wind-related risk, including hurricanes, tornadoes, or severe storm winds. Wind events can also cause damage to other historic and cultural resources such as objects, structures, and sites.

3.6.8 Pre- and Post-Disaster Planning Tools

While many disasters cannot be anticipated, there are steps a locality can take to be prepared for disasters to strike and to set themselves up for successful recovery after a disaster. The following preparedness and recovery tools are provided as useful examples, but are not meant to replace a Cultural Hazard Mitigation Plan.

Pre-Disaster Planning Tools

- Identify, Evaluate, and Document Resources: keep an updated list of the properties within Richmond that are listed on the Virginia Landmarks Register (VLR), National Register of Historic Places (NRHP), locally designated, and/or are local easement properties. Use historic resource surveys to identify, evaluate, and document resources, including evaluating their risk for damage from each of the relevant disaster types.

- Be familiar with the City's Emergency Operations Plan (EOP) and the Richmond-Crater Multi-Regional Hazard Mitigation Plan , including how historic and cultural resources are addressed in each document. If either or both documents do not adequately address historic and cultural resources, consider updating them during their next review cycle.

- Develop a priority matrix or other tiered system to assist with prioritizing and addressing historic and cultural resources post-disaster.

Post-Disaster Planning Tools

- Follow the direction in the City's Hazard Mitigation Plan (once prepared and adopted) to address historic and cultural resources after a disaster, as applicable.

- Identify resources that have been damaged; consult the priority matrix/tiered system to prioritize addressing damaged resources.

- Identify state and/or federal opportunities for disaster recovery assistance for historic and cultural resources, and share information and resources with the community for what to do if their historic property was damaged.

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Appendix D: Richmond External Partner Guide

This guide is intended to be a starting place and identifies potential partners for future implementation of the CHSP. These groups were either involved in the community engagement efforts for development of the plan, or were identified through stakeholder engagement or suggestion. This is not an all encompassing list, and may grow over time. CPG recommends that the City maintain a potential partner list with a specified point of contact.

Housing

The Better Housing Coalition
The Better Housing Coalition is the Richmond region's largest nonprofit community development corporation. BHC creates high-quality homes for residents of modest means and empowers them with programs and tools to help them reach their fullest potential, at all stages of life.

Housing Opportunities Made Equal
HOME was founded in 1971 to fight discrimination in housing access. Many of our victories are well known, setting Supreme Court precedents and providing national impact.

Maggie Walker Community Land Trust
The Maggie Walker Community Land Trust seeks to develop and steward permanently affordable housing opportunities to foster racially equitable communities. They provide resources on this process and its impact.

Project Homes
This non-profit organization preserves and produces high-quality affordable homes, large-scale home repairs, and improved accessibility and energy efficiency for existing homes. Their community impact report discusses examples of their creative approach to affordable housing.

Richmond Association of Realtors
Central Virginia's largest trade association, serving over 5,000 REALTORS® who live and work in the Richmond metropolitan area. They provide their members with the resources, services, and community engagement necessary to conduct ethical, professional, and profitable businesses.

Richmond Tenants Union
The Richmond Tenants Union (RTU) fights for all tenants' right to safe, decent, and affordable housing.

Youth and Community Engagement

For Richmond
A non-profit organization that connects and equips Chirstian leaders to collaborate for the transformation of Metro Richmond. They work to unite churches and communities behind issues that are larger than any one organization. They are specifically interested in and equipped to convene conversations around racial healing.

Storefront for Community Design for Richmond
A non-profit design center in Richmond, VA that inspires equitable, community-driven design in the built environment. They achieve this through innovative programs and resources for the next generation of designers.

Virginia Commonwealth University
Their community engagement efforts include youth engagement programs, community grants, and health programs.

University of Richmond Tenants Union
Their community engagement consists of continuing education resources, opportunities to partner with the University, and experience the University's culture and campus.

Natural Environment

Friends of the James River Park
Our programs seek to improve the quality of access to the Park's unique ecology and recreational opportunities. We draw on the Park as the cornerstone of outdoor adventure education in the City of Richmond and as a critical educational tool to instill environmental literacy and stewardship in this community.

Green Infrastructure Collaborative
The current collaborative is a federal initiative. Members work regularly with external organizations at the national, state, and local levels to develop resources, engage with the public, and advance the implementation of green infrastructure. This cooperative effort fosters engagement and cooperation between agencies that actively work to promote the implementation of green infrastructure.

Reforest Richmond
Reforest Richmond is a collaborative campaign to increase Richmond's urban tree canopy to 60% by 2037 as mentioned in the Richmond 300 Master Plan.

Richmond Tree Stewards
The mission of Richmond's trained, volunteer Tree Stewards is to promote and improve the health of city trees to ensure the city's forest will survive and thrive. This is accomplished by increasing public awareness through community education, planning and planting for the future, and providing maintenance and care for young trees on streets and in parks. Tree Stewards work closely with Urban Forestry and with other organizations interested in the health of our community forest.

Urban Forestry
The Urban Forestry Division (UFD) is responsible for planting approximately 2,000 new and replacement trees during the planting season, November 1st and April 15th. UFD maintains approximately 120,200 city-owned trees of more than 80 species. The most common services UFD provides are removal of dead trees and pruning.

Cultural and Community Organizations

Black History Museum and Cultural Center of Virginia
The BHMVA focuses on highlighting and developing educational resources and opportunities that promote an understanding of Black people, history, and culture in Virginia. They center inclusive storytelling in the context of American history.

Descendants Council of Greater Richmond
A collective of descendants of African Americans who were laid to rest in Richmond's segregated burial grounds and members of the Black community. They engage in community events and educational advocacy to promote the proper care and attention needed to honor and preserve these cemeteries.

Diversity Richmond
Diversity Richmond's mission is to be a catalyst, a voice, a place, and a resource that enriches and champions a diverse community, aspiring for a vibrant, inclusive community that is safe and welcoming for LGBTQ+ people, families, and allies.

Elegba Folklore Society
Elegba, from the Yoruba cosmology of West Africa, is an Orisa or intercessor who opens the roads, bringing clarity out of confusion. The Elegba Folklore Society is a year-round, lively celebration of African and African American culture. Enjoy art and imports in our cultural center. Sway with our performance company in the warmth and feel of an African village.

Kasama Collective
Kasama Collective is a community-led project created to elevate the Asian American and Pacific Islander community of RVA. With a mission centered on community building and support, Kasama Collective provides a platform that highlights AAPI businesses, creators, and entrepreneurs through recurring monthly events and creative opportunities that uplift, empower, and foster a stronger community.

Moore Street School's Archive
It was the first school in Richmond intentionally built for African American children after the Civil War. The foundation aims to rehabilitate, repurpose and preserve decaying Moore Street School into a performing arts training for all ages as well as create an event and meeting place.

Richmond Black Restaurant Experience
This was initially a week dedicated to celebrating Richmond's growing Black culinary industry and tourism scene to counter economic disparities within Minority-Owned businesses. The Richmond Black Restaurant Experience has branched out to more events, philanthropic efforts, and professional development opportunities.

Richmond Indigenous Society
A community organization that acts as a resource to Native Americans in Richmond and neighboring areas.

Carole and Marcus Weinstein Jewish Community Center JCC
This organization seeks to provide educational programs that are guided by Jewish values and culture.

Historic Preservation and Oral History

Historic Richmond
A Richmond non-profit organization whose mission is to preserve the city's diverse and distinctive historic buildings, neighborhoods, and places particularly as Richmond grows and develops over time.

JXN Project
A research-based, historic preservation non-profit organization that promotes restorative truth-telling and redemptive storytelling. This organization focuses on capturing the pivotal role of Richmond, Virginia, in particular Jackson Ward, and recontextualizing its origin story as the nation's first historically registered Black urban neighborhood

Library of Virginia
In Library's collections have more than 130 million items. Their digital collections and in person exhibits allow visitors to explore Virginia's history, culture and government.

Preservation Virginia
Statewide historic preservation non-profit and advocacy organization founded more than 100 years ago, and works to ensure the relevancy of the Commonwealth's historic places.

StoryCorps
Highlights the humanity in all people through storytelling. Since 2003, nearly 700,000 people across the country had meaningful conversations about their lives. These recordings are collected in the U.S. Library of Congress and in the StoryCorps online archive.

Virginia Department of Historic Resources
VDHR is the Commonwealth's State Historic Preservation Office, and administers the state's historic preservation, survey, historical marker and registers programs, archaeology, tax credit, and easement programs.

Virginia Museum of History and Culture
The Virginia Museum of History and Culture is owned and operated by the Virginia Historical Society , the oldest cultural organization in Virginia, and one of the oldest and most distinguished history organizations in the nation.

Recreation and Tourism

Richmond Region Tourism
Richmond Region Tourism shares the unique Richmond culture with residents and visitors by showcasing community events that are inclusive and welcoming to all.

Appendix E: Preservation Programs, Resources, Incentives, and Funding

State and National Register Programs:

The National Register Of Historic Places

The NRHP was established in 1966 with the passage of the National Historic Preservation Act and is overseen by the NPS. It is the official list of buildings, structures, sites, objects, and districts that embody the historic and cultural significance of the United States. Resources listed in the NRHP may be significant at the local, state, or national level. The NRHP is an honorific designation that is intended to increase public awareness of a community's historic resources, encourage preservation, and qualify the property owner for financial benefits through the Federal Historic Rehabilitation Tax Credit program for income-producing properties. The NRHP does not prevent the owner from making changes to a property or restrict the use of the property.

The Virginia Landmarks Register

The VLR was created in 1965 by the General Assembly of Virginia and is the state's official list of significant historic and cultural resources. The VLR is overseen by the Virginia Department of Historic Resources and follows the criteria set by the NPS for the NRHP. Like the NRHP, the VLR is an honorific designation and does not restrict the use of or changes to the building. Both income-producing and non-income producing properties listed in the VLR are eligible for the State Historic Rehabilitation Tax Credit.

Incentive Programs for Preservation Activities:

There are several programs available offering incentives for historic preservation activities. The two most well- known are the Federal and State historic rehabilitation tax credit programs. Historic tax credits are a dollar-for-dollar reduction on income tax liability for taxpayers who rehabilitate historic buildings. For entities that cannot use the credits (such as non-profits or churches), a process of syndication enables them to be transferred to a taxpaying entity in exchange for cash.

Federal Historic Rehabilitation Tax Credits

The Federal Tax Credit Program was established in 1977; to date, rehabilitations have occurred in all fifty states, Puerto Rico, and the Virgin Islands. The Federal Historic Rehabilitation Tax Credit Program offers a 20% income tax credit for the rehabilitation of historic, income-producing buildings that are determined to be "certified historic structures." In order to be eligible, a property must be individually listed in the National Register of Historic Places, contributing to a NRHP historic district, or deemed eligible, either individually or as part of a district, for inclusion in the NRHP.

The tax credit program is a three-part application process:

- Part 1 – Evaluation of Significance: The Part 1 application provides information about the appearance and significance of the project building; this portion of the application is not required for buildings individually listed on the State and National Registers.

- Part 2 – Description of Rehabilitation: The Part 2 application describes the current condition of the building and outlines the planned scope of work for the

rehabilitation. The proposed work is evaluated by the SHPO and NPS based on the Secretary of the Interior's Standards for Rehabilitation (for the full text of the SOIS for Rehab, see page x).

- Part 3 – Request for Certification of Completed Work: The Part 3 application is submitted upon project completion, and documents in photographs that the work was completed as proposed. Approval of this application certifies that the project meets the Standards and is a "certified rehabilitation," allowing the applicant to claim the 20% credit. In order to adequately review the proposed work, SHPOs/NPS require the following documentation:

  » Photographs: A comprehensive set of photographs documenting both the exterior and interior of a building before the start of work must be included with either the Part 1 or Part 2 application. Photographs should be in color, taken at a high resolution, and printed at least 4"x6" in size on photographic paper. Photographs should also be numbered, labeled or captioned, and keyed to accurate existing floor plans.

  » Drawings: Drawings illustrating the proposed work should be included with the Part 2 application. Sufficient detail should be included to show planned alterations or new construction. Typical drawings included with a Part 2 application include floor plans, elevations, and sections. Additional detailed drawings, such as those of existing and proposed new windows in the case of window replacement, may also be required for a successful Part 2 application.

  » Maps and Site Plans: Maps are helpful to include with the Part 1 application to clearly identify the project building site, particularly if it is within a historic district. If available, historic maps, such as Sanborn Fire Insurance Maps, can also be included to help accurately document changes that were made to a building during or outside of the period of significance.

State Historic Rehabilitation Tax Credits

The Virginia State Historic Rehabilitation Tax Credit Program was established in 1997. The Virginia program offers a 25% income tax credit for the rehabilitation of historic, owner-occupied or income-producing buildings that are determined to be "certified historic structures"; income-producing projects often qualify for both State and Federal credits. As with the Federal program, in order to be eligible, a property must be individually listed in the National Register of Historic Places, contributing to a NRHP historic district, or deemed eligible, either individually or as part of a district, for inclusion in the NRHP.

VIRGINIA DEPARTMENT OF HISTORIC RESOURCES (DHR)

Certified Local Government
Richmond is a Certified Local Government (CLG), which provides a means for communities to strengthen their local preservation programs by establishing a partnership with the State Historic Preservation Office (SHPO). Benefits include access to grant funding for preservation programs.

Classic Commonwealth: Virginia Architecture from the Colonial Era to 1940
This publication was created to aid in identifying architectural resources in Virginia, providing a brief overview of the historic and architectural development.

New Dominion Virginia, Architectural Style Guide
Created to aid in historic resource surveys and the Virginia Cultural Resources Information System (VCRIS) database, the New Dominion Style Guide provides an updated list of styles that emerged after World War II (1946 to present day). This resource is particularly useful in identifying recent past resources.

A Handbook and Resource Guide for Owners of Virginia's Historic Houses
This resource provides homeowners with best preservation practices when project planning an historic home renovation.

How to Research Your Historic Virginia Property
This document outlines the different types of sources available when researching the history of a property, including city directories, deeds, plats, and Sanborn maps.

NATIONAL PARK SERVICE (NPS)

Technical Preservation Services (TPS)
This division of NPS is responsible for historic preservation at the federal level, by developing guidance on the preservation and rehabilitation of historic buildings and administering the Federal Historic Preservation Tax Incentives Program.

The Secretary of Interior's Standards
The Secretary of the Interior has four sets of standards for the treatment of historic properties: Preservation, Rehabilitation, Restoration, and Reconstruction. Click on the section header to find out more about each approach.

Sustainability
This site provides information on the intersection between historic preservation and sustainability, including treatments to increase energy efficiency in historic buildings and information on new sustainable technology that is appropriate for use in historic preservation projects.

Educational Resources and Studies General

Resources for Preservation Commissions
From the National Alliance of Preservation Commissions, this site provides a number of resources to help support the work of local design review boards including preservation plans, technical assistance, and a professional network directory

Virginia Historic Rehabilitation Tax Credit Impact Study
Preservation Virginia and DHR partnered with the VCU Center for Public Policy Urban to conduct three studies to gauge the impact of preservation on Virginia's economy. The resulting reports put dollar amounts to the impact these preservation-based programs have had on the state of Virginia.

Saving Energy in Historic Buildings: Balancing Efficiency and Value by John H. Culver and Brad Randall, published in APT Bulletin: Journal of Preservation Technology (41:1, 2010)
This article identifies the benefits of energy modeling and life-cycle costing as a means to increase energy efficiency in historic buildings in an appropriate way.

8 Ways to Green Your Historic House by the National Trust for Historic Preservation, Preservation Tips and Tools.
A list of eight ways to increase the energy efficiency of your historic home without replacing the historic windows!

6 Low-Cost, Energy-Saving Tips for Homeowners by the National Trust for Historic Preservation, Preservation Tips and Tools.
Tips for saving energy in your historic home by taking advantage of the existing features of historic buildings.

Preserving Naturally Occurring Affordable Housing by Donald L. Elliott
This work outlines the role preservation has in protecting existing housing to establish more affordable housing options. Elliot argues that this is particularly important due to the loss of these units and the limited ability for new housing to meet this need.

Partnership for Housing Affordability
This nonprofit that focuses on affordable housing in the Richmond, VA area. They utilize data to identify challenges and promote policies and programs that would result in more accessible affordable housing. They created frameworks and corresponding briefs on this topic.

  • Richmond NOAH Brief
  • Richmond Regional Housing Framework

Richmond Regional Housing Framework 2020-2022 Data Update
This is a data update to the Partnership for Housing Affordability (PHA)'s Richmond Regional Housing Framework.

The Preservation Priorities Task Force
This is a partnership between the National Preservation Partners Network and the National Trust for Historic Preservation. There are four resources on topics related to preservation including affordable housing and density; diversity equity and inclusion; preservation trades and workforce development; sustainability and climate action.

PlaceEconomics
They provide data-driven content on the economic impact of historic preservation. They have research on reinvesting in older housing, Historic Preservation and Affordable Housing, and related topics.

The Economic Impact of Heritage Tourism in Virginia
The Center for Urban and Regional Analysis at Virginia Commonwealth University completed this report for Preservation Virginia. It delves into the impacts of preservation-related policies on Virginia's economy.

ARCHAEOLOGY AND BELOW GROUND RESOURCES:

Example Ordinances

Alexandria Archaeological Ordinance
- City of Alexandria Archaeological Standards
- The Alexandria Archaeological Protection Code
- ARTICLE I - Alexandria Archaeological Commission

Fairfax County Archaeological Ordinance

Virginia Beach Historic Preservation Ordinance

Additional Resources

Buried Beneath the River City: Investigating an Archaeological Landscape and its Community Value in Richmond, Virginia Landscape
This dissertation uses numerous methods to study Richmond's archaeological value as it relates to "racial politics, historic and present inequities, trends in academic and commercial archaeology, and an imperfect system of archaeological stewardship."

Vermont Housing and Conservation Board Policy Position Historic Preservation
Outlines policies related to historic preservation as it intersects with development, affordable housing, and related topics.

Preserving Historic African American Cemeteries: Strategies for Richmond, Virginia
This plan was completed on behalf of the Descendants Council of Greater Richmond, VA. The plan explores information on the maintenance, restoration, and preservation of cemeteries as cultural and historic sites. The plan accomplishes various tasks such as analyzing the existing conditions of Richmond cemeteries, sharing local expert feedback, and offering policy recommendations for descendants and the City of Richmond to address relevant challenges.

Demolition Ordinance Examples

The following list and hyperlinks are example demolition ordinances used by other cities in Virginia:

Norfolk Historic District Design Guidelines

This report provides guidelines for when demolition and relocation are appropriate as well as factors to consider under these conditions.

Code of Virginia Beach

Outlines the importance of historic and cultural heritage within the city as well as the regulations necessary to maintain, preserve, and in some cases demolish these resources.

Fairfax Zoning Ordinances in Historic Overlays

Indicates the circumstances in which demolition will be considered, who reviews these requests, and how demolition will be approached.

Charlottesville Design Guidelines

This brief chapter of the Design Guidelines highlights review criteria and guidelines for moving buildings and demolition.

Appendix F: Abbreviations List

AC: Advisory Committee (Consisting of community members and subject matter experts)

CAMP: Commission Assistance and Mentoring Program

CAO: Chief Administrative Officer(s)

CAR: Commission of Architectural Review

CDBG: Community Development Block Grant

CHSP: Cultural Heritage Stewardship Plan

CLG: Certified Local Government

COA: Certificate of Appropriateness

CPC: City Planning Commission

CPG: Commonwealth Preservation Group

DHR/VDHR: Virginia Department of Historic Resources

DPW: Department of Public Works

DPU: Department of Public Utilities

EM: Emergency Management

FEMA: Federal Emergency Management Agency

FF: Flood Factor

FTE: Full Time Employee

GIS: Geographic Information System

HBAR: Home Builders Association of Richmond

HR: Historic Richmond

HUD: U.S. Department of Housing and Urban Development

LMI: Low: and Moderate:Income

MOA: Memorandum of Agreement

MPD: Multiple Property Document

NAPC: National Alliance of Preservation Commissions

NCPTT: National Center for Preservation Technology and Training

NOAH: Naturally Occurring Affordable Housing

NPS: National Park Service

NRHP: National Register of Historic Places

NRN: National Register Nomination

NTHP: National Trust for Historic Preservation

OHD: Old and Historic District

OOS: Office of Sustainability

PDR: Planning and Development Review Department, Richmond

PIF: Preliminary Information Form

PVA: Preservation Virginia

VCRIS: Virginia Cultural Resource Information System

VCU: Virginia Commonwealth University

VDOT: Virginia Department of Transportation

VLR: Virginia Landmarks Register