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AUGUST 2023







In early 2018, the Rose Center for Public Leadership assisted my Administration with synthesizing ideas for revitalizing Shockoe Bottom – building off years of desire to enhance this area to its fullest potential while finding the balance to preserve land and commemorate the lives impacted by the domestic slave trade.

As a result, the Shockoe Alliance was formed. Convening this group helped find a common vision – further building more opportunities for trust-building, reconciliation, and the creation of an international cultural destination.

Themes that emerged from the Shockoe Alliance, which are now goals incorporated into the Shockoe Small Area Plan are:

- Promoting heritage, culture, and historic preservation;
- Growing a diverse, equitable, and inclusive economy;
- Creating high-quality places; expand equitable transportation; and,
- Sustaining a thriving environment.

In 2020, I announced \$3.5 million with a commitment for an additional \$25-50 million for the development of a heritage campus over the next five years; and in 2022 we were awarded \$11 million from the Mellon Foundation to create an interactive space inside Main Street Station that will be designed to engage audiences in the full history of Shockoe.

As the City of Richmond continues on a path to right historic wrongs and inequities, significant opportunities exist for collaboration and innovation. The path toward a shared vision is only as good as the map that navigates us all on that journey, and the Shockoe Small Area Plan has become that roadmap. This small area plan has spurred intentional community engagement which will transform an area of our city that is immeasurably steeped in history.

I want to thank the Shockoe Alliance, the Department of Planning and Review, Richmond City Council, and the consultants who helped bring this vision to light.

Sincerely,

Levar M. Stoney

Mayor

## Acknowledgments

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# Executive Summary

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Shockoe is the birthplace of the city and remains a center of its cultural and heritage identity. This Plan seeks to preserve its cultural and historic resources while simultaneously advancing community revitalization, economic development, and tourism. The Plan guides Richmond through its transformation from the capital of Confederacy to a national model for reconciliation and healing. It is an integral step towards honestly and accurately telling the true and complete history of the city, the Commonwealth, and our nation. It continues the work of the Richmond Slave Trail Commission of the 1990s who began uncovering the stories of the second largest slave market in the country; acknowledges the importance of the Reconciliation Statues that were unveiled in Richmond, Virginia (2007); Cotonou, Republic of Benin (2005); and Liverpool, England (1989); and recognizes the significance of the racial justice protests of 2020 that led to the removal of confederate monuments throughout the city.



## Vision

Shockoe is a vibrant, mixed-use, urban community, internationally recognized as the premiere destination for learning, experiencing, and acknowledging the impact of the domestic slave trade in the United States through interpretive landmarks, sacred spaces for reflection, and immersive exhibitions.

## Major Goals

The five goals outlined in the plan and their associated policy recommendations and action steps will bring the Shockoe vision to life:

1. **Promote Heritage, Culture, and Historic Preservation:** Memorialize and commemorate the heritage and culture of Shockoe and promote the preservation of historic assets.
2. **Grow a Diverse, Equitable, and Inclusive Economy:** Expand economic development opportunities by developing a neighborhood that highlights revitalization built around history and culture; entertainment, food and dining; and creative innovation and entrepreneurship.
3. **Create High-Quality Places:** Establish a safe, clean, and walkable neighborhood with active street facades, green and shaded open space, mixed uses, and new buildings that complement existing ones.
4. **Expand Equitable Transportation:** Enhance walking, biking, and transit infrastructure to provide universal access to all users, prioritizing areas that lack infrastructure.
5. **Sustain a Thriving Environment:** Increase the tree canopy to mitigate the heat island effect and create greener spaces that will assist in the management of stormwater run-off.



FIGURE 1 // Shockoe Small Area Plan



## Plan Components

The plan guides the development of a vibrant, mixed-use, urban community in Shockoe by creating and enhancing the following elements:

**Heritage Campus:** The Heritage Campus (the Campus) is a collection of sites that will be developed to memorialize and interpret the history in Shockoe, including, but not limited to:

- **Parks:** Parks and green space throughout the Campus will serve as places for remembrance, commemoration, and reflection. The African Burial Ground Memorial site will be the primary green space within the Campus and embrace ideas put forward in earlier Memorial Park concepts.
- **Greenways:** A network of greenways and shared-use paths will connect the Campus to the James River, city historic sites and institutions, and other transportation options.
- **Immersive Exhibitions:** Immersive, interpretive exhibitions, located throughout the Campus, will use emerging technologies, like augmented reality, as part of guided and self-guided tours to captivate visitors. Fixed spaces like the Lumpkin's Jail/Devil's Half Acre site and the African Burial Ground Memorial site will be individually interpreted. The Heritage Campus Interpretive Center will be developed on the first floor of Main Street Station train shed with a grant received from the Mellon Foundation.

- **Landmarks:** Historic structures and features will be woven together throughout the Campus and the neighborhood through physical connections, public art, and interpretive displays.
- **The National Slavery Museum:** The city is working with the National Slavery Museum Foundation (NSMF) to develop plans for the National Slavery Museum within the Heritage Campus.
- **Economic Development:** New and renovated mixed-use development and mixed-income housing will provide places for people to live and work, as well as places for Heritage Campus visitors to shop and dine. Increasing the number of people visiting, living, and working in Shockoe will enliven the neighborhood, increase the customer base for local businesses, and improve safety.

**Water and Green Infrastructure:** Because much of Shockoe is in a floodway or floodplain, there are significant challenges to development, but also opportunities for the innovative design of water and green infrastructure elements in the parks and green space that connect the Campus' features.

### Constraints and Limitations

The recently completed Hydrology and Hydraulics study shows that the floodplain, floodway, and major stormwater management infrastructure will have a substantial impact on development within the Heritage Campus footprint. Buildings with large footprints cannot be achieved in this area. These impediments will require innovative and creative solutions.

## Big Moves

This plan includes numerous policy and planning recommendations to achieve the proposed vision for Shockoe. These four big moves are the critical next steps that should be prioritized over the next five years.

**Develop the Heritage Campus:** Develop the primary components of the Heritage Campus, as a national destination that tells the complex history of Shockoe and the City. These elements include the Lumpkin's Jail/Devil's Half Acre site, the African Burial Ground memorial site, the Interpretive Center in Main Street Station, the National Slavery Museum, greenspace, immersive exhibitions, and a gateway that welcomes pedestrians at street level, making it visually and physically accessible by identifying the campus as a destination of significance within the city.

**Rezone Shockoe:** Draft and adopt more appropriate zoning incorporating form based elements for Shockoe that achieves the desired future land use, incentivizes new development, and directs growth to appropriate areas while supporting the historical scale and architectural character.

**Expand Economic and Small Business Opportunities:** Create and implement programs and initiatives that promote economic development in under-developed areas as well as attracting and supporting women and minority owned small businesses in Shockoe.

**Maintain a clean and safe Shockoe:** Organize and administer initiatives and policies that dispel the sense of neglect and disinvestment, increase a feeling of well-being and safety, and create an atmosphere in which businesses, residents, and visitors can thrive.

## Priority Projects

Within the Big Moves are five priority projects to be implemented over the next twelve to eighteen months:

**Design the Heritage Campus:** A design team has been selected to lead the design development process for the Heritage Campus. The focus will be on city-owned land, including the African Burial Ground Memorial and the Lumpkin's Jail/Devil's Half Acre. The scope of work will include flood management, commemorative design, landscape architecture, extensive community outreach and engagement, especially among the descendant community. Design strategies will include short-term projects and public art to enhance and improve the appearance and visitor experience while long-range projects are being designed, funded, and built.

**Interpretive Center:** Create a Heritage Campus Interpretive Center located on the first floor of the Main Street Station train shed dedicated to telling the story of the domestic trade in enslaved Africans once centered in Shockoe. The center has received a five year, \$11 Million grant from the Mellon Foundation.

**National Slavery Museum:** The City will continue to work with the National Slavery Museum Foundation (NSMF) to identify a viable museum site within the campus.

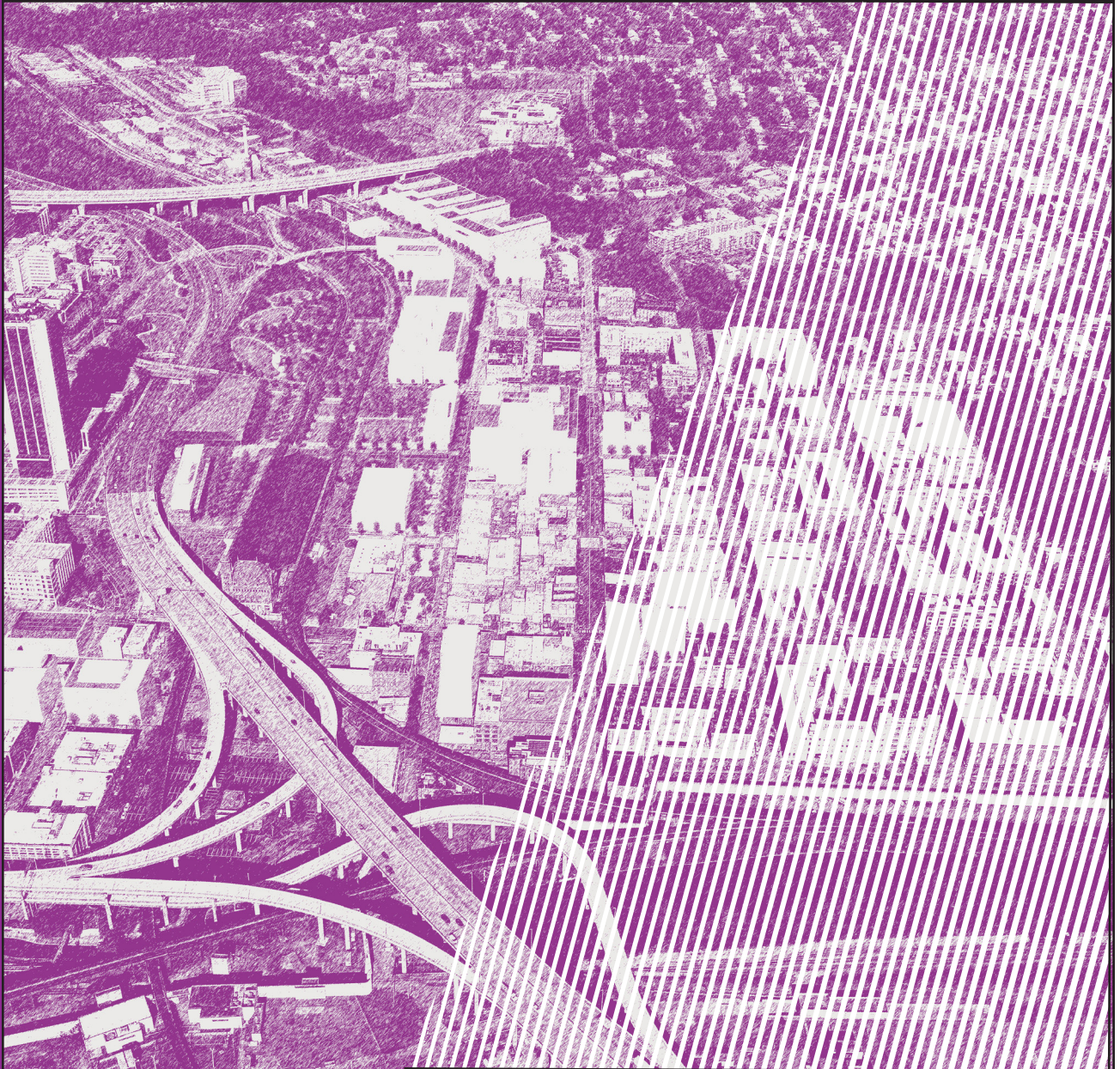
**Floodway and Floodplain Analysis:** A Hydrology and Hydraulic study has been completed for city-owned property. Continue to work with engineering consultants to identify buildable areas within the Heritage Campus and develop design guidelines and recommendations for managing and minimizing the impact of flood events.

**Create Form-based Zoning:** Create a new "form-based" zoning district(s) for Shockoe that facilitates significant development while protecting historic buildings and the architectural character of the area.



## CHAPTER 1

# Introduction



# Plan Development

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## Purpose

The Shockoe Small Area Plan is a stand-alone document to guide the growth of Shockoe through 2037 when the first plan for Shockoe will be 300 years old. At its heart, the plan shapes the built environment of the Shockoe Heritage Campus and includes design concepts and recommendations for protecting and enhancing the area's cultural and historic heritage, supporting robust economic development, and fostering a vibrant neighborhood for residents, businesses, and visitors.

The Shockoe Small Area Plan is an integral tool for implementing the *Pulse Corridor Plan* (2017) and *Richmond 300: A Guide for Growth* (2020). The Plan provides finer-grain detail to thoughtfully shape the development of the Shockoe neighborhood and its centerpiece Heritage Campus.

## Study Area

The study area, as seen in Figure 2, is in the Shockoe Creek valley, nestled between Downtown and Shockoe Hill to the west and Church Hill and Union Hill to the east. Specifically, the study area is bound by the James River on the south; 25th, 21st, and 17th streets on the east; Franklin, Marshall and Leigh streets on the north; and Interstate 95 and 14th Street on the west, and includes approximately 235 acres (0.37 square miles). The study area includes much of the 1742-boundary of Richmond, except for the northeast corner that is now considered part of Church Hill.

## Plan Process

In the fall of 2018, Mayor Levar M. Stoney established the Shockoe Alliance to ensure that a wide variety of stakeholders were able to play a part in creating a shared vision. The Alliance began as a fourteen-member body made up of both citizens and City staff. In 2020, it was expanded to twenty-three citizen members to capture a more diverse set of voices.

The Shockoe Alliance, in collaboration with Kimley-Horn and the City's Department of Planning and Development Review, began the process with the first public visioning session on April 15, 2019, at which eleven themes were identified for the plan. The Alliance hosted two additional community meetings on July 17 and December 4, 2019.

There were approximately 570 participants at these meetings, site tours, and on-line survey, with over 2,070 pieces of data collected. The public process, including Shockoe Alliance meetings, was interrupted in March 2020 by the worldwide COVID-19 pandemic. The Alliance resumed with virtual monthly meetings in June 2020.

City staff shared a draft plan with the Alliance in August 2020. Staff presented a more refined draft in February 2021 which was followed by a series of smaller meetings focused on specific topics. Staff presented a pre-final draft to the Alliance in November 2021. With a lack of consensus, concerns over the economic development section, and proposed changes to the floodplain and floodway that needed further analysis, staff made significant revisions to the plan.



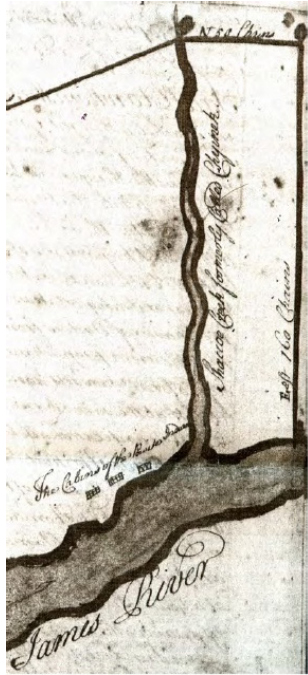


# History

## Shockoe

The name Shockoe is believed to be derived from the Algonquian word **Shacquohecan**, roughly translated as "made of stone." It is not the Powhatan name for the creek (Chyinek) or the falls (Papwachowng).

# 1600



## 1607

On May 4, the Virginia Company of London established the first permanent English settlement in the Americas at Jamestown, Virginia. On May 24, Christopher Newport and John Smith sailed up the James River to the fall-line, marked by rapids, where the Piedmont and the Atlantic coastal plain meet, near present day downtown Richmond.



## 1620

Plymouth Colony established in Massachusetts



The boundary between the Powhatan and the Siouan tribes shifted along the fall-line with Shockoe being more consistently occupied by the Powhatan. The Powhatan confederation, dominated a vast territory from the fall line to the coast with villages scattered throughout which were inhabited by 14,000 to 21,000 Algonquian-speaking people. From the mid-17th century to the first quarter of the 18th century, the falls represented the frontier between the Virginia colony and the Siouan tribes to the west. A series of three wars erupted between the settlers of the Virginia Colony and the Powhatan confederation beginning in 1610 and ending in 1646 with the capture and death of the Powhatan chief effectively ending the confederacy. In 1656, the Battle of Bloody Run took place nearby in Church Hill. Reservations were established in 1677 following Bacon's Rebellion and the Treaty of Middle Plantation. Virginia Natives continue to play a significant role in the Commonwealth of Virginia, the City, and Shockoe.

## 1619

The first enslaved Africans disembarked from British Privateers at Point Comfort (Fort Monroe) in the Virginia colony. The ships continued up the coast and stopped at Jamestown.

The first representative government in the English Colonies was established at Jamestown, Virginia planting the seed for an American democracy.



## The Legacy of the Byrd Family

For more than 100 years, four generations of the Byrd (Stegge) family controlled the majority of the land that now encompasses the City of Richmond. In 1659, Thomas Stegge II (1627-1671) established the 1,000 acre Falls Plantation. In 1679, William Byrd I (1652-1704) inherited the 1,280-acre Shaccoe Plantation on the north bank of the James River to the west of Shockoe Creek and the 1,800-acre Falls Plantation on the south bank of the James River from his uncle, Thomas Stegge. Byrd enlarged his holdings on both sides of the river to 5,016 acres by bringing over indentured servants and establishing enslaved Africans on his land, for whom he received 50 acres each. "The Falls" and "Shaccoe" were both large working plantations with an unusually high number of "servants and slaves." He carried out extensive trade with the Cherokees and Catawbas in North and South Carolina and with British merchants. He dealt extensively in the buying and selling of enslaved Africans, molasses for making rum, and tobacco. In 1705, William Byrd II (1674-1744) recognized the falls of the James as a natural mart for the exchange of tobacco and consumer goods between the maritime ports of Tidewater and the inhabitants of the Piedmont and the Valley. In 1712, he established a storehouse at "Shaccoe". In 1737, at Byrd's direction, Major William Mayo prepared a plan for a town which Byrd named Richmond for its resemblance to Richmond on Thames in England. He continued to expand the family's holdings and divided the land between six plantations that were managed by overseers and worked by enslaved Africans. William Byrd III (1728-1777) inherited his father's estate of approximately 179,000 acres of land in Virginia. In 1767, he was forced to auction his land and enslaved Africans to settle his enormous debts, thus making land available to others for further development in and around the settlement at Shockoe.

## 1662

The Virginia General Assembly declared that any child born to an enslaved woman would also be a slave. The many laws that would follow reflect the growth of an agricultural economy based on a plantation, cash-crop system reliant on a labor force defined by racial hierarchies and controlled through coercion and physical violence.

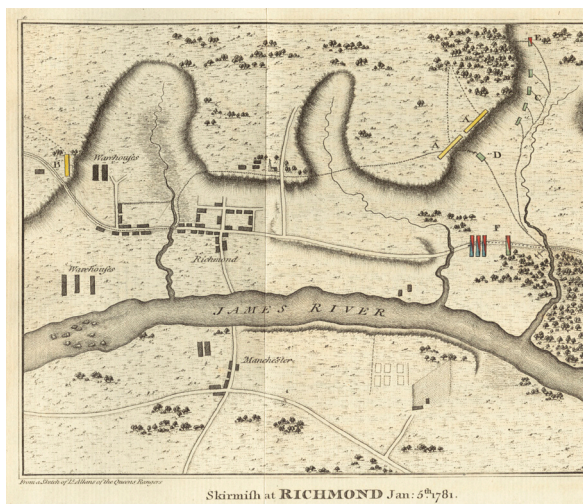
## 1680-1705



The Virginia General Assembly enacted numerous laws that reflect racism and the deliberate separation of Blacks and Whites. Color becomes the determining factor in conscious efforts to rigidly police the conduct and movement of enslaved Africans. The laws that were applied to free and enslaved Africans were also applied to Virginia Natives.



# 1700



Sketch of the City of Richmond, Virginia

## 1754-63

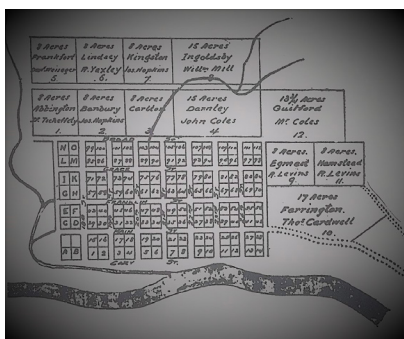
French and Indian War

## 1775-83

American Revolution

## 1781

General Benedict Arnold, led British and Hessian troops into the City of Richmond. They occupied the city for two days where they burned most of the public buildings and warehouses and looted tobacco and other provisions. Arnold's headquarters was at the northwest corner of 19th and East Main streets, in Shockoe.



## 1737

Mayo's Plan for Richmond

## 1742

Town of Richmond is established.

Population: 250

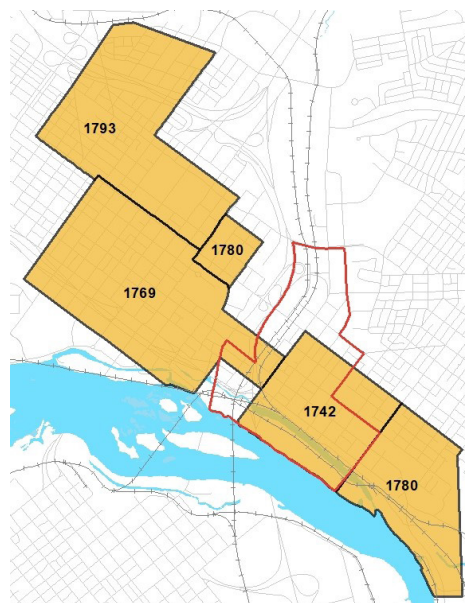
Area: 0.20 square miles

## 1769

**Annexation**

Population: 574

Area 0.74 square miles





1779

Richmond became the third Capital of the Commonwealth of Virginia.

1782

Market in enslaved Africans is moved from Manchester on the south side of the James River to Shockoe.

The town was incorporated “to be stiled the city of Richmond”

1789

Beth Shalom, 1st Jewish congregation established in Shockoe.

1790

Richmond had the 4th largest Jewish population in the United States.

1797

Friends Meeting House constructed at 19th and Cary.

1778

Virginia General Assembly prohibited the importation of enslaved Africans.

1780

First Market established in Shockoe.

Annexation

Population: 684

Area: 1.08 square miles

1785

The James River and Kanawha Canal was begun with the goal of connecting Virginia to the Ohio River. Work ceased in 1851, never having left Virginia.



1786

Virginia Assembly enacted the Statute for Religious Freedom which disestablished the Church of England and guaranteed freedom of religion to people of all faiths.

1793

**Annexation**

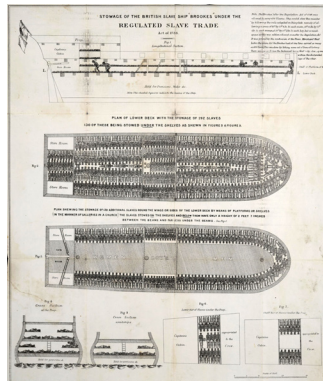
Population: 4,354

Area: 1.49 square miles

1800

1808

Trans-Atlantic trade in enslaved Africans abolished in the United States.



1812-19

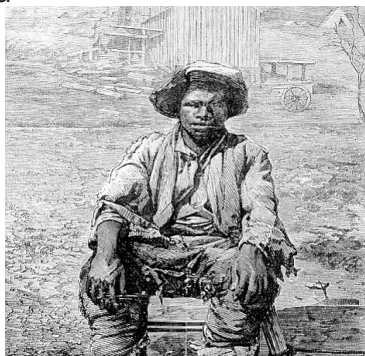
Louisiana, Mississippi, and Alabama become states which significantly contributed to the growth of the interstate trade in enslaved Africans.

1841

**Solomon Northup**, author of *Twelve Years a Slave*, was held overnight in Richmond at a jail owned by **William Goodwin** near the corner of 15th and Franklin streets.

1800

**Gabriel** was executed at the gallows just north of Broad Street at the “Burial Ground for Negroes” for attempting to organize a mass uprising of enslaved and free Africans. The revolt was planned at Brookfield Plantation, just north of the city in Henrico County with the goal of seizing Gov. Monroe in Richmond and forcing him to abolish slavery in Virginia.



1812-15

War of 1812

1810

**Annexation**  
Population: 9,735  
Area: 2.40 square miles

1836

The first railroad in Virginia, the Richmond, Fredericksburg, and Potomac, arrived in Richmond.

This image is commonly used to represent Gabriel (1800), but is in fact Pvt. Hubbard D. Pryor, Company A, Forty-fourth U.S. Colored Infantry (1864). Pryor escaped slavery in Alabama to enlist. See <https://www.sacredgroundproject.net/search?q=hubbard+pryor>

## Ca. 1830s-1865

Over sixty traders in enslaved people were operating in or near Shockoe. There were six to eight slave jails in the area, including those owned by Robert Lumpkin (seen in the illustration to the right) Silas Omohundro, Bacon Tait, and William Goodwin. Additionally, many of the traders' offices had penned-in areas in the rear yards, making Shockoe one of the country's first examples of mass incarceration. There were numerous other businesses in Shockoe that supported the trade such as tailors, cobblers, blacksmiths, banks, insurance companies, railroads, and shipping firms.



### 1850s/60s

Five major railroads in Richmond

### 1860

Census listed 55 tobacco factories in Shockoe

## 1861-65

American Civil War. Richmond's population grew from 30,000 to 100,000. Richmond led the south in the manufacture of arms and was a major rail hub. There were seventeen make-shift hospitals in Shockoe.

## 1867

Mary Lumpkin, the formerly enslaved, widow of Robert Lumpkin, leased the slave jail property to Rev. Nathaniel Colver, founder of the Colver Institute, later known as the Richmond Theological Seminary and ultimately Virginia Union University.

### Annexation

Population: 38,710

Area: 4.90 square miles

## 1842

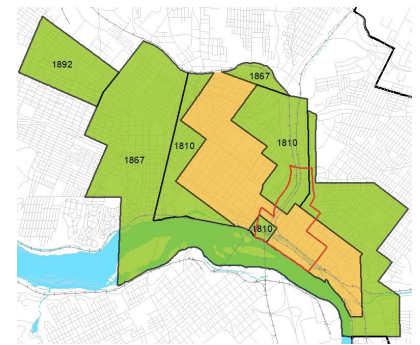
City of Richmond incorporated and chartered.

## 1854

Anthony Burns was held, under horrendous conditions, for four months at Lumpkin's Jail. Burns had escaped slavery in Virginia, was arrested in Boston, and after an unsuccessful struggle to free him, he was sent to Richmond. Burns' freedom was eventually purchased by Northern supporters. His description published in 1856, in *Anthony Burns: A History* by Charles Emery Stevens, was used to confirm the location of the jail in 2006.

## 1863

Emancipation Proclamation

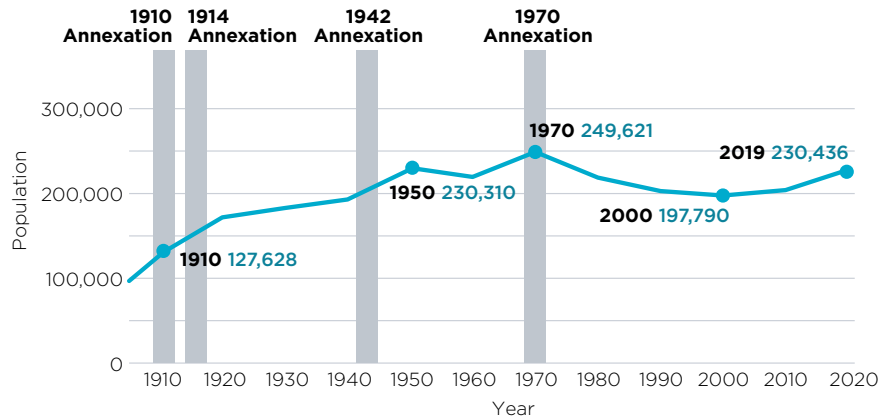


## 1892

### Annexation

Population: 81,388

Area: 5.35 square miles



#### Historic Population

Source: U.S. Census Bureau: 1910, 1950, 1970, 2000 Censuses, 2019 Population Est.

## 1900 to Present

**1914-18**

World War I

**1929-39**

Great Depression

**1939-45**

World War II

**1950-53**

Korean War

**1901**

Main Street Station constructed

**1906**

**Annexation**  
Area: 9.5 square Miles

**1910**

**Annexation**  
Population: 127,628  
Area: 10.6 square Miles

**1914**

Annexation  
Area: 22.8 square miles

**1923-27**

Shockoe Creek channelized

**1949**

**Annexation**  
Area: 39.8 square miles







## 2003, 2008, 2013

Plans to build a baseball stadium in Shockoe as part of a multi-million dollar mixed-use development.

These proposals generated community-led, open processes that conceived of alternatives and expanded the conversation, including -- A Collaborative Vision for Shockoe Bottom (2005), new context added to the Shockoe Valley and Tobacco Row National Register Nomination that included the trade in enslaved Africans as a commercial enterprise (2007), the public struggle to reclaim the African Burial Ground (2004-2011), and the community generated proposal for the Shockoe Bottom Memorial Park (2015).



## 1958

Richmond-Petersburg Turnpike Completed

## 1965-75

Vietnam War

## 2014

The National Trust includes Shockoe on its list of 11 Most Endangered Places

## 2018

Shockoe Alliance established

## 1969 1972 2004

Hurricanes Camile, Agnes, and Gaston, respectively, caused catastrophic damage in Shockoe.

## 1970

### Final Annexation

Population: 249,621

Area: 62.5 square miles

## 1994

Floodwall dedicated

## 1998

Slave Trail Commission established by City Council.

## 2006

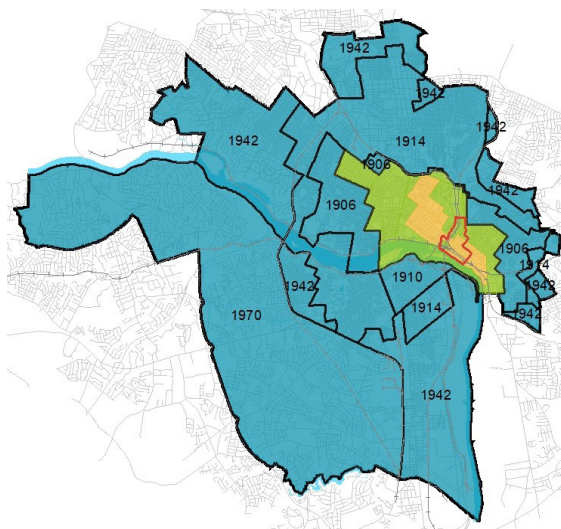
Archaeological investigation of the Lumpkin's Slave Jail/Devil's Half Acre site was conducted.

## 2007

The Reconciliation Statue was unveiled, at the intersection of N. 15th and E. Main streets to raise awareness of the triangular slave trade among Liverpool, England; Cotonou, Benin; and Richmond, Virginia.

## 2011

Seventeen markers installed along the Richmond Slave Trail "to tell the journey, human impact, and the role Richmond played in the tragic history of slavery."



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## CHAPTER 2

# Existing Conditions



# Heritage, Culture, and Historic Preservation

Shockoe was the birthplace of Richmond and served as its commercial and manufacturing center for almost 300 years. In the city's formative years, Shockoe also functioned as the social and governmental locus. From the 1830s through 1865, Shockoe was the second largest center for the domestic trade in enslaved Africans in the United States -- second only to New Orleans. Richmond supplied enslaved human beings to the other slave markets further south, primarily to New Orleans, but also to Charleston, Savannah, Vicksburg, and Natchez. At least, 100,000 people were sold out of Shockoe, with another 200,000 to 250,000 sold out of Virginia as a whole, with many of those likely passing through Shockoe. Since Shockoe was the slave-trading district that supplied other southern markets, it is likely that the majority of African-Americans today could trace some ancestry to Shockoe.

The channelizing of Shockoe Creek in the 1920s, the construction of the Richmond Petersburg Turnpike, now Interstate 95, in the 1950s, and slum clearance in the 1960s did much to destroy Shockoe's historic landscape. The construction of I-95 did much to deliberately destroy traditionally African American neighborhoods in Richmond like Shockoe and Jackson Ward.

A recent review of the inventory for the Shockoe Valley and Tobacco Row National Register Historic District, listed in 1983, revealed that 104 buildings have been demolished and sixteen constructed over the intervening years. While much has been

TABLE 1 // Shockoe Buildings by Year Built

Year Built	Age	Number of Buildings
1821 and Earlier	200+	5*
1822 - 1870	150 to 200	27
1871 -1921	100 to 150	165
1922 - 1971	50 to 100	48
1972 - Present	Less than 50	38
	Total	283

\* There are six buildings in the City of Richmond constructed prior to 1800 and 5 of them are in Shockoe

lost in Shockoe, the area still contains many of the oldest buildings in the city as seen in Table 1 and Figure 3.

The Shockoe Valley City Old and Historic district was designated in 1977, and expanded in 1978 and 1985. This local historic district contains 119 properties. Local historic districts are the only historic designation that offers limited protection from inappropriate rehabilitation and demolition.

See Appendix 1 for additional information on the historic and cultural context for Shockoe.



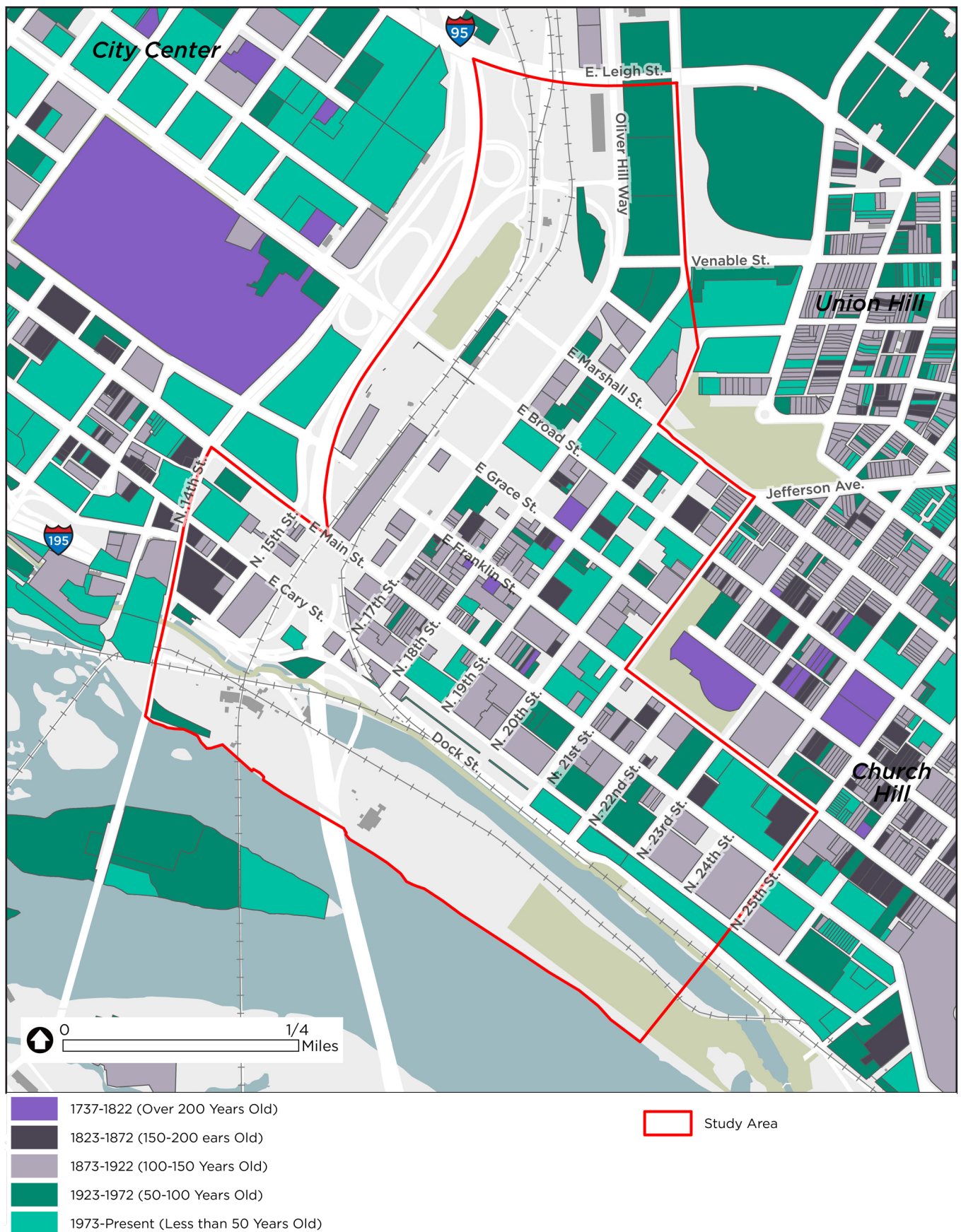


FIGURE 3 // **Parcels by Year Built**

# Diverse, Equitable & Inclusive Economy

The 2019 ESRI Business Summary reveals that there are 342 businesses in Shockoe that perform a variety of activities, as seen in Table 2. The largest sectors are services and eating and drinking establishments, accounting for over 60.5% of employees. The business summary also shows that there are more employees (3,913) than residents (3,316) in the district. This influx of employees places demands on the community but also expands the market for other goods and services.

There are a number of business incentive tools that can be used to support and grow existing businesses and encourage the establishment of new ones, as seen in Figure 4. These tools, informed by the values and principles of the Shockoe Bottom Equitable Economic Redevelopment Resource Guide, can help to create a Shockoe where all thrive and succeed.

See Appendix 2 for additional context for growing a diverse, equitable, and inclusive economy.

TABLE 2 // Top Ten Business Types by Number of Employees

Business Type	# Of Businesses	# Of Employees
Other Services	108	1,431
Eating & Drinking Places	44	524
Government	10	345
Legal Services	10	243
Manufacturing	4	214
Real Estate, Holdings, Other Investment Offices	31	152
Health Services	9	122
Food Stores	9	113
Wholesale	7	96
Banks, Savings & Lending Institutions	4	89



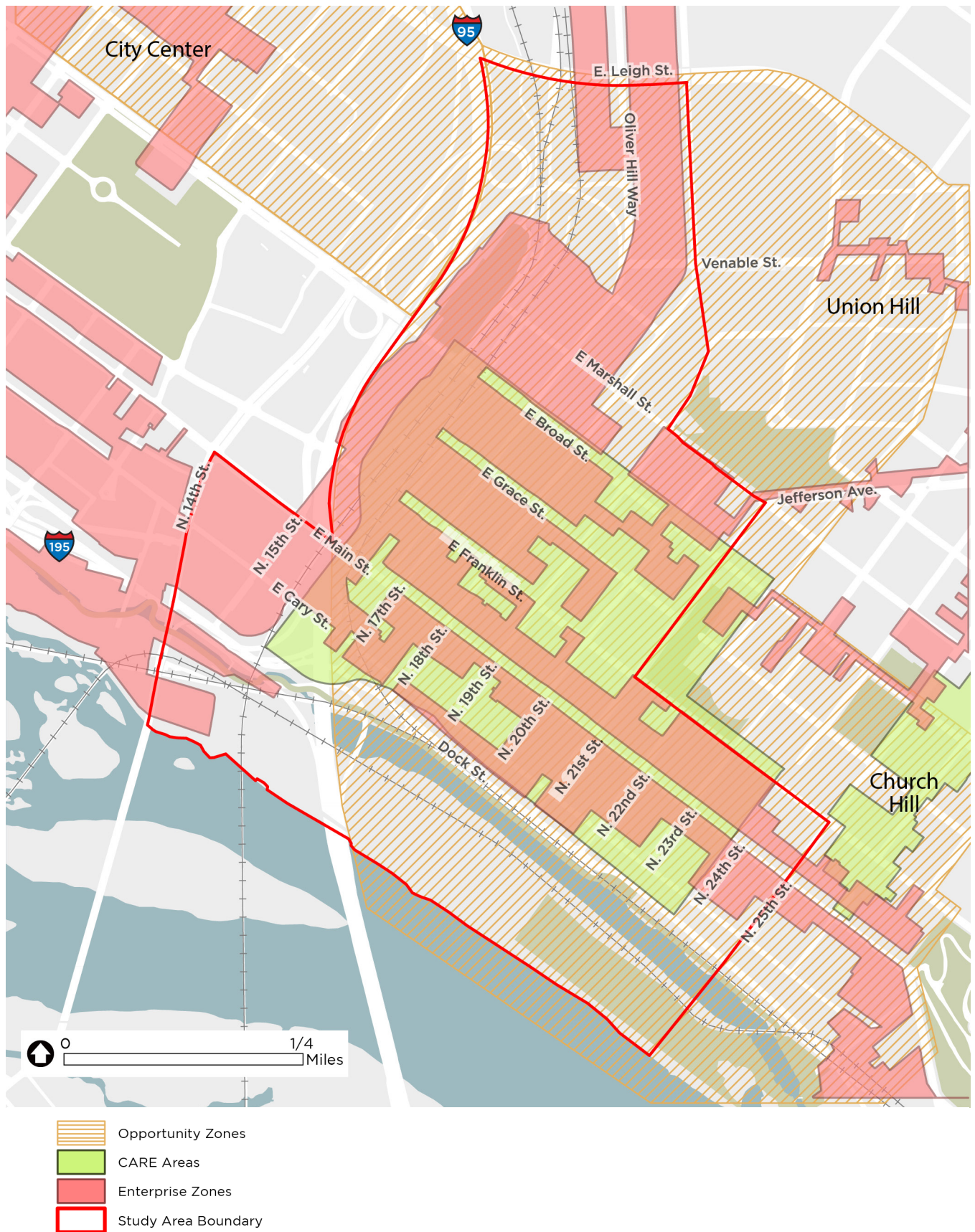


FIGURE 4 // **Business Incentive Areas**

## Demographics

Shockoe's population has more than tripled between 2000 and 2019, from 995 to 3,316, and is expected to continue to grow at an annual rate of 2.36% with a projected population of 3,727 in 2024. All 2024 numbers are Esri projections.

- The largest segment of the population, 77%, is between the ages of 15 and 34, and almost evenly split between males and females, as seen in Figure 5.
- Seventy-two percent of the population is white, 17% Black, and the remaining 11% is Asian, Hispanic, or two or more races, as seen in Figure 6.
- The population is well educated, with 74% of the population holding a Bachelor's Degree or a Graduate or Professional Degree.
- 83% are employed in white collar, management and professional jobs, and have a median household income of \$57,159.
- The majority of the population, 62%, is single, never married, with only 28% of the population married, and 9% divorced.

### **Median Household Income**

- 2019: \$57,159
- 2024: \$65,590\*

### **Median Household Income for a Family of Three Living Below the Poverty Line**

- 2023: \$23,860

### **Median Home Value**

- 2019: \$390,000
- 2024: \$428,906\*

### **Housing Affordability Index**

- 69

### **Percent of Income for Mortgage**

- 33.4%

### **Education (2019 Population 25+)**

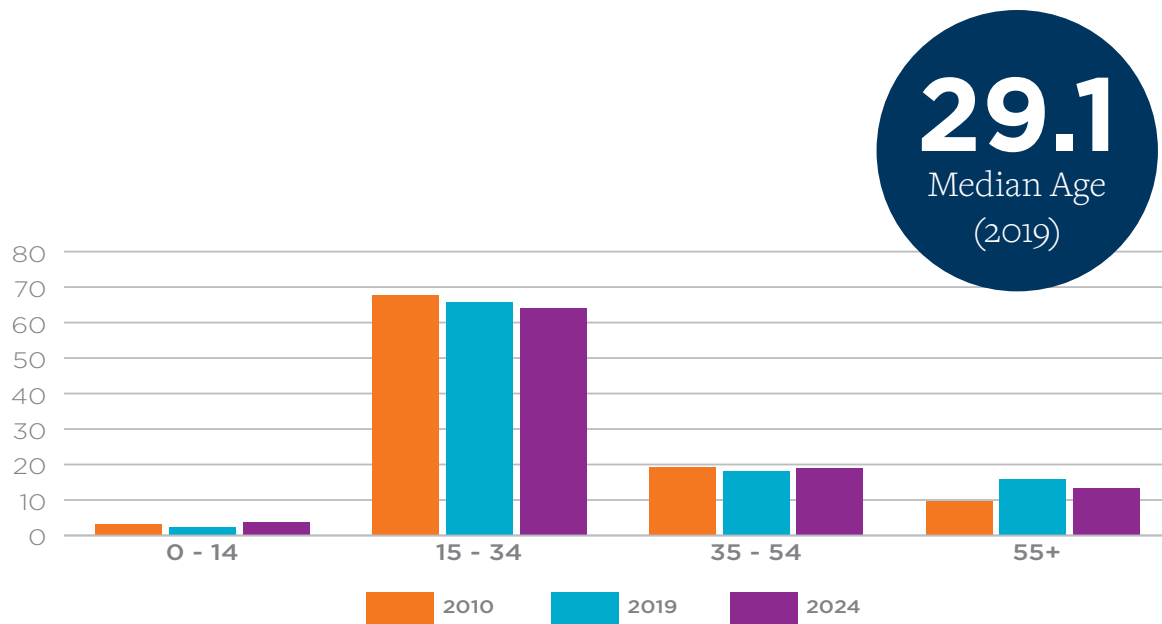
- Bachelor's Degree: 42%
- Graduate/Professional Degree: 32%

### **Marital Status (2019 Population 15+)**

- Never Married: 62%

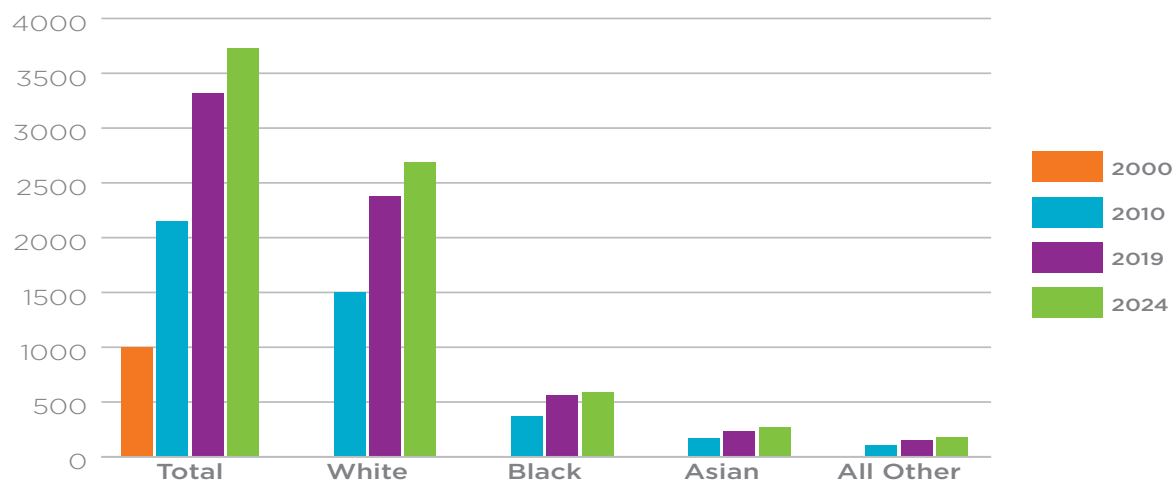
\* Esri projection





**FIGURE 5 // Age Distribution**

U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2019 and 2024 Esri converted Census 2000 data into 2010 geography. (2024 Esri projection)



**FIGURE 6 // Racial Diversity**

U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2019 and 2024 Esri converted Census 2000 data into 2010 geography. (2024 Esri projection)

Seven-hundred and fifty-six housing units were added to the inventory between 2010 and 2019, for a total of 2,527.

- The majority of these units, 83%, are renter occupied, as seen in Figure 7.
- The median gross rent in Shockoe is approximately \$1,177, with over 70% of the rental units leasing for between \$1,000 and \$1,999 a month. The average rent is \$1,311, which is slightly higher than the city-wide average of \$1,300.
- 39% of the households in Shockoe are cost-burdened or spend over 30% of their monthly income on housing.
- The percentage of owner-occupied housing units is extremely low, at 11%, with a median value of \$390,000. Of the 172 owner-occupied units, 144 are owned by whites, and twenty-eight are owned by blacks.

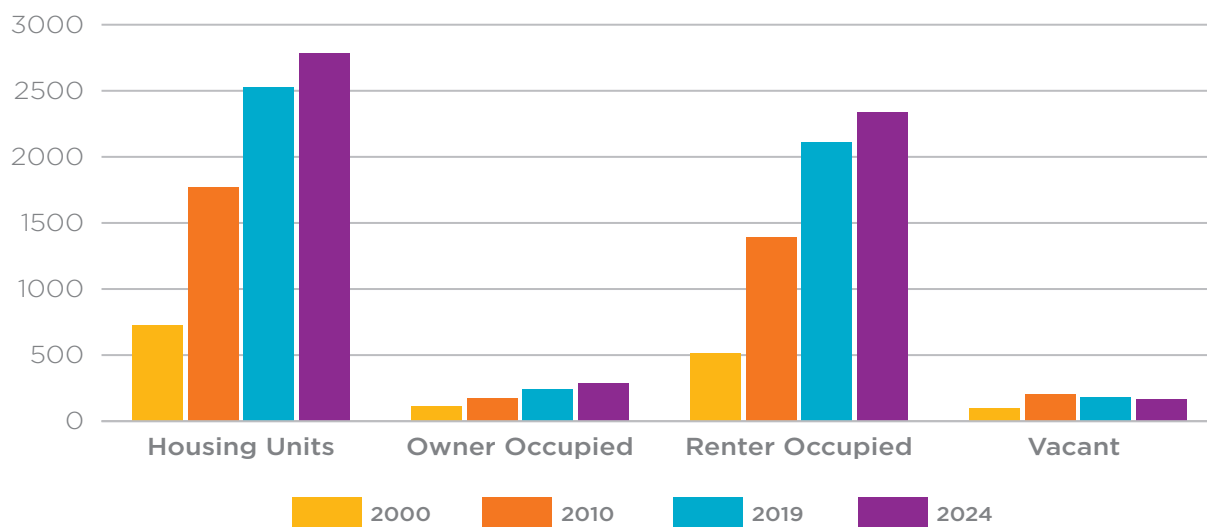
In 2010, the majority of Shockoe's 1,563 households were one-person households (63%)

- 37% of households were two-person households;
- and only 5% of households included children.

Almost 35% of the city's households earn less than \$25,000 per year, which is 34% of the Area Median Income (AMI). An income of \$25,000 per year supports an affordable rent of only \$500 per month for a two-bedroom unit. Only about 19% of Richmond's rental housing units rent for less than \$500 per month. With the exception of 189 units in two Low-Income Housing Tax Credit projects, the majority of the housing within the study area is market rate.

As seen in Figure 8, there are only two Low Income Housing Tax Credit projects within the Study Area. All of the other affordable housing units, depicted on the map, are outside of the study area boundaries.

See Appendix 2 for additional context for expanding housing options.



**FIGURE 7 // Housing and Occupancy**

*U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2019 and 2024.*

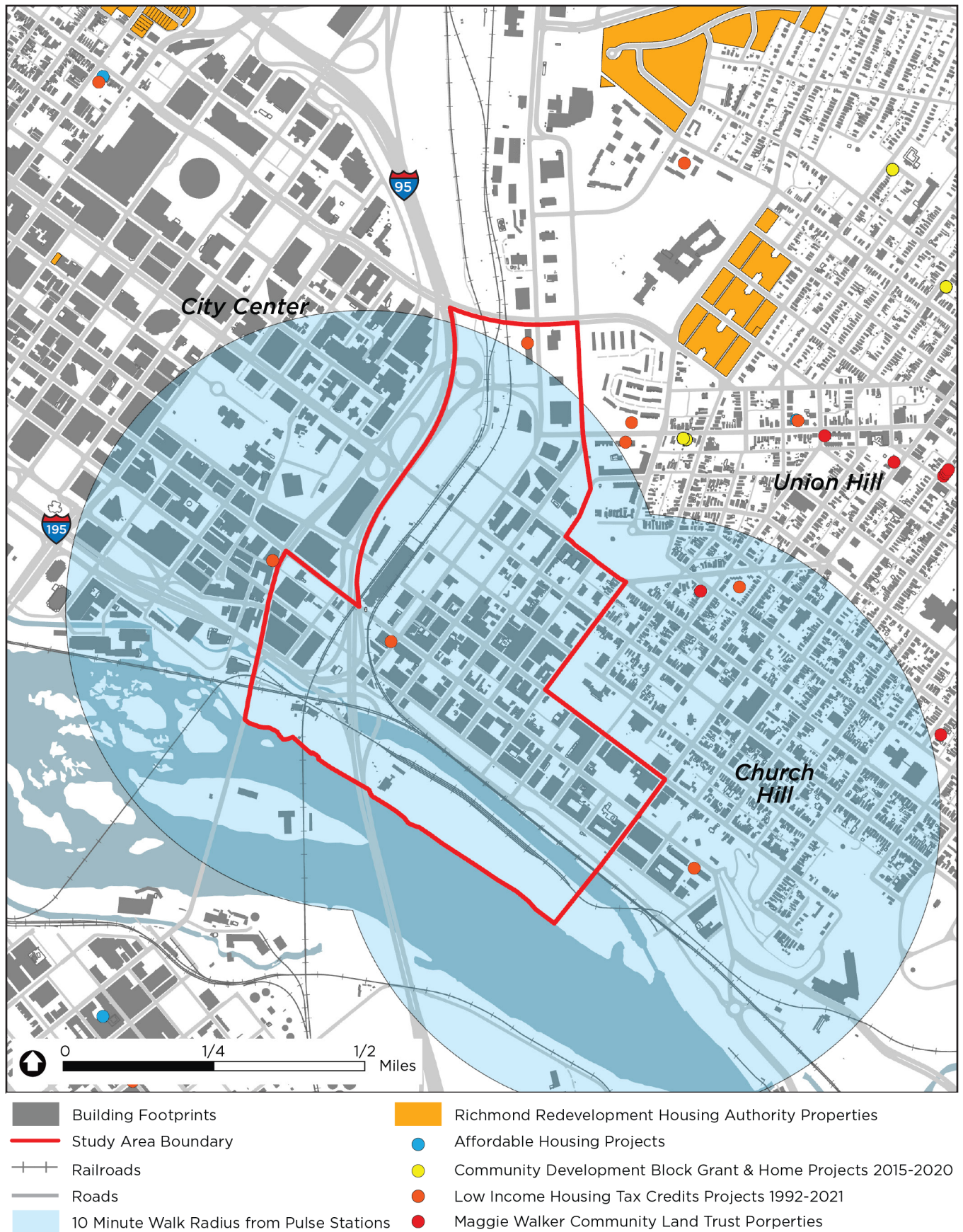


FIGURE 8 // Existing Affordable Housing Developments.

# High-Quality Places

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## Land Use

The Existing Land Use map, shown in Figure 9, reflects the trend of converting large industrial buildings to multi-family or mixed-use developments, encouraged largely by the introduction of Federal Historic Rehabilitation Tax Credits in 1986 and bolstered in 1997 with the introduction of the Virginia Rehabilitation Tax Credit program. In recent years, a reactivation of ground floor commercial spaces by restaurants, start-ups, and small makers with residential uses on the upper floors, and the construction of new mixed-use buildings has resulted from zoning changes designed to address the revitalization of Shockoe.

Negative land use issues that need to be addressed include a lack of green space, underutilized space under transportation infrastructure, and an overabundance of surface parking lots. Additional permitting will be required for all work in highway and railroad right-of-ways.

## Zoning

Zoning is a powerful tool used by local governments to regulate land use. Zoning not only controls the types of uses – residential, commercial, industrial, institutional – but it also controls building height, massing, placement and density. Zoning should regulate these attributes in a manner that helps the city realize its preferred future land use(s) within its master plan (*Richmond 300*). The zoning ordinance also includes overlay districts, like City Old and Historic and Plan of Development districts that contain additional requirements above the underlying zoning.

The existing zoning is shown in Figure 10. The M-1 and M-2 Industrial zones, which encompass over 60% of the acreage in Shockoe is largely incompatible with the existing and proposed future land use. New zoning districts will need to be created because current zoning districts are not able to fully balance the desired future land use and the historic scale and character in Shockoe. Table 3 illustrates the acreage and percentage of land in the Study Area covered by the each of the existing zoning districts.

See Appendix 3 for additional context for creating high-quality places.



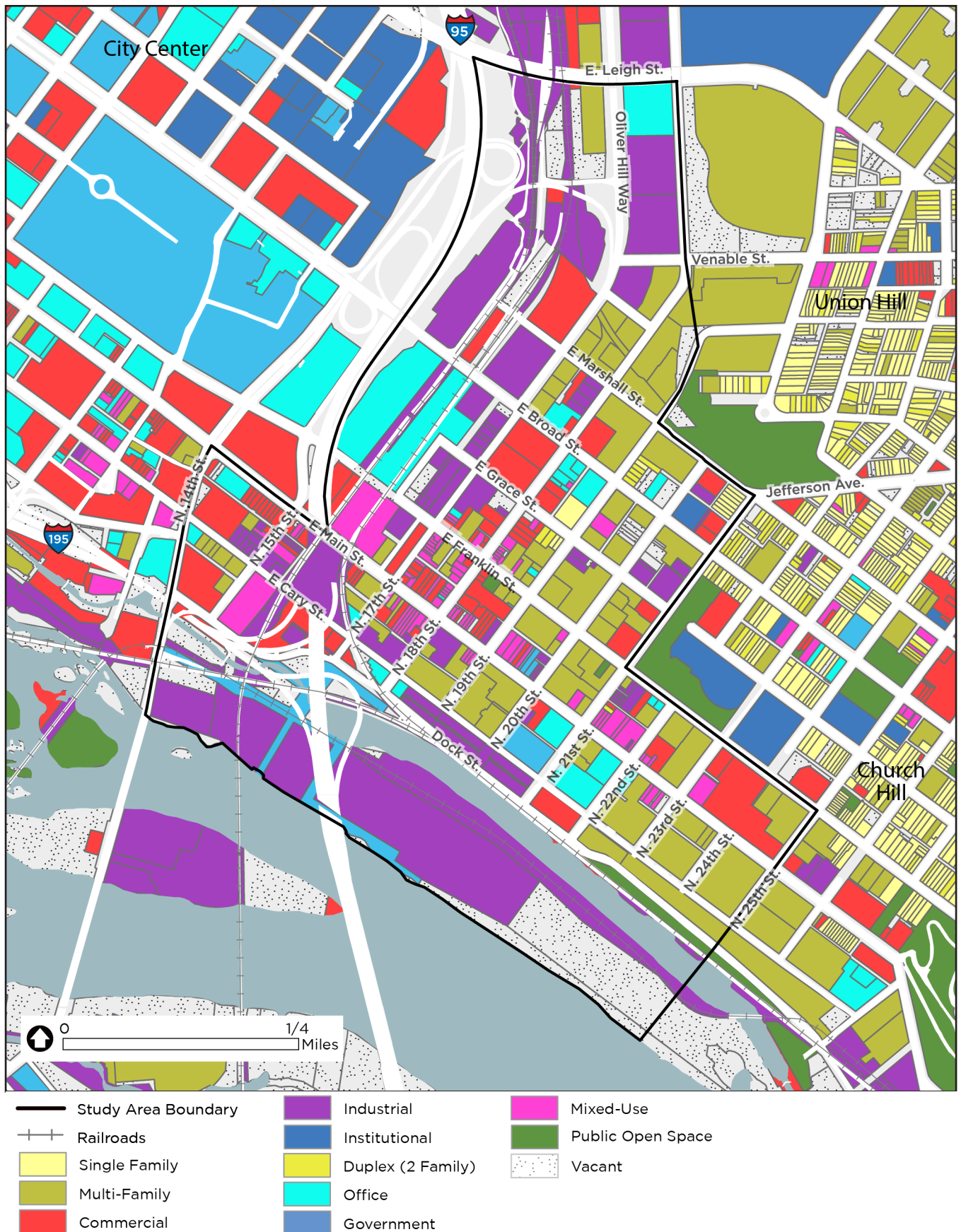


FIGURE 9 // Existing Land Use

TABLE 3 // Existing Zoning Districts in Shockoe

Zoning District	Height	Existing Acreage	Existing Percent
B-4 Central Business District	Incline plane of 1:4 horizontal to vertical at front	3.2	1.4%
B-5 Central Business District	5-story max, 2-story minimum	81.8	34.7%
B-6 Mixed-Use Business District	4-story max, 2-story minimum	1.7	0.7%
DCC Downtown Civic and Cultural District	95' max	3.3	1.4%
M-1 Light Industrial District	45' max, inclined plane 2:1 for some portions of the building	84.2	35.7%
M-2 Heavy Industrial District	45' max, inclined plane 2:1 for some portions of the building	58.0	24.6%
R-63 Multifamily Urban Residential District	3-stories max, 4-stories max if building has at least 50% of ground floor area devoted to accessory parking deck, max 4-stories for corner lots	1.7	0.7%
R-8 Urban Residential District	3-stories max, except where 60% of the lots on the block are less than 3-stories, then 2-story max	0.7	0.3%
TOD-1 Transit-Oriented Nodal District	12-stories max, less if abutting R (residential) district	0.9	0.4%



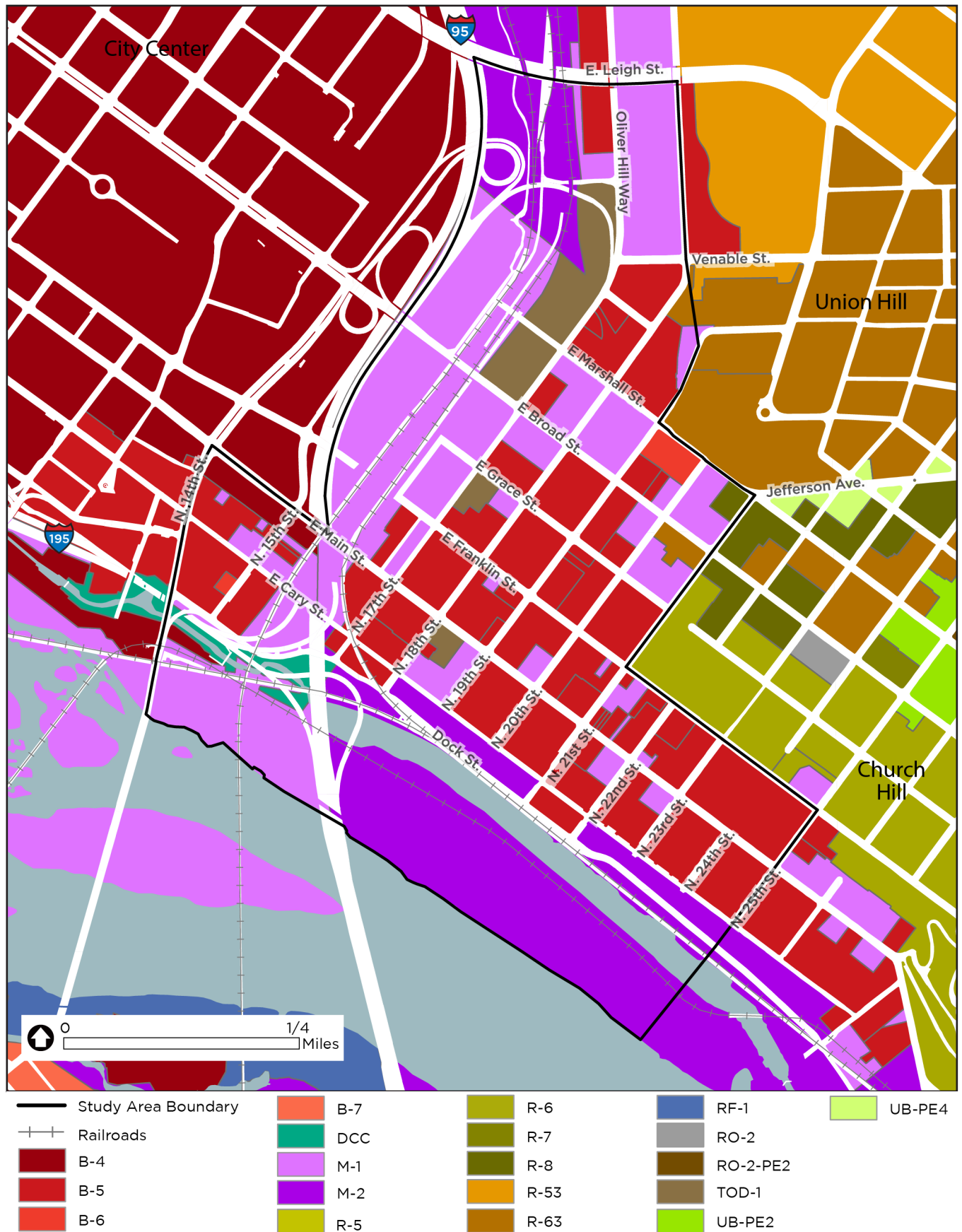


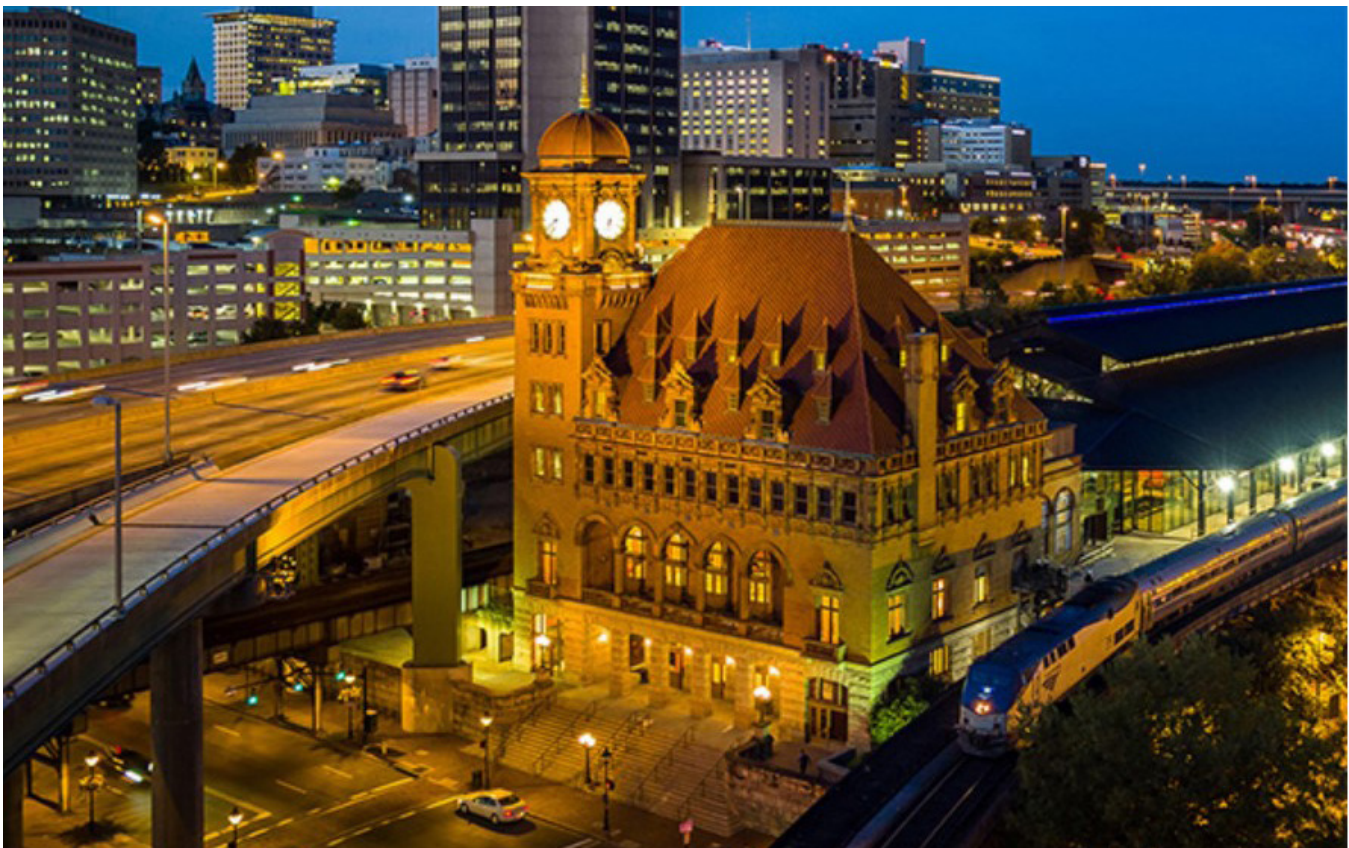
FIGURE 10 // Existing Zoning

# Transportation & Connectivity

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Shockoe has been a transportation hub for much of its history, including travel by river, canal, rail, and interstate highway. Though it's original street grid remains, it is not pedestrian-friendly because of a lack of shading, vacant storefronts, and some areas where sidewalks are missing or damaged. There is some pedestrian- and bike-friendly infrastructure, including the Low Line, the Virginia Capital Trail (a fifty-two-mile multi-use bike green-way that connects Richmond's Capital Building to Jamestown, the site of Virginia's first Capital), the Canal Walk, and bike lanes on a few streets. Connectivity is enhanced through two GRTC Pulse stops and a few GRTC routes on Main and Broad Streets. Topography is another connectivity challenge, as steep hills separate the area from downtown to the west and Church Hill and Union Hill to the east. Figure 11 illustrates the existing connections within the study area and to the larger community.

See Appendix 4 for additional context for equitable transportation.





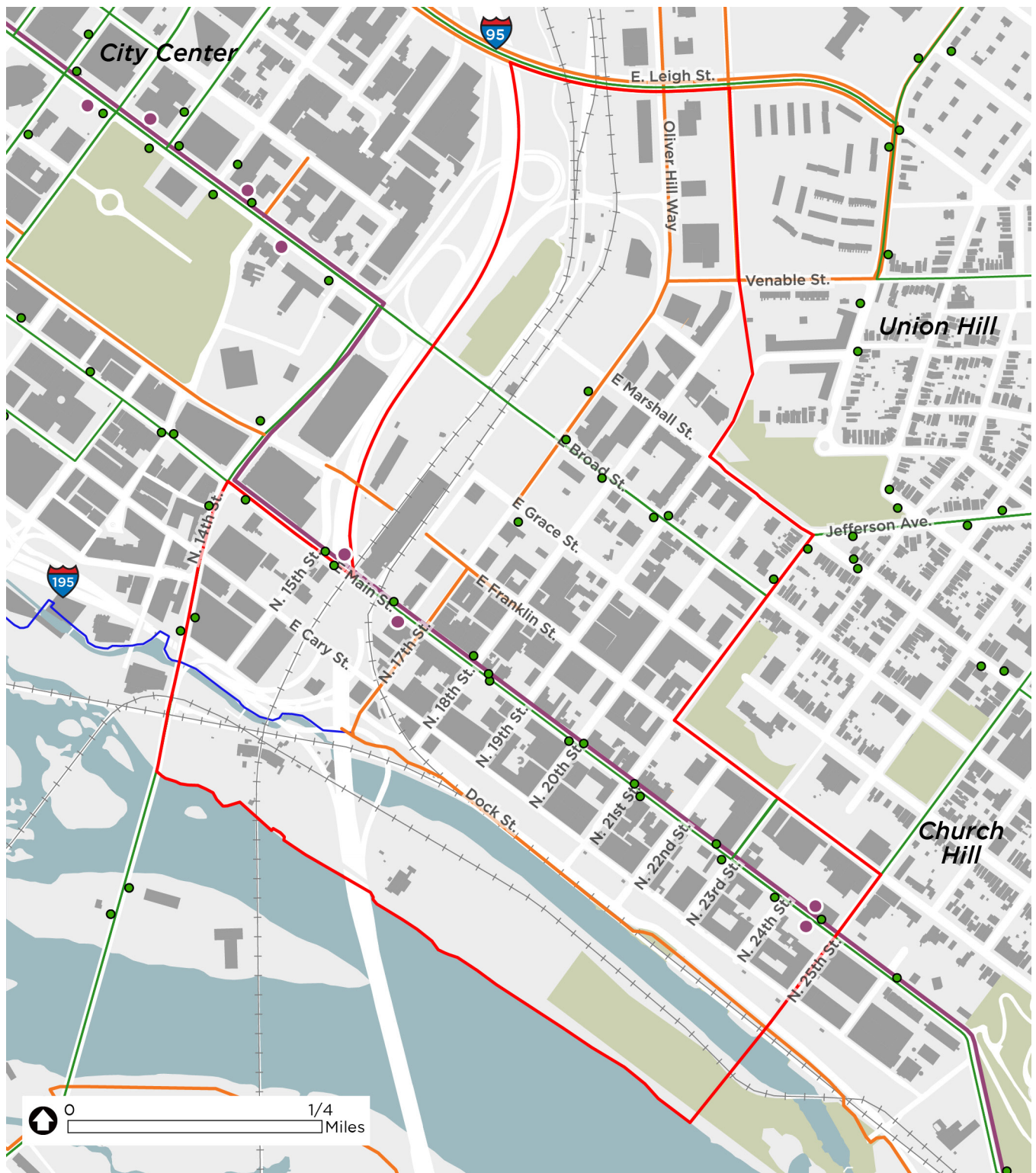


FIGURE 11 // Existing Connectivity

# Environment

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## Flood Hazard

The environmental quality in Shockoe has long been problematic. Its low-lying topography has made it particularly susceptible to flooding from both the James River (prior to construction of the floodwall) and the (now largely piped) 8,000 acre Shockoe Creek watershed. Most of the district is located within a FEMA 500 or 100-year floodplain and floodway. Previous floods have resulted in the loss of life, infrastructure, and private property.

Development in flood impacted areas is restricted by legislation, codes and ordinances. These areas are regulated by the municipality and FEMA and the impacted areas are identified on FEMA's Flood Insurance Rate Maps (FIRM Maps).

These maps identify land impacted by the 500 year floodplain, the 100 year flood plain, and the area where flood waters will be the most turbulent inside of a 100 year floodplain, which is called the floodway. Following a surge within the last 15 years of "100 year flood events" countrywide, FEMA embarked on recalculating the probability of rain volumes and flood events countrywide. FEMA issued its last FIRM map in 2014; it issued a new draft FIRM map in 2022, which is currently circulating for public input. While FEMA has not formally adopted the new FIRM map, it is highly probable that the impacted areas in the draft map will not decrease, and there is a slight chance that they may even increase.

Shockoe's FIRM map will now include for the first time a delineated floodway. Development in a floodway is heavily restricted. In anticipation of the release of the updated 2023 FIRM Maps and the impact on development, the City of Richmond hired Greeley and Hansen in August 2022 to perform an hydrology and hydraulic study (an H & H study is required for all development in a floodplain and floodway) of the impacted areas, as seen in Figure 12, to determine what can and cannot be erected above grade in this impacted area. This includes public art installations and landscaping. Once the final version of the H & H study is prepared, it will be presented to the Administration and those city departments whose work will be directly affected by the findings. It will then be strategically rolled out to the larger community.



Hurricane Gaston, 2004, Intersection of E. Main Street and N. 17th Street



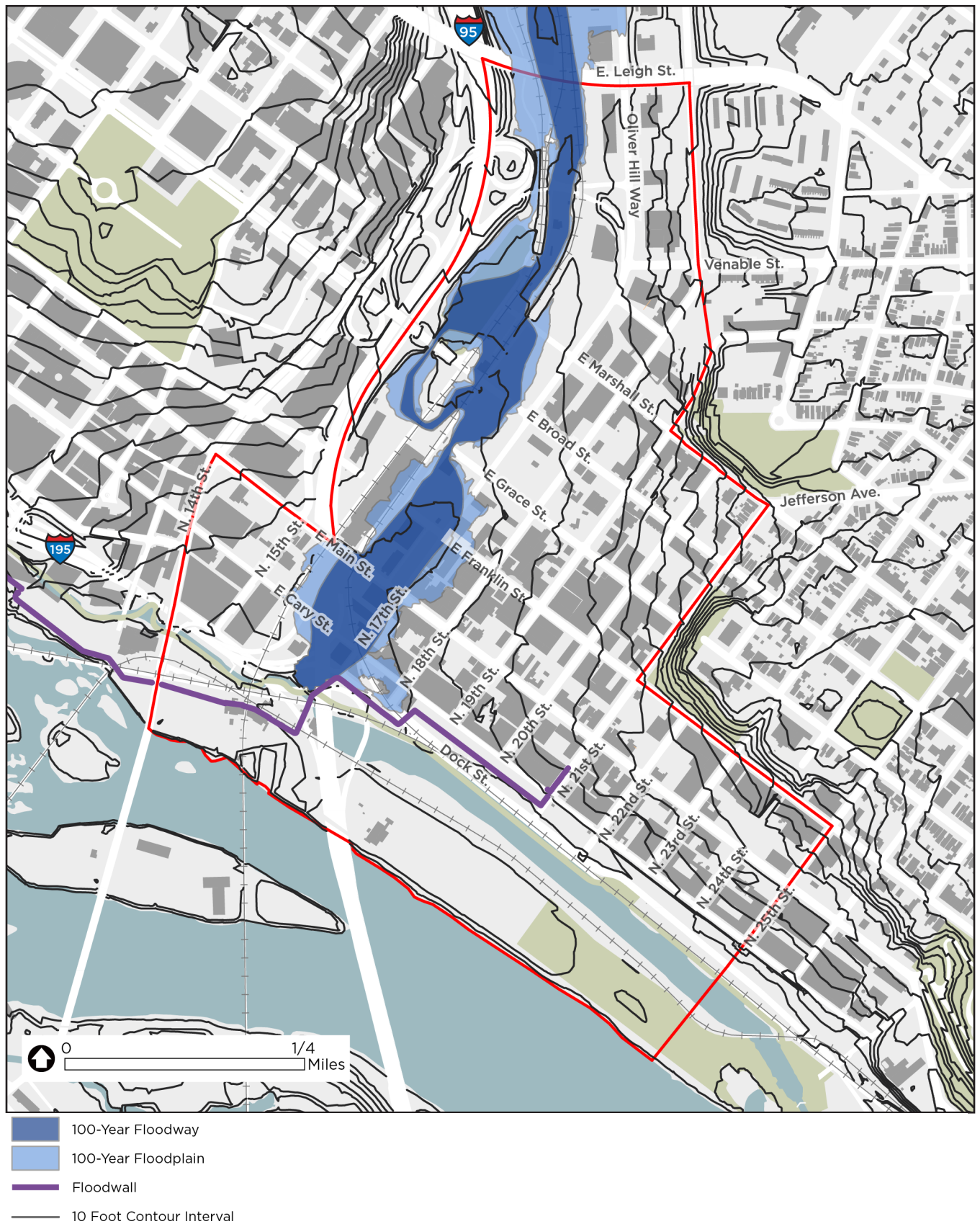


FIGURE 12 // Flood Hazard Areas

## Urban Heat Vulnerability

The high percentage of impervious surfaces and scarcity of tree canopy and green space not only exacerbate flooding, but also contribute to the urban heat island effect.

Urban Heat Vulnerability, as illustrated in Figure 13, is a term used to describe an area's conditions that make it heat-sensitive. An area's ranking is factored using a combination of the percent tree canopy, percent impervious surfaces, percent families in poverty, and the amount of afternoon warming during a heat event. The heat vulnerability index correlates to heat-related illness and to a person's opportunity to live a long and healthy life. The Health Opportunity Index factors 30 social, economic, education, demographic and environmental indicators affecting health. Shockoe ranks near the top on the scale of heat-related illnesses and in the lowest category on the Health Opportunity Index.

Recent research has also linked the mid-twentieth century practice of redlining to heat vulnerability. Figure 39, page 152, illustrates areas of the City that were red-lined in 1937. Redlining was a discriminatory practice by which banks, insurance companies, and other institutions could refuse or limit loans, mortgages, and insurance within specific geographic areas that were identified as being risky. The determination of risk was almost always solely based on the racial composition of an area. Shockoe was not subject to redlining because it was zoned for industrial uses which suppressed residential development and investment in amenities like parks and green space.

See Appendix 5 for additional context for sustaining a thriving environment.

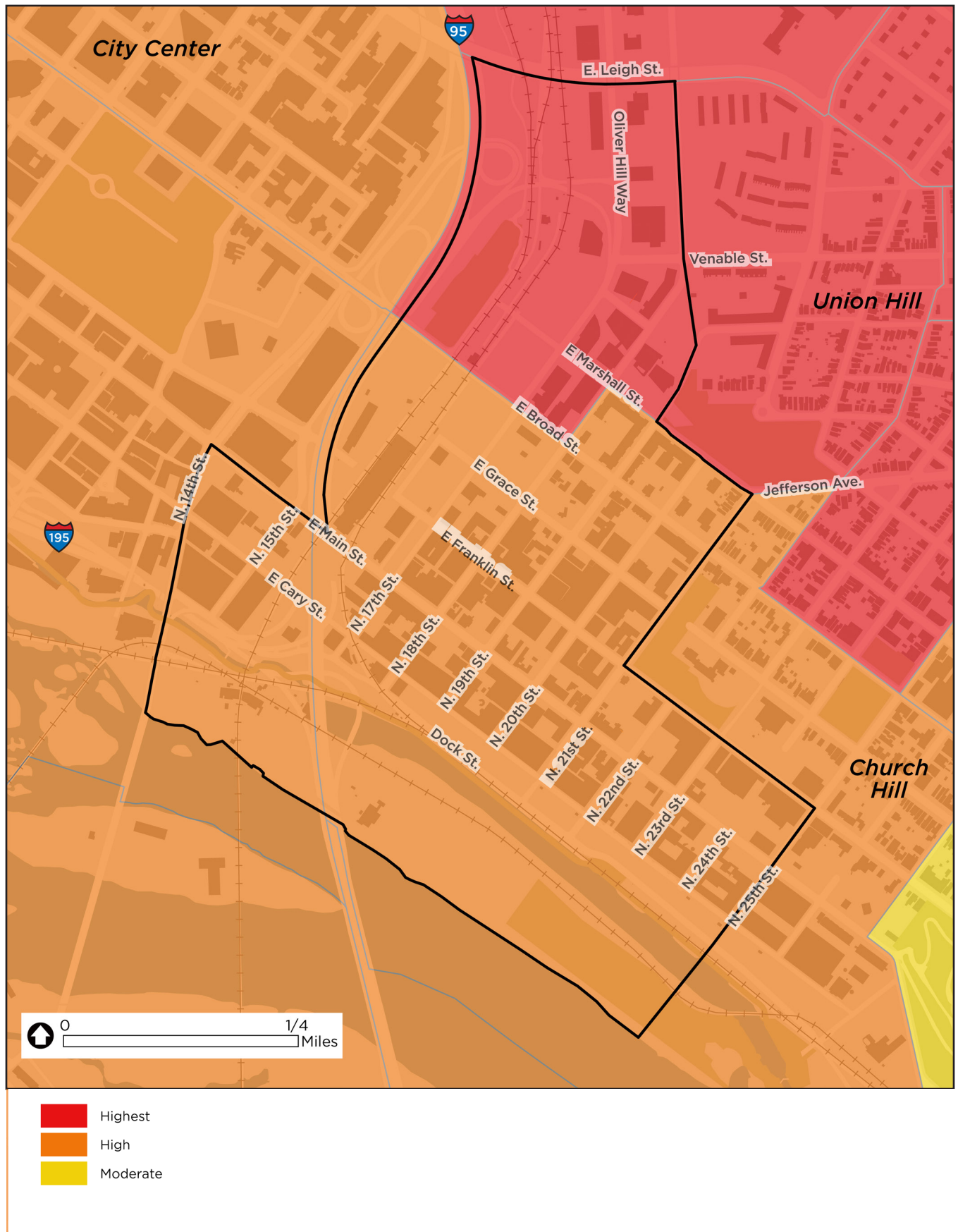


FIGURE 13 // Urban Heat Vulnerability Areas



# Existing Plans

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The Shockoe Small Area Plan builds upon the principles, visions, and recommendations of the Pulse Corridor, the Daniel Rose Land Use Fellowship, and *Richmond 300*, and provides greater detail and specific strategies to guide development in Shockoe.

Below is a list of the more recent and relevant plans, studies, and concepts for Shockoe (the plans marked with an asterisk [\*] were included in the Daniel Rose Land Use Fellowship's analysis)

## Plans adopted by Richmond City Council:

- Shockoe Bottom Land Use and Development Strategy (2000)
- Master Plan Richmond 2000-2020 (2001)
- Richmond Downtown Plan (2009)
- Richmond Bicycle Master Plan (2011)
- Richmond Riverfront Plan (2012)
- Riverfront Plan Downriver Amendment (2017)
- RVAgreen A Roadmap to Sustainability (2012)
- Richmond Connects: Richmond Strategic Multimodal Transportation Plan (2013)
- RVAgreen 2025 (2012 plan)
- Pulse Corridor Plan (2017) \*
- Richmond 300: A Guide for Growth (2020)

## Studies and Site Plans prepared for the City:

- Archaeological Assessment of the Lumpkin's Slave Jail Site (2006)
- Archaeological Data Recovery Investigation of the Lumpkin's Slave Jail Site (2010)
- Shockoe Economic Revitalization Strategy (2011)\*
- Cultural Context and Thematic Study/ Dutton Report (2014)
- Richmond Speaks (2016, Lord Cultural Resources)
- SmithGroup Lumpkin's Jail/Devil's Half Acre Site Plan (2018) \*
- DESMAN Parking Study for Richmond 300 (2018-2019)
- Greeley and Hansen Floodplain Impact Study -- Hydrology & Hydraulics (H&H) Modeling Report (2022)

## Independent Plans and Studies:

- A 10 Point Plan for Re-Investment in Shockoe Bottom (2005, Shockoe Bottom Business and Property Owners)
- A Community Proposal for the Shockoe Bottom Memorial Park (2017, Sacred Ground Historical Reclamation Project) \*
- Shockoe Bottom Memorialization Community and Economic Impacts (2019, VCU Center for Urban and Regional Analysis)
- Shockoe Bottom Equitable Economic Development Resource Guide (2019, Ebony Walden Consulting)



## Pulse Corridor Plan (2017)

The Shockoe Bottom Study Area includes two Pulse Corridor Station Areas -- Main Street Station and Shockoe Bottom.

### **The Main Street (Pulse) Station Vision**

**is:** *Main Street Station continues to serve as the multi-modal transportation hub of Richmond by augmenting its offerings to include bike share, BRT service, and high-speed rail service. Uses around Main Street Station support the bustle of a train station with amenities that serve commuters, visitors, and a growing residential and employment base. The Shockoe Bottom neighborhood better connects to amenities such as the Virginia Capital Trail and the Canal Walk, and new development supports further public space amenities like the 17th Street Farmer's Market Plaza and the Low Line. Ongoing efforts to commemorate, memorialize, and interpret the historic and cultural significance of Shockoe Bottom are supported as a key part of the neighborhood identity and are a priority for City investment.*

### **The Shockoe Bottom (Pulse) Station**

**Vision is:** *E. Main Street continues to be a primary commercial street through the East End. Existing active ground floor uses are complemented by new infill development with street-oriented commercial uses. New development promotes better connections to the Virginia Capital Trail, the Low Line, and other Riverfront amenities and public spaces, while respecting the viewshed of the "view that named Richmond" from Libby Hill Park to the James River. The historic character of the greater neighborhood continues to be a great asset that new development respects and is inspired by, continuing to attract new visitors, residents, and businesses to the area.*

The station area recommendations for the Main Street (Pulse) Station and the Shockoe Bottom (Pulse) Station Areas include:

- **Rezone:** Rezone the Main Street Station and Shockoe Bottom areas to districts that align with the Future Land Use Map.
- **Parking:** Work with private, state and institutionally-owned entities to develop a shared parking strategy for the area around Main Street Station and the Capital Trail.
- **Transit:** Promote Main Street Station as the regional mass transit hub with the convergence of rail, Bus Rapid Transit (BRT), regional bus, and Greater Richmond Transit Company (GRTC) local bus routes.
- **Memorialization:** Continue efforts to commemorate, memorialize, and interpret sites of historical and cultural significance in Shockoe Bottom and their on-going meaning in the city.

## Daniel Rose Land Use Fellowship (2018)

The Daniel Rose Fellowship was a collaboration between the Rose Center for Public Leadership, the National League of Cities, and the Urban Land Institute. Each year, the Fellowship selected four cities for a yearlong program of professional development, leadership training, and assistance with a local land use challenge. The City of Richmond was selected for the Class of 2018, the final class of the Rose Fellowship, along with Salt Lake City, Columbus, and Tucson.

The Richmond team consisted of Mayor Stoney, Council President Cynthia Newbille, Deputy Chief Administrative Officer of Operations Robert Steidel, and Jane Ferrara. Ellyn Parker, Public Art Coordinator, served as the project manager, and Jane Milici and Jeffrey Geiger represented ULI Virginia.

In February 2018, a panel of experts from around the country spent four days in Richmond during which they conducted site visits, stakeholder meetings, and community engagement workshops. They provided the City's team with a framework and ideas to start addressing their challenge.

Among the recommendations for Shockoe:

- **Need for a Shared Vision:** The panel found that the process of unearthing the physical evidence of Richmond's role in the trade in enslaved Africans has elevated the question of how to reconcile its past, present, and future.
- **Broad Commemoration:** They suggested that the public process should not be constrained only to commemoration and development of the Lumpkin's Jail/Devil's Half Acre site. Richmond needs to have a broader conversation about truth and reconciliation without a specific site or project in mind.
- **Unvarnished Story:** They observed that for Richmond to move forward as an inclusive community, all of its residents need to understand the unvarnished story of its past, and that only then can a conversation about how to tell the story, memorialize the ground, and redeem Shockoe take place.
- **Inclusive Community:** Finally, they stated that for Richmond to reach its full potential, all its residents must share in the success of the city.

## Richmond 300: A Guide for Growth (2020)

*Richmond 300: A Guide for Growth*, the City of Richmond's Master Plan, identifies six Priority Growth Nodes which are where the city is encouraging significant development over the next twenty years in order to accommodate its growing population. The Plan identifies Shockoe as a Priority Growth Node with the potential to become "a national destination for historic tourism, education, and interpretation as well as a regional and neighborhood destination" (*Richmond 300*, p. 32). In order to achieve this vision, *Richmond 300* calls to complete and adopt the Shockoe Small Area Plan.

The Primary Next Steps for achieving the vision for this node from *Richmond 300* include:

- **Small Area Plan:** Complete and adopt the Shockoe Small Area Plan (which is under development), as an element of *Richmond 300* (Goal 1).
- **Rezoning:** Rezone the Shockoe area in alignment with the Future Land Use Map to allow appropriate growth while also protecting and enhancing significant historic sites (Goal 1).
- **Archaeology:** Adopt an archaeological ordinance to provide guidance to public and private land owners in conducting and managing archaeological discoveries (Goal 3).
- **Memorialization:** Continue efforts to commemorate, memorialize, and interpret sites of historical and cultural significance in Shockoe. Advocate for additional state and federal funding to fund commemoration efforts (Goal 3).
- **High-Speed Rail:** Advocate for the creation of a high-speed rail station at Main Street Station to further

Main Street Station's position as the regional mass transit hub with convergence of rail, BRT, regional bus, and GRTC local bus routes (Goal 8).

### Future Land Use

The Future Land Use map, as shown in Figure 14, and the accompanying descriptions were developed as part of the *Richmond 300* process to guide land use and growth throughout the City for the next twenty years. The proposed new land uses place an emphasis on the expansion of, and the re-establishment of the historic mixed-use character of Shockoe where residential, commercial, and institutional uses coexist. The map recognizes a large area for public open space and fosters the creation of a signature destination, the Heritage Campus.

There are three future land use designations in Shockoe:

- Destination Mixed-Use
- Corridor Mixed-Use, and
- Neighborhood Mixed-Use

Destination Mixed-Use and Corridor Mixed-Use share a number of common elements. Where they differ is in intensity and uses. Both include:

- Medium to High Density pedestrian and transit-oriented development
- Building size, density, and zoning districts may vary because of the historical densities and neighborhood characteristics. Future development should complement the existing context
- Activated and transparent ground floors
- Surface parking prohibited as a principle use and where allowed as a secondary use it should be located to the rear and screened

### Destination Mixed-Use

- **Intensity:** Buildings typically a minimum height of five stories. New buildings that are taller than historical buildings should step back from the build-to line after matching the height of the predominant cornice line of the block
- **Primary Uses:** Office, retail, personal service, multi-family residential, and cultural uses
- **Secondary Uses:** Institutional and governmental uses, and open space

### Corridor Mixed-Use

- **Intensity:** Buildings generally ranging from two to ten stories, based on street widths and depending on the historic context and stepping down in height adjacent to residential areas. New buildings that are taller than historical buildings should step back from the build-to line after matching the height of the predominant cornice line of the block
- **Primary Uses:** Retail/office/ personal service, multi-family residential, cultural, and open space
- **Secondary Uses:** Single-family houses, institutional, and government.

### Neighborhood Mixed-Use

Neighborhood Mixed-Use areas are predominantly residential with a small, but critical, percentage of parcels with retail, office, personal service, and institutional uses. They are bicycle, pedestrian, and transit oriented. Vehicular access to parcels should use alleys wherever possible. Parking lots and parking areas should be located to the rear of street-facing buildings.

There are a variety of building types that are close to one another and create a unified street wall. The building size, density, and zoning districts for these areas vary depending on historical densities

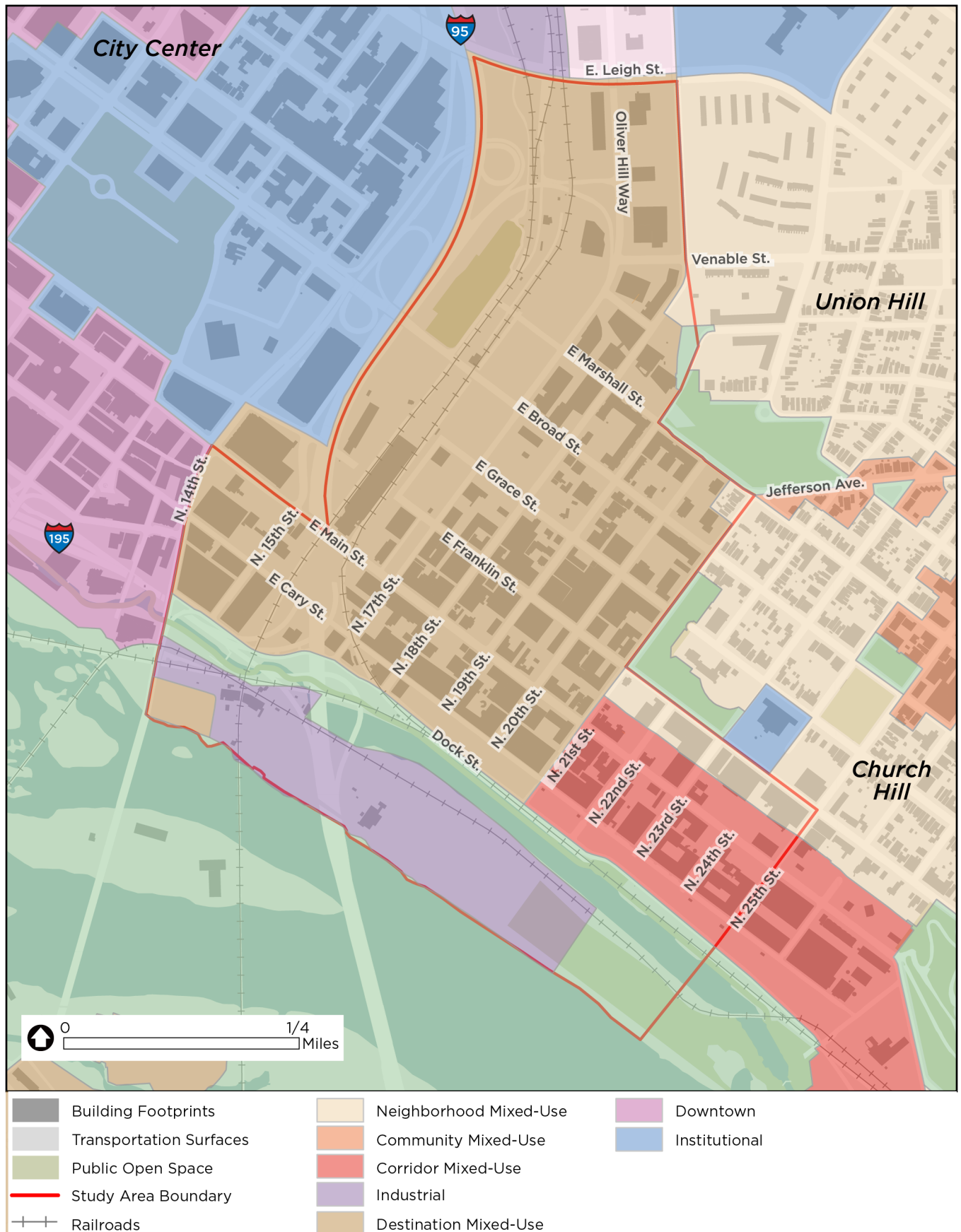


1817 E. Main Street and 12 S. 19th Street, constructed in 2016

and neighborhood characteristics. New development should be in scale with existing context. Ground floors should engage the street with features such as street-oriented facades with windows, door openings, and porches, where appropriate.

- **Intensity:** Building heights are generally two to four stories. Buildings taller than four stories are found at corner sites and along prominent roads.
- **Primary Uses:** Single-family houses, duplexes, small multi-family residential (typically 3 to 10 units) and open space.
- **Secondary Uses:** Large multi-family residential (10+ units), retail/ office/ personal service, institutional, cultural, and government.





**FIGURE 14 // Future Land Use Map  
(Richmond 300, adopted Dec. 2020)**

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## CHAPTER 3

# The Plan



# Vision

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Shockoe is a vibrant, mixed-use, urban community, internationally recognized as the premiere destination for learning, experiencing, and acknowledging the impact of the domestic slave trade in the United States through interpretive landmarks, sacred spaces for reflection, and immersive exhibitions.

## Major Goals

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The five goals outlined in the plan and their associated policy recommendations and action steps will bring the Shockoe vision to life:

1. **Promote Heritage, Culture, and Historic Preservation:** Memorialize and commemorate the heritage and culture of Shockoe and promote the preservation of historic assets.
2. **Grow a Diverse, Equitable, and Inclusive Economy:** Expand economic development opportunities by developing a neighborhood that highlights revitalization built around history and culture; entertainment, food and dining; and creative innovation and entrepreneurship.
3. **Create High-Quality Places:** Establish a safe, clean, and walkable neighborhood with active street facades, green and shaded open space, mixed uses, and new buildings that complement existing ones.
4. **Expand Equitable Transportation:** Enhance walking, biking, and transit infrastructure to provide universal access to all users, prioritizing areas that lack infrastructure.
5. **Sustain a Thriving Environment:** Increase the tree canopy to mitigate the heat island effect and create greener spaces and increase pervious surfaces that will assist in the management of stormwater run-off.



# Plan Components

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The plan guides the development of a vibrant, mixed-use, urban community in Shockoe by creating and enhancing the following elements:

**Heritage Campus:** The Heritage Campus (the Campus) is a collection of sites that will be developed to memorialize and interpret the history in Shockoe, including, but not limited to:

- **Parks:** Parks and green space throughout the Campus will serve as places for remembrance, commemoration, and reflection. The African Burial Ground Memorial site will be the primary green space within the Campus and embrace ideas put forward in earlier Memorial Park concepts.
- **Greenways:** A network of greenways and shared-use paths will connect the Campus to the James River, city historic sites and institutions, and other transportation options.
- **Immersive Exhibitions:** Immersive, interpretive exhibitions, located throughout the Campus, will use emerging technologies, like augmented reality, as part of guided and self-guided tours to captivate visitors. Fixed spaces like the Lumpkin's Jail/Devil's Half Acre site and the African Burial Ground Memorial site will be individually interpreted. The Heritage Campus Interpretive Center will be developed on the first floor of Main Street Station train shed with a grant received from the Mellon Foundation.

- **Landmarks:** Historic structures and features will be woven together throughout the Campus and the neighborhood through physical connections, public art, and interpretive displays.
- **The National Slavery Museum:** The city is working with the National Slavery Museum Foundation (NSMF) to develop plans for the National Slavery Museum within the Heritage Campus.

**Economic Development:** New and renovated mixed-use development and mixed-income housing will provide places for people to live and work, as well as places for Heritage Campus visitors to shop and dine. Increasing the number of people visiting, living, and working in Shockoe will enliven the neighborhood, increase the customer base for local businesses, and improve safety.

**Water and Green Infrastructure:** Because much of Shockoe is in a floodway or floodplain, there are significant challenges to development, but also opportunities for the innovative design of water and green infrastructure elements in the parks and green space that connect the Campus' features.

## Constraints and Limitations

The recently completed Hydrology and Hydraulics study shows that the floodplain, floodway, and major stormwater management infrastructure will have a substantial impact on development within the Heritage Campus footprint. Buildings with large footprints cannot be achieved in this area. These impediments will require innovative and creative solutions.

# Promote Heritage, Culture, and Historic Preservation

**Goal 1:** Memorialize and commemorate the heritage and culture of Shockoe and promote the preservation of historic assets.

## Objective 1.1

**Develop an intentional, coordinated program for commemoration of history and culture that extends from Shockoe to the rest of Richmond.**

- a. Incorporate the findings of the hydrologic and hydraulic study of floodplain and floodway into the design and development of the Heritage Campus.
- b. Through community engagement develop an intentional, coordinated process for the recognition, commemoration, and memorialization of the cultural influences and contributions of free and enslaved Africans, Virginia Indians, Jewish and other ethnic and cultural groups throughout Richmond.
- c. Create a Heritage Campus Interpretive Center on the first floor of the Main Street Station train shed, as a community hub and point of origin for visitors that commemorates, interprets, and educates people about the diverse cultures and histories in Shockoe and the role of free and enslaved peoples in the development of Shockoe, Richmond, and our nation.
- d. Work with the National Slavery Museum Foundation to assist in the advancement of the museum as a key anchor within the Heritage Campus.
- e. Work cooperatively with other museums and institutions of higher learning to develop a city-wide network for commemoration and learning.
- f. Engage a grant writer to help identify and secure non-city funding for the support and development of the Campus and its associated projects.



FIGURE 15 // Potential Measures to Protect Historic Buildings



## Objective 1.2

**Develop the Heritage Campus, including parks, immersive exhibitions, interpretation of the Lumpkin's Jail/Devil's Half Acre site, the African Burial Ground Memorial site, and the National Slavery Museum.**

- a. Include funds in the 2024-2027 CIP budget and future budgets for the construction and maintenance of the Campus. (Funded through 2026)
- b. Create a process for the review and coordination of all city projects and CIP funding in or impacting Shockoe.
- c. Initiate public visioning process for the design of the Campus and launch the first phase of development and memorialization. This process should build upon prior work as outlined in the Existing Plans section of this plan.
- d. Through a community process select a name to replace the temporary, working title -- Heritage Campus -- to identify the broader cultural and heritage district.
- e. Encourage and support foundations and non-profit entities that have been or may be established to further individual projects within or near the Campus.
- f. Develop a plan for incorporating public art to reinforce the history, heritage, and culture. Explore innovative public art options.

## Objective 1.3

**Create policies, guidelines, and programs for the protection, preservation, restoration, and commemoration of buildings and sites that contribute to Shockoe's unique and important role in the history and culture of Richmond and the United States.**

- a. Upon completion (Spring 2024) incorporate recommendations from the city-wide Cultural Resource Management Plan into Shockoe implementation strategies.
- b. Through a community process, including developers and Shockoe property owners, consider a small, targeted expansion of the Shockoe Valley Old and Historic District to protect the pre-1800 core of historic buildings and the surrounding architectural character of the district while encouraging compatible infill.
- c. Consider a time and scope limited demolition permit review process for Shockoe while new zoning is being developed.
- d. Expand the Commission of Architectural Review guidelines to address how potential effects on archaeological resources should be addressed and resolved city-wide.
- e. Develop mechanisms to incentivize the rehabilitation and reuse of historic buildings.
- f. Conduct architectural and archaeological reviews and assessments prior to starting City-funded, sponsored, and entitled projects on private and City-owned properties in Shockoe, especially those that include sub-surface disturbance.

# Grow a Diverse, Equitable, and Inclusive Economy

Goal 2: Expand economic development opportunities by developing a comprehensive program that highlights revitalization built around history and culture; entertainment, food and dining; and creative innovation and entrepreneurship.

## Objective 2.1

**Implement an economic development strategy for Shockoe for a comprehensive approach to attracting a sustainable mix of commercial uses that includes policies and marketing strategies to attract and support locally- and minority-owned businesses, and focuses on culturally relevant and diverse business and entertainment including artists and galleries, dance, music and food venues, neighborhood services, business incubators, and maker-space to promote locally sourced products.**

- a. Create an economic strategy that includes clustering and brand reinforcement with a focus on culturally-relevant, locally-owned and diverse businesses, and entertainment.
- b. Explore the feasibility of reducing the Business, Professional and Occupational License fees and other incentive for all businesses with a focus on small, women and minority-owned businesses.
- c. Explore the feasibility of a year-round urban marketplace (e.g. Chelsea Market in NYC; Reading Terminal Market in Philadelphia; Eastern Market in DC) to increase access to affordable groceries and fresh produce and to provide a location for the sale of locally manufactured goods.
- d. Re-imagine the programming of the 17th Street Plaza in placemaking as part of an overall economic development strategy and as a component of the Campus.
- e. Work with businesses to implement parking strategies which will increase space turn over and improve access for customers.
- f. Link the Campus to Shockoe restaurants and businesses, Main Street Station, the Virginia Capital Trail, and the Low Line creating a unique destination for residents and visitors to the city.

## Objective 2.2

### **Incentivize new economic development to sustain existing and attract new businesses to Shockoe, with a focus on minority-owned businesses.**

- a. Conduct a survey to identify existing minority owned businesses and establish aspirational goals for the number or percentage of minority businesses in the area.
- b. Direct new or expanding minority-owned businesses to locations in Shockoe by creating a customized incentive program to support small business, expanding the Facade Improvement Program to include Shockoe and leverage existing programs such as the Commercial Area Revitalization Effort (CARE).
- c. Evaluate the feasibility and benefits of a special tax district for Shockoe that incentivizes investment.
- d. Incentivize transit-oriented development. Investigate strategies such as a tax increment finance district, a technology zone, and other incentives to support enhanced job creation opportunities in Shockoe.
- e. Investigate the revision of the City's tax abatement program, or create a new program, to incentivize the preservation of historic buildings especially ones rehabilitated for affordable housing or for small and minority-owned businesses in Shockoe to maximize the benefit to the City.
- f. Strengthen and support the existing business association to expand its membership, capacity, and organizational influence.



Night Market at 17th Street Marketplace  
Source: [richmondnightmarketva.com](http://richmondnightmarketva.com)



## Objective 2.3

**Incentivize the development of mixed-use, mixed-income residential growth to encourage private sector investment in vacant lots, surface parking lots, and vacant buildings, and partner with the private sector and non-profits toward improving affordable housing options and inventory, targeting 60% and below the Area Median Income (AMI).**

- a. Encourage mixed-use residential development to add households that support local commercial businesses.
- b. Incentivize affordable housing as an element of any redevelopment of City-owned land in Shockoe, along with other equitable development benefits.
- c. Encourage the investment of City Affordable Housing Trust Fund to City-owned property in Shockoe.
- d. Introduce an amendment to the Affordable Dwelling Unit Bonus Density program to include bonuses for affordable housing such as added building height or other incentives tied to the rehabilitation of historic buildings in exchange for the inclusion of affordable housing in projects.
- e. Encourage existing Low-Income Housing Tax Credit project owners to extend their terms of affordability when they expire.
- f. Through zoning create homeownership opportunities that include a variety of housing types such as townhouses, cooperative housing, and other innovative ownership strategies.
- g. Consider developing an incentive program to encourage privately-owned housing to work with area businesses to make units available to lower-income wage earners in the area so they can afford to live where they work.
- h. Encourage developers to use the Affordable Housing Partial Tax Exemption Program focused on affordable housing.
- i. Prioritize the redevelopment of existing surface lots and vacant lots as the sites for new infill development in compliance with FEMA and city floodway and flood plain requirements.
- j. Amend the Zoning Ordinance to allow for the transfer of development rights for increased height and density within designated growth areas to capture the zoning value of historic structures to protect them from demolition.

# Create High-Quality Places

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**Goal 3:** Establish a safe, clean, and walkable neighborhood with active street facades, green and shaded open space, mixed uses, and new buildings that complement existing ones.

## Objective 3.1

**Encourage a mix of uses and increase population while being respectful and protective of the existing building pattern and historic character.**

- a. Rezone Shockoe to include the following elements:
  - Six form elements, as illustrated on page 61;
  - Encourage excellence in design with high-quality materials and well-executed architectural details;
  - A mix of compatible uses by right;
  - Add Street-Oriented Commercial and Priority Streets to support walkability and mixed uses; and
  - Allow increased heights, where appropriate with step backs and set backs to ease the transition between lower historic buildings
- b. Require the wrapping of parking decks, and discourage the development of new surface parking lots within Shockoe.
- c. Require new development, where feasible, to incorporate green space and improve streetscape through development agreements.
- d. Develop policies for parks, pop-up businesses, community gardens, and other temporary uses to activate vacant or underutilized properties like alleys and surface parking lots.

## Objective 3.2

**Develop and implement a neighborhood safety program.**

- a. Coordinate inter-agency initiatives to check permits, licenses, and other entitlements for compliance.
- b. Continue proactive education and compliance efforts regarding building, zoning, and fire codes, especially for nightclub and dance hall establishments.
- c. Work with the Police Department to remove street barricades at peak hours and place officers on the street with walking patrols or on bicycles.
- d. Develop a volunteer Ambassador/Docent program, organized by the local merchants association to engage with and assist the public, adding a perceived element of safety with more “eyes on the street.”

# Six Form Elements

**1 Hold the Corner:** Buildings and spaces at intersections have active ground floors that wrap around the corner.

**2 Entrances Face the Street:** Main entrances to businesses and residences front the street, fostering pedestrian activity.

**3 Appropriate Setbacks and Step-backs:** Commercial uses are closer to the street while residential uses are set back to foster privacy and to create a semi-public space. Step-backs at upper stories create a means to honor the existing form without overwhelming it.

**4 Transparency:** Facade fenestration allows visibility to and from the street. This is especially important on the ground floor, where fenestration should occupy a higher percentage of the building face.

**5 Facade Articulation:** Long, monolithic facades should be broken up and made more human in scale by varying the street-wall plane, height, colors and materials.

**6 Screened Parking/Services:** Attractive landscaping pushed to the sidewalk helps to maintain a street-wall and mitigate the disruption caused by surface parking lots and utilitarian services.



FIGURE 16 // Six Form Elements Overlaid on 18th and Main



### Objective 3.3

**Commit to a program for cleaning alleys, and collectively address issues to improve trash collection, street and sidewalk cleaning, and graffiti removal.**

- a. Engage with business owners and discuss their responsibilities as it relates to cleaning around their properties.
- b. The Department of Public Works should lead discussions with business and property owners regarding the current level of city-provided services, identify gaps in service provided, the desired service level, and how to meet those needs.
- c. Work with the Department of Parks, Recreation and Community Facilities and the Office of Sustainability to expand the pilot composting program to Shockoe and implement a food waste reduction program that would also include oil and material recycling.
- d. Require all businesses without code compliant on site trash disposal to participate in the use of a new, shared dumpster or contract with a private trash disposal service.

### Objective 3.4

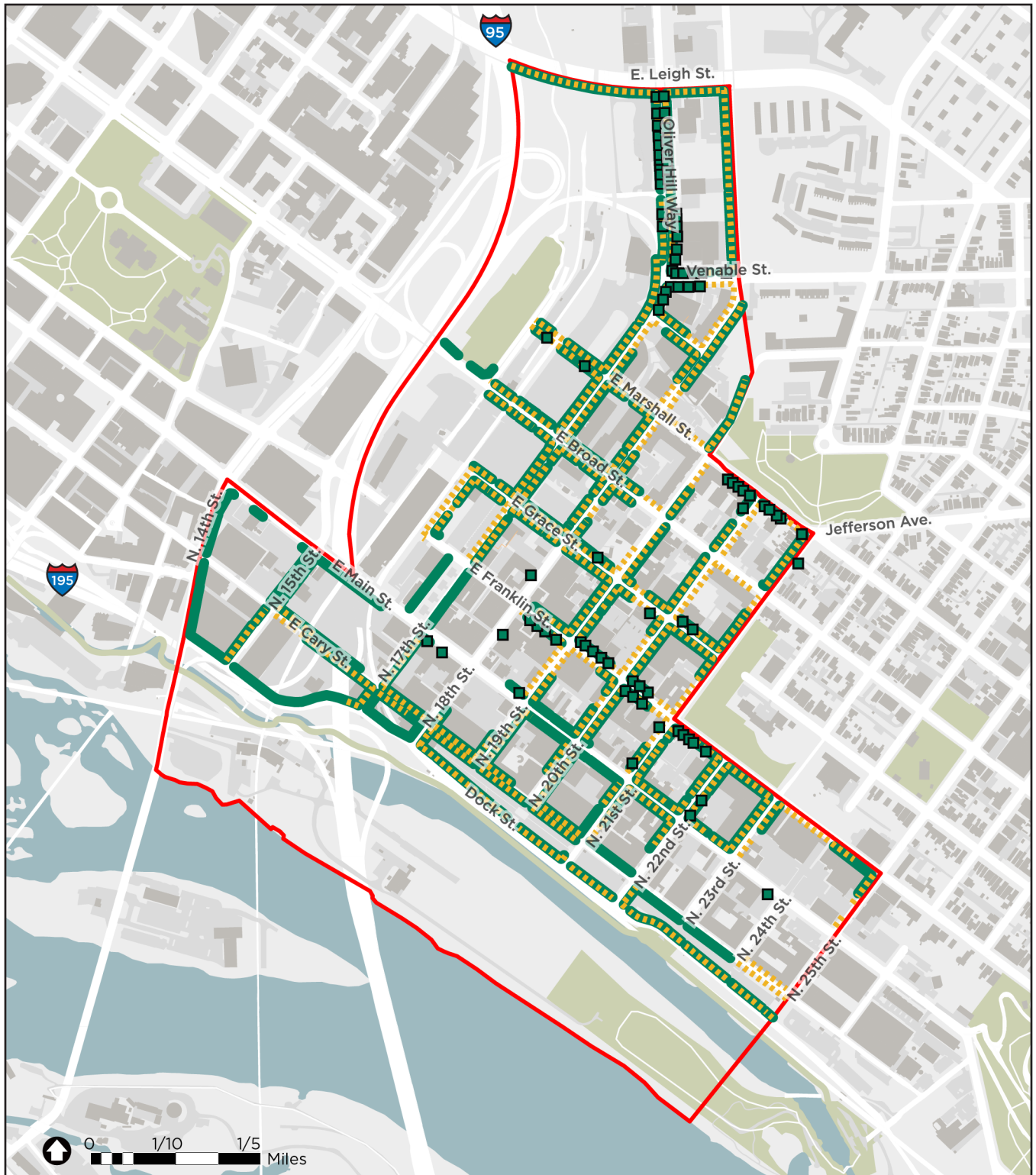
**Strengthen polices and enforcement to address dilapidated and blighted properties that pose a safety hazard.**

- a. Conduct more frequent, scheduled code enforcement and compliance checks around dilapidated and blighted properties that pose a public safety hazard
- b. Use the existing Spot Blight and Derelict Building Programs to encourage rehabilitation or the transfer of blighting properties.

### Objective 3.5

**Utilize high-quality design in the public realm to create great streets and branding to define Shockoe as a unique place within the city through improvements to paving, landscaping, lighting, site furnishings, and signage.**

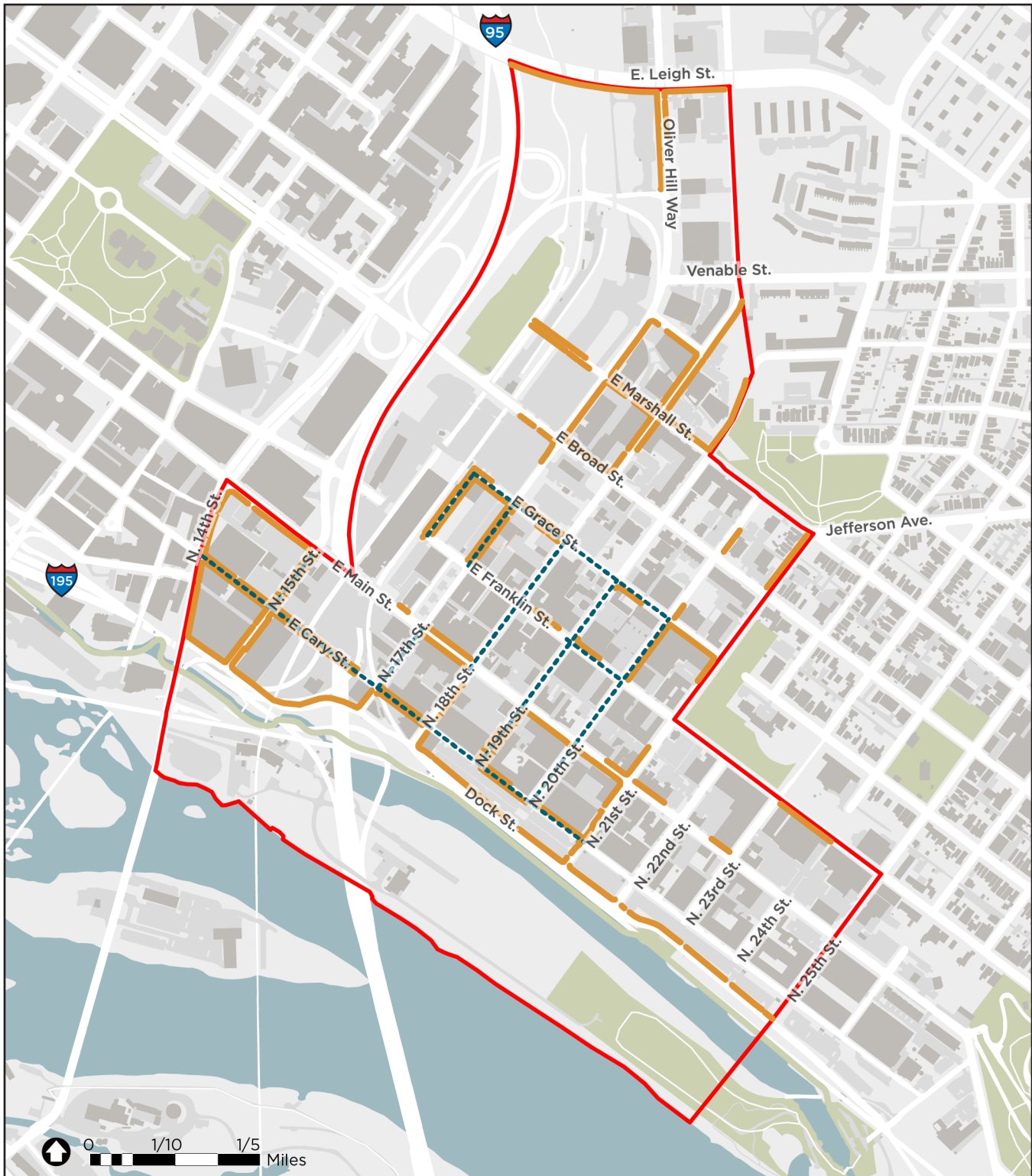
- a. The Urban Design Committee should develop and adopt design standards for public infrastructure projects as a guide for open space and plazas, streetscape design, and general urban design practices including streetscape standards for material palettes, signage, paving, landscaping, lighting, outdoor dining, and public sidewalks.
- b. Enhance the primary gateways into Shockoe with coordinated design improvements including standards for signage, streetscape, landscape, lighting, public art, and roadway design.
- c. Bury overhead utilities underground where physically and financially feasible.
- d. Conduct an inventory of sidewalks, lighting, and trees and develop a three-to five-year budget within the City's CIP budget to repair/replace sidewalks and, install lighting, street furniture, and trees. Prioritize areas where sidewalks are missing or severely damaged, and install pedestrian-scale and pedestrian-oriented lighting where it is lacking.
- e. Provide wider sidewalks and streetscape where possible. As new development occurs, require developers to install new sidewalks and streetscape.



**Missing Features**

- Empty Tree Wells
- Missing Street Trees
- - - Missing Ornamental Lights

**FIGURE 17 // Missing Streetscape Features**



#### Missing Features

- Missing Brick Sidewalks
- - - Missing Cobblestone Streets

FIGURE 18 // Missing Sidewalks and Cobblestone Streets



# Expand Equitable Transportation

**Goal 4:** Enhance walking, biking, and transit infrastructure to provide universal access to all users, prioritizing areas that lack infrastructure.

## Objective 4.1

**Improve sidewalks and the streetscape to create a safe, engaging pedestrian experience.**

- a. Continue to implement pedestrian improvements to promote public safety and Vision Zero goals.
- b. Improve intersections to better accommodate pedestrians and cyclists.

## Objective 4.2

**Improve bicycle infrastructure throughout Shockoe including a direct connection from the Virginia Capital Trail to the Cannon Creek Greenway, and the Franklin Street terminus at the Capitol.**

- a. Develop a greenways or shared-use paths to connect Shockoe with other historic sites, institutions, and bicycle infrastructure.
- b. Install key projects referenced on the Future Connections Map and work towards more protected bicycle infrastructure while balancing the needs of travel lanes, on-street parking, and bicycle infrastructure within a limited right-of-way.

- c. Extend the Virginia Capital Trail to reach the Capitol via Franklin and Bank streets.
- d. Explore opportunities for developments along the Virginia Capital Trail to provide amenities and infrastructure supportive of cyclists and pedestrians.
- e. Continue to expand bike facilities that will be designed to minimize bicycle level of stress, including fully-separated bike facilities that are either physically buffered on-street, or are off-street and at the level of the sidewalk.
- f. Improve the crossing conditions along E. Broad Street between 14th and 17th Streets and along Dock Street for pedestrians and cyclists going to and coming from the Virginia Capital Trail, the Low Line, and the Canal Walk.





### Objective 4.3

**Increase the number of intercity travel options connecting Shockoe to other regions and localities.**

- a. Promote Main Street Station as the regional mass transit hub with the convergence of rail, BRT, regional bus and GRTC local bus routes.
- b. Install street furniture at bus stops.
- c. Incorporate design requirements for Higher Frequency Rail with plans for the Heritage Campus and support the overall function of Main Street Station as an important community anchor.



Steps from E. Franklin and N. 21st Streets to Taylor's Hill Park

### Objective 4.4

**Strengthen the street network.**

- a. Pursue two-way conversions of the few one-way streets in Shockoe Bottom, evaluating during implementation the balance of two-way conversion, on-street parking, and bicycle infrastructure.
- b. Preserve, expand, and further connect the gridded street and alley network. Given the importance of the street grid to Richmond's urban environment, in terms of both connectivity and neighborhood cohesion, every effort should be made to preserve the grid, including alleys, as Shockoe develops.



Low Line and Virginia Capital Trail

## Objective 4.5

### **Improve connectivity to nearby neighborhoods, downtown, and the James River.**

- a. Improve the Martin Luther King Bridge by adding shade and protected bicycle lanes. Consider creative vertical circulation solutions for pedestrian connectivity at key pedestrian nodes.
- b. Implement additional connections between Shockoe and the James River as described in the Richmond Riverfront Plan.
- c. Improve the existing Taylor's Hill sidewalks as a key connector to Church Hill.
- d. Focus on pedestrian, bike, and transit connections on and across Mayo Bridge and Mayo Island as these projects are developed.
- c. Standardize curbside management by clearly marking no parking zones per current ordinance at intersections, curb cuts, and fire hydrants.
- d. Develop multi-use curbside management programs that accommodate residents, visitors, customers, and employees at appropriate time intervals, including drop-off and go areas for ride sharing services.
- e. Periodically evaluate on-street fee-for-use parking to ensure time frames and fees are still appropriate and explore expanding on-street fee-for-use parking areas.
- f. Use automated enforcement of curbside to increase compliance with regulations.
- g. Encourage car-sharing and other mobility device-sharing programs. These programs can reduce the need to own an automobile for residents and employees living and working in Shockoe, and provide flexibility of travel.

## Objective 4.6

### **Implement parking strategies that effectively manage supply and demand of parking, as identified in the Desman Parking Study, and improve the physical appearance of surface parking lots.**

- a. Work with the Commonwealth of Virginia on a Memorandum of Understanding for the use of the 14th Street Parking Deck to support Main Street Station, tourists, and evening and weekend users.
- b. Develop strategic parking assets where feasible. Consider incentivizing the construction of structured parking (wrapped in other uses) by offering a real estate tax abatement for those operators who make parking publicly available.
- h. Conduct a feasibility assessment for the installation of electric vehicle charging stations in new parking facilities and for the installation of rooftop solar on any new parking facilities.
- i. Implement shared parking for all off street parking facilities and promote better parking management with parking apps as a way to find available parking spaces.

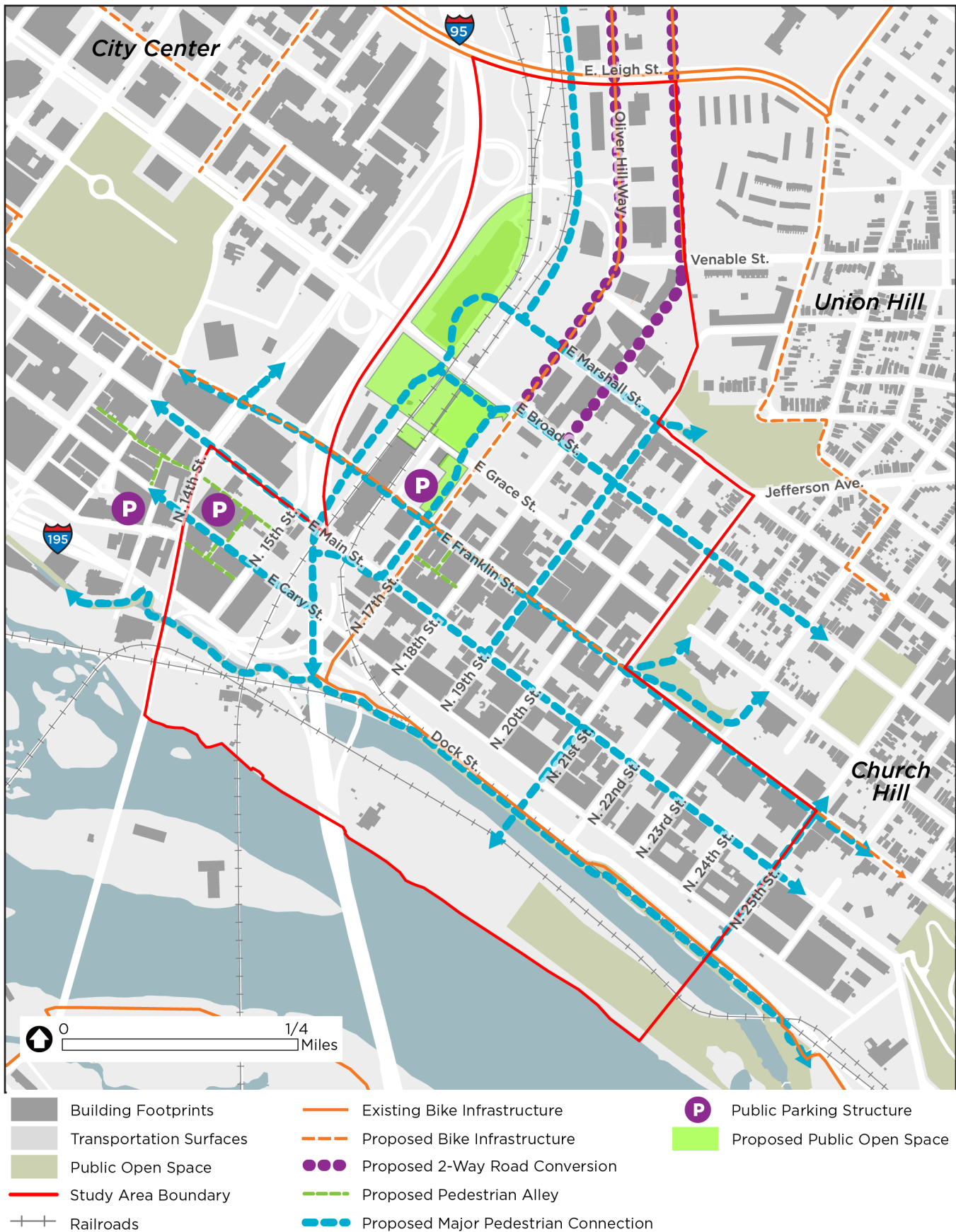


FIGURE 19 // Potential Neighborhood Connectivity Plan



# Sustain a Thriving Environment

**Goal 5:** Increase the tree canopy to mitigate the heat island effect and create greener spaces and increase pervious surfaces that will assist in the management of stormwater run-off.

## Objective 5.1

**Identify ways to mitigate stormwater run-off and minimize the effects of flooding in the area.**

- a. Incorporate the recommendations of the hydrology and hydraulic study recently completed for the Heritage Campus and continue to work with the consultants to identify design solutions.
- b. Develop parks and green spaces to reduce the impact of stormwater run-off.



## Objective 5.2

**Increase the tree canopy and improve existing parks and establish new green space.**

- a. Increase the tree canopy, using approved tree species, where possible.
  - Establish new trees in empty tree wells and add tree wells in sidewalks to maximize the ability to plant trees throughout Shockoe.
  - Consider best practices and strategies for planting trees so the root systems do not disrupt the integrity of sidewalks and require less maintenance.
  - Require developers to plant trees in their setbacks, where they exist, and in tree wells adjacent to their developments.
  - Work with Richmond Tree Stewards for tree planting, pruning and maintenance projects.
- b. Create new park space within the Heritage Campus.
- c. Encourage the creation of small public spaces (green space and plazas) associated with new development and the redevelopment of vacant lots and surface parking.
- d. Require the use of native plant species and refer to the Urban Design Committee's list of native plants.



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## CHAPTER 4

# Implementation



# Implementation Approach

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Once adopted the Shockoe Small Area Plan will become part of the citywide Master Plan, *Richmond 300: A Guide for Growth*. The general recommendations, objectives and goals outlined in *Richmond 300* are still relevant at this scale. However, this Plan provides a finer grain vision and next steps for redeveloping this portion of the city. This document outlines an aspirational vision for Shockoe through six topic visions, six goals, eighteen objectives, and eighty-one strategies. The implementation section of this plan, outlines four Big Moves to be deliberately advanced over the next three to five years.

## Big Moves

This plan includes numerous policy and planning recommendations to achieve the proposed vision for Shockoe. These four big moves are the critical next steps that should be prioritized over the next 5 years.

Each big move includes the following elements:

- Big Move name
- Description
- Key benefits
- Description of how the Big Move advances equity, sustainability, and beauty
- Alignment with the Shockoe Heritage Campus goals and objectives
- Actions to be implemented to further the Big Move
- Type of actions:
  - Legislative: actions that result in a new ordinance for City Council to adopt
  - Administrative: actions that City staff can undertake as part of their regular duties
- Time frame for implementation is shown using the City's Fiscal Year (FY) which runs July to June:
  - FY24 = July 2023 - June 2024
  - FY25 = July 2024 - June 2025
  - FY 26 = July 2025 - June 2026
  - FY27 = July 2026 - June 2027
  - FY28 = July 2027 - June 2028



## Funding

The city's Capital Improvement Project (CIP) budget currently contains \$3M for the commemorative development of the Lumpkin's Jail site.

\$25 M in CIP funds have been allocated through FY26 for the development of the Heritage Campus. The largest allocation, \$13M is in the FY24 budget.

The Public Art Commission prioritized Shockoe in their Planning Commission approved work plan. A budget amount will be determined when projects are identified.

In December 2022, the city received a four-year, \$11M grant from the Mellon Foundation for the creation and operation of a Heritage Campus Interpretive Center on the first floor of Main Street Station.





## Big Move: Develop the Heritage Campus

Develop the primary components of the Heritage Campus, as a national destination that tells the complex history of Shockoe and the City. These elements include the Lumpkin's Jail/Devil's Half Acre site, the African Burial Ground memorial site, the Interpretive Center in Main Street Station, the National Slavery Museum, greenspace, immersive exhibitions, and a gateway that welcomes pedestrians at street level, making it visually and physically accessible by identifying the campus as a destination of significance within the city.

**Description:** In 2020, Mayor Levar Stoney announced the desire to create a Heritage Campus in Shockoe. The Campus would bring together citizen driven projects along with new projects to intentionally link the Heritage Campus to the adjacent businesses and residences, the riverfront, nearby neighborhoods, other museums and cultural sites, and the region.

**Key Benefits:** The creation of the Heritage Campus has a number of benefits. It creates an international destination focused on the domestic trade in enslaved Africans that was centered in Shockoe for over a 40 year period. The Campus also creates a focal point around which commemoration in Shockoe and the City can revolve. The Campus creates a gateway into Shockoe, will spur development throughout the area, and re-imagine an area that is currently dominated by surface parking lots. The development of the Heritage Campus presents a prime opportunity to expand the city's historic narrative in an equitable manner by including the stories of Shockoe's once diverse population of Virginia Indians, free, enslaved, and refugee Africans, and immigrants from many regions of the world. In order to support equitable, beautiful, and sustainable development in Shockoe, the existing floodway and floodplain must be addressed.

## Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Implement the recommendations of hydrology and hydraulic study of the Heritage Campus	Administrative/CIP	Goal 1 /Goal 6	DPW/PDR	FY24
Begin community engagement as part of the Heritage Campus design which should identify short term beautification and commemoration initiatives	Administrative	Goal 1	DPW/PDR	FY24
Design and begin construction of a commemorative space at African Burial Ground Memorial site	Administrative/CIP	Goal 1	DPW/PDR	FY24
Develop Heritage Campus Interpretive Center to be located on the first floor of the Main Street Station train shed	Administrative	Goal 1	DPW/PDR	FY24
Work with the Federal Transit Administration (FTA) to create a joint venture with the city for the creation of the Heritage Campus	Legislative	Goal 1	Administration	FY24

## Big Move: Rezone Shockoe

Draft and adopt more appropriate zoning incorporating form based elements for Shockoe that achieves the desired future land use, incentivizes new development, and directs growth to appropriate areas while supporting the historical scale and architectural character.

**Description:** A frequently cited impediment to development in Shockoe is uncertainty tied to zoning. Large areas are zoned M-1 and M-2 which permit light and heavy industrial uses that are incompatible with the vision for Shockoe. The M-1 and M-2 parcels need to be rezoned to allow for a mix of uses and include form requirements that support the architectural aesthetic and mixed-use character of the area.

**Key Benefits:** As a multi-modal, destination experiencing development pressures, the implementation of a form-based zoning ordinance could allow higher density, in certain areas and blocks, and foster new construction that is sensitive to the historic, architectural character of the area. The future development of the many small buildings will require flexible solutions including ground floor residential uses in existing small scale commercial buildings and shared parking which can be built into the zoning. Finally, many of the methods and tools for protecting historic properties are tied to the Zoning Ordinance.

### Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Begin the public process, to rezone Shockoe to align with the Future Land Use map. Adopt a form-based code that will direct higher density development to appropriate areas and protect the historic scale and character of the area.	Legislative	Goal 3	PDR	FY24



## Big Move: Expand Economic and Small Business Opportunities

Create and implement programs and initiatives that promote economic development in under-developed areas as well as attracting and supporting women and minority owned small businesses in Shockoe.

**Description:** The majority of existing businesses in Shockoe are service oriented and on average employ fewer than 15 people. There is not a current estimate of how many of these businesses are minority- or female-owned. The need for creating more business and career training opportunities city-wide is acute, especially when incomes are not keeping pace with inflation and 21% of Richmond's residents live in poverty. Shockoe offers a unique opportunity to be a center for business

creation and training. The Shockoe Bottom Equitable Economic Redevelopment Resource Guide provides numerous strategies for achieving equitable economic development.

**Key Benefits:** Smaller historic buildings, like those found in Shockoe, offer opportunities for small, women-and minority-owned business development that are not found in other areas. This combined with Richmond's robust entrepreneurial business environment and the numerous small businesses and creative companies already located in Shockoe offer a unique environment for business creation and career training. Focused, equitable economic development in Shockoe has an immeasurable community benefit. It has the potential to move people out of poverty and increase wage earning capacity with a secondary benefit of preserving small difficult to develop historic buildings.

### Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Amend the Zoning Ordinance to allow for the transfer of development rights for increased height and density within designated growth areas to capture the zoning value of historic buildings to protect them from demolition	Administrative	Goal 2	PDR	FY25
Prioritize the redevelopment of surface parking lots and vacant lots as the sites for new infill development in compliance with FEMA and city floodway and flood plain requirements.	Administrative	Goal 2	DED/OMBD	FY24
Expand the Facade Improvement Program to targeted areas in Shockoe and provide adequate funding.	Legislative	Goal 2	PDR	FY25
Identify current gaps and projected gaps between skills needed and the workforce and put workers in the center and support learning in the flow of work.	Administrative	Goal 2	OMBD/DED	FY25

## Big Move: Maintain a Clean and Safe Shockoe

Organize and administer initiatives and policies that dispel the sense of neglect and disinvestment, increase a feeling of well-being and safety, and create an atmosphere in which businesses, residents, and visitors can thrive.

**Description:** Shockoe's continued transition from a manufacturing area to a growing residential neighborhood and entertainment district has resulted in a deficit the amenities that enhance the quality of life such as green space and consistent infrastructure. The impact of dramatic flooding events has also left areas of the neighborhood under developed. The numerous vacant lots, surface parking areas, graffiti, neglected buildings, and poorly maintained infrastructure is a primary

concern that has been raised in public meetings. There is also a perception that Shockoe is unsafe. The general concern is that if the overall quality of life in Shockoe is not addressed then it will not thrive as a destination.

**Key Benefits:** Creating a safe and welcoming atmosphere for residents, business and property owners, and visitors will help Shockoe thrive and support the proposal for the Heritage Campus and other development projects. As the quality of life in Shockoe increases so do the opportunities for the creation of small and minority owned businesses, affordable housing, and heritage development tied to telling a more equitable and complete story of the city's history. Healthy and safe communities are thriving, beautiful places to live and work and visit.

### Action Steps

Actions may include	Type	Shockoe SAP Reference	Lead	Time Frame
Expand the membership and outreach of the existing business and neighborhood associations to include additional residents and businesses to better advocate on behalf of Shockoe for needed improvements	Advocacy	Goal 3	PDR/Civic Organizations	FY24
Make streetscape improvements to include repairing existing brick sidewalks, replacing concrete sidewalks with brick, planting trees in empty tree wells, installing trash receptacles	CIP	Goal 3	DPW	FY24
Implement composting/ recycling/ garbage collection program focused on restaurants and apartment buildings	Advocacy	Goal 3	DPW/Civic Organizations	FY24
Enforce existing rules regarding refuse pick-up	Administrative	Goal 3	DPW	FY24

# Appendices





# Appendix 1: Promote Heritage, Culture, & Historic Preservation



Shockoe is a site of conscience that has the capacity to connect past struggles to today's movements for human rights and social justice. The histories of Virginia Indians, English settlers, enslaved, free, and escaped Africans, Jewish and other ethnic and cultural groups come together in Shockoe to form a complex narrative.

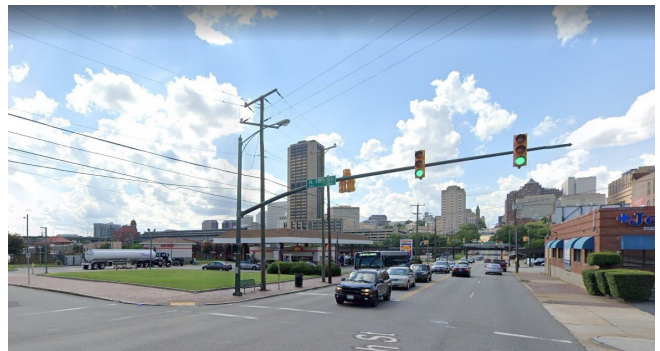
Shockoe's long trajectory of development and mix of uses has resulted in a diverse built environment with small eighteenth-century dwellings, large twentieth-century factories, and twenty-first century mixed-use infill.

Floods and fires have shaped and re-shaped Shockoe throughout much of its existence. The channelizing of Shockoe Creek, the construction of the Richmond-Petersburg Turnpike, slum clearance, and recent development have resulted in the loss of many of Shockoe's historic buildings and sites. But, Shockoe still contains many of the oldest buildings in the city and possesses the character of small town nestled in a modern city.

The surviving historic architecture in Shockoe conveys a great deal about the people who lived, worked, and worshiped in the neighborhood. Much can also be learned about urban space and form by understanding what remains and what has been lost or buried. A major aspect of planning in Shockoe is the character of the historic built environment, especially when history and culture are seen as the primary informants in the planning process.



SW Corner of N. 18th and E. Broad Streets, ca. 1911  
*Valentine Museum*



SW Corner N. 18th and E. Broad Streets, 2019

Shockoe's character and historic buildings has made it attractive for adaptive reuse projects especially after the introduction of State and Federal Rehabilitation Tax Credits. Since 1997, nearly eighty-five projects in Shockoe have taken advantage of these tax credits, which represents an investment of over \$332 million.





Channelizing Shockoe Creek in the 1920s, credit *Valentine Museum*



220 N. 18th Street, demolished, credit *Valentine Museum*



100 Block N. 19th Street, demolished, credit *Valentine Museum*



## Domestic Buildings

- Domestic Outbuilding
- Single Dwelling
- Tenement
- Commercial and Tenement
- Shockoe Study Area Boundary

Source: 1886 Sanborn Fire Insurance Map

FIGURE 20 // Domestic Buildings (1895 Sanborn Fire Insurance map)



## Domestic Architecture and Development

A neighborhood of single-family dwellings is not how one tends to think of Shockoe, but until the 1960s the blocks north of E. Franklin Street and east of N. 18th Street were lined with dwellings of all sizes from near mansions to modest one-story cottages, as shown in Figure 20. Many of the larger houses had outbuildings in their rear yards that served a multitude of functions including as the dwellings and work spaces for enslaved Africans. The upper floors of the stores and shops fronting E. Main Street served as residences, and there were dense tenements fronting the main streets and tucked into the alleys and side streets. Over the decades many of these dwellings were replaced with industrial and commercial buildings or razed as part of slum clearance projects. Very few dwellings still remain in Shockoe and many of those that remain were saved through the efforts of Historic Richmond and Preservation Virginia. It is also not surprising that most of the remaining dwellings have been adapted for offices and even a museum. Ironically, industrial buildings are being adapted for residential, office, and commercial uses.



View from Taylor's Hill looking southwest ca. 1863  
*Library of Congress*

The oldest surviving building in Shockoe and the city of Richmond is the Old Stone House, built prior to 1783. It first appears in the records in 1783 as the home of Samuel Ege. It is not known if Samuel purchased the house or inherited it from his father Jacob, a German immigrant who arrived in Richmond in 1738 and appears to have purchased several lots in the vicinity of N. 20th and E. Main Streets. The house remained in the possession of the Ege family until 1911, when it was purchased by the Association for the Preservation of Virginia Antiquities (APVA), now Preservation Virginia. In 1921, the house became the Edgar Allan Poe Shrine.



Old Stone or Samuel Ege House, built prior to 1783  
1916 E. Main Street

The Adam Craig House was likely built circa 1784 when Craig arrived from Williamsburg to become the clerk of the Richmond Hustings Court, the Henrico County Court, and the General Court. The property once included the lot to the west, now a parking lot, which was occupied by several outbuildings, as was typical of “urban plantations.” The only surviving outbuilding is a circa 1815 brick kitchen and slave quarters. In 1911, the house and grounds were purchased by the Methodist Mission Association which, in 1914 built the Methodist Institute for Christian Works in the front yard at the corner of N. 19th and E. Grace streets. In 1923, the Institute merged with the nearby Trinity Methodist Church. After many years of disuse and neglect the Institute was torn down in 1937, two years after the Craig House and grounds were rescued from destruction by the William Byrd Branch of the APVA in 1935. The William Byrd Branch of the APVA subsequently merged with Historic Richmond. For some time after the house was purchased by the APVA, it was used as an African American art center, but the work was transferred to Virginia Union University prior to World War II.



Adam Craig House, built ca. 1784  
1812 E. Grace Street,



Kitchen and Quarters, Adam Craig House, built ca. 1815

By 1830, with a population of 16,060, Richmond was the twelfth most populous



city in the United States, and would continue to grow at a rapid rate in the years leading up to the Civil War. Much of this growth was spurred by the arrival of the railroads, the iron industry, and the exponential growth of the domestic trade in enslaved Africans which all resulted in a demand for housing. Blocks of row houses, as seen here in Elm Tree Row, built in 1853-1854, were typical of the simple Greek Revival-style residences built throughout Richmond during the flush times of the 1840s and 1850s.

The pattern of residential growth continued in Shockoe into the late-nineteenth century, when larger parcels were subdivided and new dwellings constructed. In the 200 block of N. 19th Street is a row of houses built between 1846 and 1875 which reflect the once residential character of Shockoe. Three of these houses were severely damaged by arson and in 1996, they were adapted for use as offices and a state-of-the-art recording studio, In Your Ear, was constructed to the rear.

The City of Richmond enacted a racially-based zoning ordinance in 1911 which identified white and black neighborhoods and prohibited the purchase in one racially identified neighborhood by a person of the other race. Racial zoning was also applied to “undesirable” immigrants. When the racial zoning laws were struck down as unconstitutional by the United States Supreme Court in 1917, cities turned to the new practice of planning to keep neighborhoods separated by race by planning for “equal but separate” communities.

Demolition was one tool commonly used in the “equal but separate” arsenal. As early as 1913, City policies began to call for the elimination of substandard and alley dwellings which were prevalent in Shockoe and largely occupied by African Americans.



Elm Tree Row, built ca. 1853-1854  
301-311 Cedar Street



200 block N. 19th Street, built 1846-1875

Demolition in the guise of community improvement left large sections of Shockoe vacant and poor, and displaced minority residents. City Planners and policy makers created blight to serve racism.

In the years following World War II, Shockoe was given over more and more to commercial and industrial enterprises, and families who were prospering following the Great Depression began to leave the

neighborhood and seek housing elsewhere. The channelization of the Shockoe Creek in the 1920s and the construction of Interstate-95 in the 1950s displaced many, especially low-income and African American residents. Flooding caused by hurricanes Camille, Agnes, and Gaston in 1969, 1972, and 2004 respectively, resulted in extensive damage and caused many residents and business owners to leave Shockoe. Urban Renewal in the 1960s demolished numerous low-income and minority-occupied homes along N. 18th and N. 19th streets, especially north of Broad Street. Between 1970 and 1980, Shockoe experienced a 43% decline in population and a 24% decline in the number of housing units. As the number of residents and dwellings disappeared, so did the many other buildings and uses that create a neighborhood such as schools, churches, and small shops.

## Houses of Worship and Community

Following the passage of the Virginia Statute of Religious Freedom in 1786, which abolished allegiance to the Church of England, many new denominations took root in Shockoe, as shown in Figure 21. The building where Virginia's General Assembly met in secret during the American Revolution and where the statute was written was just outside of the study area at the northwest corner of E. Cary and 14th Streets. The majority of these new denominations – Methodists, Baptists, Quakers, and Episcopalians – were tied to England and others were tied to Ireland, Scotland, Germany, and Eastern Europe. Between 1829 and 1855, 1.7 million immigrants arrived in the United States from Ireland, 1.2 million from Germany, and others from England and France in lesser numbers. In 1860, Richmond's population was 37,968, of whom 6,358 were foreign-born.

### Houses of Worship in and near Shockoe (Year Built)

#### Still Standing

- St. John's Episcopal (1741)
- Monumental Episcopal (1812)
- St. Peter's Catholic (1835)
- First Baptist (1841)
- Trinity Methodist (1861)
- St. Patrick's Catholic (1861)
- First African Baptist (1876)
- Keneseth Israel (1908)

#### Demolished

- Friends Meeting (1797)
- Methodist Meeting House (1799)
- Trinity Methodist (1828)
- First Presbyterian (Christ Church) (1816)
- Beth Shalom (1822)
- Sycamore Disciples (1833)
- Beth Ahabah (1848)
- First Presbyterian (1853)
- Broad Street Methodist (1858)
- Beth Israel (1867)
- Keneseth Israel (1869)
- 18th Street Baptist (1886)
- First Independent Universalist (1833)
- Bethlehem Baptist (1893)
- Hoge Memorial Presbyterian (1897)



Source: 1856 M. Ellyson, Map of the City of Richmond  
1886 Sanborn Fire Insurance Map

FIGURE 21 // Houses of Worship



First Baptist Church was the second organized congregation in Richmond, the first being St. John's Episcopal Church, still standing at N. 25th and E. Broad Streets. Baptists began meeting in and around Richmond as early as 1780, with black and white worshiping together in the same sanctuary. They built the first sanctuary in 1800 at the corner of E. Broad and College Streets, and in 1841, built a new sanctuary further west on E. Broad. The original building was turned over to the enslaved and free African members of the congregation and thus the First African Baptist Church was organized. Although the congregation was black, under Virginia law the minister had to be white. When the black congregation outgrew the original 1800 building, they constructed a new sanctuary on the site. This building still stands today as part of the VCU Health campus. Smaller Baptist congregations grew throughout Shockoe, serving both free and enslaved members. Bethlehem Baptist Church, an African American congregation established in 1892, began meeting in a small frame residence they purchased in the center of the block between E. Broad and E. Marshall Streets, with an entrance along N. 18th Street. They met there for several years until they built a small frame chapel at 1000 Buchanan Street (currently 18th Street) in 1907. That chapel was remodeled in 1914 and the congregation remained there until the 1960s when a fund was started to move to a new location. In 1961, they purchased the former Fairmount Avenue Methodist Church building at 1920 Fairmount Avenue, where they continue to meet. The church, especially, the Baptist Church, formed the heart of black community and education.



First Baptist Church, built 1841, 12th and Broad streets



First African Baptist Church, built 1876, E. Broad and College Streets, 1876



New Light Baptist Church, built 1861 as Trinity Methodist Church 2000 E. Broad Street

Methodism was a reform movement within the Church of England. In the years following the Revolutionary War, traveling preachers held camp meetings and revivals throughout the country, but camp meetings were extremely popular in Virginia. Virginia is considered the “cradle of Methodism.” In 1787, the Methodists began worshiping at the Henrico County Courthouse, at E. Main and N. 22nd Streets, which was used by many early churches. Neighbors complained about their singing and shouting and they were asked to leave. In 1799, the Methodists built their first meeting house on the northeast corner of N. 19th and E. Franklin Streets and in 1828 they moved to a new building, also on E. Franklin, between N. 14th and N. 15th Streets. The new church was called Trinity and is considered the “Mother Church of Richmond Methodism.” The church was destroyed by fire in 1835 and rebuilt the following year. The congregation moved to a new building at N. 20th and E. Broad Streets in 1862 – one of the few historic church buildings still standing in Shockoe. Free black parishioners were a part of worship at Trinity but were forced to sit in the balcony and, as slavery became a more volatile issue, it became increasingly difficult for whites and blacks to worship together. In 1850, free blacks organized themselves as a separate congregation within the church. The two races met separately in the same building. White members arranged for the black members to be given land at N. Third and Jackson Streets, in Jackson Ward. By 1856, a major portion of the new church was completed through the work of black artisans. The church still stands today as Third Street Bethel African Methodist Episcopal Church.

The Scots, who were widely engaged in the tobacco industry, established a Presbyterian Church in Shockoe in 1815 on E. Grace Street between N. 17th and N. 18th – it was known as the “pineapple church” because of the

shape of its steeple. In 1829, they built a new church on the north side of E. Franklin between N. 13th and N. 14th Streets, and moved again in 1851 to Capitol and N. 10th Streets to accommodate their growing congregation, which was also migrating west to more affluent areas of the city.

The Irish for the most part did not settle in Shockoe, however several Irish communities worshiped in the neighborhood. Primarily, the Irish settled in Oregon Hill, Gamble’s Hill, and Rockett’s Landing where they worked along the docks and in the iron industry. St. Peter’s was established by Irish Catholics in 1835, and St. Patrick’s was dedicated in 1861 for Irish Catholics living in Church Hill and Rockett’s who found it difficult to get to St. Peter’s. German Catholics settled downtown and worked on the canal and the railroad. After many years of sharing St. Peter’s, they established their own German-speaking congregation at N. 4th and E. Marshall Streets in 1851.

A small contingent of Italians arrived in Richmond prior to the Civil War, with the largest influx occurring in the 1890s to the 1920s. Originally, they settled in Shockoe where they lived above their grocery stores and saloons. They soon moved to Navy Hill and then to Highland Park on north side.



The ties of Jewish families to Shockoe are almost as old as the city itself. Isaiah Isaacs, the first recorded Jewish citizen of Richmond, was living in Shockoe by 1769. His business partner Jacob Cohen arrived shortly after the Revolutionary War. The first Jewish congregation, Beth Shalom, was established in Shockoe in 1789. By 1790, with a population of 28 males, Richmond had the 4th largest Jewish population in the United States. In the 2000 block of E. Franklin Street is the Old Hebrew Cemetery, abandoned 1817 with most of the remains moved to the Hebrew Cemetery at N. 4th and Hospital Streets. The land for this cemetery was donated by Isaiah Isaacs. The first synagogue built in Virginia, Beth Shalom, was erected on Mayo Street in Shockoe in 1822. It was demolished during the construction of Interstate 95. The congregation followed the Sephardic ritual which was familiar to Jewish residents from Spain, Portugal, North Africa, and the Middle East.

An influx of new Jewish residents from Germany in the 1830s and 1840s brought a desire to follow Ashkenazic traditions and the establishment of Beth Ahabah on N. 11th Street between E. Marshall and E. Clay Streets in 1841. By 1845, approximately 25% of all merchants in the City were Jewish. Anti-Semitism was high in Richmond in 1863 after Confederate defeats at Vicksburg and Gettysburg and growing shortages in the Capitol city.

Still standing, in the 200 block of N. 19th Street, is the Temple Keneseth Israel Synagogue that was constructed in 1908 by Eastern European Jewish immigrants. This was their second building in Shockoe, the first was constructed near Beth Shalom on Mayo Street in 1869. In 1912, the Ladies Hebrew Benevolent Association purchased the Second Empire house on the corner of N. 19th and E. Broad Streets for a community center to assist Eastern



Old Hebrew Cemetery, abandoned 1817, 2009 E. Franklin St.



Beth Shalom Synagogue, built 1822, demolished



European Jews arriving in Richmond by train. This grouping of buildings has been converted into condominiums.

Jewish families, like most white residents of Shockoe, moved up to Church Hill to the east and to Court End and Jackson Ward to the west. By the 1940s, the western half of Shockoe was black and the eastern half was Jewish. As white families moved, so did the churches - following their congregations. Trinity Methodist Church built in 1861 illustrates this trend. In 1946, its white congregants had moved away and the building was sold in 1947 to New Light Baptist Church, an African American congregation who have worshiped in this location for over 70 years.



Temple Keneseth Israel Synagogue, built 1908  
209 N. 19th Street



Ladies Hebrew Benevolent Society established a community center in this converted house in 1912.  
219 N. 19th Street



Masons' Hall, built ca. 1785  
1807 E. Franklin Street

The oldest non-residential or commercial building in Shockoe is Masons' Hall. Construction began in 1785 and was completed two years later. From here citizens instructed their delegates as the fledgling Nation took steps to forge an enduring Constitution. It is unclear if this meeting took place prior to the Philadelphia Convention or the Richmond Ratifying Convention in 1787. Masons' Hall was often used by religious groups without their own space for congregational meetings and it hosted social and civic events. Richmond City Hustings Court and City Council meetings were occasionally held in the Hall. The Hall is associated with many eminent figures including Mason Edmund Randolph, first Attorney General of the United States, and a Governor of Virginia, and John Marshall, longest serving Chief Justice of the United States, and welcomed dignitaries, including Revolutionary hero, the Marquis de Lafayette. The building served as a hospital during the War of 1812, and it was guarded by Union Troops during the April 1865 evacuation of the City. It is the oldest continuously occupied masonic building in the United States.

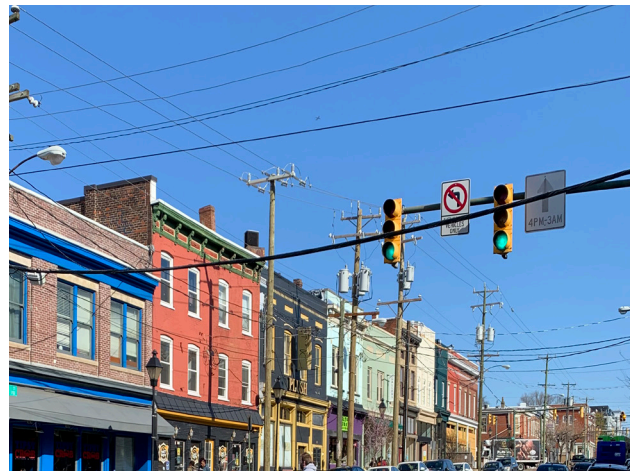
## Commerce and the Domestic Slave Trade

From its beginnings Shockoe was a center of commerce. In 1712, William Byrd II established a storehouse at “Shaccoe.” The corner of E. Main and 17th Streets has been the site of the city’s “First Market” since the 1780s. The fourth building constructed at this location in 1913 was demolished in 1961 and replaced with open air sheds which were most recently replaced by an open plaza. Many of the early commercial buildings have been replaced but Shockoe still contains numerous examples of late-nineteenth and early-twentieth-century commercial buildings. By 1845, 25% of retail merchants in the city were Jewish, and most of these had shops and small manufacturing concerns in Shockoe. Italians also made up a large number of merchants in Shockoe and were known for running the local confectioneries. The other trade that dominated the City of Richmond and Shockoe between the mid-1840s and 1865 was the domestic trade in enslaved Africans.

Between 1526 and 1867, the Trans-Atlantic Trade in enslaved Africans shipped between 10 and 15 million people from the west coast of Africa to the Americas. The United States and Britain abolished the trade in 1808. The trade in enslaved Africans was long dominated by Spain and Portugal, but with the expanding colonization of North America the British became a major player in the trade by 1660. The majority of the enslaved were taken to the West Indies and Central and South America. About 400,000 were transported to the British colonies in North America, with about 100,000 arriving in Virginia, often by way of the Caribbean islands. Approximately 20,000 enslaved Africans were brought by ship to the Upper James River markets at Rocky Ridge (Manchester) and Shockoe.



City Market, built 1913, demolished 1961  
1600 E. Main Street  
Valentine Museum



1700 block E. Main Street, north side



The first enslaved Africans arrived in the British colony of Jamestown, Virginia in 1619 aboard British privateers - the White Lion and the Treasurer. The “20 or so” enslaved Africans were from the country of Angola. By 1649, it is estimated that there were 300 enslaved Africans in Virginia, and by 1671 the enslaved population had grown to almost 2,000. By 1660, the concept of slavery was being solidified in the statute books of the colonies - there was no longer a blurred line between servant and slave. White Virginians purchased approximately 100,000 enslaved Africans before the end of legal importation in Virginia in 1778. Most of the early sales occurred along the major rivers at plantations and small towns, and most often aboard ships that carried 150 to 200 enslaved people. By 1750, nearly 80% of enslaved Virginians had been born in the colony.

The first enslaved Africans in Shockoe and within the boundaries of modern-day Richmond were likely part of the Byrd family’s vast network of plantations begun in 1659. Much of the Byrd family’s wealth was built on the buying and selling of enslaved Africans and the products of their labor, primarily, the cultivation of tobacco. As the population of enslaved Africans grew, so did the numerous racial integrity laws that controlled and defined the institution of slavery.

The Louisiana Purchase of 1803, the end of the Trans-Atlantic Slave trade in the United States in 1808, the failure of tobacco, and the transition to wheat and other grains contributed to the growth of the interstate trade in enslaved Africans between the Upper and Lower South.

During the 1840s, Richmond, namely Shockoe, took on importance as the center of the selling and hiring of enslaved Africans, as seen in Figure 22. Richmond’s dominance is due, in part because of



Old Slave Market 18 S. 15th Street, this building is also often identified as being associated with Wortham and McGruder, traders in Shockoe and it may also be the jail built by Bacon Tait in 1834

*Valentine Museum*

Richmond’s unique system of “industrial slavery and living apart,” and because of its access to transportation and financial networks. The growth of the industry in the trade in enslaved Africans is illustrated by the growth in the number of agents, traders, auctioneers, and commission merchants engaged in the sale and leasing of enslaved Africans - 9 agents in 1845, 28 “Negro” traders in 1852, and 18 “Negro” traders, 18 agents, and 33 auctioneers by 1860. There were also a myriad of other businesses - tailors, blacksmiths, bankers, and insurance agents - that supported and profited from the trade. The City benefited by imposing fees and taxes on auctioneers, traders, and jailers. Richmond’s enterprise in enslaved Africans was second only to that of New Orleans, Louisiana. It is believed that 300,000 to 350,000 enslaved Africans were “sold south” from Virginia, with the majority sold from the many establishments concentrated in Shockoe.

In 1806, the Virginia legislature passed a law that required all newly emancipated

TABLE 4 // **Richmond Population, 1800-1870**

Year	Enslaved	Free Black	White	Total
1800	2,293	607	2,837	5,737
1810	3,748	1,180	4,807	9,735
1820	4,687	1,235	6,445	12,067
1830	6,354	1,960	7,755	16,060
1840	7,509	1,926	10,718	20,153
1850	9,927	2,369	15,274	27,570
1860	11,699	2,576	23,635	37,910
1870		23,110	27,928	51,038

enslaved Africans to leave the state within twelve months. The law was largely unenforceable and most emancipated Africans simply refused to leave the state, primarily because of family ties and access to employment. The law remained on the books until the end of African enslavement, making living in Virginia extremely risky. Escaped Africans from the surrounding region, especially from the counties of Chesterfield, Hanover, King William, Goochland, Caroline, and the City of Petersburg made their way to Richmond because its urban center was a more promising destination for escape than the north. Most escaped Africans in the region lacked contacts or networks in northern cities, and many had trade networks and family ties in the city.

Over the next 60 years, Richmond's growing black population, as seen in Table 4, was composed of enslaved persons and free blacks, which included a significant number of free persons, illegally living in the State, and escaped Africans, living as refugees. From the 1840s on, enslaved and free black city dwellers increasingly crowded together in the northwest part of the City,

now Jackson Ward, and around Shockoe Creek close to the docks, as seen in Figure 23. Richmond industry was dependent on, and profited from, black labor so there was little attempt to separate enslaved, free, and refugee.

The Emancipation Proclamation declared all enslaved people in the seceded states free on January 1, 1863, but the institution of slavery was not abolished in the United States until the 13th Amendment, was ratified in 1865. Even so, new discriminatory practices were amplified in Jim Crow laws, redlining, restrictive deeds, and the curtailment of voting rights, to name a very few.

A few buildings from the antebellum period remain in Shockoe, including tobacco factories that would have owned or hired enslaved Africans and a few "quarters" or dwellings where enslaved Africans lived. The majority of the buildings directly associated with the slave trade and with the domestic lives of free and enslaved Africans were systematically removed through slum clearance and the construction of Interstate 95. The physical record of this time lies largely in the realm of archaeology.

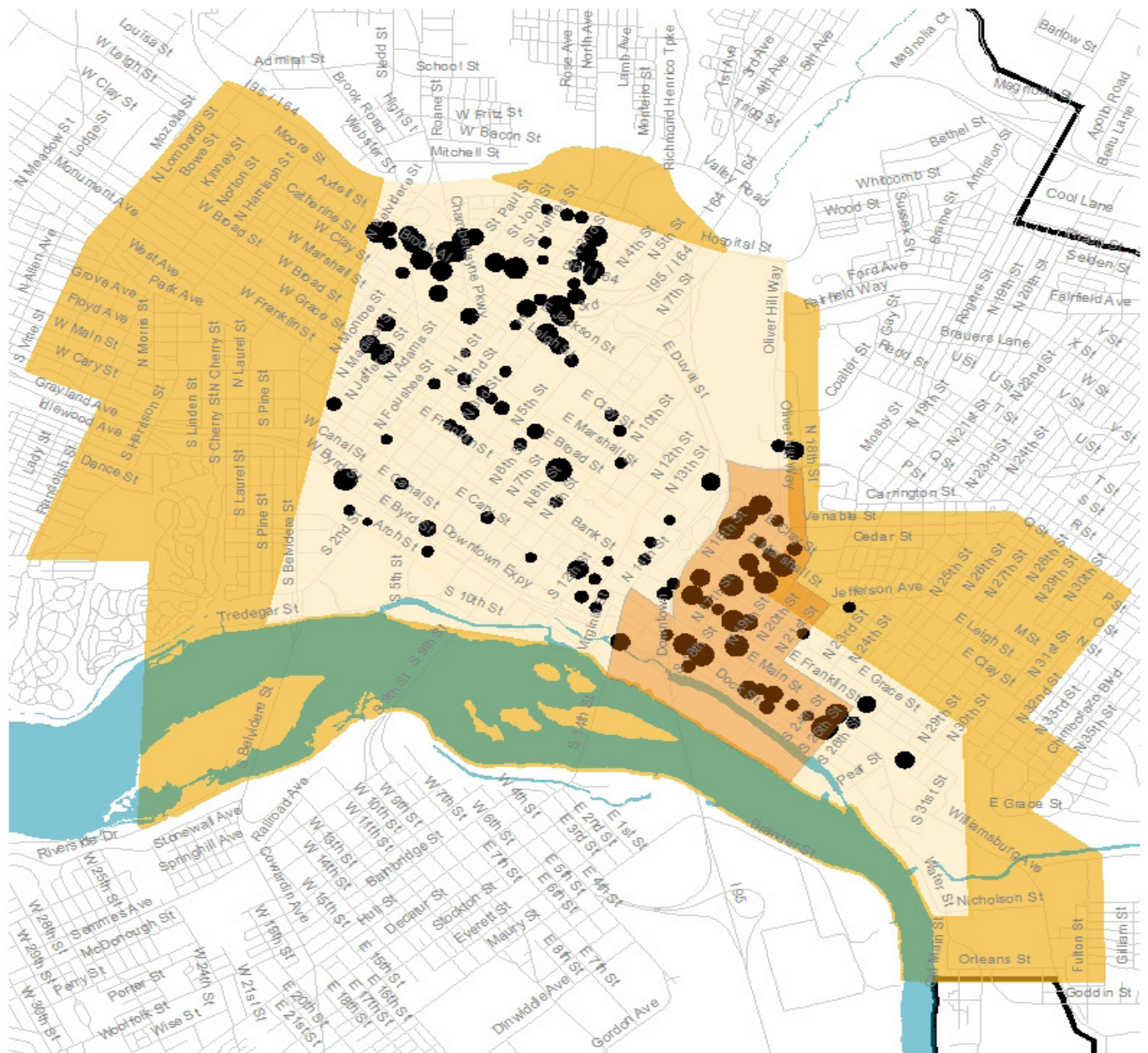


## Sites Associated with the Trade in Enslaved Africans ca. 1853 and Other Commercial Buildings

Source: Adapted from Maurie D. McNinn, "Mapping the Slave Trade in Richmond and New Orleans," *Buildings and Landscapes* 20 (Fall 2013). The intent of this map is to show that the trade extended far beyond Lumpkin's Jail, involved many different building types and businesses. The full extent of the trade is difficult to map because businesses changed names, merged, and moved frequently.

FIGURE 22 // Sites Associated with Traders in Enslaved Africans





## 1858 Distribution of Free and Enslaved Black Population

- Black Population
- 1810 City Boundary
- 1867 City Boundary
- Shockoe Study Area

Source: Mapping the Terrain of Black Richmond, Brown and Kimball

FIGURE 23 // 1858 Distribution of Free and Enslaved Population

## Manufacturing

In the late 1780s, Carrington's Mill was constructed in the valley to the north and was soon followed by a collection of slaughterhouses and tanneries which gave this area the nickname "Butchertown." Built in 1817, Whitlock's factory is the oldest surviving manufacturing building in Richmond. In the 1820s, it was used as a brewery, and in the 1830s and 1850s it was used as a soap and candle factory.

Buildings tied to the storage and processing of tobacco dominate Shockoe's industrial architecture, as seen in Figure 24. The 1819-City directory listed eleven tobacco factories. This number grew to forty-one by 1855 and by 1858, fifty-three chewing tobacco factories were listed. Five new factories were constructed in 1852, alone. Many of these early tobacco factories hired or owned enslaved workers. There was a revival in the tobacco industry in the 1870s and 1880s, spurred largely by the mass production of cigarettes. The late-nineteenth and early-twentieth centuries saw the merger of smaller manufacturers and the growth of huge conglomerates like the American Tobacco Company and Philip Morris, and the development of the large factories along E. Cary Street known as Tobacco Row. The tobacco companies began leaving Shockoe in the late 1980s. With the completion of the floodwall in 1994 and the introduction of State and Federal Historic Rehabilitation Tax Credits, many of the vacant former warehouses have been adaptively reused as offices, apartments, condominiums, commercial spaces, and the Virginia Holocaust Museum.



Whitlock's Factory, built ca. 1817  
1719 E. Franklin Street

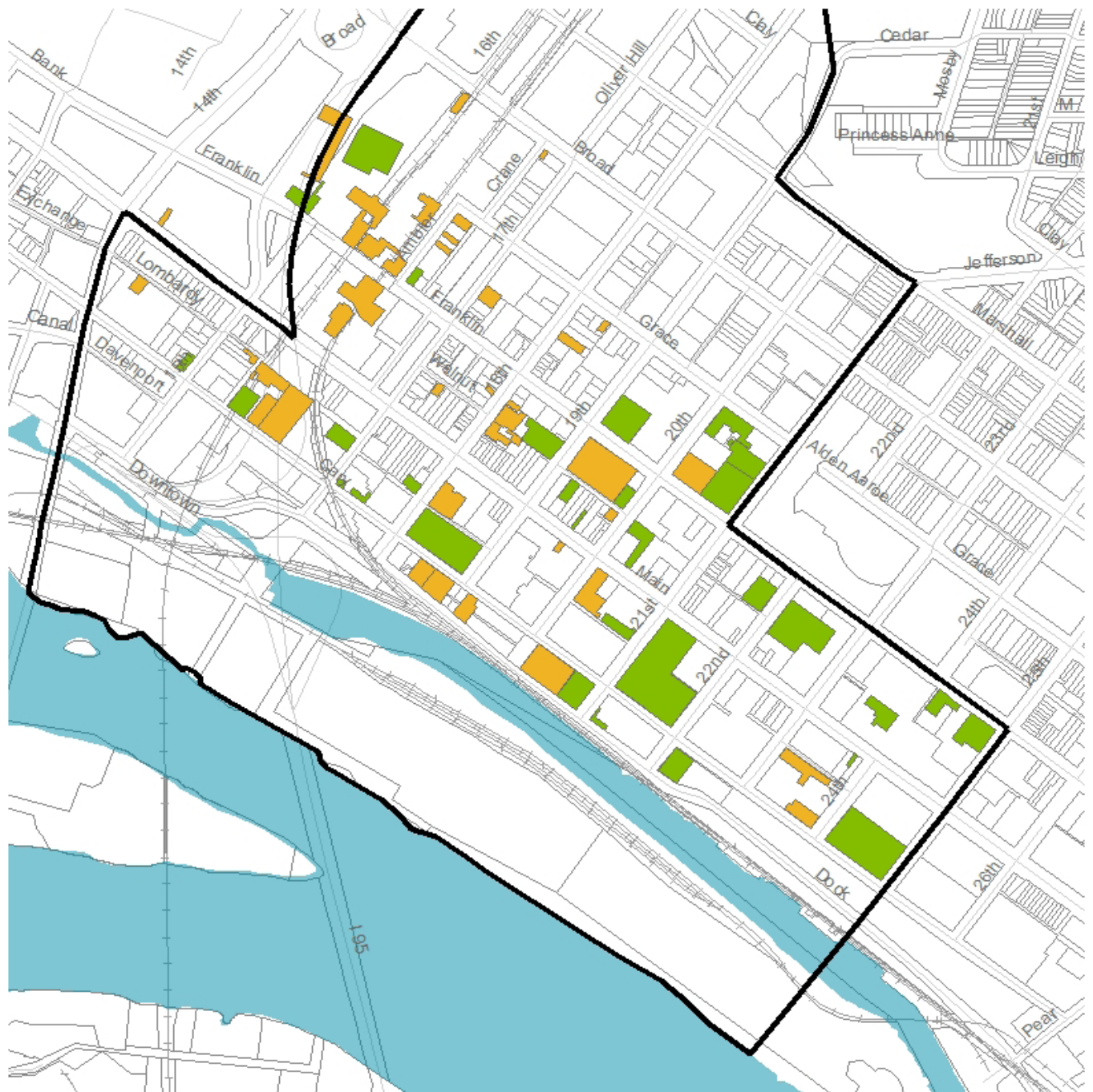


Grant Factory, built ca. 1853  
1900 E. Franklin Street



Tobacco Row, built ca. 1890-1920  
2100 - 2400 blocks E. Cary St.





## Industrial Buildings (1895 Sanborn Fire Insurance Map)

- Other
- Tobacco
- Shockoe Study Area Boundary

FIGURE 24 // Industrial Buildings (1895 Sanborn Fire Insurance Map)



## Transportation

Shockoe has also served as a transportation hub for much of its history - first as a market place at the Fall Line of the James River, later along the James River and Kanawha Canal, and finally as a terminus of the numerous railroads that began entering Richmond in the 1830s. The first major transportation infrastructure project in Shockoe was the construction of the James River and Kanawha Canal which was designed to bypass the Fall Line and aid commerce to the west. Begun in 1816, the canal reached Lynchburg by 1840 and its western terminus - Buchanan, Virginia - in 1851. Sections of the canal were damaged during the American Civil War and never repaired, and with the advent of the railroad as a more efficient mode of transportation the fate of the canal was sealed. In the 1870s, railroads began to lay track along the former tow paths and fill sections of the canal. Today, portions of the canal and locks have been restored, combined with new sections, and incorporated into parks and walk ways.

After 1854, the railroad supplanted the canal as the primary transportation system in Richmond. The rail legacy is still very visible in Shockoe through the elevated railroad tracks and the area's most iconic building - Main Street Station. Main Street Station was constructed in 1901 by the Seaboard Air Line, a principal north-south railroad, and the Chesapeake and Ohio, a major east-west carrier. The building was designed by the Philadelphia firm of Wilson, Harris, and Richards in a French Ecole des Beaux Arts influenced-style. The design symbolizes the importance of the rail terminal as a gateway entrance to the city. The train shed is one of the earliest examples of riveted steel truss construction, one of the last gable-roofed sheds to be built, and is one of the last still standing. Main Street Station was constructed as a segregated facility with



Main Street Station, built 1901  
1500 E. Main Street



Seaboard Building, built 1910  
1500 E. Franklin Street

separate waiting rooms for whites and blacks. Rail service returned to Main Street Station in 2003 after being suspended in 1975, and a \$95 million transformation of the head house and shed was completed in 2018. Another example of railroad-related architecture is the Seaboard Building, built in 1910. It is one of the few remaining freight depots in Shockoe.

## Destruction and Loss of Historic Character and Resources

In 1865, the Evacuation Fire spread along E. Main Street from 7th to 14th Streets and a portion of the blocks between 19th and 22nd Streets south of E. Main were burned. While causing massive destruction, it should be noted that the fire had a potential preserving effect for archaeology. Multiple investigations have acknowledged the potential preservation of both the fire itself and the fact that the rubble was quickly leveled and built on top of, sealing basements and cellars full of items.

The jail building at the Lumpkin's Jail/Devil's Half Acre site was demolished by 1876 and the entire site redeveloped as Richmond Iron Works by 1894. The demolition and replacement of many of Shockoe's eighteenth and early-nineteenth-century buildings began in the early-twentieth-century. There was considerable demolition and redevelopment in Shockoe between 1901 and 1935, however the buildings constructed during this period have now achieved historic status. The grand hotels like the Union, Exchange, and Ballard were all demolished between 1900 and 1915. These buildings also served as offices for brokers and traders in enslaved Africans and auctions often took place in their basements and back rooms. Large portions of the 1900 block of E. Main Street were also demolished and replaced during this period.

The channeling of Shockoe Creek in the early 1920s excavated a large trench through Shockoe Valley to the James River along the west side of the railroad tracks. The 1958 construction of the Richmond-Petersburg Turnpike (Interstate 95) cut a large swath of destruction through the city, demolishing the remaining historic buildings between 16th and 14th Streets and burying the foundations of the Lumpkin's Jail/Devil's



Richmond-Petersburg Turnpike under construction, ca. 1957;  
Marshall Street Viaduct in the background  
*Valentine Museum*



Union Hotel, built 1817, demolished 1911  
Southwest corner 19th and Main Streets  
Auctions of enslaved Africans took place in the basement of the hotel. In 1870, following their occupation of the former Lumpkin's Jail, the Colver Institute, now the Richmond Theological Institute, purchased and occupied the hotel until 1899. In 1899, the institute merged with the Wayland Seminary to form Virginia Union University and moved to its current campus on Richmond's Northside.

Half Acre site and the African Burial Ground Memorial site. Since 1983, over 80 buildings have been demolished within the study area for a variety of reasons.

## Historic Preservation

Shockoe has suffered from decades of destruction and neglect and a tremendous loss of historic fabric. Fortunately, historic preservation in Shockoe has been championed for decades by organizations like Historic Richmond, Preservation Virginia, and the Virginia Department of Historic Resources, who maintain easements on several properties. Numerous buildings have been restored, renovated, and adaptively re-purposed by private developers through projects utilizing State and Federal Historic Rehabilitation Tax Credits and the City's Partial Tax Exemption program. Because of these efforts, Shockoe still contains many of the oldest buildings in the City, as noted in Figure 3, page 29. Shockoe also possesses a high potential for the discovery of significant archaeological resources that may yield important information related to prehistory or history. These various resources require different measures of protection. The establishment of the Richmond Slave Trail and the Slave Trail Commission in the 1990s is an early example of historic preservation strategies for sites of significance to African American and American history.

In the winter of 2023, the City of Richmond began a two-year process of developing a city-wide Cultural Resource Management Plan. This comprehensive, planning effort will help to identify recommendations and strategies to further protect and preserve the city's built environment.

### Archaeology

To date, policies for dealing with built resources, such as City Old and Historic designation, have been implemented by the City but efforts to address and protect archaeological resources are non-existent. Archaeological sites in Richmond are only protected when there is a Federal involvement in a project (Section 106).



Lumpkin's Jail/Devil's Half Acre Excavation, 2008  
*James River Archaeology*

While there have been archaeological studies in various sections of the City including Shockoe there is no City policy to collectively address how identified resources should be evaluated or dealt with.

Shockoe has been the subject of numerous archaeological investigations over the years, many associated with transportation or infrastructure projects like the Floodway Protection Project carried out in the 1980s. There are extensive reports associated with projects like the Lumpkin's Jail/Devil's Half Acre site while the reports have never been completed for other major projects like the Floodwall. Other sites, such as the African Burial Ground Memorial site, have been identified and analyzed through map projections of known historic features and archival research.

Other sites, such as Lumpkin's Jail/Devil's Half Acre, Cedar and Broad, and Franklin Street were excavated to some degree. For the most part, the sites have revealed information about domestic occupation in Shockoe from the 18th through the late 20th century. The partial excavation of the



Lumpkin's Jail/Devil's Half Acre site in 2008 successfully revealed numerous features of the site including the cobblestone plaza between the buildings and various foundation features. The artifacts uncovered were tied to the domestic occupation of the site. The excavation did not reveal any artifacts specifically tied to the trade in enslaved Africans but a few artifacts were associated with enslaved occupants of the site.

The May 2013, Dutton Report identified a number of possible sites linked to the trade in enslaved Africans, but the integrity of these sites has been untested. Further, the Dutton Report was limited in scope and did not cover the entire area within the Shockoe Small Area Plan boundary. The successful excavation at the Lumpkin's Jail/Devil's Half Acre site illustrates the potential to reveal the long-buried history of Shockoe. Currently, however, there is no comprehensive archaeological analysis of the district and no mechanism to protect critical sites.

## Preservation Tools

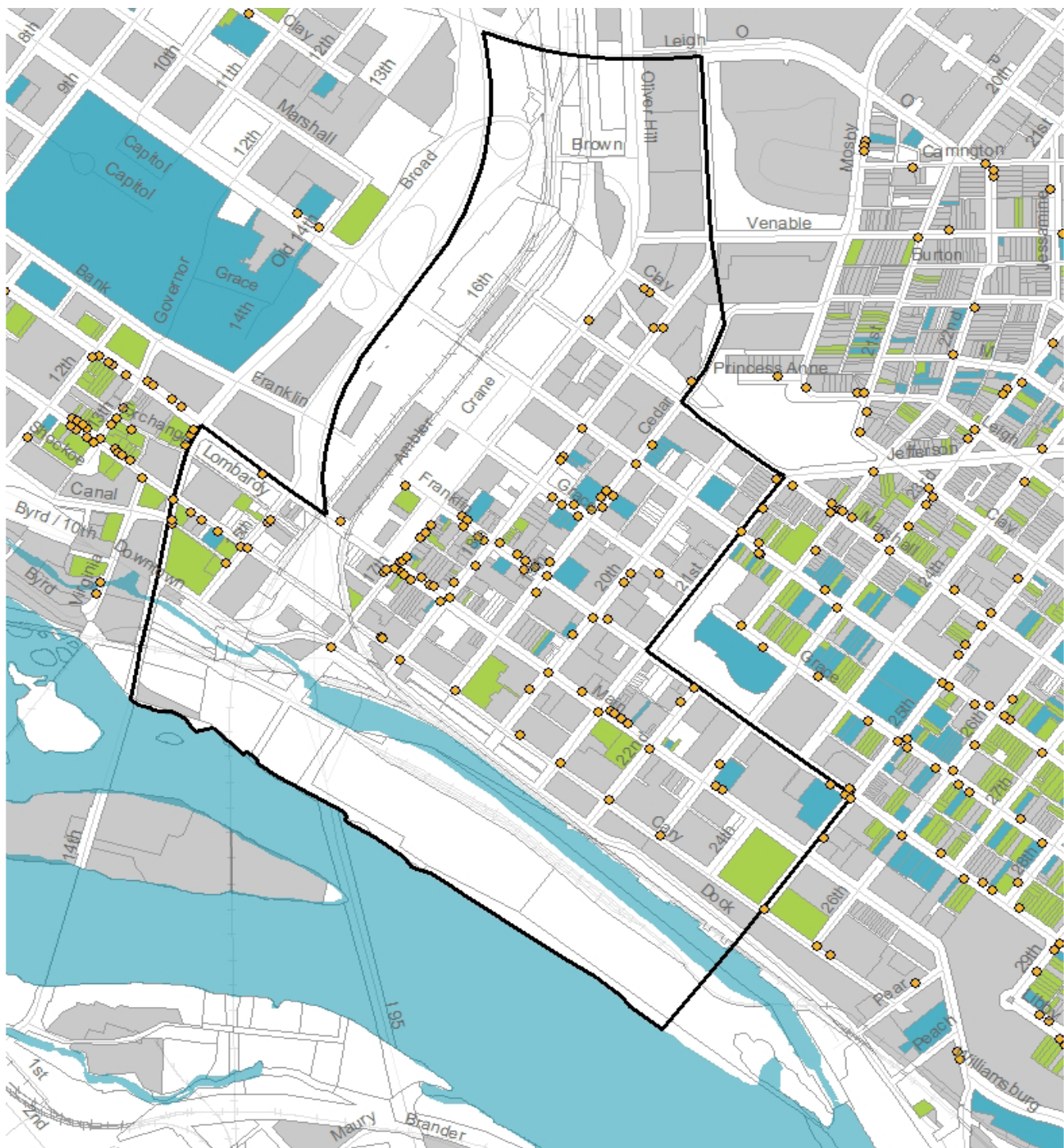
**City Old and Historic Districts:** City Old and Historic Districts (OHD) are the only tool in the City's arsenal that can protect historic buildings from insensitive rehabilitations, inappropriate new construction, and demolition. Figure 26 shows the OHDs located within the Shockoe Study Area. OHDs have the authority to protect archaeological sites, but the current guidelines would need to be expanded to address how potential effects on archaeological resources should be addressed and resolved. OHD guidelines may be amended or revised without Council action. OHDs are an overlay provided for in the City's Zoning Ordinance, and the creation of a new district or the expansion

of an existing OHD requires community support and approval by City Council.

This plan recommends the expansion of the Shockoe Valley OHD to include an area bound by N. 20th Street on the east; E. Main Street and the alley between E. Main Street and E. Cary Street on the south; N. 17th Street including the buildings at 101-111 N. 17th Street on the west; the buildings at 1704-1719 E. Franklin Street and 102-104 N. 18th Street back to the existing boundary of the district, as seen on Figure 15, page 57. This expansion would include some of the oldest buildings in the district that are not currently protected, create a buffer around the oldest buildings and most intact commercial blocks, and incorporate a number of buildings with preservation easements held by Historic Richmond.

**Virginia Landmark and National Register Historic Districts:** State and Federal historic districts offer no protections to historic resources within their boundaries unless State and/or Federal funds or permits are part of the project's funding or approval (Section 106). This lack of protection is illustrated by the fact that over 80 contributing buildings have been demolished in Shockoe since the National Register nomination was written in 1983. The Virginia Landmark and National Register Historic Districts within the Shockoe Study Area are shown on Figure 26.

These districts do, however, make historic rehabilitation tax credit incentives available to property owners who make application and abide by the Secretary of the Interior's Standards. From 1997 to 2020, eighty-three projects in Shockoe applied for and received State and/or Federal tax credits, which represents an investment of over \$332 million in rehabilitation expenses, as shown in Figure 25. As a Certified Local Government, there are limited state and federal grant opportunities available to



## State and Federal Historic Tax Credit Projects

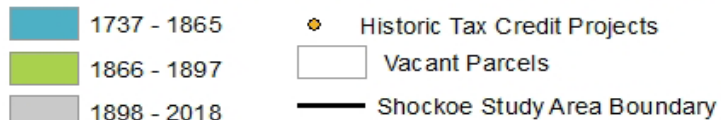


FIGURE 25 // State and Federal Historic Tax Credits Projects

the City that might offset the cost of archaeological or architectural surveys and evaluations.

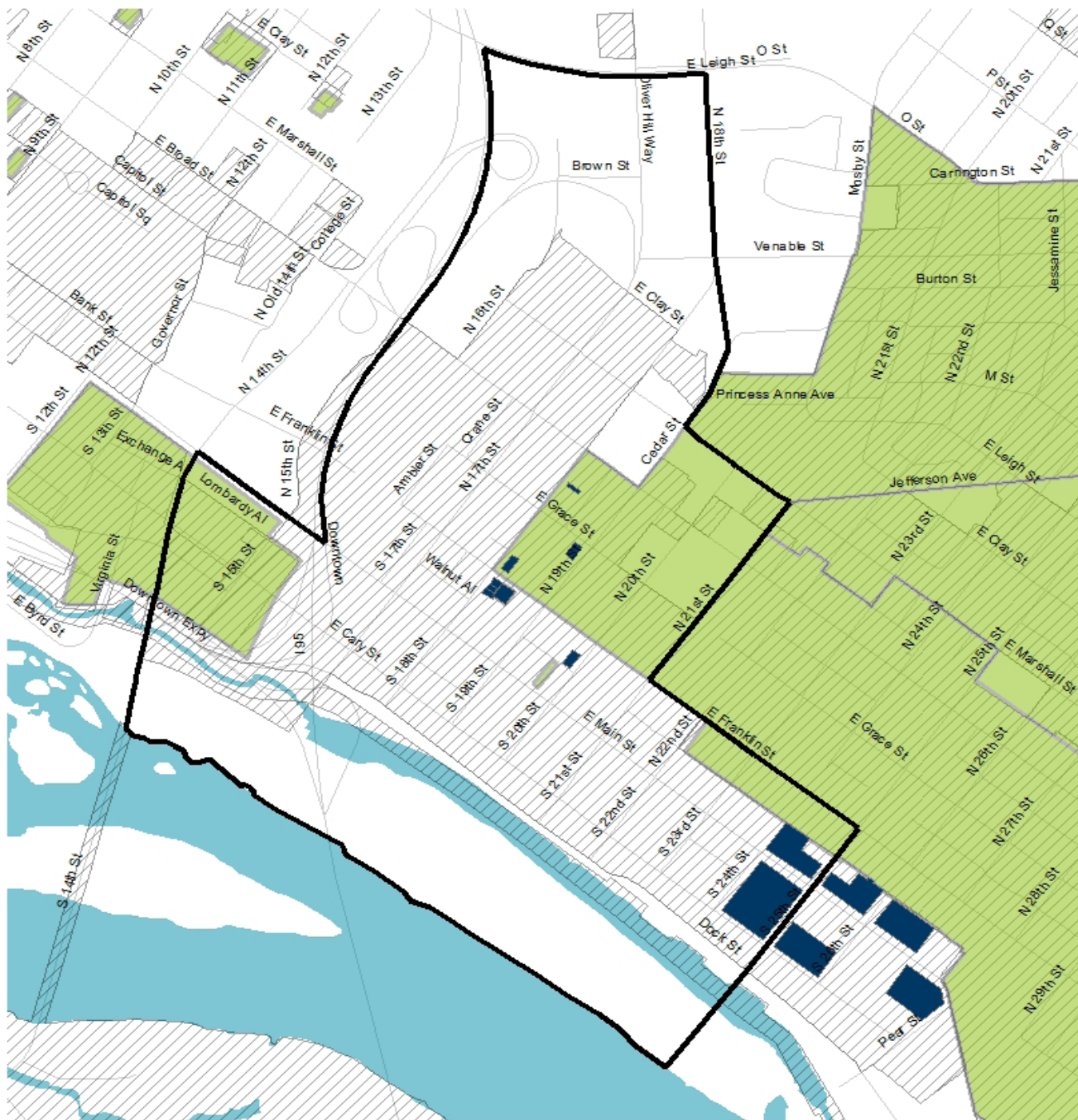
**Preservation Easements:** Preservation Easements are voluntary and allow a private owner to guarantee the perpetual protection of an historic resource without giving up ownership, use or enjoyment of the property. There are often significant financial benefits associated with an easement donation. There are several preservation easements within the Shockoe Study Area as seen on Figure 26.

The Commonwealth of Virginia instituted the Virginia Historic Preservation Easement Program, managed by the Virginia Department of Historic Resources, in 1966 and holds easements on several properties associated with the Tobacco Row development located in, and adjacent to, the eastern boundary of the Shockoe Study Area – 2400, 2401, 2500, 2600, and 2701 E. Main Street, and 2400 and 2500 E. Cary Street. These easements require the review and approval of any exterior alteration, addition, or demolition. These easements go a step further and “ensure the perpetuation of the historic, architectural, cultural, and visual features which led the Tobacco Row district and the St. John’s District to be placed on such registers” and “constitute an important visual element within the Tobacco Row District and are a visual transition area between the Tobacco Row District and the St. John’s District, and visually and architecturally inappropriate treatments of the Easement Properties would severely damage the historic and visual integrity of both districts.” At the time the easement was donated, 2701 E. Main Street was a vacant parcel. The easement limited the height of any new building on

this site to twenty-feet above the crown of Cary Street so as to maintain the existing views of the James River and Kanawha Canal, Chapel Island, and the James River from Cary Street.

Historic Richmond holds easements on several building in Shockoe – 101-109 and 211 N. 18th Street, 1813-1815 E. Grace Street, and 1807 E. Franklin Street. The primary objective of these easements is to ensure a property’s preservation by requiring the review and approval of exterior alterations, removals or additions as well as to eliminate the threat of future demolition. Preservation Virginia holds deed restrictions on 17, 17 1/2, 19, and 21 N. 18th Street.





# Historic Districts and Preservation Easements

- Preservation Easements
- City Old & Historic Districts
- State & Federal Historic Districts
- Shockoe Study Area Boundary

FIGURE 26 // Historic Districts and Preservation Easements

# Appendix 2: Grow a Diverse, Equitable, & Inclusive Economy

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The Shockoe Bottom Equitable Economic Redevelopment Resource Guide prepared by Ebony Walden Consulting in partnership with the Sacred Ground Historical Reclamation Project, The National Trust for Historic Preservation, and Preservation Virginia offers excellent guidance as specific programs and policies are developed as part of the implementation of the Shockoe Small Area Plan.

The Shockoe Bottom Equitable Economic Redevelopment Resource Guide offers the following values and process principles, which are similar to the community-identified goals incorporated into the plan:

- Wealth Building
- Cultural Protection
- Inclusive & Shared Prosperity
- Affordable Transportation and Mobility Options
- Inclusive Land Use/Development Policies
- Centering Descendant Community
- Long-term Sustainability
- Executable Tasks/Milestones & Timelines
- Collaboration
- Trust Building
- Racial Equity Lens

The protection of historic buildings and incentivizing their rehabilitation is a powerful, equitable, economic development tool because smaller scale historic buildings provide homes and offices for small and entrepreneurial businesses. The National

**Equitable economic redevelopment in Shockoe Bottom is a cohesive vision that builds community wealth and aims toward racial justice, ultimately dismantling past and present systems of racial supremacy.**

Trust for Historic Preservation's recently completed study, Preserving African American Places, states that "older buildings provide residents with more affordable commercial space and housing options, key assets for African Americans and communities of color. ... To keep our cities equitable, accessible and prosperous, with opportunities for all, we must work to reuse older buildings to create more jobs and walkable neighborhoods, supporting more minority- and women-owned businesses and addressing urban issues of affordability and displacement that disproportionately impact African Americans. In short, cities need old building and new solutions for revitalization." These smaller scale buildings are thus important for the equitable development of Shockoe.

## Business Development Tools

### **Office of Minority Business Development:**

The City of Richmond Office of Minority Business Development (OMBD) is committed to increasing contracting opportunities for all minority and emerging small businesses. It connects minority-owned business and emerging small businesses with the tools and resources needed to succeed. The OMBD is focused on building minority business capacity, improving access, and tracking contract utilization. The OMBD business development efforts help small businesses start, grow, and expand by offering a full range of services including: bid solicitation announcements, access to financing, technical assistance, site selection assistance, export assistance, bi-monthly business education programs, networking, economic development incentives, resource referral, project goal setting, contract compliance monitoring, minority-owned business directory, and research on minority business participation.

### **Commercial Area Revitalization Effort**

**(CARE Program):** The City of Richmond will rebate 50% up to \$3,000 for interior, exterior, and security improvements to commercial properties and 100% up to \$7,500 for the connection of a water lateral line or the installation of a sprinkler or fire suppression system. New construction is not eligible.

**Enterprise Zone Program:** The City of Richmond, in partnership with the Commonwealth of Virginia, offers local Enterprise Zone incentives that complement and expand the Virginia Enterprise Zone Program (VEZ) for qualified commercial and industrial users. The VEZ program encourages job creation and private investment. Awards are subject to the availability of funds.

**Partial Tax Exemption:** In January 2021, the City enacted a Partial Tax Exemption for commercial and industrial structures. To qualify for the program a structure must be used for commercial or industrial purposes, including one with a mixed-use, residential component. The base assessed value must be increased by 40%. The amount of the exemption is based on the difference between the pre- and post-renovation assessed values. The program allows for a 5 year full exemption with a reduction in the exemption in years 6 and 7. Within an Enterprise Zone, which portions of Shockoe are located within, there is a full exemption for 7 years with a reduction in exemption for years, 8 and 9. A commercial property with a residential component may not apply for the residential exemption discussed under Inclusive Housing. This program could be utilized to rehabilitate smaller commercial storefront buildings in Shockoe.

The Partial Tax Exemption for commercial and industrial structures carries two historic preservation related requirements. First, no exemption is allowed if the substantial rehabilitation is achieved through the demolition and replacement of any structure either registered as a Virginia Landmark or determined by the Department of Historic Resources to contribute to the significance of a registered historic district. Second, if the exterior of a building designated as a Virginia Landmark or determined by the Department of Historic Resources to contribute to the significance of a registered historic district, the Director of Economic Development shall obtain written confirmation from the Director of Planning and Development Review or the designee thereof that such rehabilitation complies with the requirements of such registration or determination in order to continue with the qualifying process.



**Business Improvement Districts (BID):** A Business Improvement District (BID) is a defined area within which businesses pay an additional fee in order to fund supplemental services and projects within the district's boundaries. These services could include expanded garbage and recycling pick-up, cleaning of sidewalks and alleys, more frequent street cleaning, and security services. The funds can also be used for making capital improvements, construction of pedestrian and streetscape enhancements, marketing, and business development. The funds are managed by a nonprofit organization established by the business and property owners in the district. A BID can also take advantage of private funding and grants not readily available to the City. One possible source of funding for a Shockoe BID is revenues from increased parking fines.

**Special Service and Assessment Districts:** The name for BIDs in Virginia. In 1990, the City of Richmond established the Downtown General Service and Assessment District to provide special enhanced services Downtown. The funding for Richmond's Downtown enhanced services are provided through a public-private partnership between Venture Richmond and the City of Richmond. (<https://venturerichmond.com/our-services/service-district/>)

Downtown Norfolk has a number of improvement districts that have been providing services in the downtown area since 1999. (<https://www.downtownnorfolk.org/downtown/downtown-improvement-district>) BIDS have sunset dates and can be dissolved or renewed depending on how successful they are. In Norfolk the general tax rate is \$1.15 and in the Downtown Improvement District it is \$1.31.

**Technology Zone (TZ):** A Virginia locality can designate TZs with incentives to encourage the development of commercial

and industrial business engaged in technological research, design and manufacturing.

**Opportunity Zones:** Opportunity Zones are economically distressed communities, defined by individual census tracts, and nominated by each governor as an incentive to spur private and public investment in under-served communities. Individuals can get capital gains tax deferral for making timely equity investments in Opportunity funds that then deploy capital into Opportunity Zone business and real estate ventures. This is an economic and community development tax incentive that provides an avenue for investors to support distressed communities to address areas that have experienced uneven economic growth and recovery. This tax incentive offers three benefits: tax deferral, tax reduction through long-term investment, and exclusion of certain capital gains taxes.

**Tax Increment Financing (TIF):** A TIF is a public financing tool that diverts future property tax revenue increases within a defined area that can then be used to support redevelopment, infrastructure and other community improvement projects.

**UrbanMain:** UrbanMain is a program of the National Main Street Center, a subsidiary of the National Trust for Historic Preservation, which offers a set of community-driven economic development services to help under-resourced older and historic commercial districts restore economic vitality and promote quality of life. The UrbanMain process is based on the Main Street Approach to revitalization that has been highly successful in over 2,000 communities. The Transformation Strategies at the heart of the Main Street program are implemented through comprehensive work in four broad areas – Economic Vitality, Design, Promotion, and Organization.

# Housing

There are affordable housing units in the vicinity, developed through the Maggie Walker Community Land Trust (MWCLT), and ones that have received Low Income Housing Tax Credits (LIHTC), Community Development Block Grants (CDBG), or Home Investment Partnership Program (HOME) funds but none within the study area. Figure 11, page 39 illustrates the locations of affordable housing within the Shockoe Study Area and within a 10 minute walk of transportation nodes in the neighborhood.

Many of the new housing units added to Shockoe over the past ten years were accomplished with the use of either State and/or Federal Historic Rehabilitation Tax Credits, the City of Richmond's Partial Tax Exemption or a combination of these programs. The State and Federal Rehabilitation Tax Credit programs are not tied to affordable housing but they have encouraged the adaptive reuse of numerous historic buildings, especially large factory buildings, into multi-family housing or

mixed-use projects. Figure 27, illustrates the number of projects in Shockoe that utilized these programs, which offer a subsidy to the developer.

The City's ONE RICHMOND: An Equitable Affordable Housing Plan calls for the construction of an additional 10,000 affordable housing units over the next 10 years. Given Shockoe's proximity to the central business district and transportation networks, it is a prime area for the more equitable inclusion of affordable housing. One of the recommendation in this plan is the creation of a tax exemption program that supports affordable housing.

TABLE 5 // HUD Adjusted Home Income Limits 2023

Richmond MSA	1 Person	2 Person	3 Person	4 Person
30% Limits	22,400	25,600	28,800	32,000
Very Low Income	37,350	42,650	48,000	53,300
60% Limits	44,820	51,180	57,600	63,960
Low Income	59,750	68,250	76,800	85,300



- Source: Virginia Department of Historic Resources  
City of Richmond Office of the Assessor

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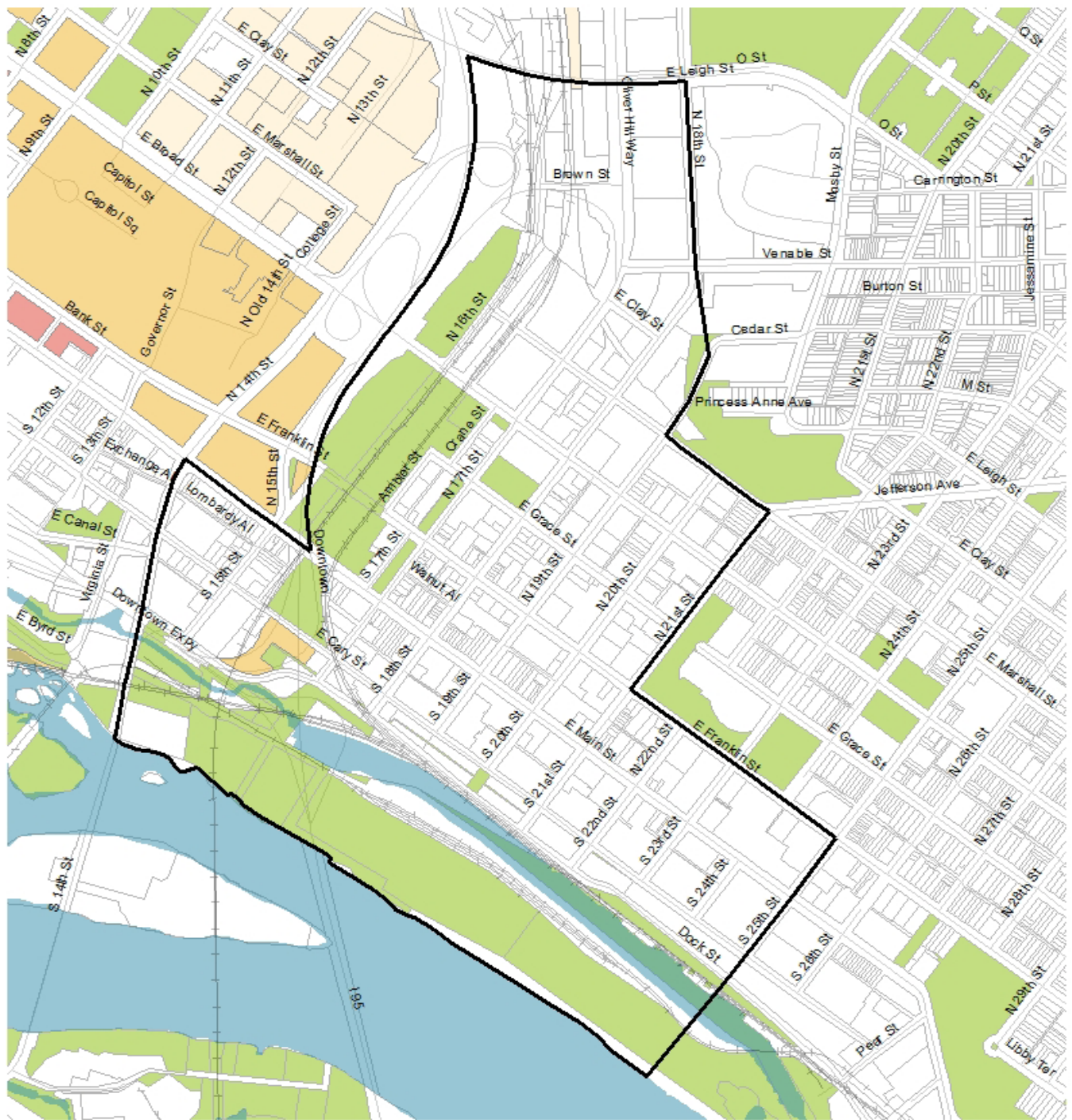
## Housing Development Tools

In January 2021, the City of Richmond replaced its former Partial Tax Exemption Program with a new program that is focused on affordable housing. This new program is available for new single-family dwellings that are owner-occupied or renter occupied with a lease agreement containing a rent to buy option, a mixed-use building with a residential space available to families making up to 60% of the area median income, or a multifamily dwelling in which 30% of the units are available to families making up to 60% of the area median income. Under this program, the commercial portion of a mixed-use project is not eligible for partial tax exemption but there is a separate partial tax exemption program for commercial and industrial structures. However, a mixed-use property may not apply for both the residential and commercial exemption. This is a program that could be used to increase and encourage affordable housing in Shockoe. The Partial Tax Exemption for residential structures carries a historic preservation related requirement. No exemption is allowed if the substantial rehabilitation is achieved through the demolition and replacement of any structure either registered as a Virginia Landmark or determined by the Department of Historic Resources to contribute to the significance of a registered historic district.

Another effective tool for encouraging affordable housing are Community Benefits Agreements (CBAs). CBAs are one mechanism that can be used to ensure that private development has a public benefit. These agreements are designed to maximize returns on local government investment in development. They are usually tied to the development of publicly-owned property, see Figure 28, development that requires special land use approvals such as Special Use Permits or rezoning, or receive

financial incentives from the City. Typically, community groups agree to support a project in exchange for commitments from the developer for benefits such as living wages, local hiring, and affordable housing.

The City of Richmond is currently drafting a Community Benefits Policy which could be applied to Shockoe once complete. It should also be explored to see if the Shockoe Alliance can function as a “community benefits coalition” and negotiate with developers separate from the City. The City is also in the process of completing One Richmond: An Equitable Affordable Housing Plan, the goals of which could be applied to future development in Shockoe.



## Government Owned Parcels

- City or Related Entity
- Commonwealth of Virginia
- Virginia Commonwealth University
- United States
- Shockoe Study Area Boundary

FIGURE 28 // Government-Owned Property

## Homeless Services

Richmond's homeless population reached a high of 1,158 single adults living unsheltered in 2009. The most recent 2023 Point in Time survey counted 690 individuals which was a 1% decrease since January 2022 but a substantial increase from the 2020 count of 549 and the 2019 count of 497 persons. Further, the number of people actively staying in unsheltered conditions, in places not meant for habitation including outdoors and in cars, spiked from 85 in January 2022 to 188 in 2023. Some of these individuals are often seen in the parking lot across from Main Street Station and in other areas of Shockoe. Many of them dwell on the nearby islands in the James River or under the I-95 over pass.

In 2020, the City of Richmond's Department of Housing and Community Development in cooperation with the Department of Social Services produced a Strategic Plan to End Homelessness 2020-2030 (<https://www.rva.gov/sites/default/files/2021-01/rva%20strategic%20plan%20to%20end%20homelessness%20final.pdf>)

The staff within the Departments of Housing and Community Development and Social Services are working with the City's local homeless organizations and have identified Seven Strategies to reduce the number of individuals experiencing homelessness:

- Provide greater financial support to organizations that help prevent individuals from becoming homeless;
- Create a minimum of 250 emergency housing units by partnering with existing registered nonprofits and faith-based organizations to offer emergency shelter with supportive services with low or no barriers to entry 365 days a year for anyone

experiencing homelessness and eliminate the City-sponsored, seasonal Cold Weather Overflow Shelter;

- Increase the number of permanent supportive housing units by at least 300 units by providing financial assistance to the City's registered homeless service and housing providers;
- Increase financial support to the City's registered homeless providers to ensure supportive services are available to every homeless person;
- Provide additional supportive services and housing to under-served populations that are experiencing homelessness;
- Promote connections to comprehensive services including employment resources and behavioral health services for persons experiencing or at risk of becoming homeless; and
- Educate our citizens on homelessness and provide collaborative leadership to all City registered homeless service and housing providers to ensure that programs are coordinated and effective.

Permanent housing is the goal for persons facing homelessness or are homeless. The strategies listed above are designed to assist everyone who seeks and desires help.



# Appendix 3: Create High-Quality Places

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Land Use provides a broad framework in which the development pattern of an area is conceived. Zoning and related overlays set the types of uses and the form they take. Land Use and Zoning are meant to be expansive because they are applied city-wide in a variety of areas with varying characteristics. Branding and Placemaking are how a community defines itself and how that ideal is conveyed to its residents, business owners, and the broader community. Design Standards give form to the vision and streetscapes, parks and landscapes, and public art are integral elements of design.

## Land Use

Historically, Shockoe was the epitome of a mixed-use neighborhood with residential, commercial, and industrial uses coexisting in a very small space. The City adopted its first zoning ordinance in 1927 based on Euclidean zoning principles which called for the separation of uses. The first Master Plan for the City of Richmond was adopted in 1946 and, while it focused on the core of the city and discouraged suburban growth, it also ushered in a period of slum clearance, urban renewal, and highway construction that destroyed much of Shockoe's residential character. In subsequent Master Plans, Shockoe was given an industrial land use designation which did not begin to change until the 2000s when a broader range of land use designations were applied to the area.

The Existing Land Use map, shown in Figure 288, reflects the loss of single-family residential housing in Shockoe and a dwindling industrial presence. It

also reflects the trend of converting large industrial buildings to multi-family or mixed-use developments, encouraged largely by the introduction of Federal Historic Rehabilitation Tax Credits in 1986 and bolstered in 1997 with the introduction of a the Virginia Rehabilitation Tax Credit program. In recent years, there has been a reactivation of ground floor commercial spaces by restaurants, start-ups, and small makers with residential uses on the upper floors, and the construction of new mixed-use buildings. These changes were encouraged by changes to City zoning and the creation of zoning districts designed to address the revitalization of Shockoe.

Shockoe is also characterized by a lack of green space, the result of Shockoe's long history as an industrial and commercial neighborhood, an important condition to be corrected as the area experiences a growth in residential units and daytime business population. Other critical land use characteristics in Shockoe today are the extent of surface parking and underutilized space under transportation infrastructure.

The implementation of the Richmond Riverfront Master Plan and the development of the Canal Walk, Virginia Capital Trail, and the Low Line and Low Line Green are creating destinations at the edges of the district. The neighborhood will continue to evolve with the future effects of high speed rail and other planned transportation projects. The *Pulse Corridor Plan* and *Richmond 300* have factored in these forces and envision Shockoe as a major destination and hub of activity. The proposed Future Land Uses for Shockoe, included in *Richmond 300*, are Destination Mixed-Use, Corridor Mixed-Use and Neighborhood Mixed-Use, as seen in Figure 29.

## Zoning

In 1927, the City of Richmond adopted its first comprehensive zoning ordinance which regulated residential, commercial and industrial land uses within seven zoning districts. The City adopted its first comprehensive Master Plan in 1946. In all of these documents, Shockoe was designated as an industrial zone despite the presence of both residential and commercial uses. The 1946, recommended zoning map prepared for the City by Harland Bartholomew & Associates, city planners from St. Louis, Missouri, shows the entirety of Shockoe zoned industrial, as seen in the drawing to the right. As illustrated in this drawing, the hatched areas are M-1 Light Industrial and the brown areas are M-2 Heavy Industrial. This zoning contributed directly to the loss of historic fabric, especially residential development and traditionally African American communities in Shockoe.

Zoning is a powerful tool used by local governments to regulate land use. Zoning not only controls the types of uses – residential, commercial, industrial, institutional, etc – but it also controls building height, massing, placement and density. In theory, zoning correlates to the desired land uses identified in the City’s Master Plan and helps to carry out the vision of the plan. Specialty overlay districts such as City Old and Historic Districts and Plan of Development districts are also contained in the Zoning Ordinance. These districts contain additional requirements over the underlying zoning. The link between land use goals and zoning established in the Shockoe Small Area Plan are critical to defining the long-term character of an area. Proposed future zoning in Shockoe should encourage a mix of uses and population to support the broader goals while being respectful and protective of the existing building pattern, heights, and historic character.

A priority of this plan is to rezone Shockoe to be compatible with the Future Land Use Map. Consideration should be given to implementing form-based zoning design standards as part of this process in lieu of other overlay district requirements. The rezoning of Shockoe will be accomplished through a separate public process once the Shockoe Small Area Plan is adopted.

## Design Standards

Design Standards for new buildings will also be critical to ensure that new buildings are compatible with the existing historic buildings. There are several examples of high-quality well-designed new buildings in the district and they share common elements – an articulated base, often highly glazed with storefront; a symmetrically organized middle; and a terminating feature at the roof line. There is an expectation of excellence in design, through the use of high-quality materials and well-executed details. This can be done through existing policies like City Old and Historic District designation, Design Overlay, or Plan of Development Overlay Districts, or new form-based zoning policies tailored specifically to Shockoe.

## Existing Architectural Character

The architectural character of Shockoe is made up of three distinct building types -- residential, commercial, and industrial -- and each has unique characteristics and qualities. The common threads, however, between all of these building types is a strong sense of symmetry and vertical orientation.

The buildings in Shockoe are generally organized around three elements -- a base, a middle, and a top. The base in residential and commercial buildings are generally occupied by storefronts, entrances, and porches on residential buildings. The storefronts on commercial buildings are often organized within pilasters supporting decorative cornices. The bases on industrial buildings are often dominated by loading docks, large, utilitarian openings, and simple entry doors for people.

The middle portion of most buildings in Shockoe regardless of use are dominated

by windows that are both vertically aligned and vertically proportioned. Within these symmetrically arranged windows are a wide variety of types, details, and groupings. The vertical organization of the facade is often reinforced by changes in the wall plane or applied pilasters.

A strong architectural element at the top of buildings is another unifying theme regardless of use. These elements include deep, decorative cornices made of wood or metal, stepped or decorative parapets, and detailed brick work. Dominant roof forms are not typical in Shockoe except on the few remaining late-eighteenth and early-nineteenth century residential buildings and some of the larger buildings like Main Street Station, the Railroad YMCA, and the Masons' Hall.

The vertical appearance of buildings is further reinforced by tall floor to floor dimensions. In commercial buildings, the ground floors are generally sixteen-feet tall with eleven to twelve foot dimensions for the upper stories. Residential buildings generally have a twelve-foot floor-to-floor dimension and industrial buildings are often taller than that depending on the former use.

Materials in Shockoe are also a major unifying factor. With very few exceptions, buildings are constructed of brick with wood, stone or cast metal accents. The few frame buildings in the area are rare survivors from the late-eighteenth and early-nineteenth centuries built prior to the enactment of building codes in Shockoe that banned the construction of frame buildings.

These common traits and architectural characteristics should be used to inform and interpret the six form elements described in the *Pulse Corridor Plan* and codified in the Monroe Ward rezoning.





Residential Character -- Porch and entrance at base, vertically and symmetrically arranged openings, and a decorative cornice at top. Subtle variations in height and color, consistent materials.



19th Century Industrial Character -- Symmetrically placed doors and windows in base, vertically and symmetrically arranged openings in the middle, and a stepped parapet at the top. Subtle variations in height, consistent color and materials.



20th Century Industrial Character -- Symmetrically placed doors and windows in base, vertically and symmetrically arranged openings in the middle, and a stepped parapet at the top. Subtle variations in height, variations in color and materials to accent the organization of the elevations.



Commercial Character -- Transparent storefront and entrances at the base, a variety of window types vertically and symmetrically arranged in the middle, decorative cornices and parapet forms at the top. Subtle variations in height and color, consistent material with a variety of stone and metal decorative elements.



Detail -- Long facade organized vertically by pilasters and recessed wall plane containing symmetrically placed openings, decorative brickwork and stone accents.

## Form-Based Zoning

The six form elements included in the *Pulse Corridor Plan*, adopted in July 2017, are presented here to illustrate how these element might be incorporated into a form-based zoning code for Shockoe. The architectural character of Shockoe is varied from block to block and is unique to the area, therefore each form-based element should begin with an understanding of the site and its relationship to its context. Other elements that will be important in Shockoe include height, window patterning, ground floor height, vertical facade articulation, and materials. An understanding of the built context for new buildings is critical to maintaining the character of Shockoe's built environment.

### Form Element #1

**Hold the Corner: Buildings and spaces at intersections have active ground floors that wrap around the corner.**

Ensuring that new buildings hold the corner and address both streets will begin to rebuild the neighborhood fabric. This can be achieved by having storefronts or other transparent elements that wrap the corner at the ground floor.

Corner elements may also be taller, one to two-stories, than the adjacent buildings and may contain a more demonstrative architectural element or feature. Elevations on secondary streets, tend to be plain with vertically aligned, regularly placed door and window openings.

### Form Element #2

**Entrances Face the Street: Main entrances to businesses and residences front the street, fostering pedestrian activity.**

Entrances that face the street foster pedestrian activity and keep the streetscape active. Ground floors should be further activated by commercial and business uses and large windows. The goal is to discourage buildings that are oriented towards parking areas rather than the street.

### Form Element #3

**Appropriate Setbacks and Step-backs: Commercial uses are closer to the street while residential uses are set back to foster privacy and to create a semi-public space. Step-back at upper stories create a means to honor the existing form without overwhelming it.**

A setback is the placement of a building in relation to the street and sidewalk. A step-back is a way a building can respond to the buildings around it. In Shockoe, most of the historic architecture is three stories or fewer. When new buildings are much taller than existing buildings, the new building can respond by stepping back at the height of the adjacent buildings.

New buildings in Shockoe should closely maintain the cornice line of the adjacent buildings with the floors above the cornice line stepped back. This step-back should be a minimum of 10-feet to create a well defined visual break and usable outdoor space. Depending on the height of the building there should be a minimum 10-foot step-back at every third or fourth story.

#### Form Element #4

**Transparency: Facade fenestration allows visibility to and from the street. This is especially important on the ground floor, where fenestration should occupy a higher percentage of the building face.**

One way to make a street safer and more comfortable for pedestrians is to ensure that people can see into and out of buildings. Creating "eyes on the street" reduces street crime, increases social interaction, and increases a pedestrians sense of safety. Buildings with no transparent windows, especially long facades with no windows or articulation, create tunnel-like environments where a pedestrian is entirely cut off from anyone inside a building.

#### Form Element #5

**Facade Articulation: Long, monolithic facades should be broken up and made more human-scale by varying the street-wall plane, height, colors and materials.**

New development should reflect the existing character of the neighborhood and recreate a human-scale environment through appropriate vertical facade articulation. At intervals of approximately 30 feet, a new buildings facade should be broken up by changes in setbacks, cornice or parapet details and height, architectural details, window patterns and lintel or sill details, and subtle changes in color or materials.

A common element in new buildings, that is not seen in historic buildings in Shockoe, are projecting balconies or recessed outdoor spaces. While these are appreciated modern amenities for apartment dwellers they should not be used on primary elevations or below the first step-back. Where possible the step-backs should be utilized as outdoor, amenity space.

#### Form Element #6

**Screened Parking/Services: Attractive landscaping pushed to the sidewalk helps to maintained a street-wall and mitigate the disruption caused by surface parking lots and utilitarian services.**

This is especially important in Shockoe where currently 54% of the buildable area is in use as surface parking lots. On-site parking should be located behind the building and not visible from the street or screened by landscaping. Standards for landscaping and screening of parking areas are outlined in Section 30-710.13 of the zoning ordinance, as required by zoning districts. All parking lots, regardless of size, will need to be screened.



## Branding – Community Identity

Branding, a marketing tool for selling a product or service, is now being applied to neighborhoods and cities. It is a method for conveying an area's unique sense of place and identity, its mix of uses and offerings, its setting, its cultural assets, and its authenticity. A successful brand is unifying, distinctive, focused and consistent, and makes a promise to current and potential residents, businesses, and other target audiences. A true brand avoids clichés, is relevant to locals, and is done with creativity in mind. The best brands are authentic, meaningful, and forward-thinking.

A brand is how people think and feel about something, a place, or experience. A scene can be created that influence how others perceive and describe Shockoe. In developing these places and experiences, consideration should be given to how to use history to tell the story of what the community is about today and where it wants to go into the future. It should offer a message of revitalization that is built around the themes of: history and culture; entertainment, food and dining; and creative innovation and entrepreneurship.

A brand is enhanced by integrating many visual and experiential elements into an area in a consistent, coordinated, and intentional manner such that people begin to associate these elements with that place. Some examples of elements that can be relevant to Shockoe's history and culture include:

- Public art and murals
- Public parks and gathering spaces
- Unique, local and locally-owned businesses
- Multi-cultural themed dining, retail and entertainment



Branding is more than a logo. It is intentional. In Nashville their brand "Music City" permeates everything they do from piped-in music at the airport and on the streets to encouraging businesses and convention visitors to incorporate the brand in their materials and be "Brand Champions."

- Safe, beautiful, and functional streetscapes
- Environmentally conscious and energy-efficient design

Community discussions should occur on the following topics, and serious consideration given to the positive and negative impressions of each, and how to fix the negatives and build on the positives.

- **Ambiance:** those things that add to a pleasant public environment
- **Amenities:** those things that add valuable experiences
- **People and Values:** resident interactions
- **Housing:** the mix and quality of residences
- **Proximity:** the convenience of getting around and access to businesses, services and other aspects of the community

## Placemaking

Placemaking is a relatively new term in urban planning but the concept was born of Jane Jacobs and William Whyte, who introduced the idea of designing cities for people. It is not only about the places in our cities but also about the human interactions that make cities great.

Placemaking is rooted in community-based participation and the shaping of our public and private spaces to improve a community's cultural, economic, social, and ecological situation. Placemaking can take the form of large governmental actions such as zoning and capital improvement projects but it can also be small-scale community-led space transformations, often referred to as tactical or guerrilla urbanism.

Great places are made up of a combination of uses and activities, layers of spaces and destinations, and design elements. Placemaking in Shockoe should be focused on physical elements such as existing buildings and infrastructure, public art, parks and landscape, and streetscapes. These elements should be informed by policies embodied in zoning, branding, and design standards. In a post-pandemic world, emphasis should be placed on opportunities for outdoor dining and other activities.

Establishing a theme is probably one of the most important components of community placemaking. Shockoe has an existing palette of materials composed of brick, stone, and painted metal. These materials are used throughout the area but there are gaps and a lack of consistency which need to be improved to foster continuity and cohesion, and help to define boundaries.

Trees and intentional landscape materials which play a significant role in establishing and enhancing the desired theme are significantly lacking in Shockoe. Given the

many restaurants in Shockoe, consideration should be given to including herbs, edible flowers, and vegetables in planters that help define and separate spaces. Understanding when certain plants come into bloom helps to establish a seasonal rhythm, especially within corridors. Baskets of colorful annuals hanging from every light pole provide a consistent aesthetic appeal in an otherwise eclectic commercial district. Native plantings have the added benefit of being useful for stormwater treatment and infiltration. The use of native grasses and perennials establishes a colorful theme full of different textures that allows the area to stand out.

Creating different zones for motorists, bicyclists and pedestrians enhances the user experience and helps to make public spaces safer. Designing streets as a safe and comfortable place for everyone is a simple concept but not always easy to achieve, and requires deliberate design choices that can enable multi-modal accommodations. For example, vehicle traffic corridors might utilize reduced lane widths to slow motorists and way-finding signs to identify access to parking areas. Dedicated bike lanes and enhanced visibility at intersections are often a primary focus for bike zones. Vertical elements such as shade trees, lighting, and architectural features physically separate vehicle and pedestrian zones, creating a more visually-appealing pedestrian experience.

Establishing the edges and entrances to Shockoe through the use of gateway features will let users know they have arrived in a unique place. The plan includes a recommendation to create a significant gateway element at the intersection of E. Broad and N. 17th Streets. Architectural elements, such as columns or decorative fencing, are often used to help define and announce a space. The installation of the City's specialty way-finding signs will let

people know what services and attractions Shockoe has to offer.

Different amenities can be incorporated into the streetscape that will encourage people to stay longer and increase their enjoyment of the area. An example of how this might be done is the City's Parklet Program. A parklet is a removable platform that occupies a portion of a parking lane and can be programmed for a variety of recreational uses. These installations require a permit and can remain in place for up to three years. Defining how the space will be used is key, as is programming spaces for different activities.

Providing much-needed shade through a mix of tree plantings, awnings, and overhead structures will offer relief from the elements and define the spaces in three dimensions while separating different zones. Outdoor seating, which is currently lacking, will encourage people to stay longer and help support local businesses. Seating can take many different forms, including benches, seat walls, tables and chairs.

The addition of trash receptacles, additional way-finding signage, bike racks, and bike maintenance stations will provide site amenities for people to use while they enjoy the area. All of these design elements will support whatever programming is being developed for the space.

## Design Standards for the Public Realm

Design Standards are a way to bring community branding to life. They bring a standardized and cohesive approach to materials and design for sidewalks, streets, street furnishings, lighting, the types and locations of street trees, and signage. The City has implemented some infrastructure improvements in and around Shockoe using existing design standards. These efforts need to be implemented throughout the district and linked to the existing improvements in Tobacco Row and Shockoe Slip; and continued through to Rockett's Landing.

It will also be critical to develop commemoration standards as the history of the district is interwoven into the built environment. Strategies for incorporating public art into private development and a policy for commemoration will be critical elements for Shockoe moving forward. The City Public Art Commission and staff will be instrumental in developing these guidelines and policies.

### Resources:

The Public Art Network has created a resource guide for including public art in private development.

[https://www.americansforthearts.org/sites/default/files/pdf/2013/by\\_program/networks\\_and\\_councils/public\\_art\\_network/PublicArtPrivateDevelopmentFINAL.pdf](https://www.americansforthearts.org/sites/default/files/pdf/2013/by_program/networks_and_councils/public_art_network/PublicArtPrivateDevelopmentFINAL.pdf)

In New York City, the Mayoral Advisory Commission on City Art, Monuments, and Markers has created a strategic plan for commemoration throughout the city:

<https://www1.nyc.gov/assets/monuments/downloads/pdf/mac-monuments-report.pdf>



## **Streetscape**

Streetscapes, the area from building face to building face, comprise a large percentage of publicly-owned real estate that is used daily by a variety of consumers. As part of the City's Vision Zero Plan, a Better Streets Manual was created which serves as guidance for the design of Richmond's streets in a balanced manner for all users while protecting the most vulnerable – pedestrians and bicyclists.

The streets in Shockoe are categorized as mixed-use, with high pedestrian volumes and bicycle activity. Sidewalk Zones are dedicated to pedestrians and can be designed to encourage walking by incorporating lighting, street trees, and street furniture. These zones should be accessible to all users and vehicle intrusions across them should be minimized. The historic alleys in Shockoe should be considered as part of the streetscape. These alleys serve both pedestrians and vehicles, and historically were the location of alley-centric living spaces and services.

The City's Urban Design Committee (UDC), reviews some projects within the public right-of-way, particularly if there is a permanent change in use or if the right-of-way is being expanded or closed. The UDC has a set of guidelines to direct their review process. The UDC Guidelines address the general location, character and extent of planned improvements as well as specific areas such as transportation, the environment, public facilities, community character and encroachments. Streetscape recommendations are included under Community Character.

Shockoe has a streetscape character – cobble streets, brick sidewalks, decorative streetlights, and trees – which is enhanced by the architectural character of the buildings. Figure 29, Figure 30, and Figure 31 illustrate where these character defining streetscape features are missing. The photographs to the right illustrate that the desired streetscape design pattern is not consistent across the area and is damaged or missing in places. This plan must commit to filling in the gaps and repairing damaged elements.

“Streetscapes are the principal link between public and private spaces. It is important that streetscapes are designed to reflect the character of the neighborhood and to offer a safe, comfortable environment for pedestrians. The elements of a streetscape that can be used to create such environments include building facades, landscaping, sidewalks, street paving, street furniture, signs, awnings, and street lighting.”

### UDC Guidelines



Restored cobblestone street

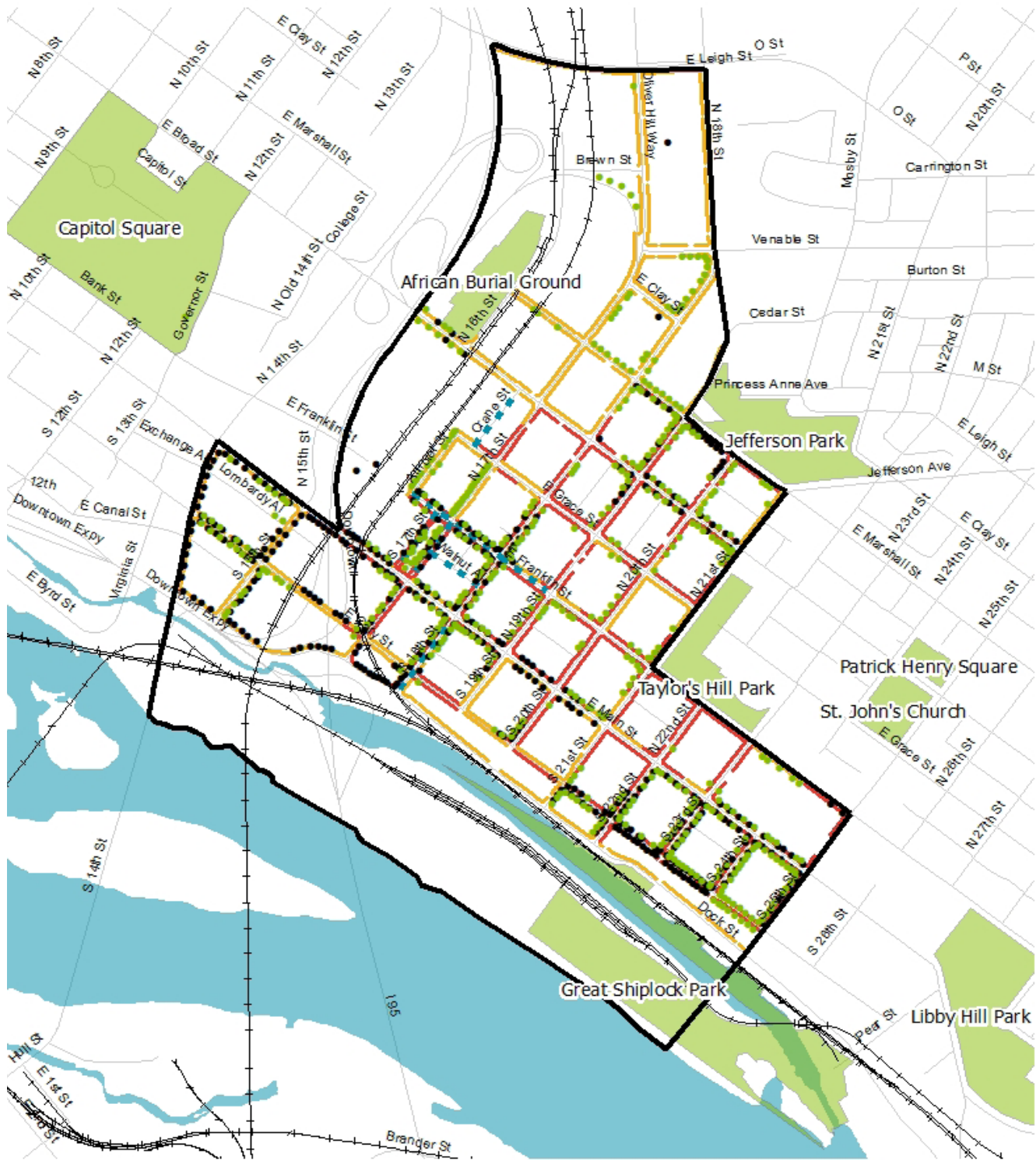


Desired streetscape palette with brick sidewalks, street trees, and ornamental street lights



Examples of damaged and missing sidewalks and inconsistent materials



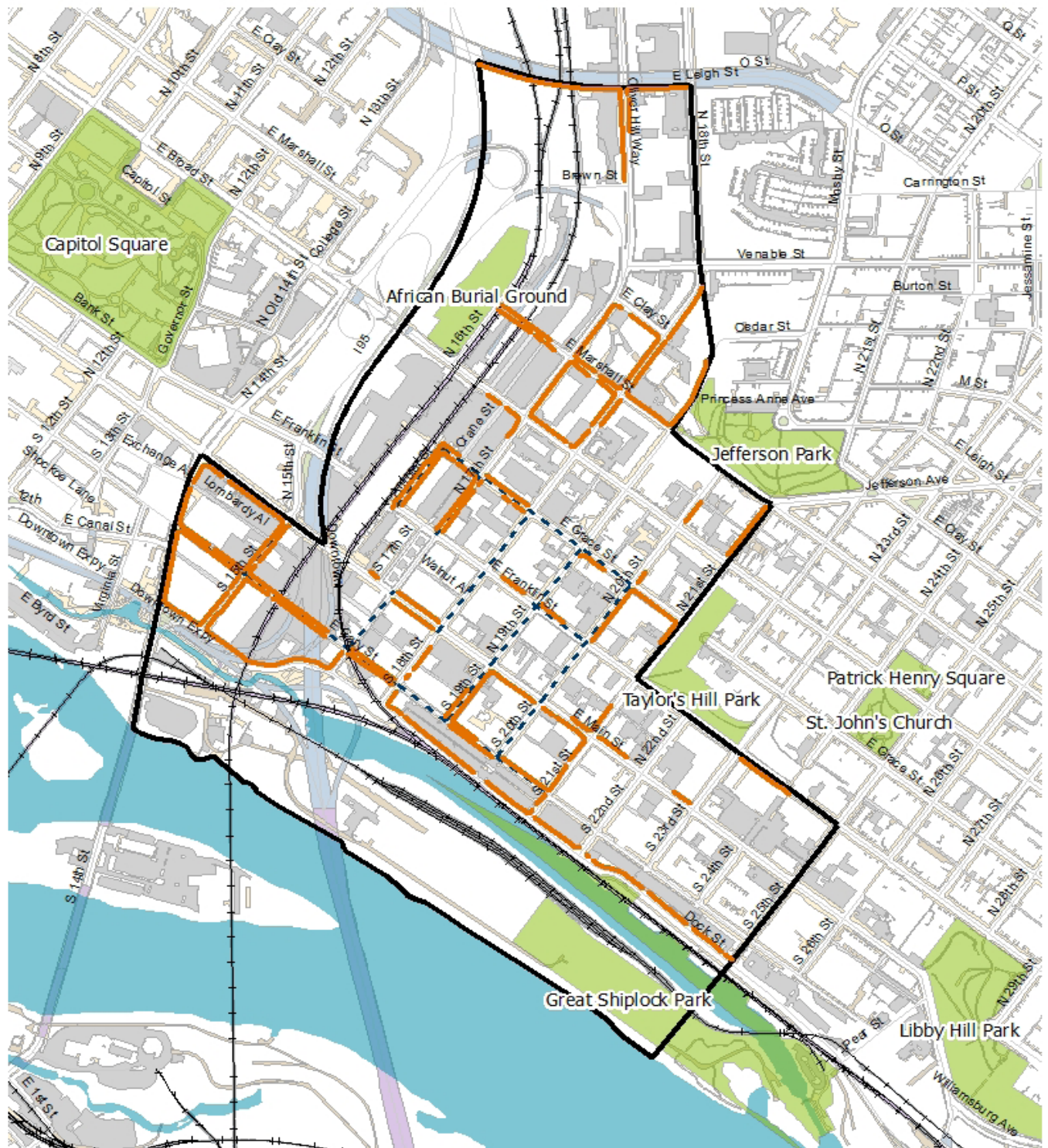


## Existing Streetscape

- Brick Sidewalks
- Concrete Sidewalks
- Cobblestone Streets
- Street Trees
- Ornamental Street Lights
- Parks
- Shockoe Study Area Boundary

FIGURE 29 // Existing Streetscape





## Existing Streetscape Areas Lacking Brick Sidewalks and Cobblestone Streets

- Brick Sidewalks (missing)
- - - Cobblestone Streets (missing)
- Parks
- Shockoe Study Area Boundary

FIGURE 30 // Existing Streetscape: Areas Lacking Brick sidewalks and Cobblestone Streets Trees and Ornamental Lights



## Existing Streetscape Areas Lacking Trees and Ornamental Lights

-  Ornamental Streetlights (missing)
  Parks
-  Street Trees (missing)
  Shockoe Study Area Boundary

**FIGURE 31 // Existing Streetscape: Areas Lacking Trees and Ornamental Lights**

## Parks and Landscape

The Trust for Public Land and the City Parks Alliance define creative placemaking as "a cooperative, community-based process using arts and cultural expression to create or rejuvenate parks and open spaces, thus deepening a sense of place and inspiring community pride." The Field Guide for Creative Placemaking and Parks demonstrates the power of creative placemaking to do the following:

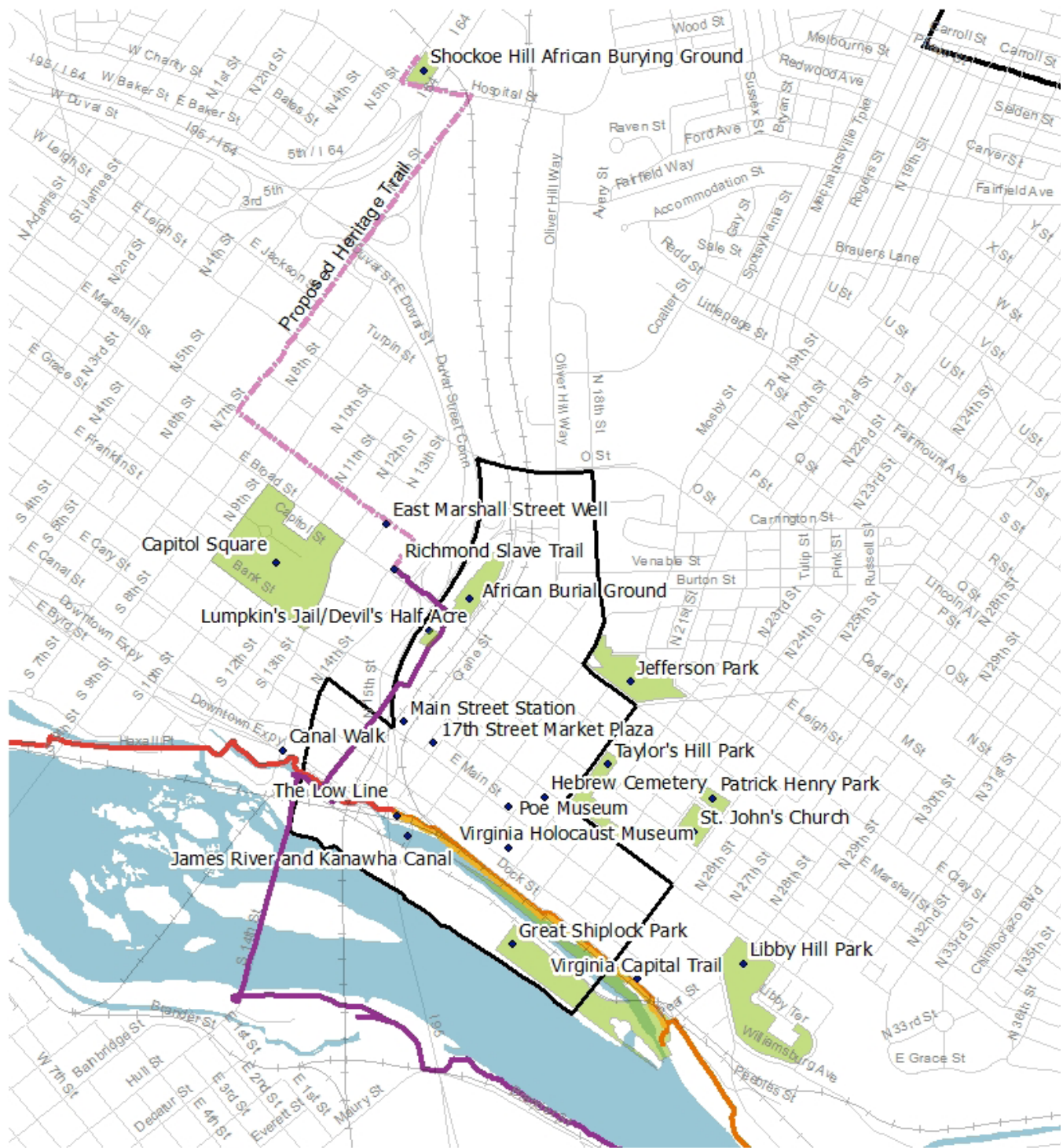
- Strengthen the role of parks and open space as an integrated part of comprehensive community development
- Advance arts- and culturally-based approaches to all phases of park making, thereby creating social connections with and between communities
- Foreground (focus on) the role of parks as cultural products unto themselves, as important sites for civic gathering and activity
- Foster innovation, design excellence, and beauty in community parks and open spaces

Historically, except for a small, community playground that existed between the 1910s and 1970s there has never been a park in Shockoe. Today, the Canal Walk, the Low Line, Low Line Green, and Great Shiplock Park, are located along the southern edge of the area. With the exception of the African Burial Ground Memorial site there are no major green spaces, as seen in Figure 32. Large City parks sit at the crests of the hills to the east and Capitol Square lies to the west. The tree canopy is also seriously lacking because of overhead utilities. Many of the things that make a place hospitable and comfortable are not present. However,

there is a great deal of open space in the form of surface parking lots and under-utilized areas below highways and elevated railroad tracks that could be re-purposed.

The goals for creative placemaking will help to guide and inform a process of reclaiming negative spaces and turning them into vibrant parks and landscapes for public gathering, storytelling, and commemoration. Designed properly and incorporating green infrastructure practices, these places can also serve to help ameliorate the effects of stormwater. Green infrastructure includes a variety of water management practices to reduce flooding and polluted runoff by capturing, filtering, and reducing stormwater. Soils, plants, pervious materials, and retention design are among the tools that can be used to create environmentally responsible landscapes.





## Parks, Trails, and Commemorative Spaces

- ◆ Landmarks
- Canal Walk
- The Low Line
- Proposed Heritage Trail
- Richmond Slave Trail
- Virginia Capital Trail
- Parks
- Shockoe Study Area Boundary

FIGURE 32 // Parks, Trails, and Commemorative Spaces

“Through public art, Richmond will acknowledge a rich and complex past, celebrate a unique culture and natural beauty, enhance neighborhood identity, and engage the creative community.”

## Public Art

Public art programs in cities throughout the United States are the prototypes for creative placemaking. Public art programs help municipalities and the public understand the potential of the arts to transform cities, assisting cities in achieving strategic goals such as economic prosperity, health, tourism, social cohesion, and educational enrichment. Public art is more than just artwork in or near the public realm. It is art in any medium that is created for the general public, curated through a public process and occupying the public realm. Public art has the ability to create and reveal signature spaces. The definition of public art must be expanded beyond murals and figurative sculpture and must embrace both the permanent and the temporary.

The City of Richmond is fortunate to have a robust Public Art Program and a Public Art Commission. In 2018, *REVEALING RICHMOND: A Public Art Master Plan for*



Josh Wiener, “The Path Untraveled,” 2016. Installed as part of the Riverfront Plan implementation.

*the City of Richmond, Virginia* was adopted by the City Planning Commission and City Council. The Vision Statement for the Public Art Master Plan, to the left, is not unlike the Vision Statement guiding the Shockoe Small Area Plan.

The Public Art Master Plan is guided by four non-negotiable, principles:

- Comprehensive integration;
- Democratic process;
- Insistence on excellence; and
- Authenticity.

And focused on three project types:

- Permanent and temporary commissions, which include a broadened definition of public art;
- Community-based public art projects that encourage public engagement and participation; and
- Public art projects involving area artists.

Close collaboration between the Shockoe Alliance and the Public Art Commission will ensure that meaningful, evocative, and educational public art will be incorporated throughout Shockoe. Priority should be placed on innovative and creative concepts by local makers and artists.

## Public Safety

Public safety is as much about perception as it is about reality. A neighborhood can be perceived as unsafe because it appears neglected and uncared for. As stated in A 10 Point Plan for Re-Investment in Shockoe Bottom prepared by Shockoe Bottom business and property owners in 2005, a streetscape environment that is attractive and well-maintained sets the tone for the entire business district and fosters private property and spaces that show pride of ownership and care. Further, it has been stated in numerous public meetings that Shockoe will not succeed as a destination if the infrastructure and streetscape are not well-maintained and inviting.

### Crime and Policing

Shockoe is located in the First Police Precinct, which covers the entire eastern side of the City and the northeast portion of south Richmond, including the communities of Manchester and Blackwell. The precinct is divided into three sectors. Shockoe is covered by Sectors 111 and 112, the boundaries of which are much larger than the study area. The Police Department also maintains crime statistics by neighborhood. For the purposes of this analysis the "Shockoe Bottom" neighborhood, as identified by the Richmond Police Department, was used and like the sector boundaries are larger than and do not align with the study area boundaries. The majority of the "Shockoe Bottom" neighborhood is located in Sector 112. The study area is also located in the Seventh Council District, see Figure 35.

Figure 33, illustrates crime statistics in Shockoe for the period from January, 1, 2014 to December 31, 2020. Theft is defined as obtaining or exerting unauthorized control over the property of another - an example would be shoplifting. Burglary is differentiated from theft because it involves the act of breaking and entering into a dwelling or building with the intent of committing a crime. Vice is a broad category of crimes that "offend the morals of the community" and includes prostitution, pornography, gambling, and drug and alcohol offenses. Assaults and thefts account for the majority of crimes in the area each year. There were two homicides in 2017, three in 2019, and two in 2020.

The greatest number of crimes in Shockoe fall into the broad category of "other." In 2020, the majority of the offenses in this class of crimes were:

- 103 vehicular hit and run;
- 72 destruction of public and private property, including graffiti;
- 35 service of court documents or warrants;
- 21 suspicious situations or persons;
- 18 involving lost, missing or suspicious property;
- 10 disorderly conduct, drunkenness or DUI; and
- 5 weapon violations.

Violent crime (rape, sexual assault, robbery, assault, and homicide) in Shockoe accounted for 16.5% of all violent crimes in Sector 112 and 9.5% of violent crimes in the 7th District. Property crimes in Shockoe (burglary, theft, vehicle theft, vice and all others) accounted for 22% of these crimes in Sector 112 and 14% in the 7th District.



When a comparison is made between crime in Shockoe and other similar mixed-use districts (Carytown, Scott's Addition, Shockoe Slip, and VCU) for the period from January 1, 2014 to December 31, 2020, incidents of crime in Shockoe were considerably higher -- 286% to 183%. There were 7 homicides in Shockoe, 1 in Scott's Addition and none in the other three areas. Burglaries were the only crime where Shockoe was not the highest -- Carytown had 87 burglaries to Shockoe's 44, see Figure 34.

To examine a possible correlation of business closings due to COVID, a comparison is made of crime statistics for the period March 13, 2020 to March 13, 2021 and the year prior, overall crime in Shockoe was down 72% (331 total incidents compared to 458 the previous year). Robbery and burglary were the only crime times that increased during this period.

Many of these crimes are associated with activities tied to a portion of Shockoe, that extends along E. Main and E. Franklin streets from N. 18th Street to the Market Plaza at N. 17th Street. One of the main problems in this district is intoxicated, sometimes fighting patrons who are ejected by security onto the sidewalk, where they become the City's problem. The causes often include over-serving alcohol, poorly trained private security and an inadequate police presence early in the evening and at closing time.

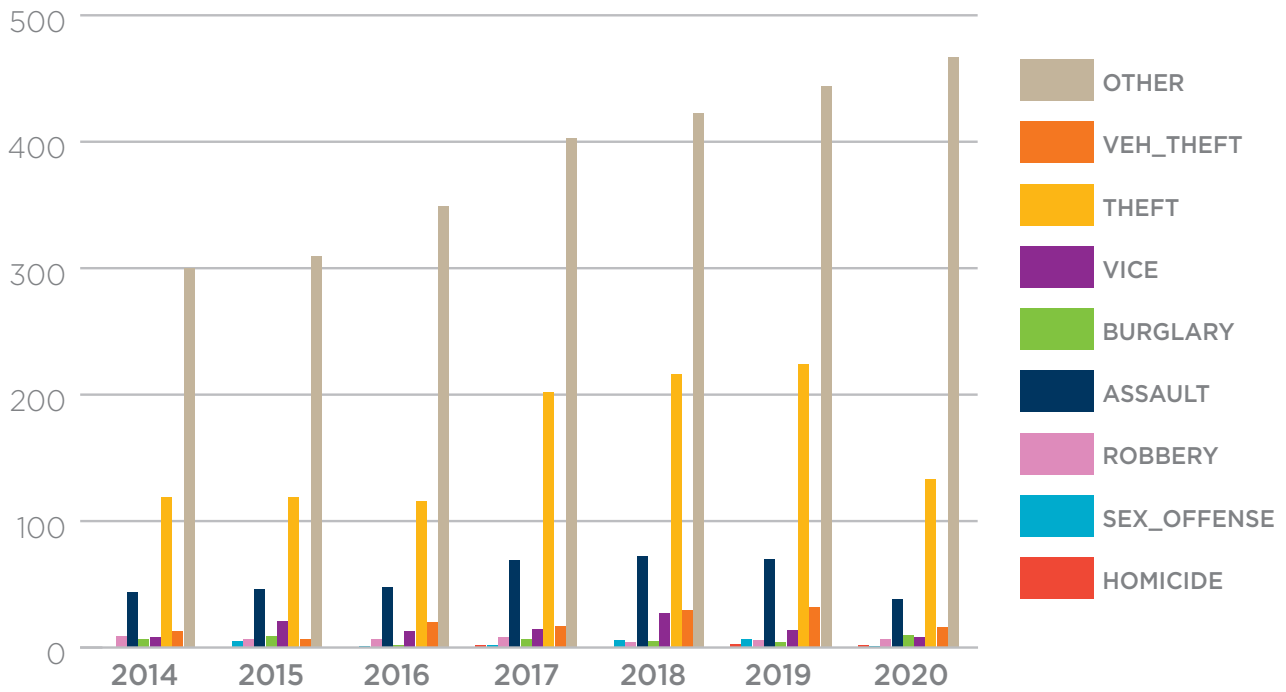
In areas with a high concentration of bars and clubs, closing time is often problematic because patrons are in no hurry to go home and may linger on the sidewalk. This problem with dispersal is often exacerbated by valet parking, taxis, an absence of public transportation, sidewalk seating such as benches, planters, and fountains, and late-night restaurants. Public urination, noise, traffic congestion, parking facilities, and pedestrian crowding are some of the other

issues found in entertainment districts.

Non-police alternatives should be explored. There must be a dialogue between the Police Department, local residents, entertainment-business owners and patrons, politicians, and City officials. Working together they must determine what the community is willing to tolerate, what the community expects from the Police Department, and what the community is willing to pay for.

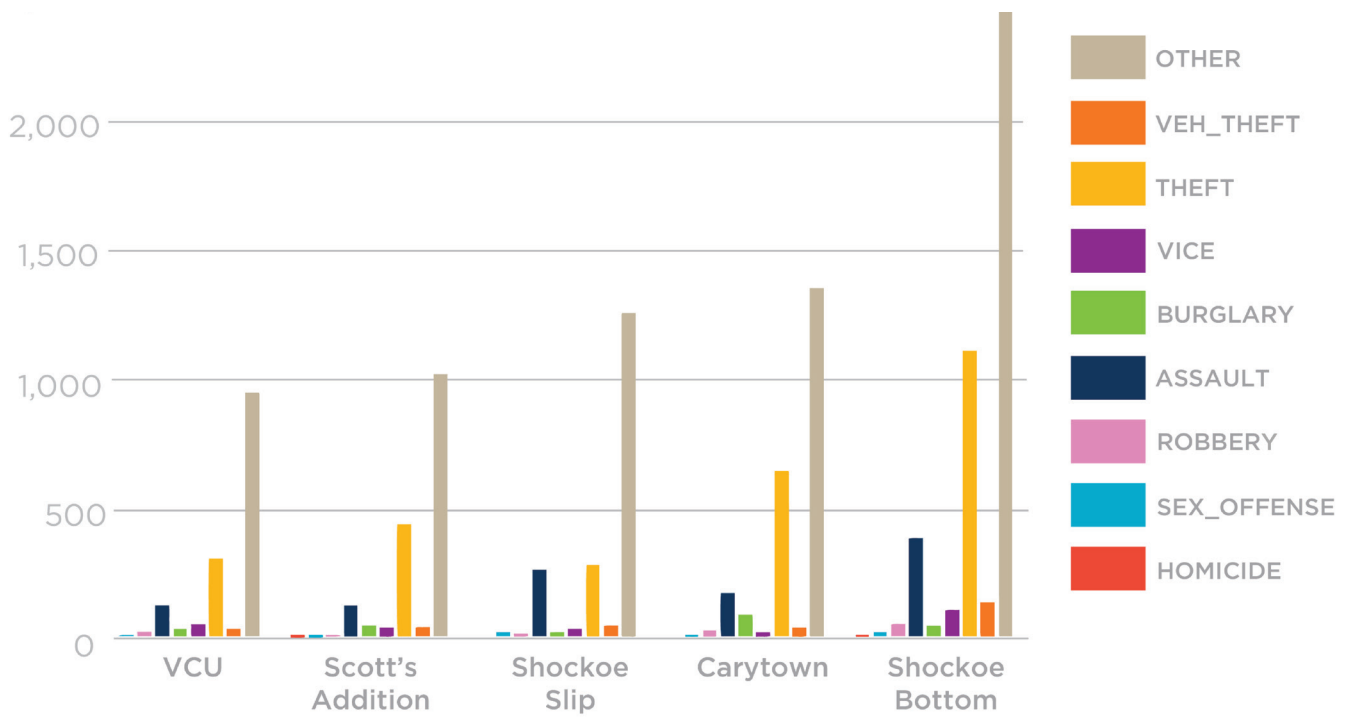
Problem-oriented policing can be very effective in entertainment districts, as many problems can be more easily solved through training, education, increased staffing, possibly from other sectors at peak times, and communication. Some suggested steps include:

- **District Patrols:** These patrols engage with patrons when low-level crimes are observed, before they escalate into more serious crimes. Verbal warnings often suffice to educate citizens and, establish voluntary behavioral standards and compliance.
- **Staffing:** The demeanor of officers is extremely important in these crowded stressful situations. They must be personable, approachable, and versatile.
- **Diverse Patrolling Methods:** Different patrol methods respond better to a variety of situations, so a multi-pronged approach should be considered, which includes foot patrol, uniformed and plain-clothes officers, bicycles, marked and unmarked vehicles, motorcycles and possibly mounted patrols.



**FIGURE 33 // Crime Incident Information in Shockoe**

Source: Richmond City Police Department - Crime Incident Information, 1-1-2014 to 12-31-2020

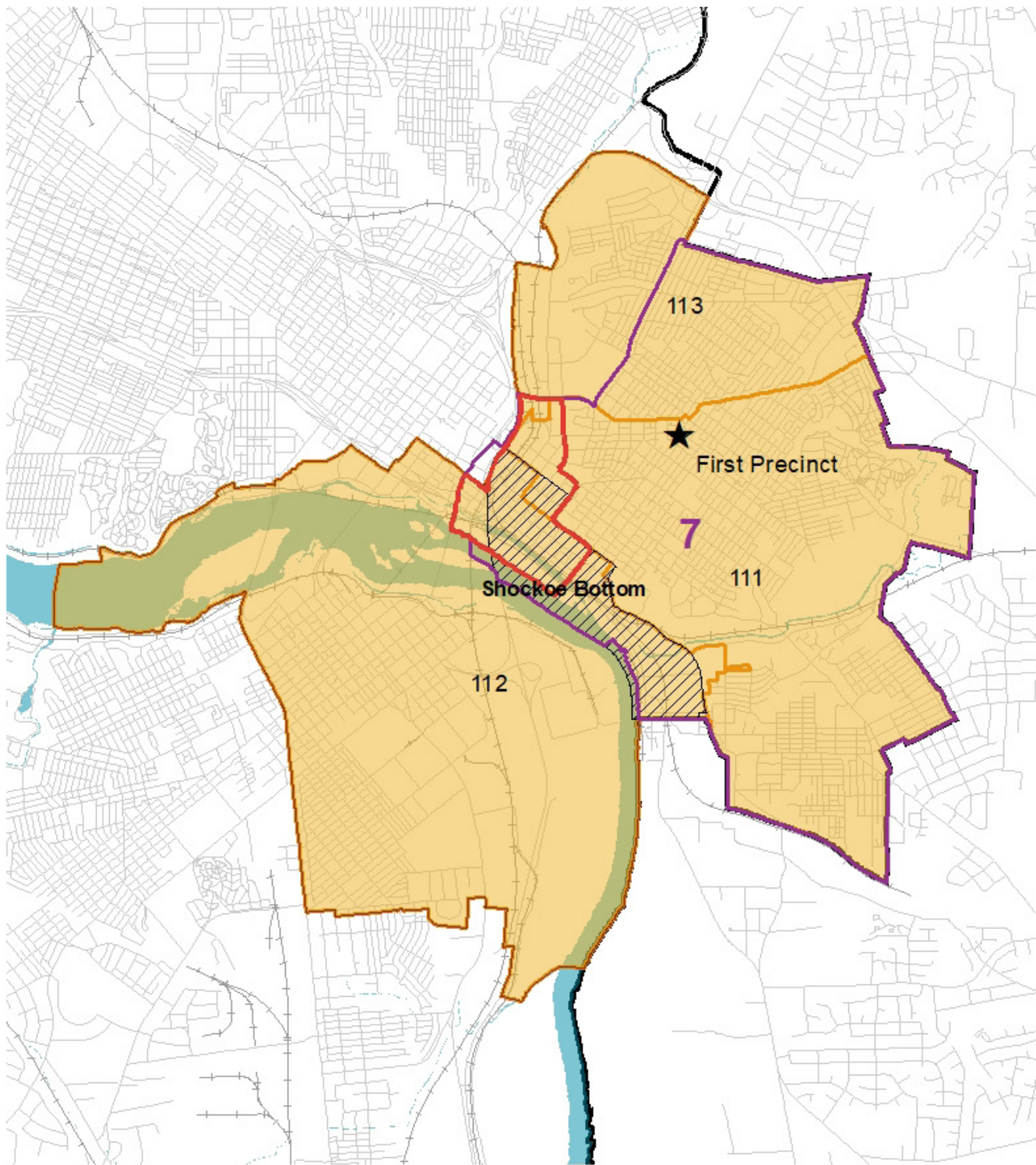


**FIGURE 34 // Crime Incident Comparison By Neighborhood**

- **Patrol Support:** This involves a cooperative approach between private security and the local police. Private security can serve as the eyes and ears for the Police Department and provide a low-contact variety of intervention before a situation escalates.
- **Deployment:** This often involves patrols in concentric circles around a district to sift out potential problems before they even reach the district. It also means maintaining patrol integrity within sectors in the district to ensure that someone is always available.

Property owners may be found responsible for a drug blight if their property is occupied by persons under the influence of controlled substances or the property is being used for the purpose of the illegal possession, manufacture, or distribution of controlled substances. Property owners can be criminally or civilly liable if their properties are maintained or otherwise used in violation of any laws concerning the possession, consumption or distribution of alcoholic beverages.





## Policing Areas



Source: City of Richmond Police Department

FIGURE 35 // Policing Areas

## Service Delivery: Costs and Responsibilities

There is some misunderstanding among merchants and property owners over what services are provided by the City and what items are the responsibility of business and property owners. It will be very important moving forward to begin an open discussion about desired services, service delivery, and cost.

Property taxes account for approximately 47% of the City's annual revenue. The total Assessed Value of properties in the Study Area is approximately \$739,947,000 which generates approximately \$8,879,364 in revenue to the City (\$1.20 per \$100 of assessed value). In a typical year 29% (\$2,575,015) of revenue is dedicated to Public Safety and 12% (\$1,065,524) to Streets, Sanitation and Refuse.

### Sidewalks, Streets and Alleys

The City cleans the streets twice a year and after major events. It costs approximately \$177,072 to clean a street three times a year. The City does not clean sidewalks or alleys but is responsible for maintaining streets, sidewalks, and alleys in a safe condition.

Property owners are responsible for keeping sidewalks and alleys abutting their property free of rubbish, debris, litter, weeds, and snow. Property owners may not encroach upon streets, alleys, sidewalks, or other public right-of-way without authorization. Sidewalks are cleaned daily in the General (Special Assessment) District, managed by Venture Richmond, as shown in Figure 36, at a fee of \$.05 per \$100 of assessed value.

### Graffiti

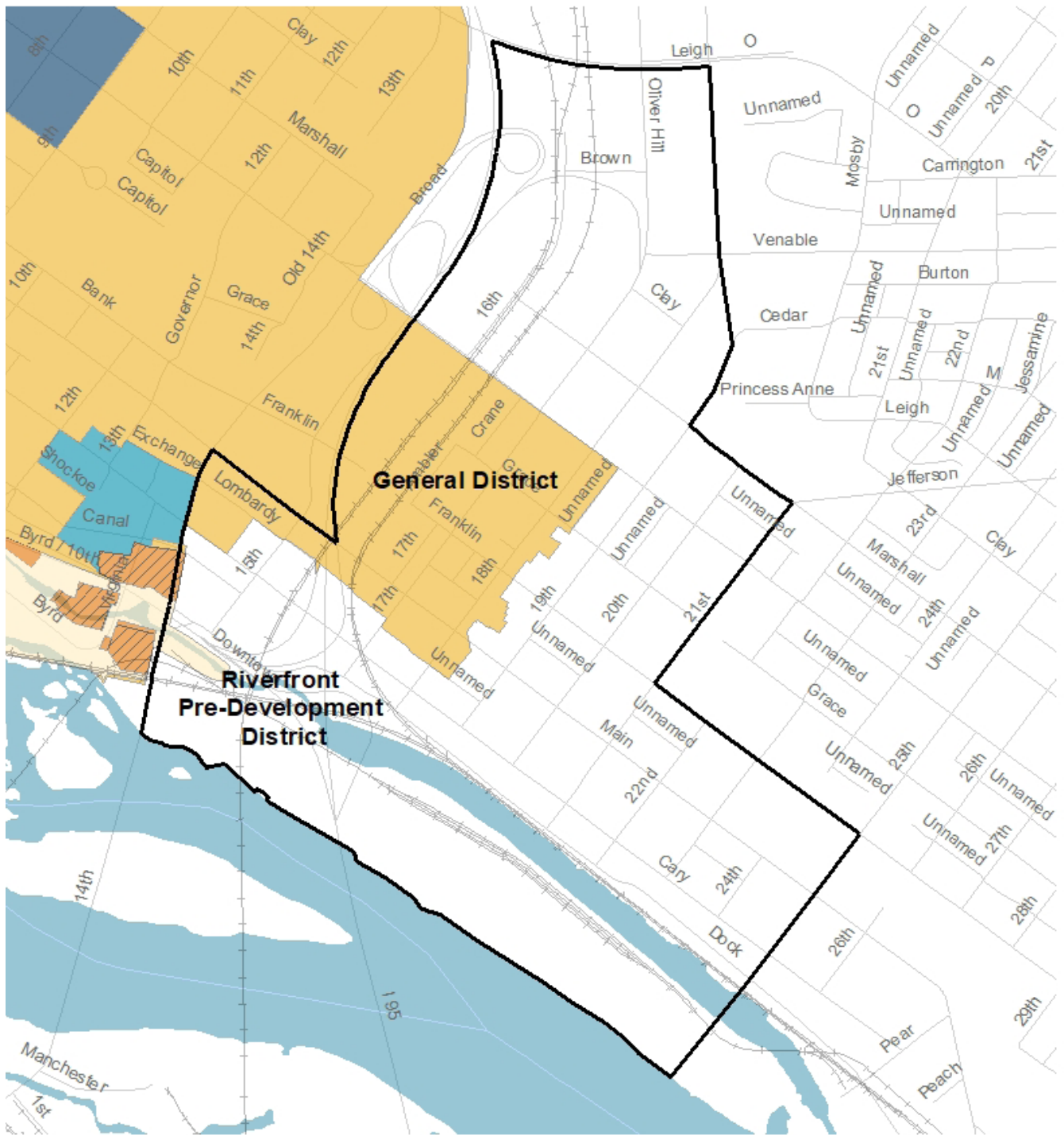
The writing, drawing, etching, scratching or marking an inscription, word, figure or design of any type on any public or private building without the permission of the



Examples of graffiti in Shockoe

owner is a Class 1 misdemeanor. The City is responsible for removing graffiti from public buildings and surfaces and may remove graffiti from private property that is visible from a public right-of-way, such as a street, sidewalk, or alley with the completion of a Consent to Enter and Release of Liability Agreement form signed by the property owner, but reserves the right to refuse to remove graffiti from private property. The removal of graffiti from private property is also predicated on the availability of resources -- funding and staffing.





## Special Assessment Districts

- CONSUMER DISTRICT AREA #1 - Broad Street
- CONSUMER DISTRICT AREA #2 - Shockoe Slip
- GENERAL DISTRICT
- RIVERFRONT DEVELOPED CANAL DISTRICT
- RIVERFRONT OVERLAY DISTRICT
- RIVERFRONT PRE-DEVELOPMENT DISTRICT
- Shockoe Study Area Boundary

FIGURE 36 // Special Assessment Districts

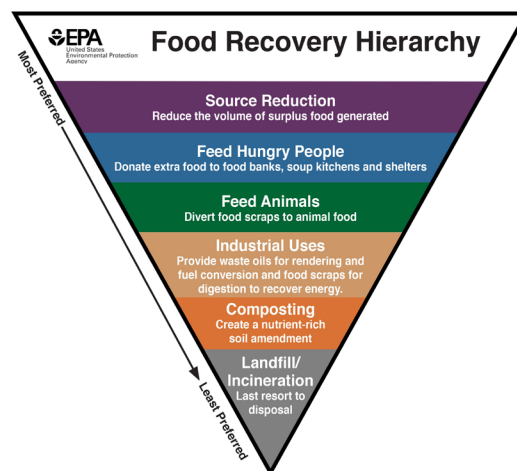


**Garbage and Recycling:** The numerous restaurants in the Shockoe generate large quantities of garbage, generally, in excess of the four-super-cans-per-week limit imposed by the City for commercial establishments. If a business exceeds the four-cans-per-week limit they are required to contract with a commercial service provider. The City monitors over-accumulations and complaints, and will notify the property owner by letter. If the over-accumulation continues, the City will remove the super cans and stop collection. The effect of exceeding the four super can allotment for commercial users is an increase in costs to the City. Under normal circumstances a truck can operate with a driver and 1 or 2 collectors. In an area with habitual over-accumulations, like Shockoe, 3 or 4 collectors are required to collect the overflow.

The City currently does not provide recycling services in commercial districts. Super cans must be stored on private property and enclosed, and may not encroach on streets, sidewalks, or alley ways. Some businesses in Shockoe are land-locked with nowhere to store garbage containers except in alleys, which is not permitted.

The Shockoe Partnership is piloting a central compactor location for use by neighborhood businesses. The City has constructed the enclosure for the compactor, as agreed to. There are examples of other models for more frequent garbage pickups provided through a special assessment.

Another food related issue in Shockoe is the illegal dumping of used cooking oil down the storm drains which clogs the drains. Consideration should be given to more sustainable solutions that reduce the waste stream through recycling and composting initiatives. There is



Environmental Protection Agency (EPA) food Recovery Hierarchy

excellent information about methods and resources on the EPA website related to food recovery (<https://www.epa.gov/sustainable-management-food/sustainable-management-food-basics>).

**Code Enforcement:** The mission of Code Enforcement is to educate property owners and enforce property maintenance regulations, protect the safety, health, and welfare of citizens, and support economically strong neighborhoods and businesses. Code Enforcement is primarily complaint-driven but staff also conducts proactive investigations. The inspectors utilize the property maintenance provisions of the Virginia Uniform Statewide Building Code and Code Enforcement

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Virginia Uniform Statewide Building Code and City environmental ordinances as a basis for compliance and citations. The most common issues encountered are accumulations of trash and refuse, tall grass and overgrown vegetation, building safety, and vacant buildings. The possibility of a focused Code Enforcement effort in Shockoe should be considered to identify and begin the process of remediating property maintenance and environmental violations.

When a property is derelict and has a blighting influence on the surrounding area it may be a candidate for Spot Blight Abatement. The Spot Blight Abatement program provides resources for the acquisition of key blighted commercial and residential properties in blocks where City investment has occurred or will occur along primary commercial corridors and gateways, creating highly visible physical improvements, and providing a more conducive environment for commercial and economic development.

The Shockoe Partnership, the Shockoe Alliance and the City should work together to identify properties that have been vacant for an extended period of time and have a blighting influence on the neighborhood, to determine if they are candidates for the Spot Blight program.

**Facade Improvement Program:** The City operated a facade improvement program in the Arts and Culture District to assist property owners or tenants renovate the entire facade of their building. Grants were provided up to 50% of the total project cost, with maximum grant amounts determined by the size and location of the building within the block. This program provided more than CARE and would be a good resource to support buildings that need more work done to them. The program should be refunded and expanded to include Shockoe.



Example of blighted buildings that have a negative impact on the appearance of the area



## Appendix 4: Equitable Transportation

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Richmond's transportation system is as diverse as Richmond's residents and one solution will not fit everywhere. The City's rights-of-way make up a significant portion of the public land in Richmond and serve as a significant resource for competing users of space. The City has recently adopted two policies to guide how the City designs and uses its right-of-ways. The Richmond Vision Zero Action Plan and the Better Streets Manual support the mobility and safety of all users and advocate for the ideal of complete streets that balance access, mobility, health, and safety.

The topography and infrastructure in and around Shockoe have historically had a tremendous effect on how people and vehicles move through and experience the place. Shockoe sits at a low point between two hills – Church Hill to the east and Shockoe Hill to the west. Elevated railroad tracks split the neighborhood east to west and define the southern boundary at the James River. The western boundary is defined by I-95 and a network of depressed and elevated roadways. These various systems are disruptive but also lend to the unique character of the neighborhood.

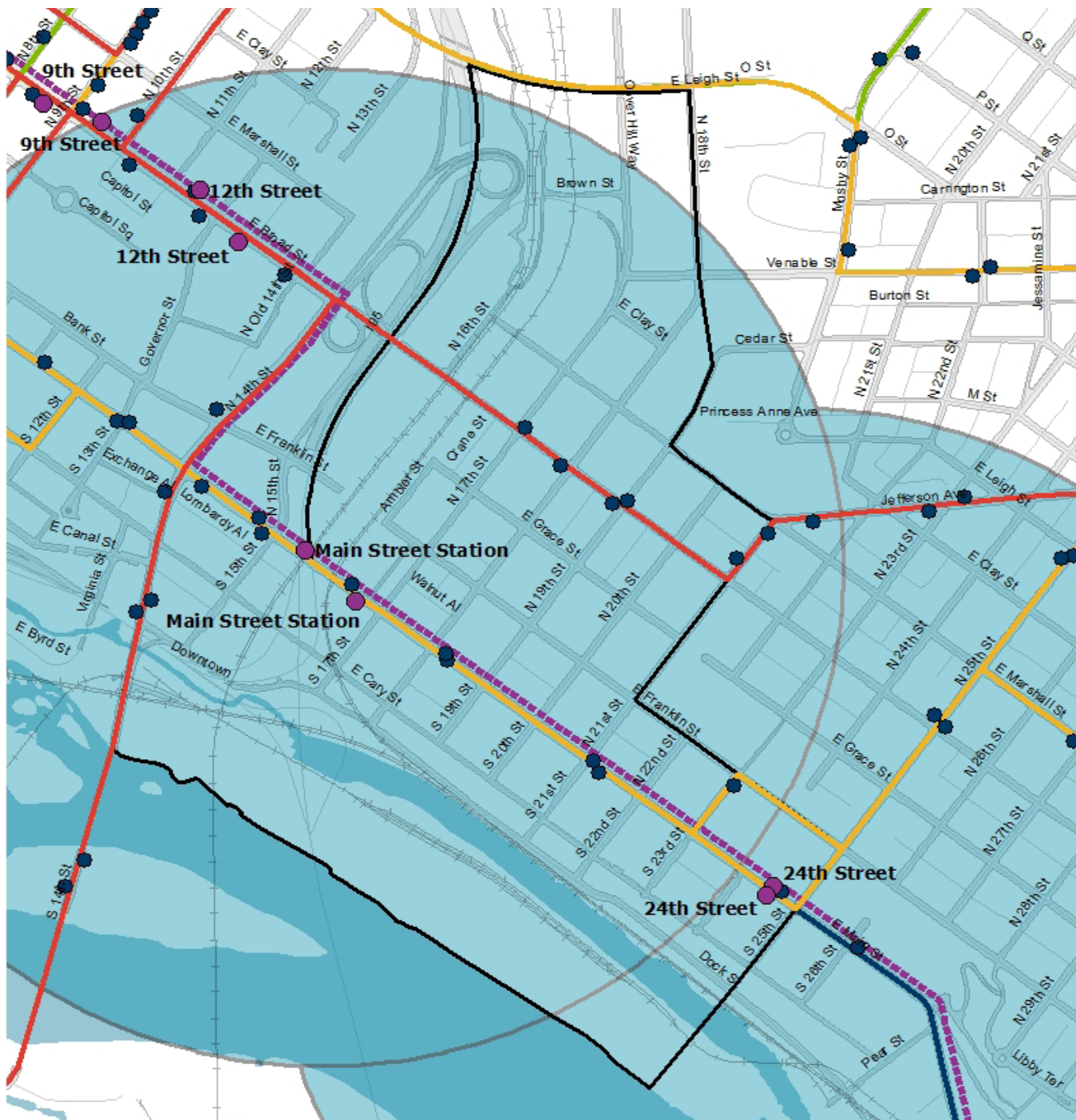


Steps from E. Franklin and N. 21st Streets to Taylor's Hill Park



The convergence of Highways, Railroads, pathways, and the Floodwall in Shockoe





## Public Transportation

- Pulse Stations
- Pulse Route
- 10 Minute Walk Radius from Pulse Stations

### Headway Frequency

- 15 Minutes
- 30 Minutes
- 40 Minutes
- 30 to 60 Minutes
- 60 Minutes
- GRTC Bus Stops

FIGURE 37 // Public Transportation

## Pulse and Bus Transportation

The Pulse, a 7.6 mile bus rapid transit line, began operation in June 2018. It runs through Shockoe along E. Main Street from Rockett's Landing on the east to The Shops at Willow Lawn on the west. There are stops at N. 25th and E. Main Streets and in front of Main Street Station. During peak hours, 6AM to 7PM, the buses run on a 10-minute schedule. Bike riders can connect with the Pulse by loading their bike onto the front of the bus, parking their bike at a Pulse station, or borrowing a bike from a nearby RVA Bike Share location. Connections can be made to north-south bus routes along the Pulse Corridor, as shown in Figure 37. The 14 Hermitage/E. Main Street bus runs along E. Main Street from N. 25th to N. 5th Streets on a 30-minute schedule. The 7A-7B Nine Mile Henrico runs along E. Broad Street from N. 21st Street to N. 7th Street on a 30-minute schedule where the routes overlap.

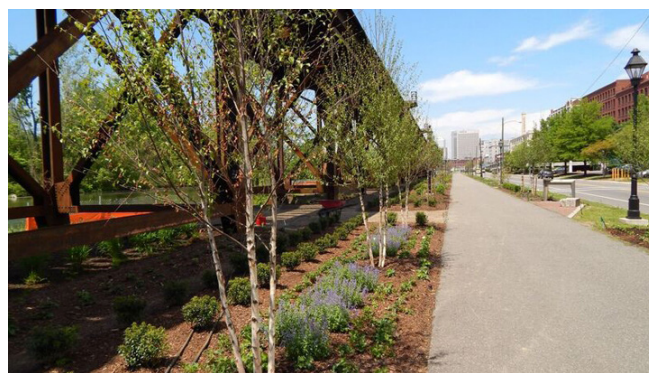
## Pedestrians

An emphasis of the planning effort has been creating a pedestrian-friendly district with safe and pleasant areas for walking. Currently, large sections of sidewalks, especially in the northwest portion of the neighborhood, are missing or damaged

and in need of repair. The entire district is devoid of trees and shade, which detracts from the pedestrian experience. The larger bike and pedestrian infrastructure in and around Shockoe is well established. To the south are the Low Line, a linear urban green space, and the Virginia Capital Trail, a 51.7 mile, shared-use path, which need to be connected to bike and pedestrian infrastructure in the neighborhood. The Richmond Slave Trail is a marked walking route, which utilizes City sidewalks once it crosses the James River and enters Shockoe. The trail guides users, through a series of signs and plaques, embedded along the trail which tell aspects of the trade in enslaved Africans and African American heritage. Priority should be given to linking existing trails and bike infrastructure and creating landscaped, shared-use paths which are separated from city streets. The Shockoe Valley Streets Improvement Project includes pedestrian enhancements in the form of improvements to crosswalks, sidewalks, and the planting of trees.

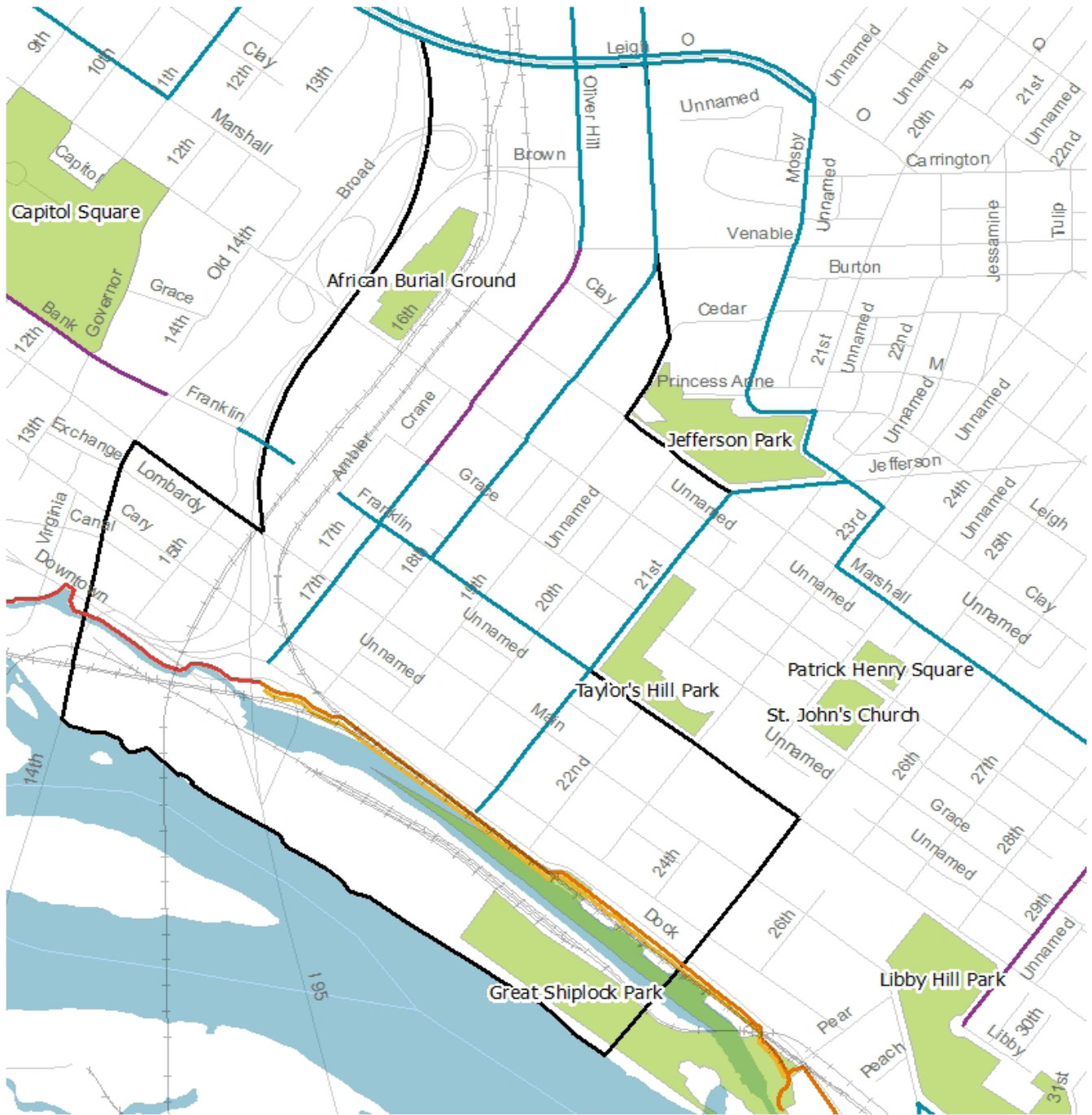


Richmond Slave Trail pavement marker



Low Line and Virginia Capital Trail





## Bike and Pedestrian Facilities

- Canal Walk
- The Low Line
- Virginia Capital Trail
- Bike Facilities**
  - Completed
  - Planned
- Parks and Greenspace
- Shockoe Study Area Boundary

FIGURE 38 // Bike and Pedestrian Facilities



## Bicycles

In addition to the Low Line and Virginia Capital Trail, bike infrastructure in the neighborhood is focused on E. Franklin, 17th and 18th Streets and away from congested traffic areas along E. Main and E. Broad Streets, as seen in Figure 38. The Richmond Bicycle Master Plan approved in 2015 recommends buffered bike lanes on 17th and 18th Streets that would connect the Virginia Capital Trail to buffered bike lanes on E. Leigh Street. These lanes are included as part of the Shockoe Valley Streets Improvement Project.

The various uses at the 17th Street Market Plaza including outdoor dining and events create conflicts with pedestrians, bicycles, and other mobility device users. As the plaza becomes busier consideration will need to be given to how to manage these disparate uses, including its use as a pedestrian connection and a node within the bike network.

## Automobiles

The highest traffic volumes in Richmond (25,001-50,000 vehicles per day) are on E. Broad Street west of 18th to I-95 and E. Main Street (15,001-25,000 vehicles per day) from N. 25th Street to N. 14th Street. Traffic on N. 18th Street from Venable Street to E. Main Street averages 5,001-7,500 vehicles and Oliver Hill Way (N. 17th Street) from the I-95 interchange to E. Broad Street averages 10,000-15,000 vehicles per day.

The goal of the Shockoe Small Area Plan is to create a unified, pedestrian-friendly district. Emphasis must be placed on the pedestrian, and priority given to ease of crossing at all intersections rather than the movement of automobiles. Automobile traffic should be controlled, better distributed within this new network, and



Main Street Station, a destination for high-speed rail

slowed. The improvements must be of the highest quality and enhance the future use and enjoyment of the district and not merely the effective and efficient movement of vehicles.

## Rail

Main Street Station reopened to Amtrak service in 2003. Service had ceased in 1975 due to low-ridership. Currently, there are four daily passenger train departures from Main Street Station – two round trips that travel between Newport News and Boston. In 2013, Amtrak reported 38,127 passengers (arrivals and departures) used Main Street Station, and by 2019, that number had grown to 50,261. With the completion of the Transforming Rail in Virginia Initiative the number of passengers will grow significantly and have a major effect on Shockoe and the city. The proposal would add nine daily round-trip passenger trains to the corridor. Five would provide service through Richmond from Norfolk and Newport News and four would provide interstate service from North Carolina.

Land around Main Street Station was purchased with Federal Transportation Authority (FTA) funds for the expansion of parking, baggage handling, Amtrak offices and security to support the growth of the station as a multi-modal hub. The passenger platforms at Main Street Station will also need to be elongated, and new structural piers to support the platforms installed, to accommodate the planned expansion of passenger service. The effect of this project on historic resources and other modes of transportation is not fully known, but it will provide enhanced rail service to Shockoe and the city.

In March 2021, federal funds were committed for the construction of a new Long Bridge across the Potomac River, a major first step in improving rail transportation in Virginia. Phases 1 and 2 which include the construction of 37 miles of new track should be complete by 2030. The completion of the segment to Richmond will require the acquisition of forty-four miles of track and 145 miles of CSX right-of-way.

Because the Transforming Rail in Virginia Initiative is a federally-funded project, a Memorandum of Agreement has been executed for the project which includes the stipulation that draft design plans for new structures at Main Street Station and in Shockoe will be submitted for review by the Virginia Department of Historic Resources, the City of Richmond, the National Trust for Historic Preservation, Historic Richmond, Preservation Virginia, and other consulting parties. The Department of Rail and Public Transportation has also committed, once funding is allocated, to develop a historic context for the relationship between the Richmond Fredericksburg and Potomac Railroad and the slave trade, and a research and collection plan for archaeological sites affected by the project.

## Parking

A Parking Study was performed as part of *Richmond 300*. Shockoe Slip, Shockoe Bottom and Shockoe Bottom Extension were subsections of the Downtown Study Area. The Shockoe Bottom study area included the portion of Shockoe Small Area Plan between E. Broad and Dock Streets and I-95 and 21st Street. The study identified 690 on-street parking spaces in the area. The majority of on-street parking is either unrestricted or 2-hour free. It is estimated that approximately 75% of the on-street parking spaces are used on a daily basis by VCU Health faculty, staff, and students. The remainder are used by residents and area workers. The majority of the 1,860 off-street parking spaces, 69% or 1,279 spaces, are in paid parking. The daily parking rate at the public parking locations range from a flat rate of \$5.00 all day to \$1.00 an hour with a maximum rate of \$6.00 all day. The monthly rates in these lots range from \$40.00-\$125.00. The daily rate at Main Street Station is \$1.00 per hour with a \$6.00 maximum and a monthly rate of \$70.00. The daily rate at City parking is a flat fee of \$5.00. The Commonwealth of Virginia charges all of their employees a flat monthly rate of \$49.00. The remaining 581 off-street parking spaces are set aside for residents, customers and employees.

It is difficult to calculate an exact number of parking spaces that are linked to the approximately 2,100 apartments in the area. While many of the apartment developments have associated parking in surface lots and decks, very few provide a parking space as part of the lease. The majority charge an additional fee for parking which ranges from approximately \$45.00 to \$140.00 a month. The price is based on whether it is in a surface lot or deck, and proximity to the building. The additional fees for parking leave spaces underutilized and places additional pressure on free and

unrestricted street parking. Consideration should be given to shared parking programs to increase access to existing spaces. The sharing of parking spaces is allowed in some zoning districts in the City but not in B-5 which covers the majority of the developed area in Shockoe. It would require a zoning amendment to extend shared parking to zoning districts in the area.

The Parking Study found that the “intensity of demand and persistence within Shockoe suggests this area is reaching a crisis point.” The study made the following general observations and recommendations:

- Need for parking way-finding and more pronounced signage for public accessible off-street parking lots (completed)
- No standardized or clear visual indication of where curbside parking is allowed and prohibited in non-metered areas
- Many off-street parking lots have an

unsightly appearance and do not conform to any basic design and layout standards. (The City is working on screening and parking standards)

- Uniform metered pricing throughout the central business district has no correlation to variation in parking demand intensity over the course of the day.

The question needs to be asked if the parking crisis is one of too few spaces or a crisis of access to the spaces that exist. To address the parking crisis, the Shockoe Neighborhood Association has requested the implementation of a residential parking permit program and the consideration of metered parking in some additional areas. Consideration must also be given to building structured parking to allow for the development of the existing surface parking lots and to serve the planned Campus and other enhancements.



Private asphalt parking lots



# Appendix 5: Sustain a Thriving Environment

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## Flooding and Stormwater Management

Located at the confluence of the James River and Shockoe Creek, Shockoe has been inundated by flood waters throughout its entire history. The earliest documented flood was 1685, and the worst was in 1771 when the James River rose to nearly forty- feet – twenty-eight-feet above flood stage. Over a 200-year period, between 1816 and 2019, a total of 193 floods have been recorded on the James River in the vicinity of Richmond. In addition to river flooding, Shockoe is at the lowest point in the Shockoe Creek watershed, which drains approximately 8,000 surrounding acres.

After centuries of meandering along numerous paths through Shockoe, the creek was little more than an open sewer and numerous improvement projects had been implemented to control and contain it. Work began in 1923, to enclose the creek in a 17-foot-wide concrete box. The project was completed in 1927, at a cost of \$3.1 million, approximately \$46.4 million in 2020 dollars.

Following Hurricane Agnes in 1972, which was 6.5 feet higher than the historical 200-year-old record, planning and work began to construct a floodwall to protect both sides of the James River. The north bank has a 4,500-foot long concrete floodwall that varies in height from five to twenty-nine feet. The south alignment has 9,000 feet of earthen levee, 2,000 feet of bin wall (a gravity-retaining wall system) and levee, and a 2,000 foot concrete floodwall. The \$143 million project protects 750-acres from flooding. The project is



Flooding in Shockoe from Hurricane Agnes, 1972  
*Valentine Museum*



Enclosing Shockoe Creek, ca. 1927  
*Valentine Museum*

equipped with operable gates to keep the rising waters of the James River from flooding Shockoe and Manchester.

Since the dedication of the floodwall in 1994, there have been over 20 moderate flooding events on the James River that would have caused extensive property damage in Shockoe if it had not been

protected. Thirty-three new buildings have been constructed in Shockoe since the completion of the floodwall, as compared to only nineteen new buildings in the fifty years prior to the construction of the floodwall. Numerous buildings have also been renovated since the completion of the floodwall.

On August 30, 2004, Hurricane Gaston stalled over Richmond, dropping over a foot of rain in a matter of hours and overwhelming the City's storm drains and pumps. The floodwaters did not come from the James River but rather followed the Shockoe Creek watershed. The water rose to over 10 feet in Shockoe, resulting in loss of life and over \$130 million dollars in damage. Over the next several years, in excess of \$20 million was spent to improve the drains, pumps, and retention basins. In spite of these improvements, Shockoe still lies within the 100-year and 500-year floodplains and floodways as defined by FEMA, see Figure 50.

Much of the western portion of the Shockoe planning area is located in a floodway where construction is severely restricted. Projects within a floodway must receive an encroachment review which certifies that there will be no increase in flood levels and no increased flooding of adjacent or downstream properties as a result of any proposed improvements. The floodway is located within a floodplain, which must be accounted for, and there is a substantial effect on the form and occupancy of buildings within floodplain boundaries. For example, the lowest floor must be one-foot above the base flood elevation (100-year floodplain) and the area below the lowest floor shall be used solely for parking, building access, and storage and have permanent openings to allow floodwaters to flow through. These requirements do not foster activated streets and pedestrian-friendly neighborhoods, important planning



Richmond Floodwall, dedicated 1994

goals for the creation of a livable, vibrant, and sustainable Shockoe. Buildings are also required to carry flood insurance, which can be extremely expensive.

A primary goal of the Shockoe Small Area Plan is to identify ways to mitigate and control the effect of flooding in the area. This is necessary for Shockoe to reach its full potential and create an atmosphere where business and property owners in and around the floodway and floodplain are confident in their ability to safely invest in their property. One of the contributing factors to the numerous vacant properties on the west side of the district is the ever present threat of flooding and damage. Methods to control floodwaters further up the valley, where there is undeveloped property in highway and railroad right-of-ways, should be explored to limit the amount of floodwater entering the more developed portions of the district. The reduction of impervious paved surfaces should also be explored, as well as the incorporation of flood control methods built into public open space and other site improvements. Building codes in this area should also make stormwater management a priority.

## Urban Heat Vulnerability

Urban heat vulnerability, as illustrated on Figure 13 on page 43, is a term used to describe an area's conditions that make it heat-sensitive. An area's ranking is factored using a combination of the percent tree canopy, percent impervious surfaces, percent families in poverty, and the amount of afternoon warming during a heat event. The heat vulnerability index correlates to heat-related illness and to a person's opportunity to live a long and healthy life. The Health Opportunity Index factors 30 social, economic, education, demographic and environmental indicators affecting health. Shockoe ranks near the top on the scale of heat-related illnesses and in the lowest category on the Health Opportunity Index.

Recent research has also linked the mid-twentieth century practice of redlining to heat vulnerability. Figure 39 illustrates areas of the City that were red-lined in 1937. Redlining was a discriminatory practice by which banks, insurance companies, and other institutions could refuse or limit loans, mortgages, and insurance within specific geographic areas that were identified as being risky. The determination of risk was almost always solely based on the racial composition of an area. Shockoe was not subject to redlining because it was zoned for industrial uses which suppressed residential development and investment in amenities like parks and green space.

The lack of significant green space and quality tree canopy, as well as the expanse of paved parking lots, contribute to the low environmental quality in Shockoe. This effect can be physically ameliorated by reducing impervious surfaces, increasing the tree canopy and improving access to high-quality open and green space.

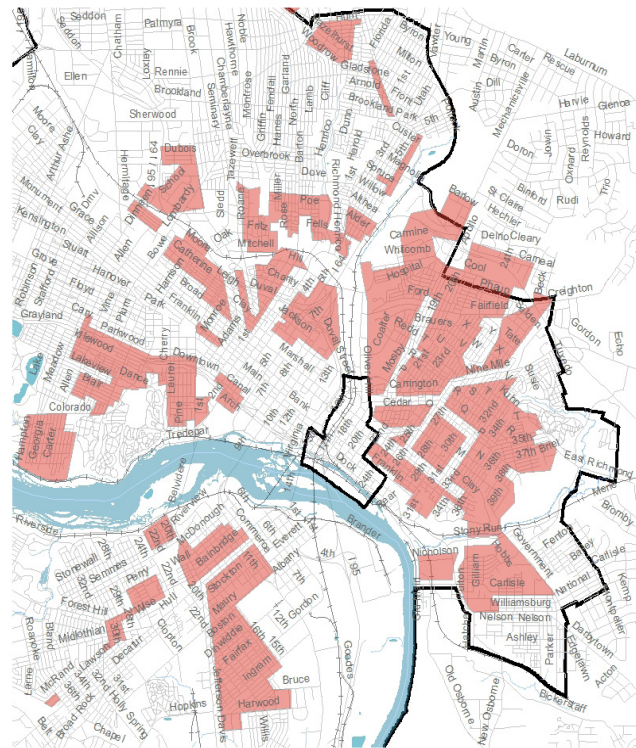


FIGURE 39 // 1937 Redlining Map