

JACKSON WARD

COMMUNITY PLAN



RICHMOND, VA
JULY 2026

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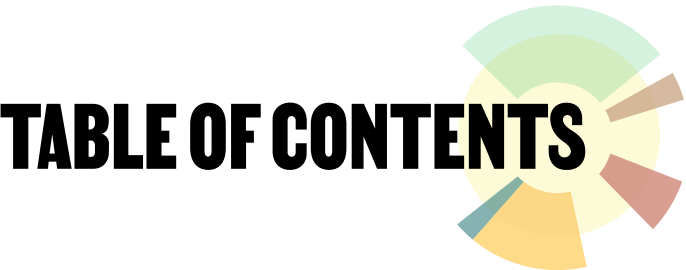


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EXECUTIVE SUMMARY





Maggie Walker Plaza (Source: Virginia DHR, Calder Loth, 2019)

INTRODUCTION

The Jackson Ward Community Plan is one created with the community of Jackson Ward. The historic neighborhood, once known as "The Harlem of the South," was divided in 1957 by the construction of the Richmond-Petersburg Turnpike (now I-95/I-64). This construction left the public housing community, Gilpin Court, physically isolated from the rest of Jackson Ward and the city of Richmond.

With the need for redevelopment of the 781-unit public housing community, the Richmond Redevelopment Housing Authority (RRHA), in partnership with the City of Richmond and the Richmond Henrico Health District (RHHD), was awarded a Department of Housing and Urban Development (HUD) Choice Neighborhood Planning Grant. Through this planning grant award, the organizations have collectively worked alongside the residents of Gilpin Court and community members of Jackson Ward to develop the Jackson Ward Community Plan.

Through extensive community outreach, RRHA, the City, and RHHD worked with residents and community leaders for a two-year engagement process to create an overall vision, themes, and goals for the community plan. The planning process stressed transparency between residents and the agencies starting with listening sessions to understand the history of Jackson Ward. Placing an emphasis on history and past injustices that occurred in the community, the engagement process grew into a partnership with residents and community members. Through large community events, Working Group meetings, and focus group sessions, residents and stakeholders provided feedback and insight for the future of Jackson Ward.

With the selected developer, HRI Communities and people lead, Urban Strategies, the Jackson Ward Community Plan will serve as a guide for the redevelopment of Gilpin Court and further adopted by the Richmond City Council as an amendment to the City Master Plan. The goals identified in this plan reflect the community feedback and insight that focus on economic and personal growth, as well as diverse housing opportunities for all Jackson Ward residents.

Implementation will begin prior to full scale redevelopment of Gilpin Court. Defined as big moves in the implementation chapter of this community plan, five goals will be the catalytic next steps for progress as a part of the redevelopment of Gilpin Court. These big moves include establishing a small business hub, creating a Jackson Ward Civic Network, Re-zoning Jackson Ward, continuing the work of the Reconnect Jackson Ward Project, and Implementing the Build-First strategy for replacement housing for Gilpin families. These next steps will keep the project moving ahead while keeping the community engaged prior to active development taking place on site at Gilpin Court.



Gilpin Court Apartments

GLOSSARY OF TERMS

Affordable Housing – Housing is considered affordable if a family pays no more than 30% of its household income on housing- related costs.

Anchor Institutions – Anchor institutions are businesses and organizations firmly established within a neighborhood. They have regional significance and serve as economic and cultural drivers, generating jobs, creating local business opportunities, and contributing in significant ways to the development of human, social, and cultural capital.

Area Median Income (AMI) – Area Median Income is the midpoint of a region’s income distribution — half of families earn more than the median and half earn less than the median.

CDBG – HUD’s Community Development Block Grant program providing communities with resources to address a wide range of needs and priorities relating to housing and economic opportunity.

CN – Choice Neighborhoods. Sponsored by HUD, Choice Neighborhoods Planning Grants support the development of comprehensive neighborhood revitalization plans that focus on three core goals: Housing, People, and Neighborhoods. To achieve these goals, communities must develop a comprehensive neighborhood revitalization strategy or “Transformation Plan.”

CNI – Choice Neighborhoods Initiative.

Early Action Activities – Up to \$150,000 of CN Planning Grant funds can be used for limited physical neighborhood improvements during the two-year planning process.

Evidence-based Practice – This term refers to the use of the best available conclusions or findings from research and studies as a basis for determining the best practices and predictions of outcomes in a field.

Extremely Low Income – Households with an income under 30% of AMI.

FQHC – Federally Qualified Health Centers are community-based health care providers that receive funds to provide primary care services in underserved areas. They must meet a stringent set of requirements, including providing care on a sliding fee scale based on the ability to pay.

FMR – Fair Market Rent is the rent amount, including utilities (except telephone), to rent privately-owned, decent, safe and sanitary rental housing of a modest (non-luxury) nature.

HCV – Housing Choice Voucher is commonly known as a Section 8 voucher. With a HCV, the participant is free to choose any housing that meets the requirements of the program and is not limited to units located in subsidized housing projects.

Low Income – Households with income between 30% and 60% of AMI.

HUD – U.S. Department of Housing and Urban Development.

LEED – Leadership in Energy and Environmental Design (a green building and neighborhood certification program).

LIHTC – HUD's Low Income Housing Tax Credit program provides a tax incentive to subsidize the acquisition, construction, and rehabilitation of affordable rental housing for low- and moderate-income tenants. These credits are issued by the Texas Department of Housing & Community Affairs.

9% Credits – The 9% credit is a competitive tax credit allocation for the construction of affordable rental housing. It typically covers most of the cost of new construction. Tax credit units have set rents and prospective tenants must meet income limit requirements.

4% Credits – The 4% tax credit is not competitive, and does not cover the total cost of new construction. As a result it is typically claimed for rehabilitated affordable housing and new construction affordable units that are financed with tax-exempt bonds or other subsidies.

Market-Rate Housing – Housing units unrestricted by income.

Non-Replacement Housing – New housing proposed by the Choice Plan that is not intended to replace Gilpin Court units.

Part I Violent Crimes – Aggravated assault, rape, murder, and robbery are classified as Part I Violent Crimes.

Public Housing – Public housing was established to provide decent and safe rental housing for eligible low-income families, the elderly, and persons with disabilities. Rent is 30% of income. All existing units at Gilpin Court are public housing.

PBV – Project-Based Voucher units are part of the Housing Choice Voucher program, also known as Section 8. PBVs are tied to a unit.

RAD – HUD's Rental Assistance Demonstration program supports public housing agencies in preserving and improving public housing, and increasing residents' stability and choice by converting public housing properties' regulatory status to become permanently affordable Section 8 housing.

QAP – A Qualified Allocation Plan describes the process of distributing LIHTC.

Renewable Energy/Low-Impact Design – Energy from natural resources such as sunlight and geothermal heat that is naturally replenished.

Replacement Housing – This refers to rental housing (public housing and PBV housing) that will replace any Gilpin Court units that are demolished, disposed of, or reduced.

School Readiness – This refers to a set of expectations, guidelines or developmental milestones that describe what all children need to know before entering kindergarten.

TDC – Total development costs.

Section 8 Housing - Section 8 is a common name for the Housing Choice Voucher Program that allows private landlords to rent apartments and homes at fair market rates to qualified low-income tenants. Housing choice vouchers are administered locally by public housing agencies with funds from HUD.

Transformation Plan – Communities that receive a CN Planning Grant from HUD must develop and implement a comprehensive neighborhood revitalization strategy that addresses the three core goals of the Choice Neighborhoods Initiative (Housing, People, Neighborhood). The Transformation Plan becomes the guiding document for the revitalization of the public and/ or assisted housing units while at the same time, directing transformation of the neighborhood and creating positive outcomes for families.

Wealth Building – Community wealth building aims to address wealth disparities by improving collective and individual asset-ownership and creating a more stable and inclusive local economy. Strategies can include expanding affordable homeownership, investing in the capacity of local businesses, and increasing job training.

Workforce Housing – Rental or homeownership housing that is affordable to households earning between 60 and 120 percent of area median income.

VISION

Jackson Ward is an interconnected neighborhood that celebrates Black history, ownership, and culture while supporting a diverse community of current and future residents with quality housing, healthy spaces, and its community traditions of local arts, education, and entrepreneurship.

MAJOR THEMES

The five major themes outlined in the plan and their associated policy recommendations and action steps will bring the Jackson Ward vision to life. The five themes are:

- 1. **Grow a Diverse, Equitable, and Inclusive Economy:** Jackson Ward is renewed as a center for Black education, business, arts, and culture. As a dynamic center for minority-owned and locally owned businesses with a network of educational and capital support, Jackson Ward residents can move into well-paying career paths and entrepreneurial enterprises. Jackson Ward children have access to schools and after school activities that prepare them for post-secondary career paths; building an ecosystem that lets young people follow their passions in a career that meets their needs and leads to a fulfilling life.
- 2. **Build Inclusive Housing Options:** Jackson Ward is a national model for how to effectively include affordable housing throughout the entire community. The redevelopment of Gilpin Court supports existing residents and attracts new residents to a community with a variety of newly constructed, high-quality affordable and market-rate homeownership and rental housing opportunities. Existing residents of Jackson Ward can remain in their changing community due to the successes of policies that prevent involuntary displacement.
- 3. **Create High-Quality Places:** Jackson Ward's unique character and urban fabric are preserved and incorporated in the redevelopment of Gilpin. While predominantly a residential neighborhood, Jackson Ward also includes easily accessible goods and services such as restaurants, shops, public facilities, parks, and other amenities.
- 4. **Expand Equitable Transportation:** Jackson Ward residents, visitors, and employees can seamlessly access services within the neighborhood, the city, and the region via a safe multi-modal transportation network. Jackson Ward is "one neighborhood" because infrastructure investments have reinforced the historic walkable grid making the highway fade from the foreground to the background.
- 5. **Sustain a Thriving Environment:** Jackson Ward provides residents with a sustainable and healthy places to live, work, and play. The entire neighborhood incorporates parks, trees, and other features to support a flourishing ecosystem. The thriving environment provides healthy opportunities for exercise, connection with neighbors, and green spaces for all. New buildings incorporate the latest sustainable building technologies. Existing buildings are retrofitted to improve energy efficiency.

PLAN ORGANIZATION & COMPONENTS



Historic Jackson Ward row houses (Source: Virginia DHR, Calder Loth, 2019)

The Jackson Ward Community Plan structure mirrors the format of the City's master plan, Richmond 300: A Guide for Growth. Richmond 300 provides city-wide recommendations for creating a more equitable, sustainable, and beautiful future for all Richmonders. Richmond 300 envisioned Jackson Ward as a better connected neighborhood that continues to be a mixed-use residential neighborhood with emphasis in improving connections across the highway to reunite the northern and southern parts of Jackson Ward.

The transformation of Gilpin Court was highlighted as a primary next step in the master plan to reimagine Jackson Ward as a mixed-use, mixed-income, walkable, and transit-adjacent community that provides both housing and jobs for residents.

While following the Richmond 300 structure, this plan prioritizes the Choice Neighborhoods primary goals of Neighborhood, People, and Housing. Each of which fit neatly into the major themes of Richmond 300 and have been organized into the goals, strategies, and metrics of this Community Plan. To emphasize the alignment of this plan with the Choice Goals, each goal has an icon indicating its relevance.



NEIGHBORHOOD



PEOPLE



HOUSING

THIS PLAN USES THREE KEY COMPONENTS:

VISION: A statement articulating what we want the neighborhood to look and feel like in the future.

GOAL: Broad, long-term aim that defines fulfillment of the vision.

STRATEGY: A policy, infrastructure improvement, partnership, or other activity required to achieve an objective, create a critical condition, or overcome a barrier.

Inspired by Richmond 300, this plan is organized into five major themes.



"[R]econnect the historically Black neighborhood of Jackson Ward by building over the highway, create a redevelopment plan for Gilpin Court, and provide park access to allow all Richmonders to live within a 10-minute walk of a park – all initiatives founded in long overdue racial justice."

Mayor Levar M. Stoney, *Richmond 300: A Guide for Growth*

JACKSON WARD COMMUNITY PLAN GOALS

Below are the goals of the Jackson Ward Community Plan developed through robust community engagement, dedicated focus groups, and ongoing partnerships. As indicated by an icon below, each goal seeks to fulfill at least one, if not multiple, Neighborhood, Housing, and People goals of the HUD Choice Neighborhoods Program.

Theme 1: Diverse Economy

Jackson Ward is renewed as a center for Black education, business, arts, and culture.

As a dynamic center for minority-owned and locally owned businesses with a network of educational and capital support, Jackson Ward residents can move into well-paying career paths and entrepreneurial enterprises. Jackson Ward children have access to schools and after school activities that prepare them for post-secondary career paths; building an ecosystem that lets young people follow their passions in a career that meets their needs and leads to a fulfilling career path.

Goal 1: Early Learning & Kindergarten Readiness



Prepare all Gilpin Court children for success in kindergarten by supporting parents and caregivers, increasing access, participation and awareness in quality early childhood care and education (ECCE) for Gilpin Court families with children under 5.

Goal 2: K-12 Success



Support Gilpin Court school-aged children and their families so that they are successful in school and proficient in reading and math.

Goal 3: Graduation Rates, Post-Secondary Education, & Workforce Readiness



Gilpin Court youth graduate from high school on time and ready to succeed in postsecondary education and/or employment.

Goal 4: Employment & Economic Mobility



Foster a dynamic center for access to employment opportunities, thriving minority businesses, and emerging entrepreneurship.

Goal 5: Tourism, Arts, and Culture



Promote cultural assets, attract new visitors, and develop and engage with new and existing programs for Jackson Ward to expand its prominence as an arts district.

Theme 2: Inclusive Housing

Jackson Ward is a national model for how to effectively include affordable housing throughout the entire community.

The redevelopment of Gilpin Court supports existing residents and attracts new residents to a community with a variety of newly constructed, high-quality affordable and market-rate homeownership and rental housing opportunities. Existing residents of Jackson Ward can remain in their changing community due to the successes of policies that prevent involuntary displacement.

Goal 6: Diverse Housing Options

The redevelopment of Gilpin Court will consist of new construction housing opportunities with varying densities of mixed-use, mixed-income housing that reflects the diversity, historic scale, and landmarks of the Gilpin/Jackson Ward community.

Goal 7: Pathways to Homeownership

Create pathways to homeownership for first-time homebuyers.

Goal 8: Resident Preparedness

Prepare residents of Jackson Ward for the redevelopment of Gilpin Court.

Goal 9: Displacement Prevention

Develop equitable housing options for the growing community to enable residents to remain in Jackson Ward.

Goal 10: Expanding Housing Opportunities

Enable choice for residents.

Theme 3: High Quality Places

Jackson Ward's unique character and urban fabric are preserved and incorporated in the redevelopment of Gilpin.

While predominantly a residential neighborhood, Jackson Ward also includes easily accessible goods and services such as restaurants, shops, public facilities, parks, and other amenities.

Goal 11: Land Use and Historic Preservation

Preserve and expand the mixed-use development pattern of Jackson Ward.

Goal 12: Publicly Owned Assets

Adapt public facilities and public open space to the needs of the changing community, including opportunities for community members to gather outside their homes.

Goal 13: Urban Design

Establish a beautiful and unique neighborhood.

Goal 14: Planning Engagement

Foster a culture of collaborative planning and implementation that elevates and empowers residents in the decision-making process. Cultivate a greater sense of community in the redeveloped and connected Jackson Ward neighborhood.

Goal 15: Safety and Security

Create a safe neighborhood.

Theme 4: Equitable Transportation

Jackson Ward residents, visitors, and employees are able to seamlessly move between parts of the neighborhood and the rest of city and the region via a multi-modal transportation network.

Jackson Ward feels like one neighborhood because infrastructure and design investments have made the highway fade from the foreground to the background.

Goal 16: Vision Zero

Increase safety of intersections and streets in Jackson Ward to enable people of all ages and abilities to access services throughout the neighborhood.

Goal 17: Non-Car Network

Eliminate gaps in the sidewalk, transit, and biking infrastructure so that it is easy to move within and through Jackson Ward without a car.

Goal 18: Streets, Bridges, and Connections

Create more street and bridge connections to make it easier to move within and through Jackson Ward.

Theme 5: Thriving Environment

Jackson Ward provides residents with sustainable and healthy places to live, work, and play.

The entire neighborhood incorporates parks, trees, and other features to support a flourishing ecosystem. The thriving environment provides healthy opportunities for exercise, connection with neighbors, and green spaces for all. New buildings incorporate the latest sustainable building technologies. Existing buildings are retrofitted to improve energy efficiency.

Goal 19: Healthy People

Provide opportunities to improve the health of Gilpin Court and Jackson Ward residents.

Goal 20: Green Buildings

Expand and align programs for owners of existing buildings to upgrade and improve energy efficiency and incorporate green technology and energy saving techniques in new buildings.

Goal 21: Resilient Community

Positively adapt to the effects of climate change by reducing the heat island effect and designing the built environment to withstand increased rain and other precipitation events.

PLAN DEVELOPMENT

Purpose

The Jackson Ward Community Plan is a small area plan that guides the comprehensive growth and revitalization of the Jackson Ward neighborhood. Once adopted as an official element of the City's master plan, Richmond 300: A Guide for Growth, this plan provides greater detail to guide the redevelopment of Gilpin Court and neighborhood investment throughout Jackson Ward. This Plan was created with neighborhood residents and stakeholders, represents the vision, wants, and needs of the community and should guide future decision-making. The implementation of this Plan will see the redevelopment of Gilpin Court, critical neighborhood improvements catalyzing further investment, and the people who live here uplifted to better employment, higher income, and improved health and educational outcomes.

Choice Neighborhoods Initiative

In fall of 2020, Richmond Redevelopment and Housing Authority and the City of Richmond obtained a Choice Neighborhoods Planning grant from The Department of Housing and Urban Development (HUD) to develop this Community Plan. The HUD Choice Neighborhood program uses public and private dollars to support local redevelopment strategies and is intended to serve as the guiding document for the revitalization of public housing units while simultaneously directing the transformation of the surrounding neighborhood and positive outcomes for families. These programs generally address struggling neighborhoods and assist in creating a catalyst for improvements in the neighborhood. The program is centered around three core goals: people, neighborhood, and housing.

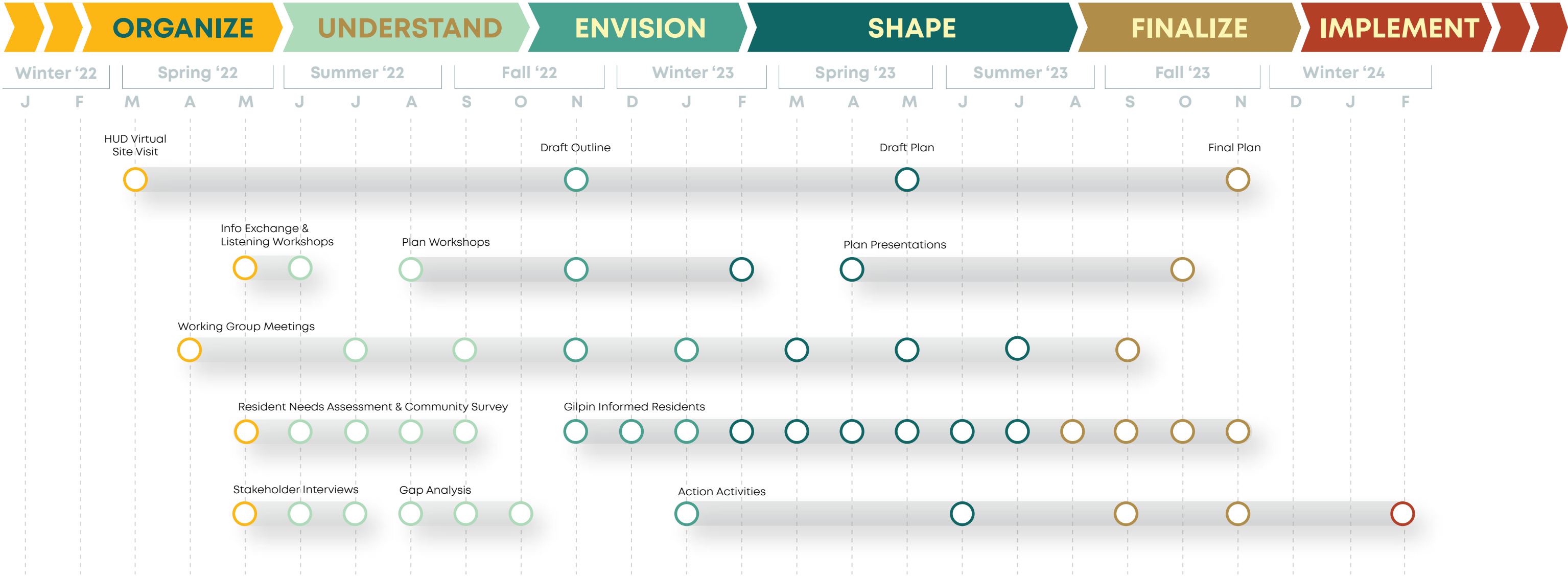
Neighborhood Context

Jackson Ward is an urban mixed-use historic neighborhood located in Downtown Richmond. The neighborhood is surrounded by strong and growing anchor institutions and neighborhoods as shown in Figure 1.

Figure 1 // City Scale Site Map



PLANNING PROCESS



Where are we in the process?

Our approach to the two-year Choice Neighborhoods Planning Initiative is a five-phase process to develop plan strategies and an implementation framework. During each phase, Gilpin Court and Jackson Ward residents at large, community leaders, key stakeholders, government agencies, and elected officials have been involved to provide direction, feedback, and ideas along the way.

The **ORGANIZE** and **UNDERSTAND** phases were used to design a community engagement strategy based on trust, establishing a team that will lead the plan to implementation, listening and learning from the community, establishing a mutual understanding of the physical neighborhood, focused stakeholder interviews, and building a basis for the Community Plan through engagement, surveys, and existing conditions analysis.

The **ENVISION** phase revolved around developing draft goals and a vision for the community following planning workshops that take an assets-based approach to leveraging history, culture, natural features, and People as integral to revitalization strategies.

In the **Shape** phase, the planning team worked with residents and stakeholders to help define and prioritize initiatives and investments. Building off these phases, comments from the community were incorporated to **FINALIZE** the transformation plan to begin to **IMPLEMENT** the redevelopment of Gilpin Court and integrate strategies for all of Jackson Ward.

NEIGHBORHOOD CONTEXT 2



THE HISTORY OF JACKSON WARD

In 1871, Jackson Ward was established as a new sixth voting district within the city of Richmond, specifically designated to include a majority of Richmond’s African American population (NPS, 2021). This land was initially inhabited by immigrants of German and Jewish descent as well as free and enslaved African Americans. In 1800, the Richmond population was composed of 2,293 enslaved Blacks and 607 free Blacks, many of whom made their homes within the boundaries of the neighborhood. Following the Civil War and the abolition of slavery, the Black population in Jackson Ward continued to grow (Scott, 1950).

Because of the restrictive laws and regulations that made it difficult for African American residents to find opportunities outside of the Jackson Ward community, the area became one of the most vibrant Black cultural and business centers in the United States. There were several small, black-owned businesses, such as barbers, tailors and blacksmiths, in Jackson Ward prior to emancipation but the greatest growth occurred in the late nineteenth and early twentieth centuries. In the 1920s and 1940s, Jackson Ward was known as both the “Harlem of the South” and the “Black Wall Street” (HJWA, 2021). By the 1930’s, there were more than 8,000 African Americans living and working in Jackson Ward (Taylor, 1994).

Jackson Ward’s emergence as a place for entertainment and performance helped to give the community its name as “the Harlem of the South.” In 1913, the Hippodrome Theater was opened as a vaudeville and movie theater, but subsequently became a destination point for African American entertainment and nightlife.

This historic overlay of Jackson Ward in Figure 2 illustrates the drastic change in urban morphology resultant of development and infrastructure in less than one hundred years.



West side of 1st Street, Between Baker & Charity Streets



The St. Luke Building, located on the corner of St. James St. and W Baker St.



Figure 2 // Historical Map

THE HISTORY OF GILPIN COURT

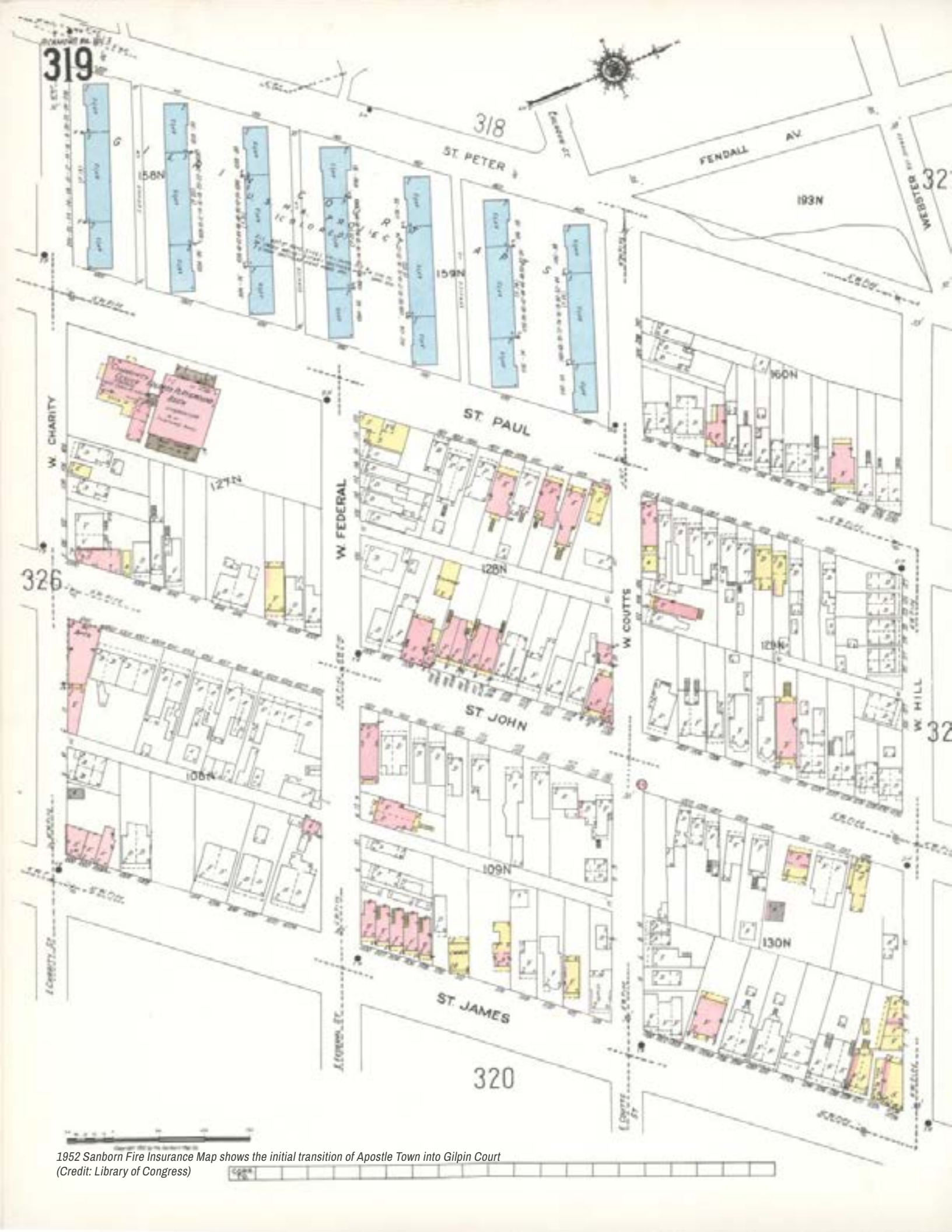


1941 news article announcing additional funds for the Gilpin construction

Numerous political and social restrictions were put in place to further segregate and isolate African Americans. Central to restricting the growth and development of African American communities was the practice of redlining, in which maps were created to identify potential areas of growth for cities. As a result of intentional redlining to pack the Black vote into one ward, Jackson Ward became a community that was overcrowded and underfunded (Gillespy, 2020).

The Housing Act of 1937 authorized public housing programs and created the United States Housing Authority to make loans to public housing agencies to assist in the development, acquisition, or administration of low-rent housing and slum clearance projects. As a result of the act, in 1940, the City established the Richmond Housing Authority, now the Richmond Redevelopment and Housing Authority (RRHA) and in October of that year, the United States Housing Authority allotted \$1.97 million for two slum clearance projects in Richmond.

For its first project, Apostle Town, a section of Jackson Ward, which included some of Richmond's "worst slum conditions" was selected for clearance and the construction of new low-rent apartments (RRHA Annual Report, 1940-1941). The decision was made in an attempt to improve living conditions in the neighborhood. To build the Gilpin Court complex, two hundred homes, many of them owned by whites and occupied by African Americans, in Apostle Town were demolished to allow for the construction of 301 new apartment-style housing units (RTD, May 29, 1943, June 7, 1947). Later, in 1957, an additional extension of Gilpin Court was constructed to create the 781-unit public housing community. The community was completed in 1971 with the construction of Fay Towers, a two hundred (200) high-rise building constructed as senior housing. The property spans approximately thirty-eight (38) acres over the Jackson Ward neighborhood.



1952 Sanborn Fire Insurance Map shows the initial transition of Apostle Town into Gilpin Court
(Credit: Library of Congress)

A VERY BRIEF HISTORY

The following timeline is not intended to be fully exhaustive, but rather share some major facts about the history of Jackson Ward.

1700-1800

1790s

The Skipwith Cottage is Built

Abraham Peyton Skipwith, a freed Black person, purchased parcels of land on the northern edge of the city, becoming the first Black landowner in what would become Jackson Ward. He built a gambrel-roofed cottage, one of the city's oldest documented dwellings.



1858

Ebenezer Baptist Church

Established as the first African Baptist Church.



1884

John Mitchell Jr. & The Richmond Planet newspaper

John Mitchell Jr. was an activist and became the editor of the Richmond Planet, an African American weekly newspaper, promoting civil rights, racial justice, and racial pride.



1871

Jackson Ward Established

Jackson Ward was established as a voting district (or ward) in Reconstruction-era Richmond. The boundaries were intentionally drawn to dilute Black voting power in city politics.

Population: 9,735
Area: 2.40 square miles

1888

1st Black-owned Bank Chartered in the U.S. was Established in Jackson Ward

Savings Bank of the Grand Fountain of the United Order of True Reformers was established by the True Reformers in W.W. Browne's former home.



1900s

1903

1st Black Woman-Owned Bank

Maggie Walker opens the St. Luke Penny Savings Bank, becoming the nation's first Black woman bank founder and president.



1914

Hippodrome Theater Opens

Hippodrome opens as vaudeville & theater.



1902

First Mechanics' Bank

John Mitchell Jr. chartered the First Mechanics' Bank in Jackson Ward. It marks a momentous time for African American enterprise in the Jackson Ward neighborhood.



1904

Richmond Streetcar Boycott

John Mitchell Jr. organized a streetcar boycott to protest Jim Crow streetcars laws allowing transportation companies to segregate based on local choice.



1930s

Jackson Ward Demographics

Jackson Ward is home to 8,000 African Americans.

1900s

1955-1958

Highway Construction

Richmond Petersburg Turnpike is constructed (re-designated to I-95); divides the Jackson Ward neighborhood into 2 separate communities. The construction displaced thousands of Black residents and destroyed hundreds of homes and Black businesses.



1967

Hippodrome closes

The Hippodrome Theater closes.

1976-1978

Jackson Ward as Landmark

Southern portion of Jackson Ward is listed on the National Register of Historic Places, becoming the nation's first Black urban neighborhood to be historically registered. It is also designated as a National Historic Landmark. At the same time, urban renewal demolishes approx. 150 homes in Jackson Ward, further dividing the community.

2000s

2020

JXN Project Establishment

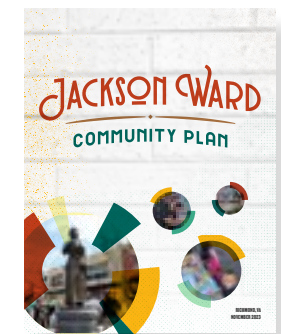
The JXN Project forms to elevate and celebrate the long, rich legacy of Jackson Ward.

Richmond 300

The Richmond 300 Masterplan adopted as a guide for growth to 2037; includes vision for reconnecting Jackson Ward.

2023

Jackson Ward Community Plan (JWCP) completed.



1941

Construction of Gilpin Court

Richmond Redevelopment Housing Authority begins construction of Gilpin Court, the city's first public housing community. Gilpin Court opens housing to tenants in the 1943, demolishing Apostle Town.



1957

Construction of Gilpin Court Expansion

1970

Construction of Gilpin Court Expansion

1991

Black History Recognition

The Black History Museum & Cultural Center of Virginia opens at 100 Clay Street in Jackson Ward, and was later moved to the armory, seen below.



2017

Maggie Walker Monument

Maggie Lena Walker monument unveils at Adam & Broad Streets.



WHY JACKSON WARD?

Opportunities & Constraints

The Gilpin Court public housing site calls Jackson Ward home, a neighborhood that was once called the “Harlem of the South” and contains many significant historical and cultural assets (Figure 3 // Neighborhood Assets). Yet the neighborhood’s story as a haven for free Blacks and immigrants is also one of structural disinvestment over time. A rich history of African American cultural and economic prosperity contrasts with a current neighborhood struggling from the discriminatory planning decisions that set off the economic decline, segregation, generational and concentrated poverty, and physical isolation.

In 1957, the construction of the Richmond-Petersburg Turnpike (now I-95/I-64) tore the neighborhood into two, leaving Gilpin Court physically isolated from the rest of Jackson Ward and the city. In today’s Jackson Ward North, where Gilpin Court broke ground in 1941, the poverty rate is eighty percent (80%), nearly 3.5 times that of the City of Richmond. The poverty rate in Jackson Ward South is thirty-eight percent (38%). In 2017-2019, Jackson Ward had a violent crime rate that is 2.4 times the city rate.

Gilpin Court is the oldest public housing development in Richmond and the largest between Washington, D.C., and Atlanta. The buildings are in a state of general deterioration and do not meet current design standards. When combined with the neighborhood’s proximity to economic centers and cultural landmarks, designing a more cohesive neighborhood with high-quality housing has transformative potential for the neighborhood and Gilpin Court.



The Richmond Black History Museum



Gilpin Court Apartments



The Charles S. Gilpin Community Farm

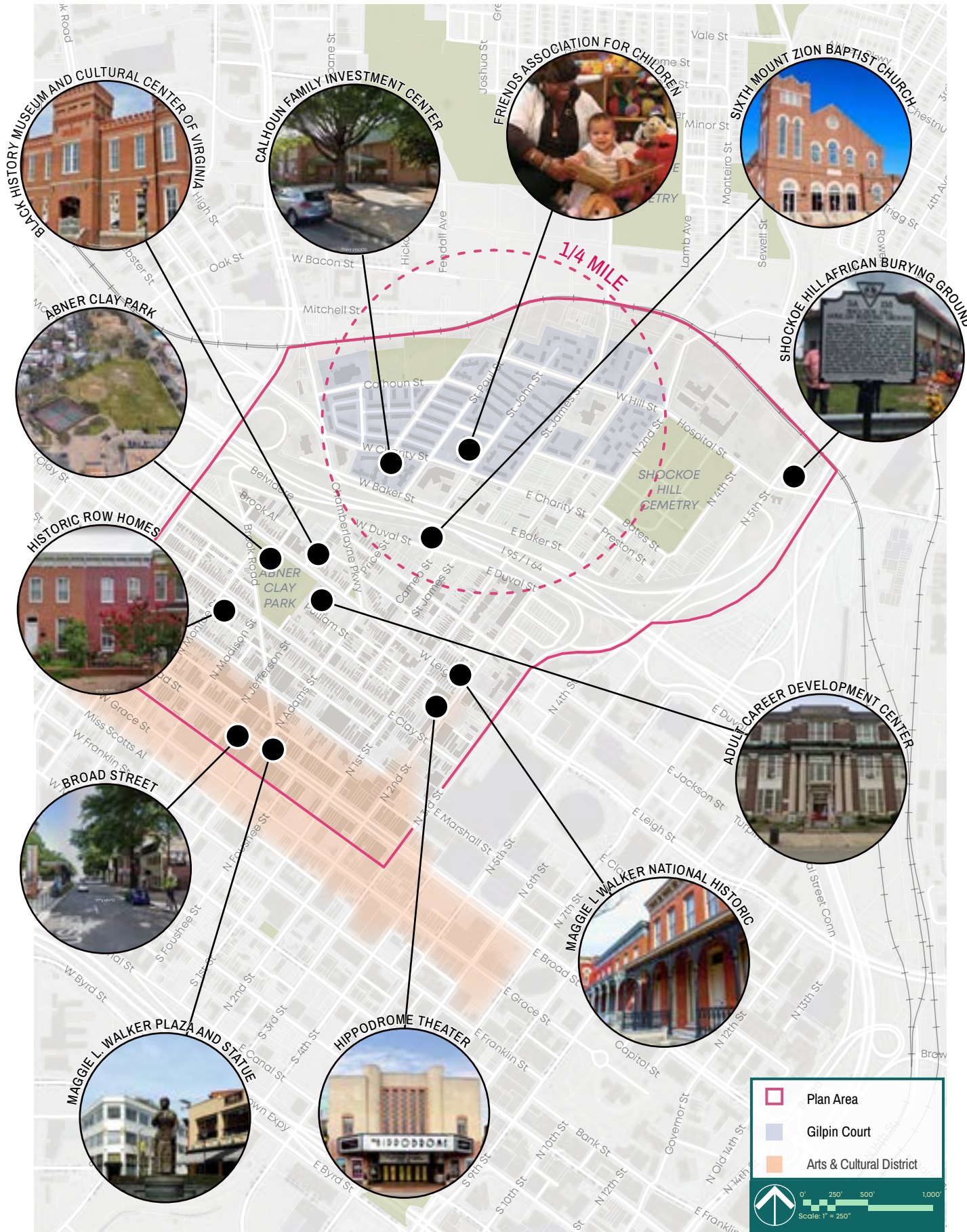


Figure 3 // Neighborhood Assets

DEMOGRAPHICS & TRENDS

Jackson Ward’s population has been increasing since 2000, but is far from approaching 1940 levels.

In 1940, Jackson Ward, which included what is now known as Gilpin Court, had almost 11,000 residents. However, the mid-20th century saw a large decrease in the area's population with urban renewal projects such as the construction of RRHA's first public housing site, Gilpin Court, in 1942, and the construction of the Richmond-Henrico Turnpike in the mid-1950s. The turnpike split the neighborhood geographically, cutting off the northern part of Jackson Ward. This separation created a whole new space in the city.

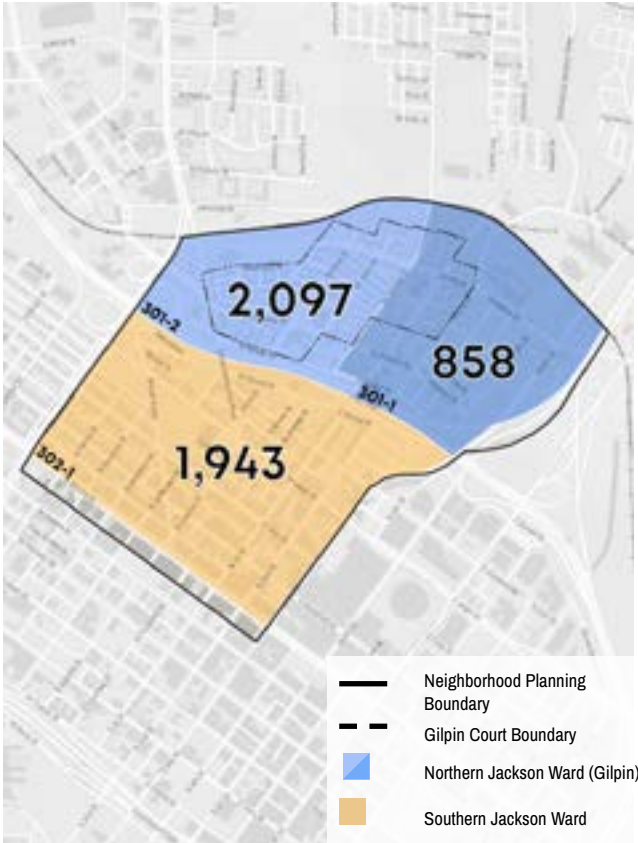


Figure 4 // Population by Census Tract in Jackson Ward 2020
Source: ACS 5-Year Estimates 2016-2020

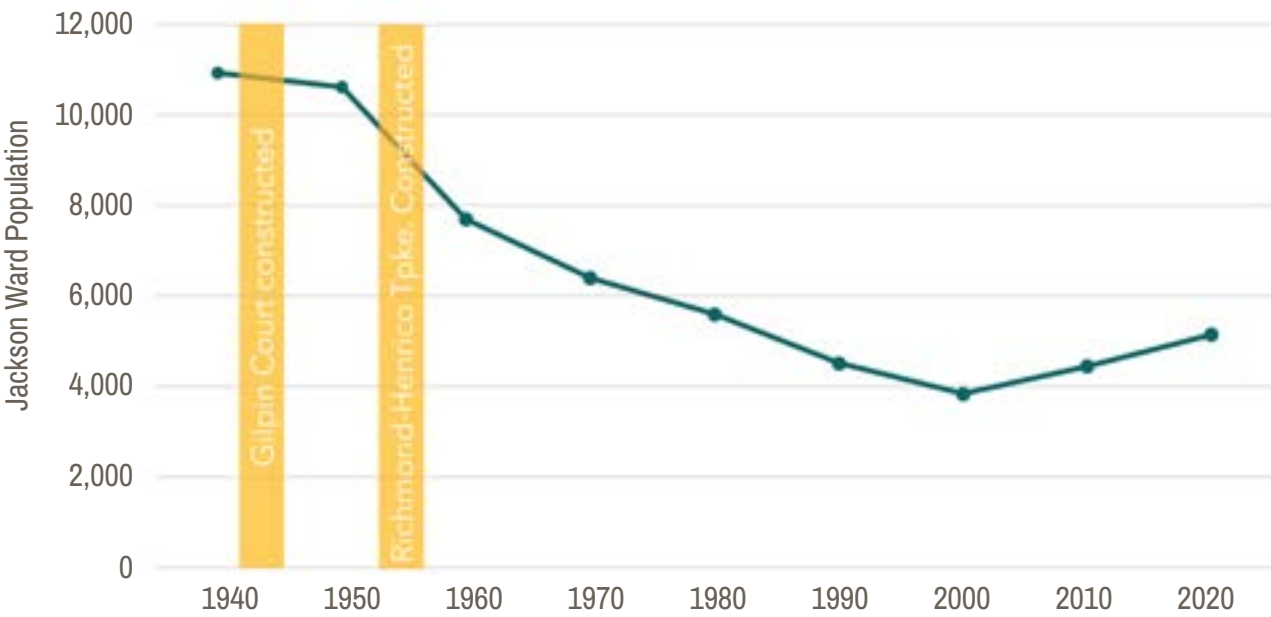


Figure 5 // Population in Jackson Ward
Source: Census Estimates 1940-2010, ACS 5-Year Estimates 2016-2020

Race and Age Distribution is distinct from the city.

Jackson Ward’s population in 2020 was generally younger than that of the city as a whole. Nearly fifty percent (50%) of people in Gilpin Court are under the age of 18 and ten percent (10%) are over the age of 65. Race is also distinct in comparison to the rest of the city. Gilpin Court’s population is ninety-six percent (96%) Black. Jackson Ward’s population is about fifty-five percent (55%) Black, compared to the city’s forty-six percent (46%).

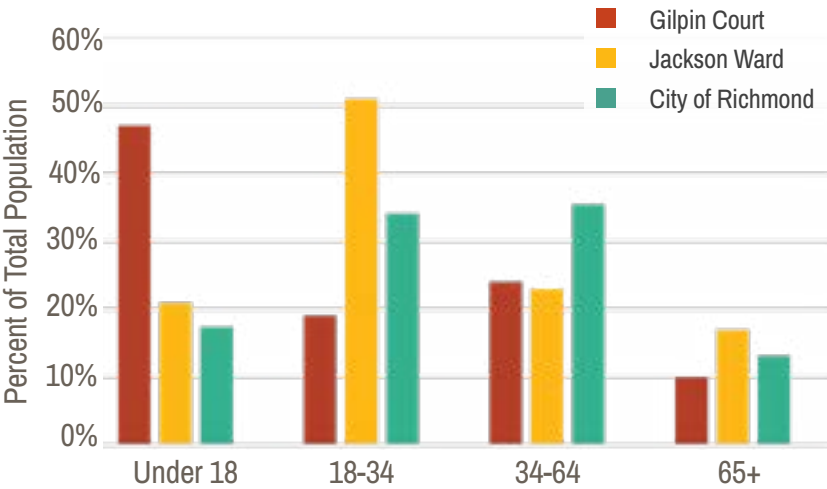


Figure 7 // Race & Age in 2020
Source: ACS 5-Year Estimates 2016-2020

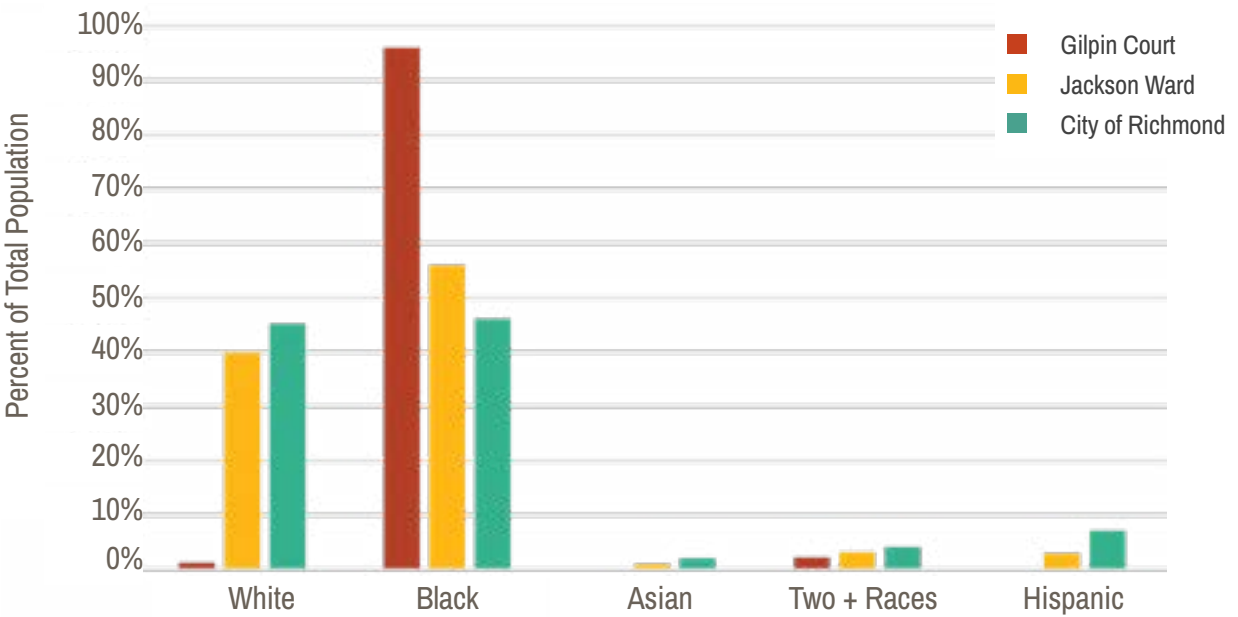


Figure 6 // Race & Ethnicity in 2020
Source: ACS 5-Year Estimates 2016-2020

INCOME & EDUCATION

There is a diversity of incomes and educational attainment in Jackson Ward.

The city and Jackson Ward have a diversity of incomes, however, nearly thirty five percent (35%) of Jackson Ward households earn between \$10,000 and \$20,000. The average household income for Gilpin families is \$12,005. Most Gilpin Court households earn below \$30,000. Jackson Ward and Gilpin Court’s median household incomes are below that of the city’s. One of the biggest reasons for this disparity is the fact that people are only eligible to live in Gilpin Court if they make below a certain income.

Like income, the city has a diversity of educational attainment, with the majority of people earning a bachelor's degree or completing some college. An encouraging fact is that most people in Gilpin earned a high school diploma or a General Educational Development (GED). In Jackson Ward there is a greater spread of educational attainment with nearly twenty percent (20%) of residents holding a master's degree.

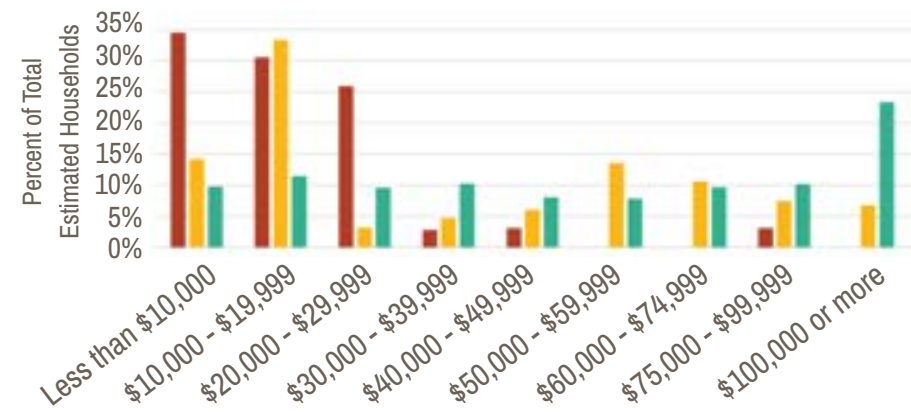


Figure 8 // Income Distribution of Households
Source: ACS 5-Year Estimates, 2016-2020

- Gilpin Court
- Jackson Ward
- City of Richmond

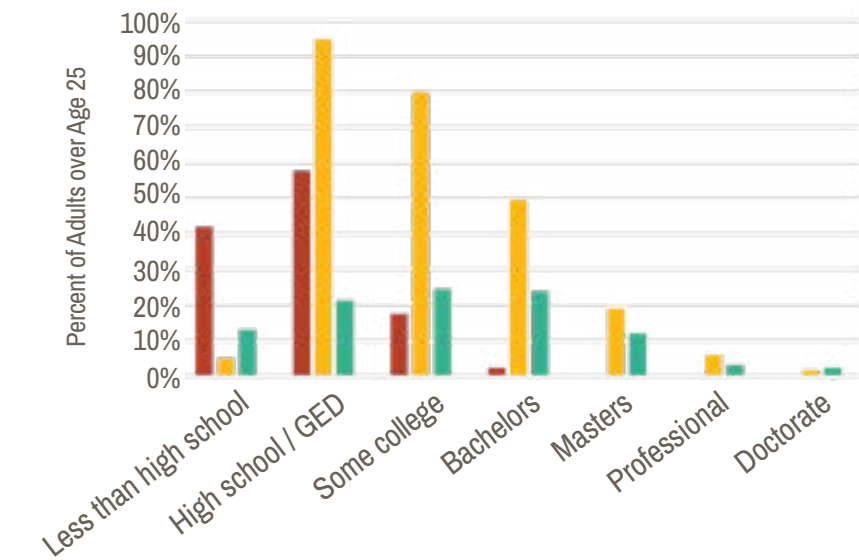


Figure 9 // Educational Attainment in 2020
Source: ACS 5-Year Estimates, 2016-2020

Economic Indicator	Jackson Ward	Gilpin Court	City of Richmond
Median Household Income	\$35,900	\$12,005	\$51, 447
Overall Poverty Rate	46%	57%	21%

Table 2 // Income & Poverty in Jackson Ward vs. City of Richmond, 2020
Source: ACS 5-Year Estimates (2016-2020)

HOUSING

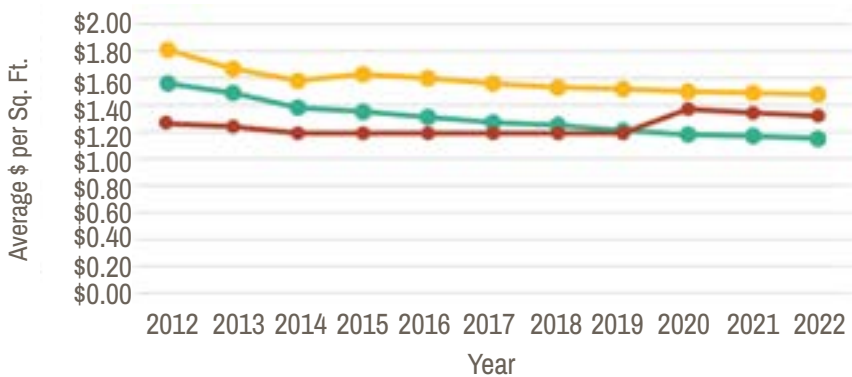


Figure 11 // Average Asking Rent/Sq. Ft.
Source: CoStar

- Gilpin Court
- Jackson Ward
- City of Richmond

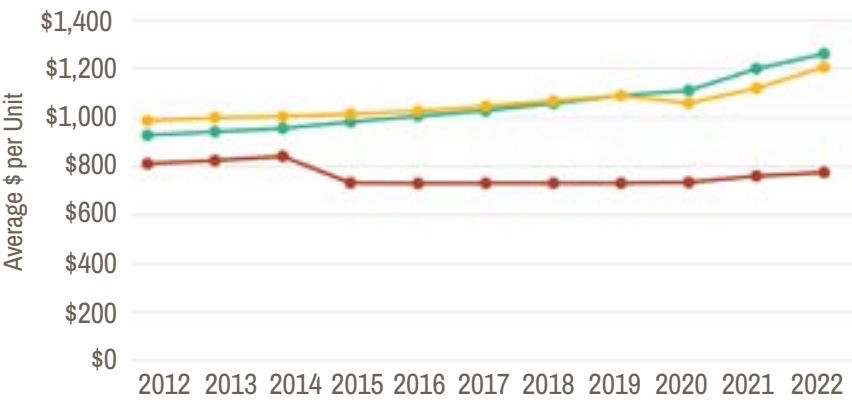


Figure 10 // Average Asking Rent/Unit
Source: CoStar

Home sale prices have more than doubled (when adjusted for inflation) in just a ten-year period.

The average sale price of single family property transfers has increased nearly \$200,000 since 2011. Likewise, the average sale price per square foot for the city has increased by \$100. Out of 1,316 total parcels, 562 were transferred at least once between 2011 and the first half of 2022 (43%). Out of those 562, 27% were transferred at least twice.

	2011-2012	2021-2022
Average Sale Price	\$165,810.97*	\$372,310.80
Average Sale Price per Square Foot	\$70.68*	\$172.42

Table 3 // Average Property Transfer Prices (Single Family), City of Richmond
Source: City of Richmond Assessor’s Office

*Accounts for inflation

PUBLIC HOUSING IN JACKSON WARD

////////////////////////////////////

Gilpin Court will be transformed into a community of choice. The current 781 public housing community will be redeveloped through the new construction of a mixed-use, mixed-income community. The newly constructed community will have units set aside as replacement units for families who wish to return to Gilpin while also being comprised of low-and-moderate income rental units and market-rate rental units. In addition to rental units, the newly constructed Gilpin will have opportunities for homeownership.

This rebuild and transition from public housing to mixed-use development has already taken place in Jackson Ward with the development of two senior sites. Through the Rental Assistance Demonstration (RAD) Program, residents from Fay Towers were relocated to The Rosa and Baker School as Project-Based Rental Assistance (PBRA) units. The redevelopment of Gilpin Court will complete the redevelopment of public housing in Jackson Ward.

Existing Conditions

In June 2021, Richmond Redevelopment & Housing Authority (RRHA) commissioned D3G to complete a Physical Needs Assessment (PNA) at Gilpin Court. The inspection included structural elements, building systems, and on-site infrastructure.

The layout and design of the current Gilpin Court does not align with the rest of the Jackson Ward Community. Gilpin Court is an approximately thirty-eight (38) acre site that is isolated from the rest of Jackson Ward due to the construction of the highway in 1955 and the existing rail line. While physically disconnected from the rest of Jackson Ward, its oversized brick masonry, use of precast concrete panels, painted stucco, and vinyl siding sets Gilpin apart from the architectural character of Jackson Ward with more traditional materials. The entrance to each dwelling unit has limited visibility from the street or, in some instances, no visibility from adjacent streets. As a result, spaces to be avoided have been created in lieu of community gathering spaces.



Buildings in Gilpin Court are set aside from the rest of Jackson Ward.

The units at Gilpin Court do not meet the needs of residents nor do they compare to modern-day construction. The units at Gilpin lack adequate maneuvering space based on fixture placement in bathrooms and the layout of closets in the bedrooms. Additionally, no fully compliant handicapped-accessible units exist at Gilpin. Many areas of the site do not include accessible routes to on-site amenities.

Gilpin Court has a lack of defensible space related to building layout and orientation. In the community, there is an unclear division between public and private spaces, non-delineated boundaries for front- and back yards, significant distances from the street to units, overgrown vegetation, and varying topography create safety issues. Additionally, most of the buildings have their ends or backs facing the street. This orientation creates a security concern with few opportunities for “eyes on the street.” Underutilized open space between the buildings creates security issues and a lack of defensible space for residents and the community.



Residents at Gilpin Court must use window AC units, as the community is not equipped with central air.



Exterior conditions of Gilpin Court.



Streets in North Jackson Ward around Gilpin Court are in need of infrastructure updates.



Typical interior of a unit in Gilpin Court.



Lack of ventilation creates bathroom ceiling issues.

VACANCY

Nearly one quarter of parcels in Jackson Ward are vacant.

Jackson Ward as a whole has seen several periods of decline in the last century. The recent resurgence of investment in the area has brought new life to the southern area of Jackson Ward, but that same liveliness has not touched Jackson Ward north of I-95/I-64.

There remain several acres of vacant land in key areas. Some of this land is City-owned or owned by Richmond Redevelopment and Housing Authority (RRHA). The rest of the land is privately owned. The City's Facade Improvement Program provides grants to property owners and tenants located within the Arts & Cultural District to improve their building façades. In Jackson Ward, this includes properties in the blocks along Broad Street and the properties that front 2nd Street south of Leigh Street. However, those funds are not available to the rest of the neighborhood.



Vacant parcels in Jackson Ward

22%
of parcels in the study area
are vacant.

**6 INDIVIDUALS OR INSTITUTIONS OWN BOTH
THE MOST ACRES OF VACANT LAND AND
THE MOST NUMBER OF VACANT PARCELS IN
JACKSON WARD.**

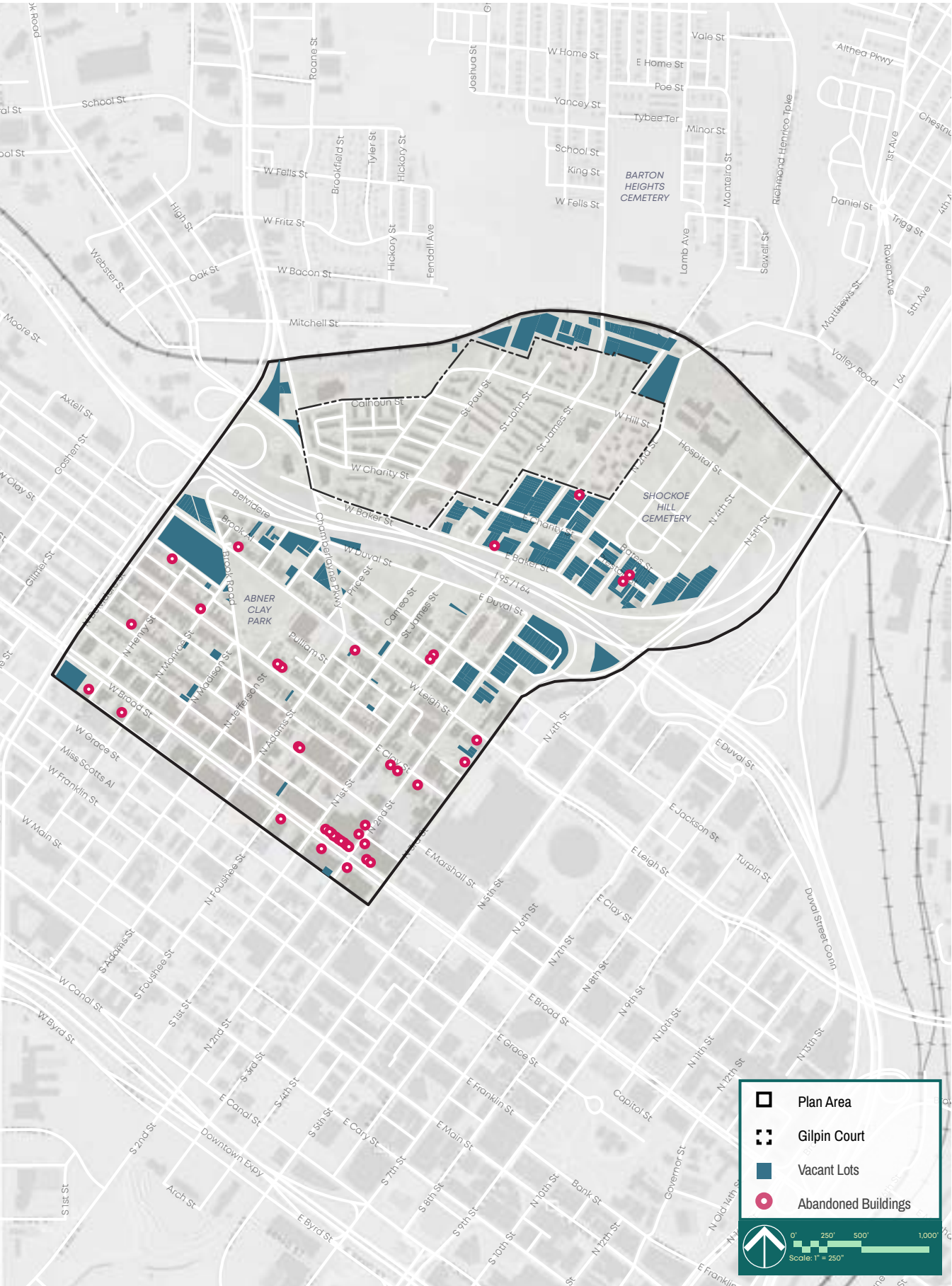


Figure 12 // Vacant & Abandoned Properties

TRANSPORTATION & EMPLOYMENT ACCESS

Many jobs are coming to Richmond and transit connectivity is crucial.

Transportation past policies have economically stymied Gilpin by cutting it off from essential services, basic quality of life amenities and access to jobs. The core goal of equitable transportation of this plan is to bring back the connected transportation network that used to exist in Jackson Ward. This is crucial since many jobs are going to be created in the downtown area in the next 10 years. Safe, convenient, reliable, affordable infrastructure is critical to connect Jackson Ward residents with future employment and services. Some projects that will be generating jobs in a mile radius from Jackson Ward are:

Co-Star Group

Commercial real estate data provider **CoStar Group** plans to expand its research and technology center in Richmond, investing \$460 million to build a two-building complex to create a corporate campus that's expected to bring 2,000 new jobs to the banks of the James River. When the CoStar project is finished, the Washington, D.C.-based firm will have a more than 1 million square-foot hub along the James River. CoStar will also become the largest technology company and one of the largest private employers in Richmond. At full build-out, the expanded Richmond campus is expected to house more than 3,000 CoStar employees in research, technology, operations, marketing, and sales.



The expansion of the CoStar research facility in Richmond, Virginia, will sit on the banks of the James River. (CoStar)



CoStar's expanded campus in Richmond is expected to house more than 3,000 employees at full build-out. (CoStar Group rendering)

City Center Phase One

The 9.473-acre site known as the City Center Phase One will create meaningful employment opportunities for residents during both the construction and operations portion of the project. The development of City Center will include opportunities for minority business enterprises and emerging small businesses as contractors and vendors in the operations of buildings, and as tenants in office and retail spaces.

City Center Phase One will include a 500-key convention headquarter hotel with meeting spaces to support business and group activities. The redevelopment of City Center will include developing a signature Class-A office space, addressing the needs of employers and employees in a new pandemic-influenced world, including biotech and life sciences-focused research buildings.

The redevelopment of City Center will also create a significant number of new housing units, including units affordable to households with incomes as low as 60% of the Area Median Income (AMI) to households earning 110% of the AMI. The plan will include for-sale housing to households with incomes as low as 80% of the AMI. Ground floor space will be activated with retail uses at ground level where appropriate which will support the daytime and nighttime needs and activities of the new community.



City Center Rendering (City of Richmond)



City Center Phase One parcels are adjacent to Jackson Ward (City of Richmond)

TRANSPORTATION & EMPLOYMENT ACCESS

VCU Health’s Adult Outpatient Pavilion

Opened in 2021, the 17-story building is located at the corner of North 10th and East Leigh streets, on the VCU Health campus in downtown Richmond. The 615,000-square foot facility consolidates twenty-six (26) medical specialties. The pavilion will serve about 200,000 patients annually and provides employment opportunities for Richmond residents.



VCU Health's new Adult Outpatient Pavilion in downtown Richmond (Aerial photo: Allen Jones, University Marketing)

Fall Line Trail

The 43-mile Fall Line Trail (FLT) is expected to go through Jackson Ward and connect points of interest & landmarks. While bicycles are still popular forms of recreation, some workers ride bicycles and e-bikes to work in the city. Other cities have bike-to-work programs that usually take the form of a tax incentive, where tax-free bonuses are added to an employee’s paycheck each month for cycling to work instead of driving a personal car. With the implementation of the FLT similar programs could be implemented as well.



The 43-mile Fall Line trail from Ashland to Petersburg. (PLANRVA)

The Pulse BRT

The Pulse bus rapid transit (BRT) brought next-level transit service to Broad Street in 2018. The implementation of a BRT service (from Rockett’s Landing to Willow Lawn) has boosted economic activity and increased population density in the surrounding areas (and this includes Jackson Ward). The Pulse corridor experienced an overall improvement in economic activities, including job growth, change in the nature of jobs from manufacturing and warehousing to office-based activities, an increase in construction activities, and an increase in property values. Current studies are exploring the idea of creating new BRT routes. These new routes will connect the city with adjacent counties (Henrico and Chesterfield) and will provide workers with access to jobs even outside the city.



Pulse bus lane on Broad Street (City of Richmond)

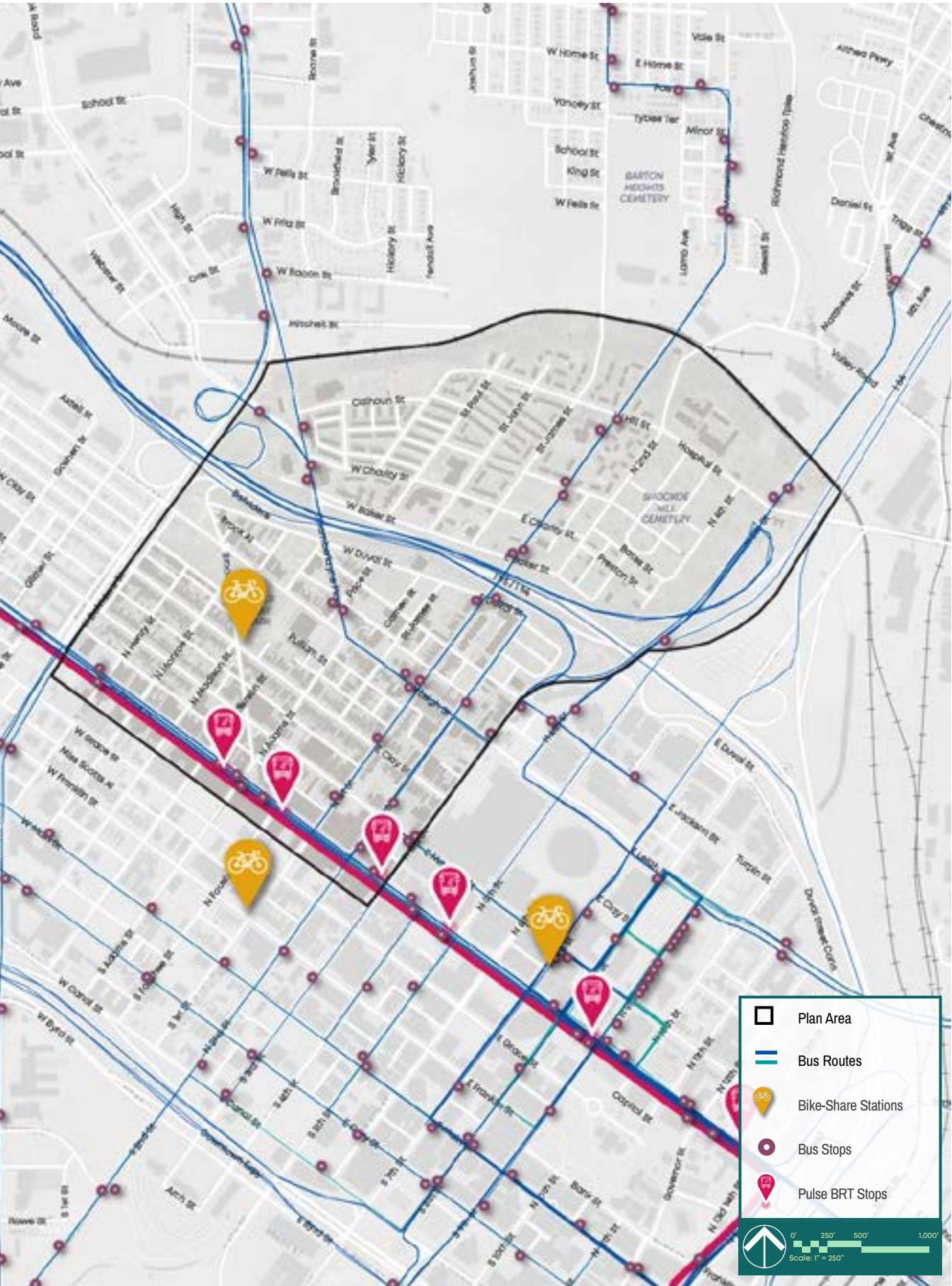


Figure 13 // Transit Map

SMALL BUSINESSES & ECONOMIC DEVELOPMENT

Jackson Ward is home to many Black-owned businesses.

The Black-owned business scene is growing in Richmond and in Jackson Ward. Several events throughout the year support these businesses like the Richmond Black Restaurant Experience and the 2nd Street Festival which celebrates the history of Jackson Ward and highlights the rich culture in the neighborhood. Currently, all of the businesses are located near Broad Street in the southern part of Jackson Ward, where the 2nd Street Festival takes place.

Organizations such as the Jackson Ward Collective support Black-owned businesses in Jackson Ward with business coaching, hosting an annual gathering of business owners, and leveraging networks, resources, and information to reinforce a sustainable Black community. Tourism and local businesses are also supported by the BLK RVA collaborative which promotes the Black experience and encourages African American tourism in the Richmond region.



Velma Johnson (aka Mama J) of Mama J's Kitchen. As of 2021, Mama J's has been voted by Style Weekly readers as the "Best Soul Food Restaurant" three years in a row.



2nd Street Festival 2017.



Elegba Folklore Society performance.

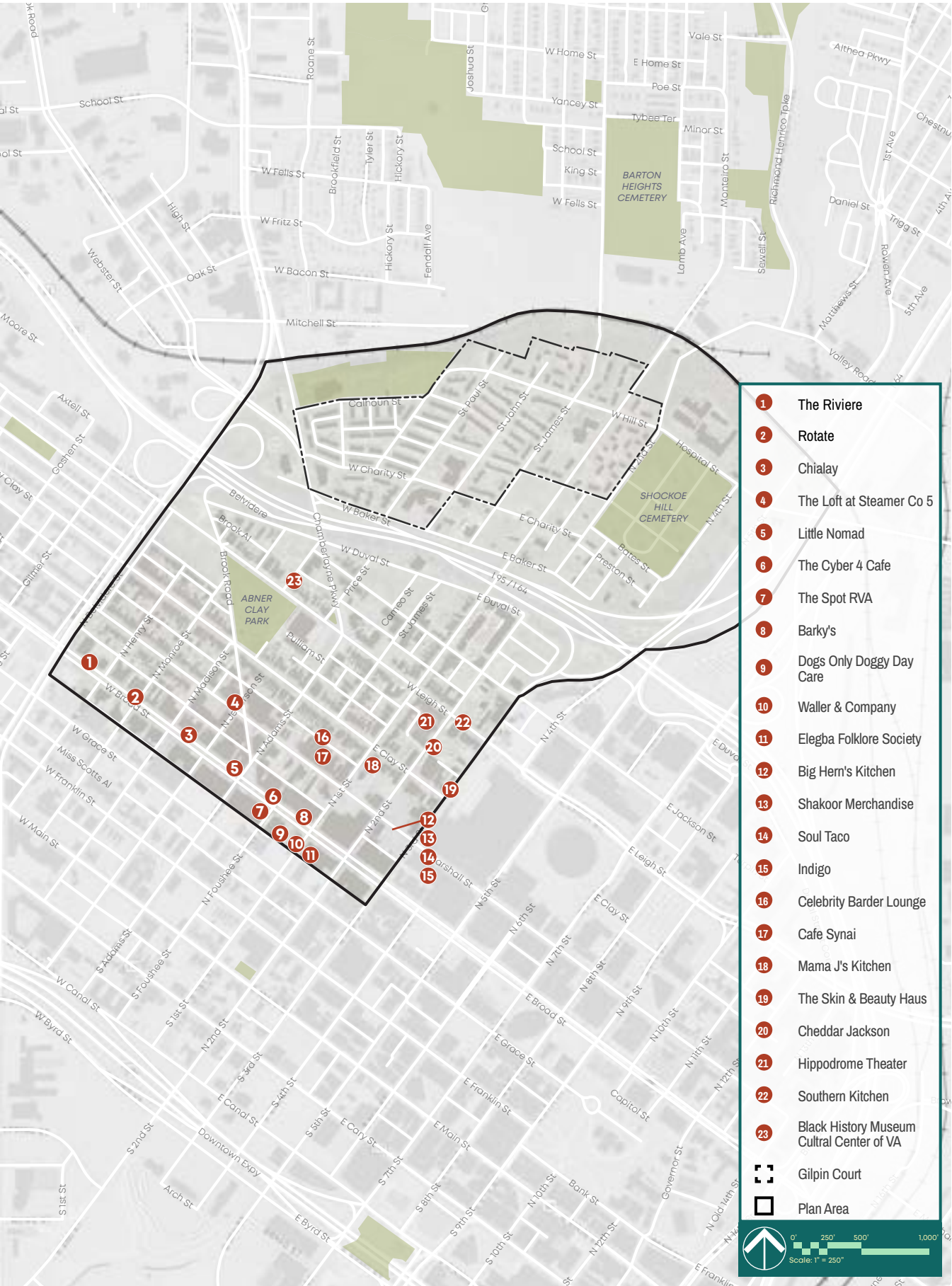


Figure 14 // Black-owned Businesses

HISTORY, ARTS, CULTURE, & PLACEMAKING

Jackson Ward is one of Richmond's biggest hubs for history, arts, and culture.

The City-designated Arts District encompasses part of Jackson Ward. The Arts District houses theaters, art galleries, music venues, and several popular restaurants. Jackson Ward and Gilpin Court also boast a rich history of Black excellence in commerce, the arts, and hospitality. Several great artists such as Louis Armstrong and Ella Fitzgerald could be found playing at the Hippodrome Theater or staying at the Eggleston Hotel. Jackson Ward was also the hometown of Bill 'Bojangles' Robinson, Maggie L. Walker, and Charles Gilpin. These great people and more are memorialized today through the neighborhood's many murals and statues.



The Hippodrome Theater



Maggie Walker Statue Unveiling 2017



Unveiling a new mural that celebrates the city's first Black career firefighters from Engine Company #9.

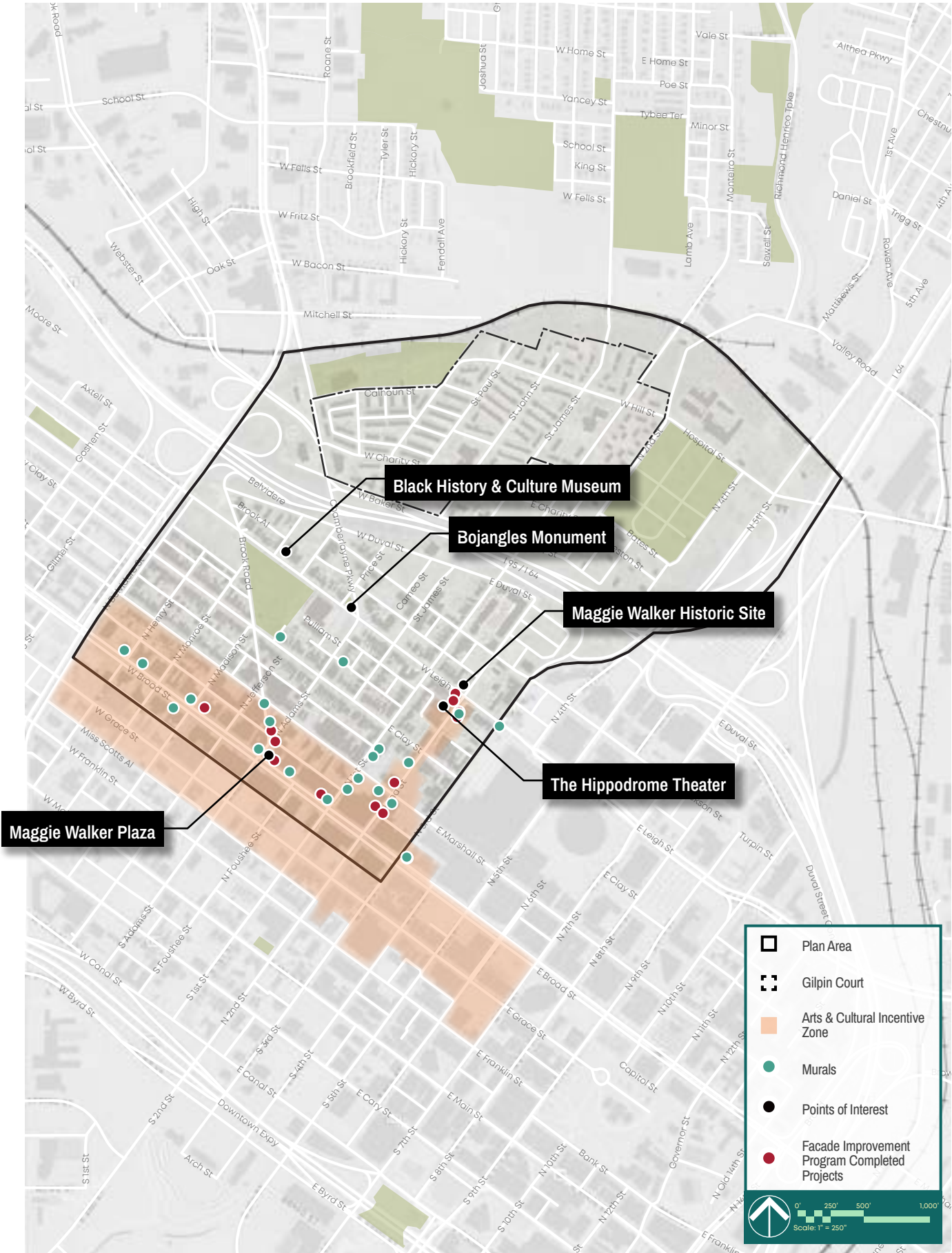


Figure 15 // Cultural Assets Map

HISTORIC DISTRICTS

Parts of Jackson Ward are designated a City Old and Historic District.

Nearly half of Jackson Ward is also a National Historic District. The City Old & Historic District designation protects historic buildings from significant alteration, thus preserving the existing architecture and the unique culture of the neighborhood. However, the designation does not apply to areas in the northern part of the neighborhood, leaving part of its history underrepresented in the architecture and fabric of the place at a local and national level.



A Jackson Ward house



Jackson Ward National Historic Landmark District marker on Chamberlayne & Duval Street.



Maggie L. Walker's home in Jackson Ward.

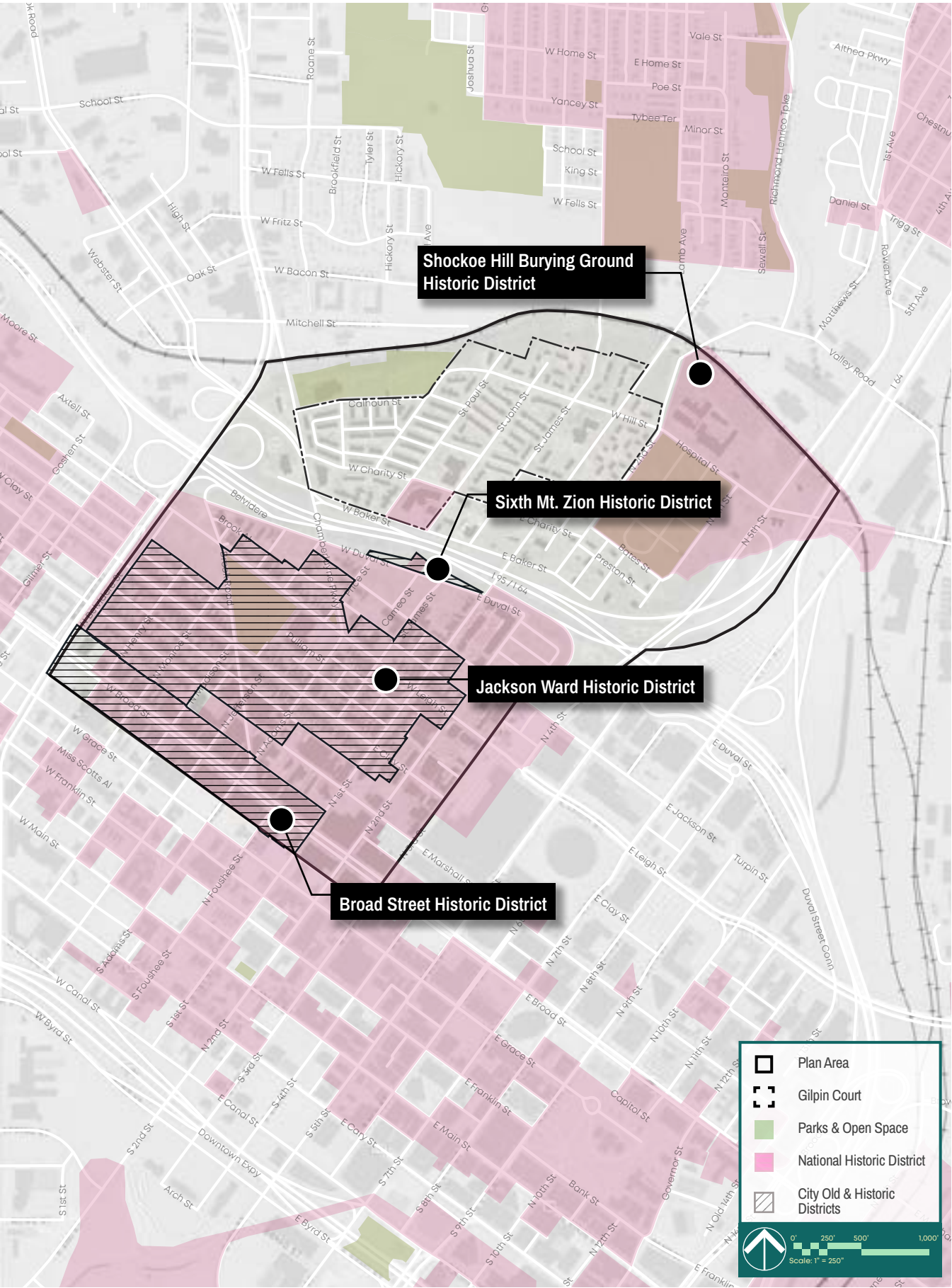


Figure 16 // City Old & Historic Districts

PREVIOUS PLANS

As part of the existing conditions analysis, the project team reviewed fifteen (15) plans that were developed for Jackson Ward from 1978 to 2014 and found many common themes. Jackson Ward’s place in history as a center of Black culture and commerce is well established and the 40 blocks that make up the historic district are some of the least altered blocks in Richmond. Across all plans it was acknowledged that 1st and 2nd Street was the historic commercial center. Plans consistently arranged for 2nd Street to remain the commercial center of the neighborhood and planned to grow it into a cultural and entertainment destination. This was especially important given that in later years 2nd Street was located closest to the Greater Richmond Convention Center, which was expected to produce a spillover effect from events at the convention center into Jackson Ward. The revitalization of 2nd Street was anchored by the restoration of the Hippodrome and the preservation and expansion of the Maggie Walker House National Historic Site.

Plans consistently included enhancements and improvements to the public infrastructure such as widened sidewalks, street trees, benches, trash cans, and adequate lighting. Plans also included goals related to façade improvements and the rehabilitation of vacant or distressed property.

All plan documents acknowledged that Jackson Ward and Gilpin Court were historically one neighborhood that was split by I-95. There are three plans that focus exclusively on North Jackson Ward / Gilpin Court. Two of those plans considered the idea of reconnecting the areas. The idea of a deck or additional bridges was floated in the 2009 North Jackson Ward plan. An earlier plan suggested rebuilding the social fabric by using the existing 1st Street bridge over I-95 but stopped short of suggesting any other type of connection. Each plan for North Jackson Ward/ Gilpin Court envisioned a mixed use, low-density homeownership community. The 2000 North Jackson Ward Neighborhood Strategy suggested a complete elimination or substantial reduction of Gilpin Court using HOPE VI funds.



The Jackson Ward Neighborhood Plan (2014)



The Maggie Walker House National Historic Site

HOPE VI WAS A FEDERAL PROGRAM THAT BEGAN IN 1994. THE PROGRAM AIMED TO CONVERT CROWDED PUBLIC HOUSING INTO LOWER DENSITY MIXED-USE COMMUNITIES. IN 2010, HOPE VI WAS REPLACED BY THE EXPANDED CHOICE NEIGHBORHOODS INITIATIVE IN 2010.

ALIGNMENT WITH OTHER PLANNING EFFORTS

Several other planning efforts are incorporated into the development of this plan. The scope and area of impact of these discrete efforts are integral to the existing conditions, opportunities, and constraints analysis of this process and creates a framework for a synthesized Community Plan. Brief summaries of the most relevant and proximate to Jackson Ward are included below.

Reconnect Jackson Ward

Born out of the Richmond 300 Master Plan’s vision for new infrastructure to reconnect Jackson Ward, the Reconnect Jackson Ward Feasibility Study seeks to engage the community to evaluate and develop viable options for new transportation connections and public spaces in this area.



The Reconnect Jackson Ward Project

Belvidere Street Interchange Reconstruction

The Virginia Department of Transportation (VDOT) is working on a plan to reconstruct the Belvidere and Chamberlayne Street Interchange to address the existing safety and operational concerns along I-95/64 and the arterial network.



Belvidere Street Interchange

Calhoun Center and Park Renovation

The renovation of Calhoun Center and the improvements of Calhoun Park are supported by the Mayor and City Council through awarded funding from the city’s American Rescue Plan Act (ARPA) funds. RRHA will transfer the Calhoun Center to the Department of Parks, Recreation, and Community Facilities (PRCF) to renovate the Calhoun Center to meet the needs of the Gilpin community residents. The renovation will focus on bringing the long-closed aquatics facility back on-line and will update existing recreation and office spaces.



The Calhoun Family Investment Center

ALIGNMENT WITH OTHER PLANNING EFFORTS

Shockoe Hill African Burying Ground

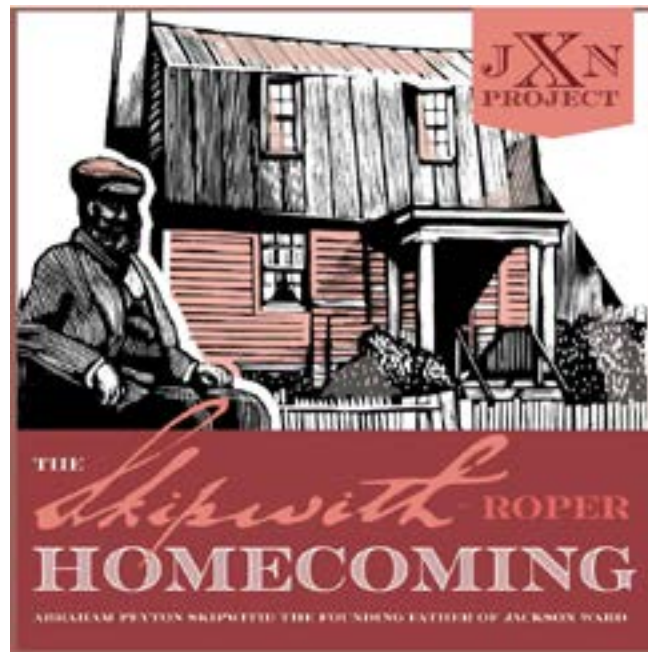
In April 2016, the City of Richmond acquired 1.2 acres of the original 2-acre burying ground that the City set aside for “free people of color and slaves” in 1816. The African burying ground was expanded several times both officially and informally and when closed in 1879 had received an estimated 22,000 burials. After its closing, the Shockoe Hill African Burying Ground was erased from the landscape through a series of municipal projects including road expansions, railroad and highway construction, and finally the sale of the remaining portion in 1960 to Sun Oil Company for the construction of a service station. The City will be initiating a public process to determine how to best interpret and memorialize the site.



The Shockoe Hill African Burying Ground Site

The JXN Project: The Skipwith-Roper Homecoming

The JXN Project, also known as JXN, is a research-based reparative historic preservation non-profit organization that is dedicated to driving restorative truth telling and redemptive storytelling by capturing the pivotal role of Richmond, Virginia, in particular Jackson Ward, and recontextualizing its origin story as the nation's first historically registered Black urban neighborhood — which is an often under-told narrative in the evolution of the Black American experience. "The Skipwith-Roper Homecoming" is an initiative to reconstruct the home of the ward's first known Black homeowner, Abraham Peyton Skipwith, as a national historic site for interpretative purposes to tell a fuller history of the Black American experience through the untold story of the life, lineage, and legacy of the "Founding Father of Jackson Ward" as part of America250 in 2026.



The Skipwith-Roper Homecoming Project

The Fall Line Trail

The Fall Line trail links seven independent localities on its 43-mile journey through Central Virginia: the Town of Ashland, Hanover County, Henrico County, the City of Richmond, Chesterfield County, the City of

Colonial Heights, and the City of Petersburg. The trail is anticipated to run through the Jackson Ward community and connect historical points of interest.

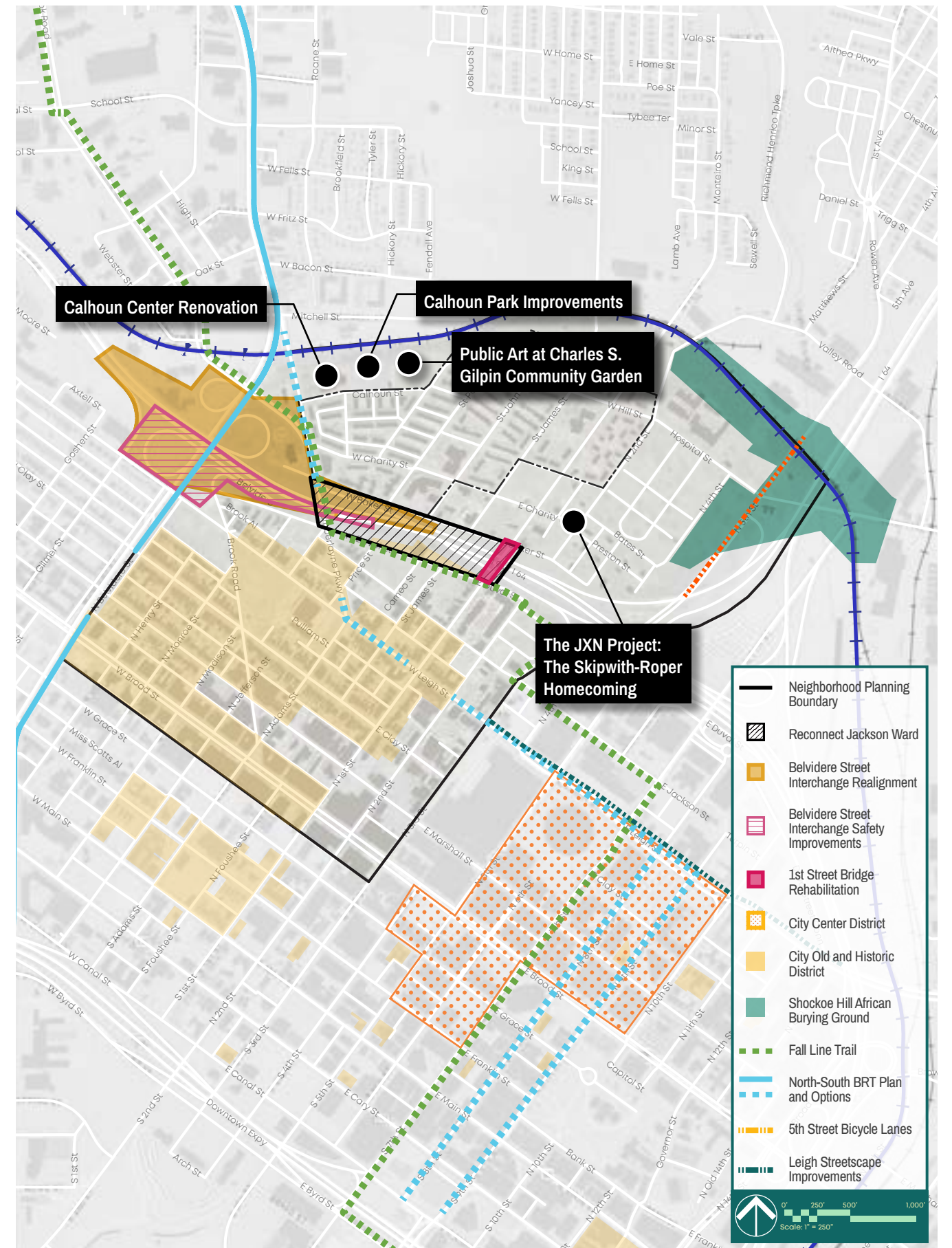


Figure 17 // Planned Projects Map

ALIGNMENT WITH OTHER PLANNING EFFORTS

1st Street Bridge Rehabilitation

As part of the Richmond I-95 Bridges Rehabilitation project, VDOT is leading the effort to rehabilitate and repair five bridges at 1st Street, 4th Street, 5th Street, 7th Street, and Broad Street over I-95. The project is meant to address structural deficiencies and improve vertical clearance over the interstate. Construction of the project is ongoing with an anticipated completion at the end of 2024.



Typical Bridge Section Created by VDOT

City Center Innovation District

In 2021, the Richmond Department of Planning and Development Review prepared a plan for the redevelopment of the City Center, which was approved and triggered a master plan amendment to include the City Center Innovation District Small Area Plan. The plan involves turning the City Center into a place where the economy, social life, and culture all come together to create a life sciences innovation district. The City rezoned the area in 2022 and is in the process of selecting a developer to demolish the Coliseum and develop a mixed-use district anchored by a convention center hotel and a park.



Figure 18 // Proposed City Center District Zoning

Proposed City Old and Historic Districts Expansion with potential Design Overlay

Two resolutions were approved on September 27, 2021 by the City of Richmond. The first resolution calls for a study to be done on Richmond's zoning maps to designate the Jackson Ward neighborhood as a design overlay district (Res. 2021-R062). The second calls for a study to be conducted on the Richmond Zoning map to expand the Jackson Ward Old and Historic District. This project aims to expand the designation in an effort to protect the history of Jackson Ward and its architecture. A preliminary analysis has found that this resolution would add 352 new parcels and 166 new structures to the City Old & Historic Districts list. The two resolutions are non-binding and are intended to compel staff to research the two options for preserving and enhancing the character of Jackson Ward.



Sixth Mount Zion Baptist Church

North-South Bus Rapid Transit Options

In 2018, the City of Richmond revised their bus network to upgrade bus lines with expanded service and the city's first bus rapid transit (BRT) line. Since the changes were implemented, ridership has significantly increased and development in areas along the BRT line has occurred faster than in other areas of Richmond, showing the benefits of a reliable and efficient bus network. However, the bus line in Richmond only travels an East-West route, with the Pulse BRT providing limited service to areas North and South. A study began in 2021 to identify a potential North-South corridor for a new bus rapid transit line, which will help to identify next steps for line development and implementation.



Figure 19 // Route of The Pulse BRT Line

5th Street Bicycle Lanes

The City of Richmond's Department of Public Works is planning to implement separated bicycle lanes in the near future, extending north and south of Hospital Street on 5th.



Two-Way Bike Lane on 1st Street

Leigh Streetscape Improvements

Funding is currently allocated in VDOT's Six-Year Improvement program (FY2020 - 2025) for the City of Richmond to implement a planned streetscape redesign along Leigh Street from 3rd Street to the Martin Luther King, Jr. Memorial Bridge. The project will update the existing roadway, which was constructed in the 1970s, to accommodate people who walk, bike, and use transit through access management (medians, lane balance, and consolidating entrances), shared use paths, sidewalks, and other streetscape amenities.



Leigh Street

COMMERCIAL & RESIDENTIAL MARKET STUDIES

Introduction

The following highlights from the Retail Market Analysis (W-ZHA, 2023) and Residential Market Study (Zimmerman/Volk Associates, 2023) provide an initial understanding of development possibilities in Gilpin Court and Jackson Ward at large. Completed market studies are included in the Appendix.

Commercial Overview

Today Jackson Ward is not a unified market, split in half by I-95/I-64, which compromises its potential for retail and services investment. Improving connections, mixed-income housing development in Gilpin Court, and bridging I-95/I-64 will go a long way to strengthening Jackson Ward as a market. The opportunities for additional service and professional office establishment infill will increase as the Arts & Cultural District strengthens.

The corner of Belvidere Street and Leigh Street is a development opportunity. Potentially part of a mixed-use development, this site is well positioned for a pharmacy or small general merchandise store. The vacant commercial space is an optimal location for a small grocery store and coffee shop. 1st Street is another opportunity area for development, however commercial investment at 1st will likely occur only with Reconnect Jackson Ward bridge/deck connection. Mixed-use buildings fronting 1st Street and W Baker Street should be designed to accommodate commercial space (high ceilings, deep bays), but allow residential in the near-term. Key corners along Chamberlayne Parkway are also possible commercial investment locations in Gilpin Court. Redevelopment should prioritize building design that allows for different uses on the ground floor.

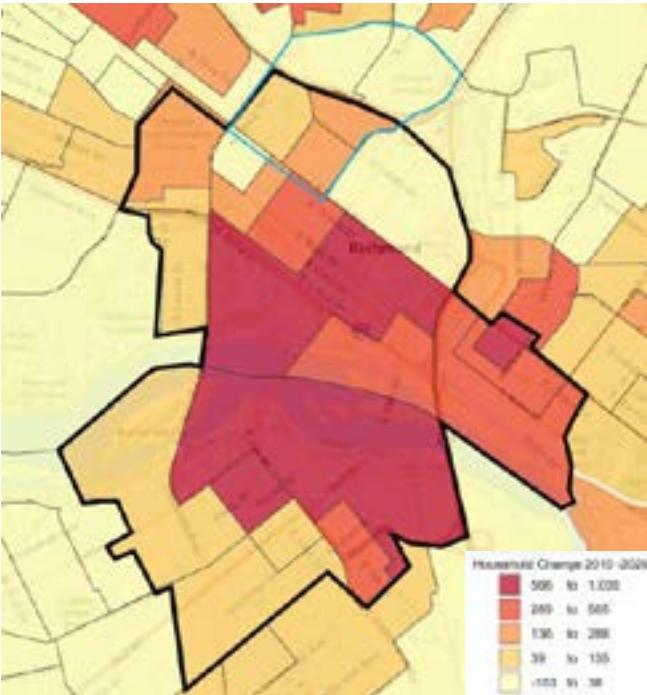


Figure 20 // Household Change (2010-2020)
Source: 2010 U.S. Census; American Community Survey, 2016-2020 5-Year Est.; W-ZHA

Employment Trends

Downtown captured almost eighty-percent (80%) of the city's new jobs between 2010 and 2019. Jackson Ward is proximate to local jobs as Downtown Richmond successfully grows, though a lack of infrastructure impedes access for the northern part of the neighborhood, which includes Gilpin Court.

Population & Household Trends

Downtown Richmond accounted for over forty-percent (40%) of the City's household growth between 2010 and 2022. Market forces are driving residential development and rehabilitation in many Downtown neighborhoods, including Jackson Ward. ESRI, a geospatial data company, projects that there will be over 16,100 Downtown households which more than doubles the 2010 census.

Residential Overview

The optimum residential mix for housing units for the redevelopment of Gilpin Court was derived from housing preferences, financial capacities, and lifestyle characteristics of the target households. The optimum market position of the market-rate component of the redevelopment is predicated on: the location, visibility and physical attributes of Gilpin Court; the rental housing market context in the Richmond market area; and Zimmerman/Volk Associates' extensive experience with mixed-income urban development and redevelopment.

Incoming Households

As determined by the target market methodology, an annual average of 23,000 households represent the potential market for new and existing housing units within the city each year over the next five years. Approximately forty-five percent (45%) of the annual potential market will be moving to Richmond from outside the city limits.

Rental Distribution

The income ranges of the annual potential rental market are summarized in Table 3; the percentages shown represent the optimum mix of new rental housing units based on income. The market-rate component includes households with incomes above 80 percent of the AMI. Just under 65 percent of the target households have incomes at 80 percent AMI or below. Based on the incomes and financial capabilities of the 35.1 percent (395 households) with incomes above 80 percent of the AMI.

The largest group of households that represent the market for new market-rate rental units in the Gilpin Court redevelopment are younger singles and couples at over three-quarters of the market. Just under 55 percent are only able to afford rents between \$750 and \$1,250 per month. More than a third are able to pay rents between \$1,250 and \$1,750 per month. The second largest group is traditional and non-traditional families, at 13.5 percent of the market; 28 percent of these households have incomes that support rents between \$750 and \$1,250 per month.

AMI Range	No. of Households Per Year	Percentage Per Year
Below 30% (public housing replacement units)	347	26.1%
31% to 60% (tax-credit units)	313	23.4%
61% to 80% (affordable units)	158	11.8%
81% to 100% (market-rate units)	131	9.8%
100% and up (market-rate units)	385	28.9%
Total	1,334	100.0%

Table 4 // Target Household Distribution by AMI; Average Annual Market Potential for New Rental Units within the Gilpin Court Development Area Each Year Over the Next Five Years
Source: Zimmerman/Volk Associates, Inc., 2023

A plurality, 38 percent, can afford rents between \$1,250 and \$1,750 per month. Empty nesters and retirees are the smallest segment of the market, at 9.6 percent; nearly 28 percent have the income and assets to support rents exceeding \$1,750 per month or more—the same percentage can only afford monthly rents between \$750 and \$1,250. Over 44 percent are able to pay rents ranging between \$1,250 and \$1,750 per month.

How fast will new units lease up?

Given current economic conditions, Zimmerman/Volk Associates has determined that a capture of 20 to 25 percent of the annual potential market for new mixed-income rental housing units could be achievable at the Gilpin Court redevelopment over the next five years. It is possible that a recession could occur at some point; absorption of the market-rate component could potentially be reduced if household mobility is delayed or postponed in response.

PLANNING PROCESS

3



PLANNING PROCESS & ENGAGEMENT METHODOLOGY

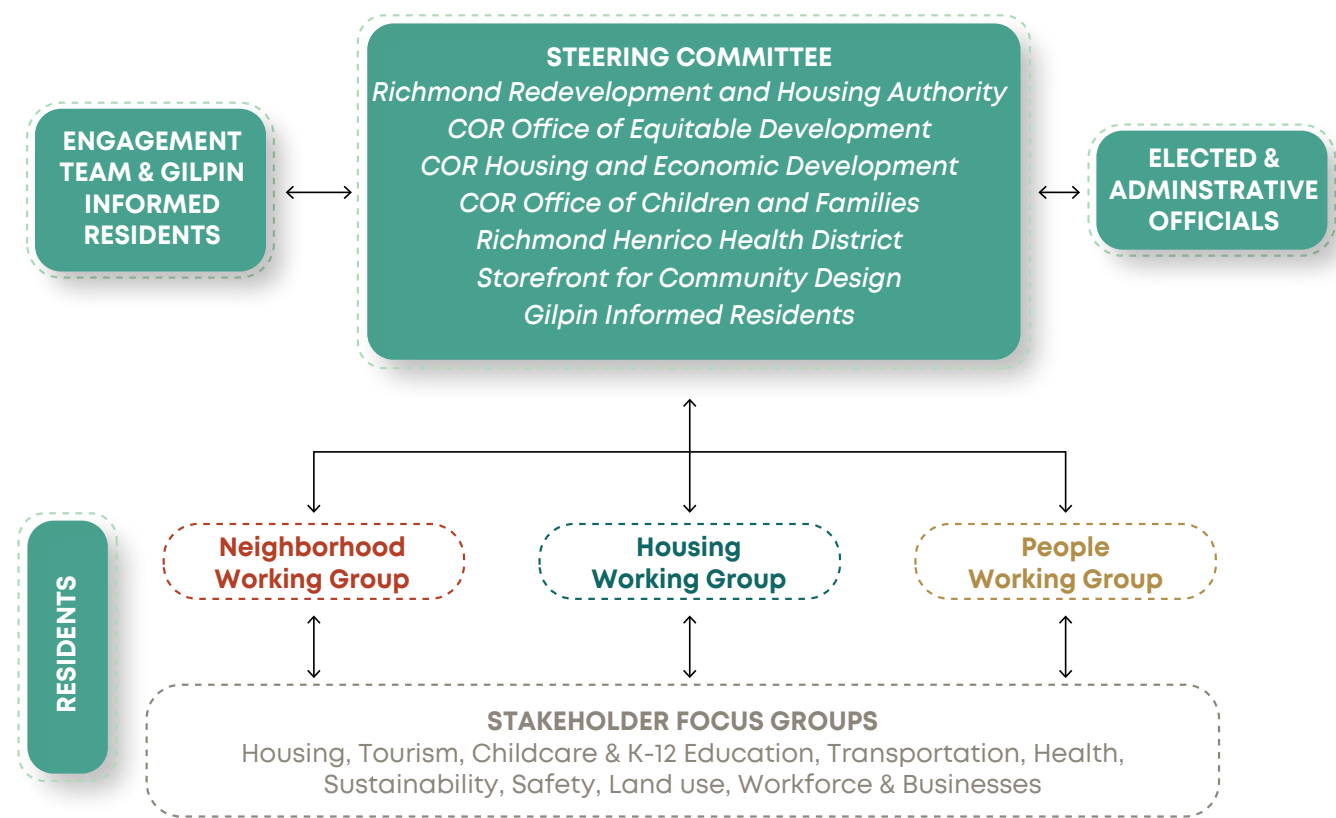


Figure 21 // Team Organization

The goal of engagement for this plan has been to include residents of Gilpin Court in a focused and intentional manner while also including community members from the broader neighborhood in the development of the community plan. Since the spring of 2022, the process has centered on building meaningful connections and gathering honest and open feedback. This process has allowed the project team to collectively identify gaps in services, current conditions, potential improvements, and the vision for the community's future.

Understanding the need for trusted community partners, RRHA, the City, and RHHD has partnered with Storefront for Community Design (SFCD) as the Engagement Lead to facilitate and collaborate in connecting with

residents and community members in various ways. The Engagement Schedule (seen in the figure on the opposite page) has been designed to meet regularly at a variety of scales including larger townhall meetings, focused discussions, workshops, and small-scale activities.

Steering Committee

Led by RRHA. Meets bi-weekly to ensure the overall process stays on target, guide decision-making, represent community interests, report to HUD, and develop the Plan based on input from Technical Committees, Working Groups, & feedback from Community Engagement. (RRHA, City, RHHD, LRK, SFCD)

Community Engagement Team

Led by SFCD. Meets monthly to develop content for resident and community engagement, facilitate engagement activities, promote/advertise engagement opportunities, and identify a variety of activities to reach residents and community members throughout the process. (SFCD, LRK, City, RRHA, RHHD, GIR)

Working Groups

Led by City. Meets once per quarter to understand the Choice Neighborhoods goals, synthesize resident and community feedback and assist in developing the goals and strategies for the Plan. Organized into three groups (Neighborhood, Housing, and People), they provide insight into the community from a granular level, identify strengths, weaknesses, and opportunities for their particular focus area, and help the Project Management Committee prioritize strategies that meet the goals for feedback from the community at large. (City, RRHA, RHHD, SFCD, Non-profits, Government Agencies, Local Institutions, Gilpin Court Residents, Jackson Ward Community Members)

Stakeholder Group

Led by SFCD. This group meets as needed, but participated in a series of focused discussions in the Summer of 2022 to make recommendations to the Project Management Committee based on data provided by the team, their experiences, and expertise living and working in Jackson Ward. Each participant represents their institution/entity according to their specific content area and in the best interests of the community. (City, RRHA, RHHD, SFCD, Non-profits, Government Agencies, Local Institutions, Gilpin Court Residents, Jackson Ward Community Members)

Gilpin Informed Residents

Led by RHHD. Meets weekly to administer the Resident Household Needs Assessment, complete training on the Choice Process, and develop knowledge and skills pertaining to planning and urban design approaches, communications, and leadership. As ambassadors to the Gilpin Community, this group has taken a more active role in engagement activities and decision-making in the planning process and will continue through implementation. (RHHD, RRHA, City, LRK, SFCD)

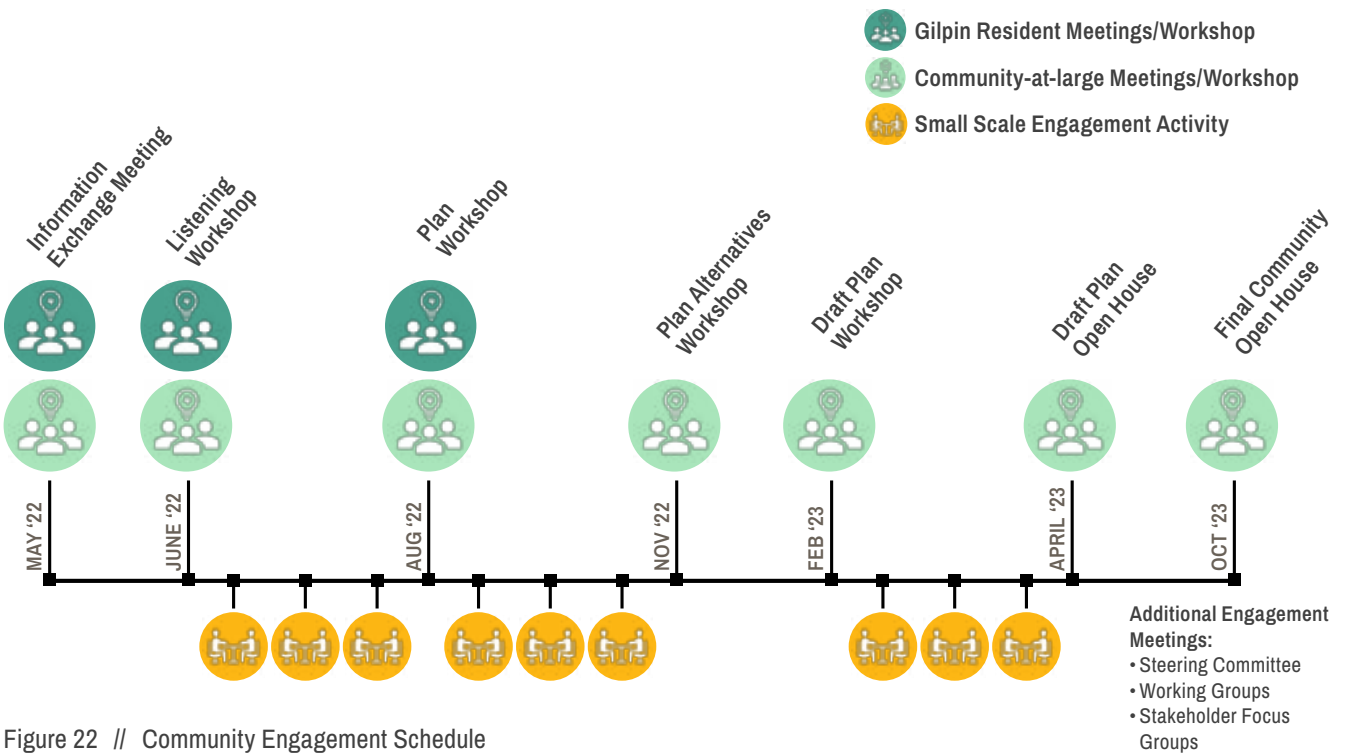


Figure 22 // Community Engagement Schedule



Resident Listening Session at Gilpin Court in Summer 2022. (Source: SFCD)

RESIDENT & COMMUNITY ENGAGEMENT

Community engagement for the Jackson Ward Community Plan kicked off in the spring of 2022 with a variety of events and activities for Gilpin Residents, the Jackson Ward community at-large, and key stakeholders to participate.

Working Groups: April 2022

April 12, 2022: Jackson Ward Working Groups Kick-off Session (38 participants)

On April 12, the Jackson Ward Community Plan team held a virtual kickoff meeting with working group members to provide an overview of the project. After a Q&A session, participants attended breakout groups specific to their area of interest (housing, people, or neighborhood). Each working group developed a list of stakeholders that they thought should be included in future stakeholder focus groups and working group meetings.

Community Events: May 2022

In mid-May, the Jackson Ward Community Plan team held two community meetings to bring Gilpin Court and Jackson Ward residents, planning experts, elected officials, and community members together to learn about the project goals and timeline.

May 10, 2022: Gilpin Court Resident Info Exchange Meeting (23 participants)

On May 10, the team met with Gilpin Court residents at Fay Towers for the Gilpin Resident Information Exchange Meeting. Residents learned about the program and goals of each component of the project—housing, people, and neighborhood. Specific topics related to the Gilpin Court site, relocation, and housing options were also presented.



Jackson Ward Working Groups kick off meeting held at the Richmond Public Library. (Source: SFCD)



Gilpin Court Resident Information Exchange Meeting held at Fay Towers (Source: SFCD)



Gilpin Court Resident Information Exchange Meeting held at Fay Towers (Source: SFCD)

May 12, 2022: Jackson Ward Community Expo
(35 participants)

On May 12, the team hosted a Community Expo at the Hippodrome Theater inviting the community-at-large. Community members learned about the program and goals of each component of the project and had the opportunity to voice their excitement and concerns for the project. The Expo also brought project partners together who are working on planning projects throughout the neighborhood. To provide clarity, the project management team presented a story map of the projects currently being implemented or planned. Afterward, community members were invited to visit interactive stations to learn more about each component of the project and provide initial thoughts and ideas for the community plan. In future stakeholder focus groups and working group meetings.



Jackson Ward Community Expo held at the Hippodrome Theater. (Source: SFCD)

Community Events: June 2022

In mid-June, the Jackson Ward Community Plan team held two listening workshops with Gilpin Court and Jackson Ward residents, planning experts, and stakeholders. The meetings provided a review of the Choice Neighborhood Plan (CNP) process. Above all, they were an opportunity for everyone to share input about the current conditions of Gilpin Court and Jackson Ward, as well as their hopes for the future.



Gilpin Court Resident Listening Workshop held at Fay Towers. (Source: SFCD)

June 14, 2022: Gilpin Court Resident Listening Workshop
(42 participants)

On June 14th, the team met with residents at Fay Towers for the Gilpin Court Resident Listening Workshop. They presented a review of the project timeline, input gathered from the residents and Jackson Ward community so far, and the next steps for developing goals, strategies, and the final community plan.



Residents provided feedback on ideas for the Early Action Activity project. (Source: SFCD)

The team also presented site-specific topics related to relocation and housing options. After a brief Q&A forum, residents split into break-out groups to dive

deeper into topics of interest, as well as to share their stories and discuss the current conditions of the neighborhood. Facilitators generated questions based on the three components of the project—housing, people, and neighborhood.

At the end of the workshop, everyone had the chance to vote for two of five Early Action Activities, which came from a pool of neighborhood improvement ideas brought to prior community meetings in May. The Calhoun Center Plaza and Splash Pad was voted as the favorite.

June 16, 2022: Jackson Ward Community Listening Workshop
(21 participants)

On June 16th, the team hosted a Community Listening Workshop at Gallery5, calling on residents throughout Jackson Ward. After the break-out discussions, each group shared a statement describing what they hoped Jackson Ward would look like in ten years. Like at the Resident Workshop, community members then had a chance to vote for two Early Action Activities. The Calhoun Center Plaza and Splash Pad again proved the most popular.

Focus Groups & Working Groups: July 2022

In July, the Jackson Ward Community Plan team hosted focus groups, working group meetings, and a morning event at Storefront for Community Design.

July 11-29, 2022 – Stakeholder Focus Group meetings
(38 participants)

In July, the team hosted nine (9) focus group meetings that invited stakeholders to participate in a small group one-hour conversation that focused on one of the three Choice Neighborhoods goals: neighborhood, people, and housing. Stakeholders met at Storefront for Community Design’s office and team leads from Richmond Redevelopment and Housing Authority, City of Richmond, and Richmond Henrico Health District facilitated the one-hour conversations.



Community members in break out groups during the Listening Session. (Source: SFCD)



Jackson Ward Community Listening Session held at Gallery5. (Source: SFCD)



Working group meeting held at the Public Library. (Source: SFCD)

July 26, 2022: Jackson Ward Working Groups Meeting (21 participants)

On July 26, the team hosted a working groups meeting at the Richmond Public Library. Prior to breakout groups, the team provided an update on the Jackson Ward Community Plan. After a Q&A session, working groups focused on a list of questions specific to their focus area (housing, people, and neighborhood).

Small Engagement: July 2022

July 27, 2022: Storefront Conversations for Jackson Ward (4 participants)

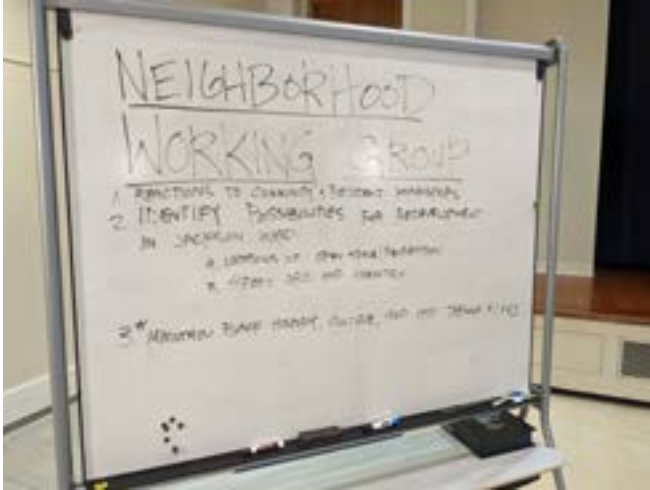
In July, Storefront for Community Design hosted a morning event with coffee and breakfast snacks. Community members were encouraged to stop by, learn about the engagement process for the project, ask questions, and provide feedback.

Community Events: August 2022

In August, the Jackson Ward Community Plan team held two workshops with Gilpin Court and Jackson Ward residents, planning experts, and stakeholders. The meetings provided a review of the Choice Neighborhoods Plan (CNP) process and an opportunity for everyone to share input and generate ideas for the future of Jackson Ward.

August 6, 2022: Gilpin Court Resident Plan Workshop (12 participants)

On August 6th, the team met with residents at Calhoun Center for the Gilpin Court Resident Plan Workshop. Several interactive stations filled the space, creating avenues for residents to learn about the project, help them learn more about urban design and housing, and to give them platforms to generate ideas.



The Neighborhood Working Group focused on maintaining Black history, culture, and art through engagement and redevelopment. (Source: SFCD)



Working Groups broke out into discussions across the three Choice goals of Neighborhood, People, and Housing. (Source: SFCD)



Community members provide feedback and share their visions for the future of Jackson Ward. (Source: SFCD)

The interactive stations included:

- A presentation about the Choice Neighborhood Plan (CNP) process and what has been completed to date.
- A learning activity about housing types, such as single-family homes, town-homes, and apartments. Attendees learned about architectural styles and voted on favorites.
- An activity about neighborhood urban blocks and amenities. For example, one block may include row homes, a church, and mixed-use buildings with apartments above ground floor commercial space.
- One-on-one discussions about how the community plan can assist with improving quality of life.

The goal of the plan workshop was to:

- Build an understanding of how families live in Gilpin Court and the broader Jackson Ward Neighborhood
- Identify possibilities for redevelopment in the neighborhood
- Generate ideas for potential parks, services, safety, and neighborhood amenities
- Review next steps in the process.

August 18, 2022: Jackson Ward Community Plan Workshop (17 participants)

On August 18, the team hosted another Community Plan Workshop at Third Street Bethel AME Church, calling on residents throughout Jackson Ward. Like at the Resident Workshop, community members interacted with stations throughout the space and generated ideas for elements of the community plan focused on neighborhood, housing, and people.

One activity new to the Community Plan Workshop was a Lego exercise to build urban blocks for the neighborhood. The activity explained different housing types like duplexes, triplexes, and town-homes. It showed how different block configurations can be designed with these housing types. Residents were challenged to create their own urban block using their favorite housing types.



Community Plan Workshop held at Third Street Bethel AME Church. (Source: SFCD)



Residents and community members engage with different stations focused on Housing, Neighborhood, and People. (Source: SFCD)



A LEGO block activity gave residents an opportunity to play and imagine the future of Gilpin Court. (Source: SFCD)

Small Engagement: August 2022

August 4-5, 2022 – Youth Design Workshop
(12 participants)

In August, Storefront for Community Design hosted a design camp for youth ages 13-18. As part of the design camp, participants participated in a guided tour by Gary Flowers, Walking the Ward, to learn about the Jackson Ward community and its history. They also visited a vacant site in the Jackson Ward neighborhood and created a plan based on what they thought was needed in the Jackson Ward community. Participants included youth in the Jackson Ward neighborhood and across the city of Richmond.



SFCD hosted a Youth Design Workshop as part of their summer design camp. (Source: SFCD)

Working Groups: September 2022

September 27, 2022: Jackson Ward Working Groups Meeting (23 participants)

On September 27, the Jackson Ward Community Plan team held a virtual meeting with working group members to provide a project update and review the draft vision and goals. The meeting kicked off with all attendees in a virtual room together to review the draft vision and provide comments. Afterwards, participants attended breakout rooms specific to their area of interest (housing, people, or neighborhood). Each working group reviewed and revised the draft goals presented by each team lead of that working group.



Students visited and designed a concept for a vacant site in Jackson Ward. (Source: SFCD)

Community Events: November 2022

November 1, 2022: Jackson Ward Plan Alternatives Workshop (77 participants)

On November 1, the Jackson Ward Community Plan team held three plan alternatives workshops with Gilpin Court and Jackson Ward residents, planning experts, and stakeholders. The workshop sessions, hosted at Calhoun Center, took place at 10am, 1pm, and 4pm and



Plan Alternatives Workshop was held in November of 2022.. (Source: SFCD)

provided a review of the Choice Neighborhood Plan (CNP) process and an opportunity for everyone to share input and generate ideas for the future of Jackson Ward.

As attendees ventured through the workshop, they interacted with variety of activities to educate them on the history of Jackson Ward and CNP engagement process, draft vision and goals developed from past community meetings, urban design block types, and housing types.

Each station also provided a platform to generate ideas. The interactive stations included:

- The Story of Jackson Ward timeline providing attendees the opportunity to learn about the history of Jackson Ward, share missing elements, and provide a platform to tell their own story.
- Review of the draft project vision and the goals for housing, people, and neighborhood.
- Like the August meetings, an activity to learn about neighborhood urban blocks and amenities was provided. For example, one block may include row homes, a church, and mixed-use buildings with apartments above ground floor commercial space. Attendees were also asked to vote for their preferred amenities and architecture styles.

The goal of the plan workshop was to:

- Confirm plan goals & strategies
- Discuss plan alternatives (different possible design options for the site)
- Review the next steps in the process of drafting the formal Community Plan



Plan Alternatives Workshop held at the Calhoun Center. (Source: SFCD)



Attendees learned about the legacy of Jackson Ward while sharing their own histories and experiences living in the neighborhood. (Source: SFCD)



Residents, community members, and key stakeholders attended the workshop sharing feedback on strategies of the Plan. (Source: SFCD)

Small Engagement: December 2022

December 7, 2022: Gilpin Informed Residents Marketing Workshop (7 participants)

In December, Storefront for Community Design collaborated with staff from The Ivy Group and RHHD to host a design workshop with Gilpin Informed Residents to brainstorm ideas for marketing and communicating the Jackson Ward Community Plan to Gilpin Court Residents. Residents also discussed ideas for the upcoming community-at-large meeting in February 2023 including a small resource fair that was implemented at the community event.

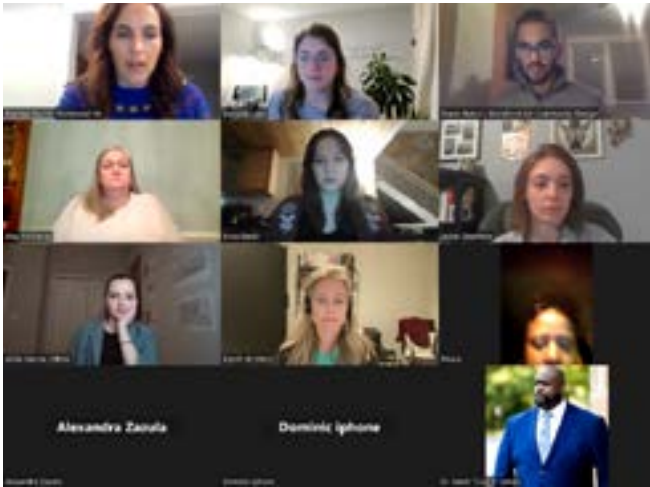


Gilpin Informed Residents met with SFCD to plan for community events. (Source: SFCD)

Working Groups: December 2022

December 14, 2022: Jackson Ward Working Groups Meeting (25 participants)

On December 14, the Jackson Ward Community Plan team held a virtual meeting with working group members to provide a project update and review the draft vision and goals. The meeting kicked off with all attendees in a virtual room together to review the five themes that structure the plan and the draft goals. The attendees then attended three out of five virtual breakout sessions to discuss and share draft strategies under each goal. Attendees were asked to complete a post-meeting survey to provide additional feedback and ideas for strategies.



Working Groups met virtually in December 2022. (Source: SFCD)

Community Events: February 2023

February 11, 2023: Jackson Ward Plan Draft Plan Event (22 participants)

On February 11, the Jackson Ward Community Plan team held three draft plan event sessions with Gilpin Court and Jackson Ward residents, planning experts, and stakeholders. The sessions, hosted at Calhoun Center, took place at 10am, 1pm, and 4pm and provided a review of the Choice Neighborhood Plan (CNP) process and an opportunity for everyone to share input and generate ideas for the future of Jackson Ward.

The Calhoun Center's gymnasium was transformed into a community space with interactive stations. Upon arrival, attendees received a passport map to guide them through many activities to learn about the project, explore maps of current conditions and proposed improvements, and review the community plan's vision, themes, and goals.

Each station also provided a platform to share comments and generate ideas. The interactive stations included:

- **Resource Fair:** A group of Gilpin Informed Residents introduced a brand new element to provide resources from local organizations. Vendors included RRHA Property Management, RRHA Tenant Selection, RRHA Resident Services, Office of Community Wealth Building, and Richmond Behavioral Health Authority.
- **Maps:** In collaboration with design and planning professionals, attendees explored two interactive maps that showed current conditions of the Jackson Ward neighborhood and proposed improvements stemming from community input from previous meetings.



Gilpin residents and their children played with Legos to imagine the future design of Gilpin Court. (Source: SFCD)



The February Draft Plan Event gave residents an opportunity to provide feedback and share their experience living in Gilpin Court. (Source: SFCD)



Residents provided feedback on neighborhood strategies for Jackson Ward. (Source: SFCD)

- **The Vision:** Attendees reviewed the draft vision statement and provided feedback along a spectrum to represent their opinions. Of those who did so, 70% agreed with the statement, 21% had a mixed response, and 8% did not agree.
- **Themes and Goals:** Residents joined volunteers and experts to explore maps that helped to visualize goals for each theme. For instance, the map for Inclusive Housing displayed housing currently under construction, housing in the planning stages, and proposed housing. Attendees provided feedback on the maps and plan goals.
- **Listening Station:** At this station, residents sat with team members, sharing their ideas and voicing their concerns.
- **The Story of Jackson Ward:** A continuation from the November Plan Alternatives Workshop, residents viewed the timeline to learn about Jackson Ward’s history, shared missing elements, and told their own story.

The goal of the plan workshop was to:

- Review the draft vision and provide feedback
- Review the draft themes and goals
- Discuss draft plan (different possible design options for the site)
- Review the next steps in the process of drafting the formal Community Plan

Focus Groups: March 2023

March 6-24th, 2023
(nearly 100 participants)

In March, the project team hosted twelve focus group meetings to receive community feedback for the draft strategies in preparation for the Community Plan Event in April.

Meetings focused on the following topics:

- Housing (3 meetings, total of 25 participants)
- Tourism (20 participants)
- Childcare & K-12 Education (10 participants)
- Transportation (17 participants)
- Health (10 participants)
- Sustainability (10 participants)
- Safety (10 participants)
- Land Use (2 meetings, total of 33 participants)
- Workforce & Businesses (19 participants)



Focus groups met to discuss key topic areas to develop goals and strategies for the plan. (Source: SFCD)

Community Events: April 2023

April 18 and April 19, 2023: Jackson Ward Draft Plan Event *(52 participants)*

In April, the project team hosted in-person and virtual events. On April 18, the Jackson Ward Community Plan team held an in-person event with Gilpin Court and Jackson Ward residents, planning experts, and stakeholders. The event, hosted at Calhoun Center, took place at 6pm and provided an update of the Choice Neighborhood Plan (CNP) process and an opportunity for everyone to share input and generate ideas for the future of Jackson Ward.

With help from the Gilpin Informed Residents, the project team presented the latest version of the draft plan. They discussed changes to the draft goals and strategies, updates on the engagement process, and ways residents can get involved and stay informed.

Afterward, attendees gave their feedback on the plan strategies at interactive stations including:

- **Maps:** In collaboration with design and planning professionals, attendees explored two interactive maps that showed current conditions of the Jackson Ward neighborhood and proposed improvements stemming from community input from previous meetings.
- **Draft goals and strategies:** Residents joined volunteers and experts to review draft strategies and provided feedback. Participants were also encouraged to sign up for future focus groups to help finalize the strategies.

On April 19, the project team and Gilpin Informed Residents hosted a virtual session that included a presentation and Q&A session. Virtual participants were encouraged to complete a survey to provide feedback on the strategies presented at both meetings. The virtual presentation was posted on RRHA’s website and can be viewed by residents.

The goal of the plan workshop was to:

- View the latest iteration of the draft plan based on input from the last 10 months
- Review the draft strategies
- Review the next steps in the process of drafting the formal Community Plan



The April Draft Plan Event had interactive stations for residents to provide feedback on goals and strategies for the plan. (Source: SFCD)



The Planning Team provided an update on process and the Gilpin Informed Residents shared their experience with their community. (Source: SFCD)

Focus Groups: August 2023

August 2023: Jackson Ward Focus Groups
(45 Participants)

In August, the project team hosted five virtual focus group meetings to receive community feedback for the draft strategies in preparation for the final Community Plan Event in October. Themes included safety, education, workforce and business development, tourism, health, and land use.

Attendees raised and discussed many ideas during the meetings, including:

- Safety should be a main feature in the design of Gilpin's redevelopment.
- Residents should have improved access to services like mental healthcare and workforce development.
- There should be a "hub," a one-stop destination to receive resources from the multiple partners offering services in the community.



The October 2023 Jackson Ward Final Plan Event was a community celebration with food, resources, and family fun. (Source: SFCD)

Community Events: October 2023

October 12, 2023: Jackson Ward Plan Final Plan Event
(150 Participants)

In October, Gilpin Court and Jackson Ward residents, planning experts, and stakeholders attended the final Community Plan event. On October 12, we transformed the Calhoun Recreation Center Area Park into a fun family event.

The event unveiled the Final Community Plan and provided opportunity for community members to ask questions. Additionally, the final design of the Early Action Activity, a new splash pad in the Calhoun Recreation Park, was on display. The splash pad will feature bronze plaques that will commemorate neighborhood makers, and residents recommended community members who have made a difference in the neighborhood.

Most importantly, the event celebrated the hard work from the past 18 months of design, conversation, and community engagement. A branded Jackson Ward Community Plan tote bag was a gift to every attendee. A bouncy house maze was a huge hit along with games like football toss, unicorn ring toss, and a big Connect Four. Residents enjoyed hot dogs and hamburgers, freshly made funnel cakes, and snow cones. The Gilpin Informed Residents hosted an amazing station of community resources alongside local community vendors.

The goal of the event was to:

- Celebrate the 18-month process.
- Unveil and review the final Jackson Ward Community Plan.
- Review the next steps in the process of the final community plan and implementation.



At the Jackson Ward Plan Celebration Event residents provided input into the legacy markers to be incorporated in the Splashpad Early Action Activity design. (Source: SFCD)

The Gilpin Informed Residents build relationships, share information, and actively engage their neighbors.

“Gilpin Informed Residents (GIR) is a small but mighty group of passionate Gilpin Court residents who are building relationships, shaping plans, and making sure resident voices are heard every step of the way during the Jackson Ward community planning efforts.”

Richmond Redevelopment and Housing Authority

RESIDENT LEADERSHIP: GILPIN INFORMED RESIDENTS

The Gilpin Informed Residents (GIRs) are a team of Gilpin Court residents who work together to involve and educate other residents about the redevelopment and future opportunities. The GIRs are hired part-time by the Richmond Henrico Health District with funding support from the City to educate and engage residents. Their job includes learning, thinking, planning, and lots of hard work.

The GIRs first job was to conduct the resident assessments. For six months, the GIRs knocked on doors and attended events to gather resident answers to the survey questions. The survey was an effort to gather information and to begin informing residents about the planning process. While administering the survey, the GIRs spent quality time with each resident getting to know them and sharing information about the planning process. The GIRs worked to complete surveys with 490 residents, and talked with many more about the process.

Once the hands-on effort of the survey was complete, the GIRs moved into more direct outreach to residents about the plan. The GIRs focus on how to creatively inform and educate other residents without overwhelming them. Much of the outreach included putting up flyers, door-knocking, and having a presence at community events to offer information on the Community Plan. In addition, the GIRs hold a weekly online information session, design many of their own flyers, collaborate with the rest of the Choice team about communications and outreach materials, develop other focused surveys, and talk to residents almost anywhere.

Throughout the process, the GIRs have learned about their own community and resources. They educated themselves about the resources available to residents, from service providers, planners, mental health professionals, healthy homes experts, and small business coaches. In some cases the GIRs have been able to learn by using the resources themselves. The self-education has also focused on communication skills, organization skills, networking, and working as a team.



The Gilpin Informed Residents group is a hired position where residents are directly involved in the planning process.



The Gilpin Informed Residents meet weekly at the Calhoun Center Resource Center.

The GIRs have been active in the planning process itself, voicing their opinions and sharing what they have heard and know about the community. The GIRs have participated in Working Groups, Community Events, Focus Groups, and informal discussions, providing input as well as learning from others. The GIRs bring a valued and fresh perspective, learning to speak up and feeling empowered that their voice and thinking will be heard. The GIRs are advocates for themselves and their fellow residents, and are dedicated to ensuring the voices of residents are conveyed through the planning process and future redevelopment.

Training Sessions Held by GIRs at Weekly Meetings

- Climate Impacts
 - Finding Resources for Residents
 - Reviewing the Development Plan
 - Facilitating communication between the planning team and the residents
 - Listening Skills
 - How to Use Vouchers
 - Homeownership
 - Mental Health
 - Resident Safety
 - Lessons from Creighton
 - Narcan and Substance Abuse
- Small Business Start-Ups
 - Workforce Development
 - Grant Writing
 - Healthy Homes
 - Understanding Data
 - Home Visiting and Supporting Young Parents
 - Understanding the Splashpad
 - Professionalism
 - The Role of USI in the Plan
 - Communication Tactics
 - Public Relations



Kiara Harris, GIR, welcomes the community and shares her experience being part of the planning process. (Source: SFCD)



Stephanie Robertson, GIR, invites her neighbors to share their insight and contribute to the plan. (Source: SFCD)



Paula Williams, GIR, provided insight and lessons learned from administering the Resident Needs Assessment. (Source: SFCD)

SPOTLIGHT: GIRS IN THE COMMUNITY



Residents win gift cards after participating in the Resident Quiz activity organized by the GIRs. (Source: RHHD)



GIRs conducted youth outreach during the summer of 2023 to get their insight into the plan and share resources with their families. (Source: RHHD)



Dreame Boyd, Stephanie Robertson, & Kiara Harris sharing resources at one of many tabling sessions in Gilpin Court. (Source: RHHD)

The GIRs are looking forward to the hard work of implementing the plan. They are committed to staying involved for the long haul, educating and engaging residents so everyone can enjoy the opportunities of this plan. Below are a few areas where the GIRs continue to gain leadership experience and intentional connections with their community:

PUBLIC SPEAKING - sharing their knowledge and expertise of the planning process with their neighbors.

RESIDENT QUIZ - creating a fun game that became a great opportunity to educate residents about the plan and other local resources.

TABLING - weekly sessions to share resources, often effectively engaging with other neighbors just passing by.

CASUAL CONVERSATIONS - being ready to talk about the plan and the opportunities it provides at any time. Residents trust the GIRs and will often stop by their homes, on the street, or in the store as they have recognized their roles in the process.

OUTREACH - working with the communications consultants on the planning team to develop materials, but also producing their own flyers and social media posts.

CODE-SWITCHING - showing their cultural competency in a variety of settings with both the Gilpin Court community and in a formal setting with City and RRHA leadership.

FUTURE ENGAGEMENT - GIRs have drafted a detailed scope of work for their team to continue engagement through the implementation of this plan.



RESIDENT LEADERSHIP: GILPIN TENANT COUNCIL

Under the Code of Federal Regulations (CFR), HUD recognizes the importance of resident involvement in creating a positive living environment and in actively participating in the overall mission of public housing. Under these guidelines, residents have the right to organize and elect tenant council leaders to work together with the housing authority to represent their interests. After being elected, the role of the Tenant Council is to improve the quality of life and resident satisfaction and participate in self-help initiatives that enable residents to create a positive living environment for families living in public housing.

The purpose of the Tenant Council is to address issues of common concern to all residents which include:

- Promoting harmony and understanding among the residents of the community.
- Facilitating the existence of a collaborative working relationship between the residents of the community and the Richmond Redevelopment and Housing Authority (RRHA).
- Promoting the health and safety of all residents living in the community.
- Facilitating resident connection (to the extent possible) with the services and resources that the residents need to promote advancement towards family economic self-sufficiency, positive social and academic development for youth, and healthy living for all residents.
- Providing a democratic forum for the communication of concerns of all residents.
- Promoting greater participation on the part of the residents in civic and community affairs.
- Providing recommendations (when appropriate) on the policies and procedures of the RRHA as they may affect the residents of the community.

Roles & Responsibilities

The Gilpin Tenant Council consists of five elected members:

- Tenant Council President, Annie Mahdee
- Tenant Council Vice President, Christian Campbell
- Secretary of Tenant Council, Janice Hives
- Treasurer, Charlene Pitchford
- Sergeant at Arms, Andrea Cornelius

Under the leadership of Ms. Annie Mahdee and her board, the Gilpin Tenant Council worked to provide critical feedback to the Jackson Ward Community Plan under the areas of:

- Offering support, feedback, and a letter of support for the award of the Choice Neighborhood Planning Grant.
- Attending community outreach meetings to discuss the community plan.
- Playing a role in the three working groups revolving around neighborhood, people, and housing.

EARLY ACTION ACTIVITY

Through the HUD Choice Neighborhoods Program, the Early Action Activity is a first step in building momentum towards a shared vision for the future. As a community-driven, small-scale, physical improvement, the Early Action Activity supports the planning process by engaging the community, building capacity, fostering social cohesion, and reinforces the overall planning process. This project must be responsive to neighborhoods' needs and be completed during the planning process.



The Calhoun Center Splash Pad Conceptual Rendering (Source: Timmons Group)

Project Context

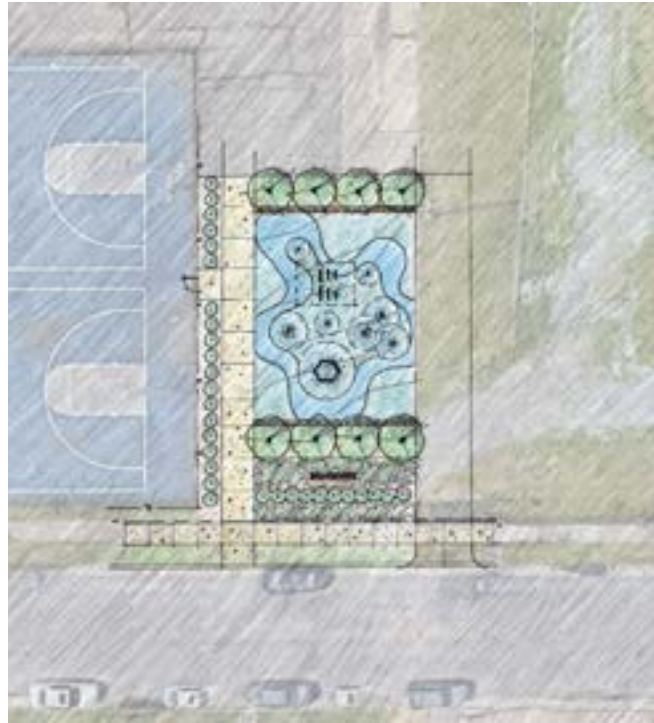
The Calhoun Recreation Area project aims to enhance existing features in the park and revitalize access to recreational resources within the Gilpin Court community. The Calhoun Recreation Area is located within the Gilpin Court Community. The existing outdoor recreational resources include newly paved basketball courts, a playground, a sports field, and the Charles Gilpin Community Farm. Through public meetings, surveys, and events on site the community identified a splash pad as the priority project to not only kick-off the development of the Recreation Area Master Plan but to serve as the Early Action Activity.

Site Concerns

The Gilpin Court community identified the following concerns with the site: difficult to navigate for seniors, need for environment that promotes safety and visibility, and the need for more shade. Partners of this project acknowledge that despite the hours of operation, from sunrise to sunset, residents will likely still use the park facilities after the sun sets. Pedestrian scale lighting is planned for safety, wayfinding, and navigation at night. While proposed lighting is not meant to encourage the use of the park outside of official hours, it will increase the perception of safety and discourage vandalism. Additional concerns voiced by the community and stakeholder groups aim to address the lack of storage on site (particularly for garden activities and pop-up events), disorganized placement of fencing, and proper screening of the dumpsters near the playground.

Community Driven Design

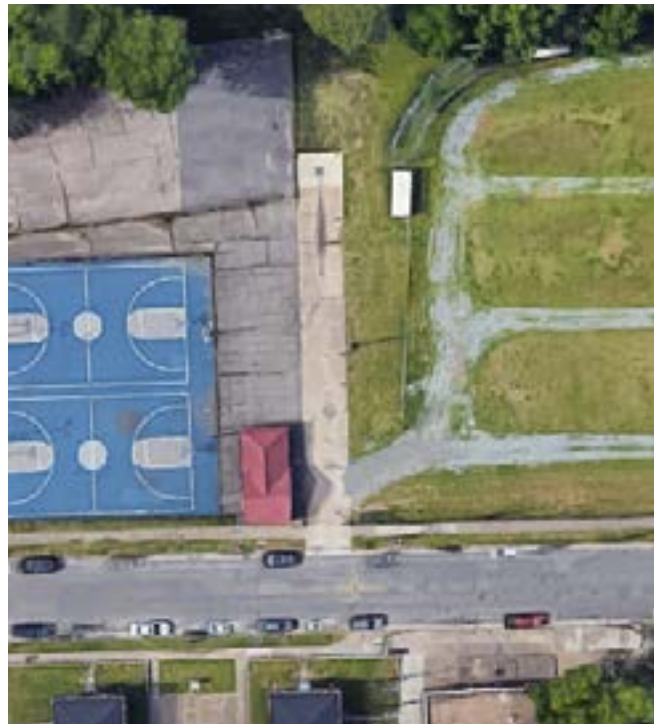
PRCF conducted a survey available both online and in paper format distributed by PRCF Recreation Staff and the Brothers Concerned for Gilpin Court support group to residents of Gilpin and visitors to the Calhoun Center. The survey was open from April to May 2022 and received a total of 122 unique responses. The highest priority amenity for outdoor improvement for residents was a splash pad.



The Calhoun Center Splash Pad Concept Plan



The splash pad will be designed specifically for the Calhoun Center plan and will incorporate prefabricated sprayers. (Source: Timmons Group)



Existing Conditions

These results were utilized to inform conceptual designs that were then put in front of community members at four in-person meetings held by the Jackson Ward Community Neighborhood Plan's team members. Residents were again asked to prioritize their favorite features and designs. The splash pad element remained the highest priority and was selected further emphasized the survey work conducted by PCRF previously. The overall Calhoun Recreation Area Master Plan received preliminary approval from the City of Richmond Planning Commission's Urban Design Committee. Design and development of the Splash Pad is underway. This summer and early fall, the Splash Pad will be submitted for a construction permit and procurement, bidding, and contracting will be finalized. Construction will occur through the winter and the Splash Pad Grand Opening is expected in May 2024, just in time for summer.

For more information on the Master Plan, refer to the Implementation Chapter and Appendix of this document.



Figure 23 // The Calhoun Recreation Area Master Plan - Splash Pad Early Action Activity highlighted in yellow



The Calhoun Center Splash Pad Conceptual Renderings



RESIDENT NEEDS ASSESSMENT RESULTS

RHHD administered the Gilpin Resident Needs Assessment from May through December 2022. The Gilpin Informed Residents (GIRs) were recruited to go door to door to ask these questions. Assessments were also available at community plan meetings and other events in the neighborhood. Residents could also fill it out online using a QR code that was available at several locations in the neighborhood.

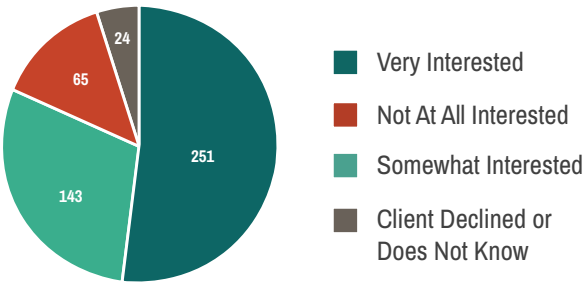
The City of Richmond staff analyzed the data and grouped findings by the five major themes that are identified in the plan. Data presented in this summary reflects the goals of the major themes that were identified through numerous community meetings; however, the full draft report and analysis of the Resident Needs Assessment is attached in the Appendix of this document.

490 of the 800 Gilpin Court households (61%) responded to the assessment. Most heads of household are under the age 36 years old. The mean age for adult residents in Gilpin Court is 47 years old. The largest age group is 25-34 years old. The majority of adults, 72%, are under the age of 45. On average, child residents are 7.4 years old. 34% of children are under the age of 6. Households, on average, are small with an average of 1-2 people but can range up to seven members.

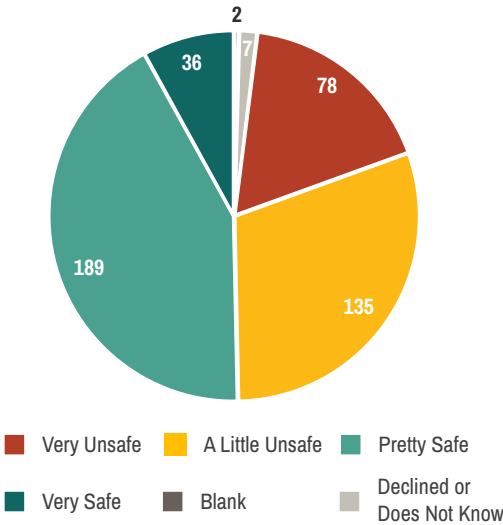
What do you consider to be the Top 3 strengths of Jackson Ward?
(percent of responses with strength in top 3)



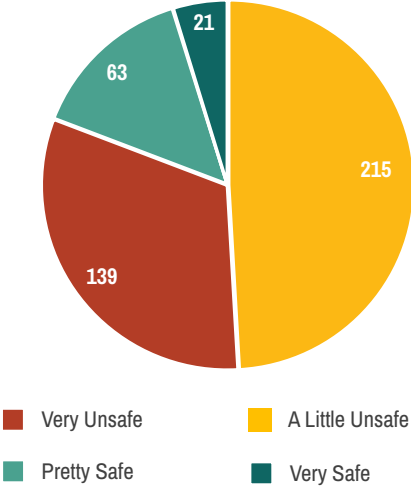
How interested are you in owning your own home?



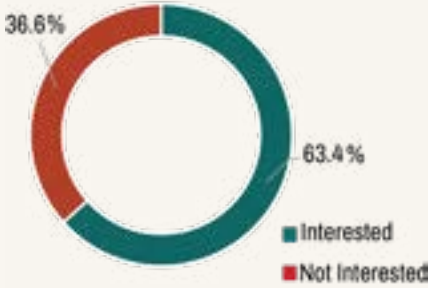
How safe do you feel in your neighborhood and the surrounding areas during the day?



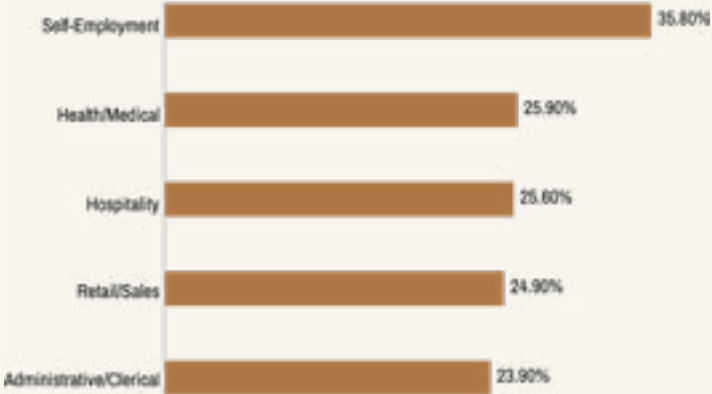
How safe do you feel in your neighborhood and the surrounding areas after dark?



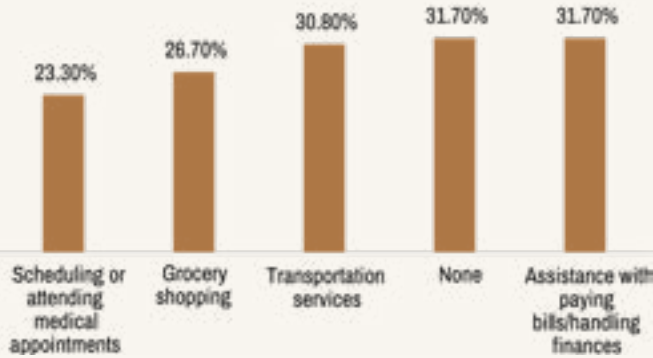
Interested in Further Education



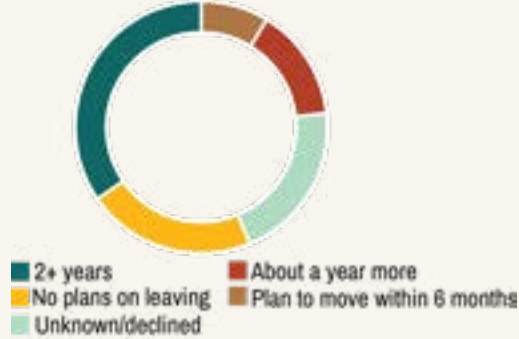
Top Job Interests



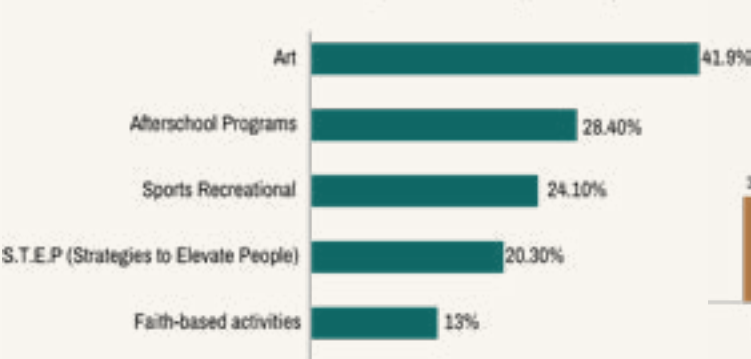
Senior Services Needed



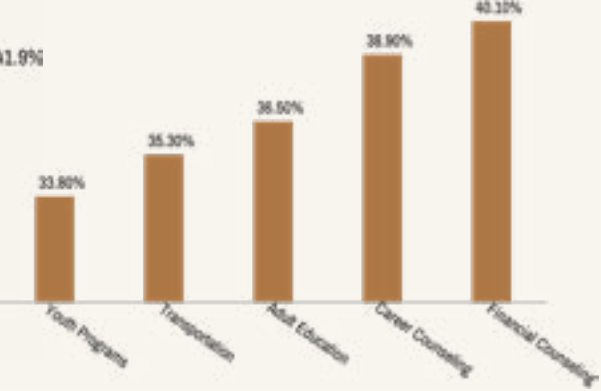
Plans to Stay in Jackson Ward



Top Enrichment Program Participation



Neighborhood Service Needs



COMMUNITY SURVEY RESULTS

From May through October 2022, the Jackson Ward Community Survey was available online and by paper at community meetings. Highlights from the 84 total survey responses are included below; however, for the full draft report and analysis of the Community Survey, please refer to the Appendix of this document.

Survey participants viewed the history, culture, and location of Jackson Ward as the neighborhood's strongest characteristics. Forty-one percent (41%) of respondents have a graduate-level education, while three respondents (6%) have not completed high school. With mixed educational attainment levels, over one-third of respondents indicated financial resources as the primary barrier to furthering their education. In terms of job opportunity, the top preferred industries for job seekers are Health/Medical and Self-Employment. Respondents are most interested in small business training, budgeting/finances training, and improving their computer skills.

Very few respondents listed walking or taking public transit as their primary ways to get around. Respondents indicated that they are less likely to take the bus due to personal safety concerns, bus service not going where respondents are traveling, too long of bus rides, or low bus service frequency. Though roughly one half of respondents indicated they feel "pretty safe" in Jackson Ward during the day, 22% of respondents shared that they feel unsafe. Nearly 20% of respondents chose better street lighting as the top safety feature needed in Jackson Ward.



Figure 24 // Highest Level of Education

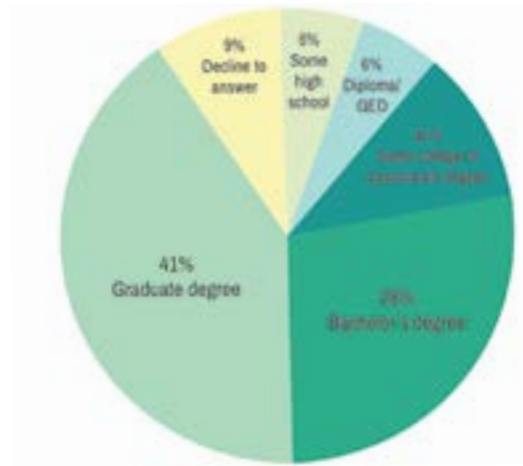


Figure 25 // Employment Status

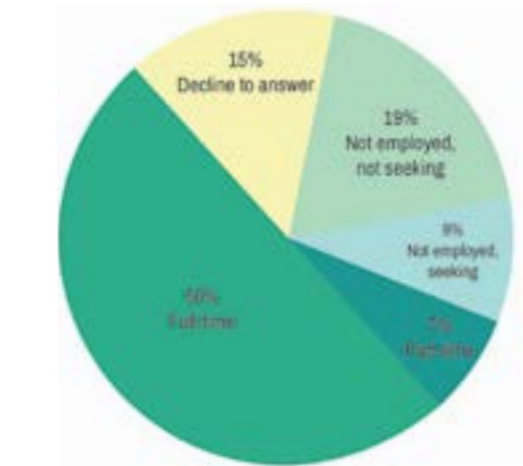
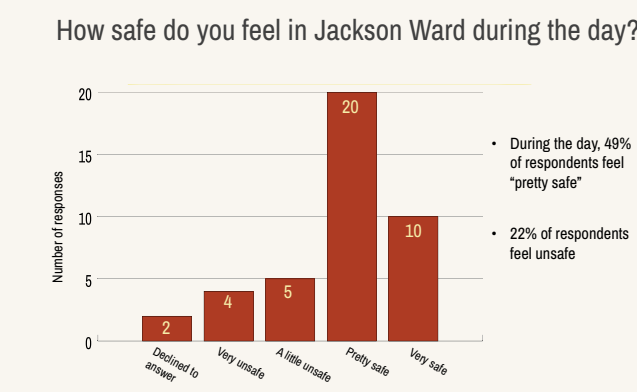
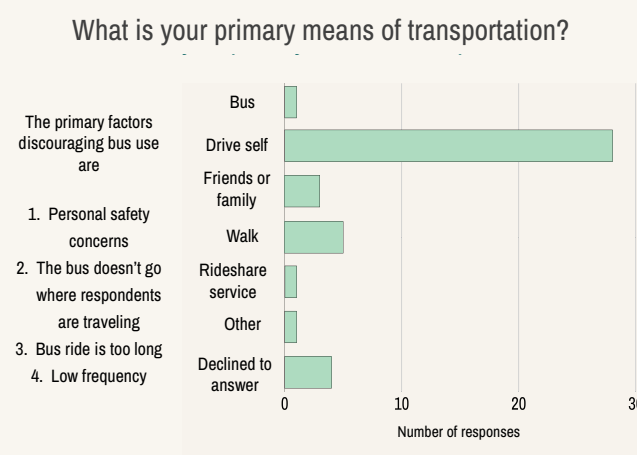
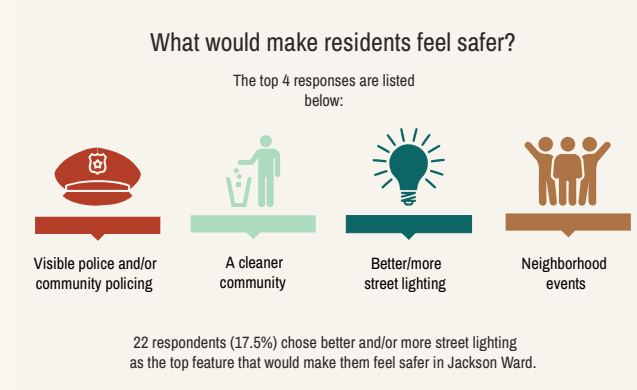
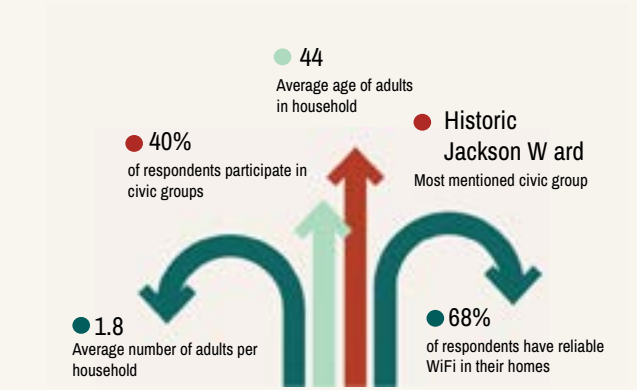
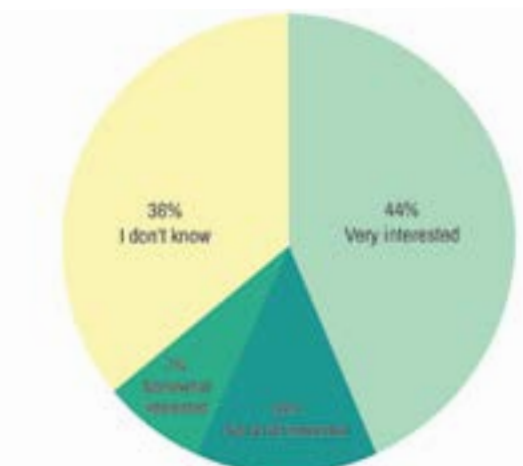
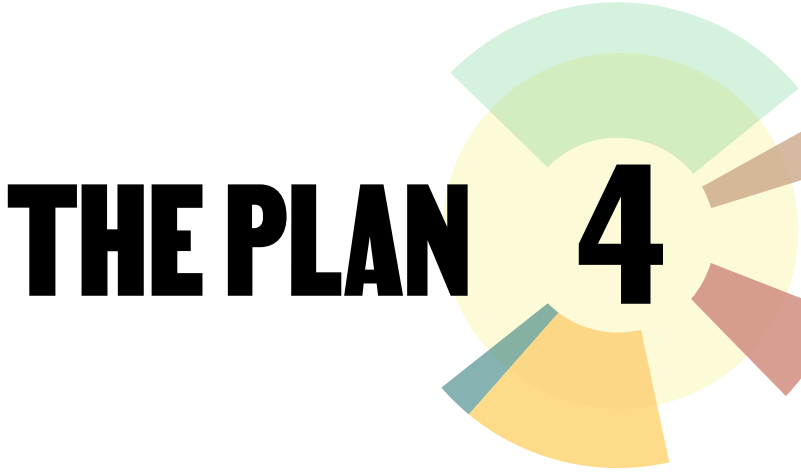


Figure 26 // Interest in Homeownership





THE PLAN 4

VISION

Jackson Ward is an interconnected neighborhood that celebrates Black history, ownership, and culture while supporting a diverse community of current and future residents with quality housing, healthy spaces, and its community traditions of local arts, education, and entrepreneurship.

MAJOR THEMES

The five major themes outlined in the plan and their associated policy recommendations and action steps will bring the Jackson Ward vision to life. The five themes are:

- 1. **Grow a Diverse, Equitable, and Inclusive Economy:** Jackson Ward is renewed as a center for Black education, business, arts, and culture. As a dynamic center for minority-owned and locally owned businesses with a network of educational and capital support, Jackson Ward residents can move into well-paying career paths and entrepreneurial enterprises. Jackson Ward children have access to schools and after school activities that prepare them for post-secondary career paths; building an ecosystem that lets young people follow their passions in a career that meets their needs and leads to a fulfilling life.
- 2. **Build Inclusive Housing Options:** Jackson Ward is a national model for how to effectively include affordable housing throughout the entire community. The redevelopment of Gilpin Court supports existing residents and attracts new residents to a community with a variety of high-quality affordable and market-rate homeownership and rental housing opportunities. Existing residents of Jackson Ward can remain in their changing community due to the successes of policies that prevent involuntary displacement.
- 3. **Create High-Quality Places:** Jackson Ward's unique character and urban fabric are preserved and incorporated in the redevelopment of Gilpin. While predominantly a residential neighborhood, Jackson Ward also includes easily accessible goods and services such as restaurants, shops, public facilities, parks, and other amenities.
- 4. **Expand Equitable Transportation:** Jackson Ward residents, visitors, and employees can seamlessly access services within the neighborhood, the city, and the region via a safe multi-modal transportation network. Jackson Ward is "one neighborhood" because infrastructure investments have reinforced the historic walkable grid making the highway fade from the foreground to the background.
- 5. **Sustain a Thriving Environment:** Jackson Ward provides residents with a sustainable and healthy places to live, work, and play. The entire neighborhood incorporates parks, trees, and other features to support a flourishing ecosystem. The thriving environment provides healthy opportunities for exercise, connection with neighbors, and green spaces for all. New buildings incorporate the latest sustainable building technologies. Existing buildings are retrofitted to improve energy efficiency.

PLAN ORGANIZATION & COMPONENTS



Jackson Ward row houses (Source: Virginia DHR, Calder Loth, 2019)

The Jackson Ward Community Plan structure mirrors the format of the City's master plan, Richmond 300: A Guide for Growth. Richmond 300 provides city-wide recommendations for creating a more equitable, sustainable, and beautiful future for all Richmonders. Richmond 300 envisioned Jackson Ward as a better connected neighborhood that continues to be a mixed-use residential neighborhood with emphasis in improving connections across the highway to reunite the northern and southern parts of Jackson Ward.

The transformation of Gilpin Court was highlighted as a primary next step in the master plan to reimagine Jackson Ward as a mixed-use, mixed-income, walkable, and transit-adjacent community that provides both housing and jobs for residents.

While following the Richmond 300 structure, this plan prioritizes the Choice Neighborhoods primary goals of Neighborhood, People, and Housing. Each of which fit neatly into the major themes of Richmond 300 and have been organized into the goals, strategies, and metrics of this Community Plan. To emphasize the alignment of this plan with the Choice Goals, each goal has an icon indicating its relevance.



NEIGHBORHOOD



PEOPLE



HOUSING

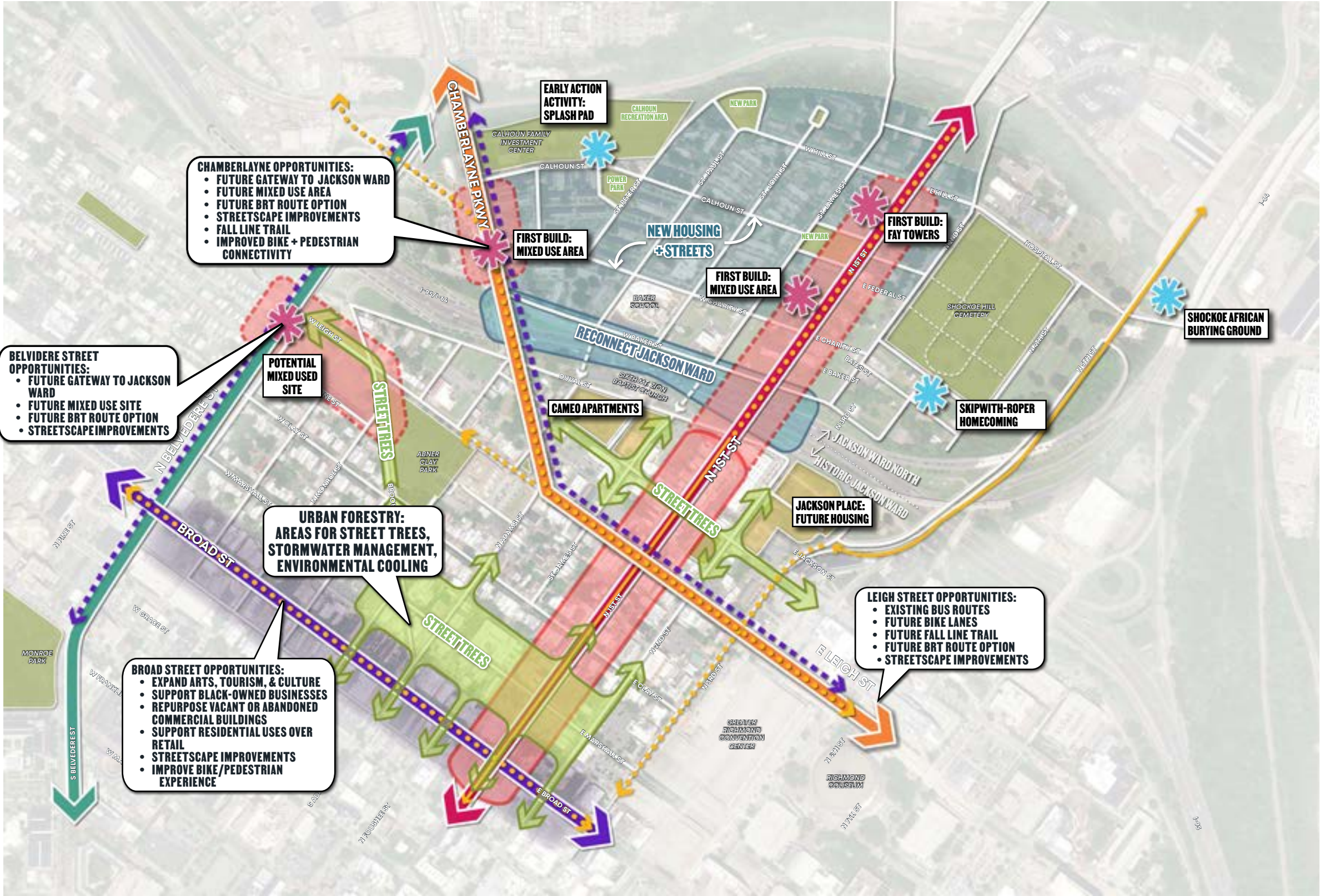
THIS PLAN USES THREE KEY COMPONENTS:

VISION: A statement articulating what we want the neighborhood to look and feel like in the future.

GOAL: Broad, long-term aim that defines fulfillment of the vision.

STRATEGY: A policy, infrastructure improvement, partnership, or other activity required to achieve an objective, create a critical condition, or overcome a barrier.

CHOICE NEIGHBORHOOD PLAN



The Choice Neighborhood Plan integrates physical improvements and revitalization of Jackson Ward with the redevelopment of Gilpin Court. Strategies include:

- Reinforcing commercial corridors along North 1st Street and Chamberlayne Parkway.
- Reconnecting Jackson Ward across the highway through a potential cap or improved connections.
- Improving urban forestry through new street trees and protecting existing heritage trees.
- Strengthening mobility corridors along North 1st Street, Chamberlayne Parkway, East Leigh Street, Broad Street, and Belvidere Street.
- Revitalizing Broad Street as a vibrant commercial and cultural corridor.
- Identifying key opportunity sites for mixed use private or anchor institution development along North 1st Street, Chamberlayne Parkway, and Belvidere Street.
- Prioritizing First Build Sites as the catalyst for redeveloping Gilpin Court and introducing mixed income housing to the neighborhood.



Figure 27 // Strategies & Opportunity Areas

DIVERSE ECONOMY

Jackson Ward is renewed as a center for Black education, business, arts, and culture.

As a dynamic center for minority-owned and locally-owned businesses with a network of educational and capital support, Jackson Ward residents can move into well-paying career paths and entrepreneurial enterprises. Jackson Ward children have access to schools and after-school activities that prepare them for post-secondary career paths; building an ecosystem that lets young people follow their passions in a career that meets their needs and leads to a fulfilling career path.

GOALS

1. Early Learning & Kindergarten Readiness
2. K-12 Success
3. Graduation Rates, Post Secondary Education, & Workforce Readiness
4. Employment & Economic Mobility
5. Tourism, Arts, & Culture



Jackson Ward is renewed as a center for Black education, business, arts, and culture.

“We envision a Jackson Ward that invests in the people,” said one group. “Somewhere that builds culture from the ground up, honors history, works to change the perception of safety and combats systemic racism.”

June Community Listening Workshop

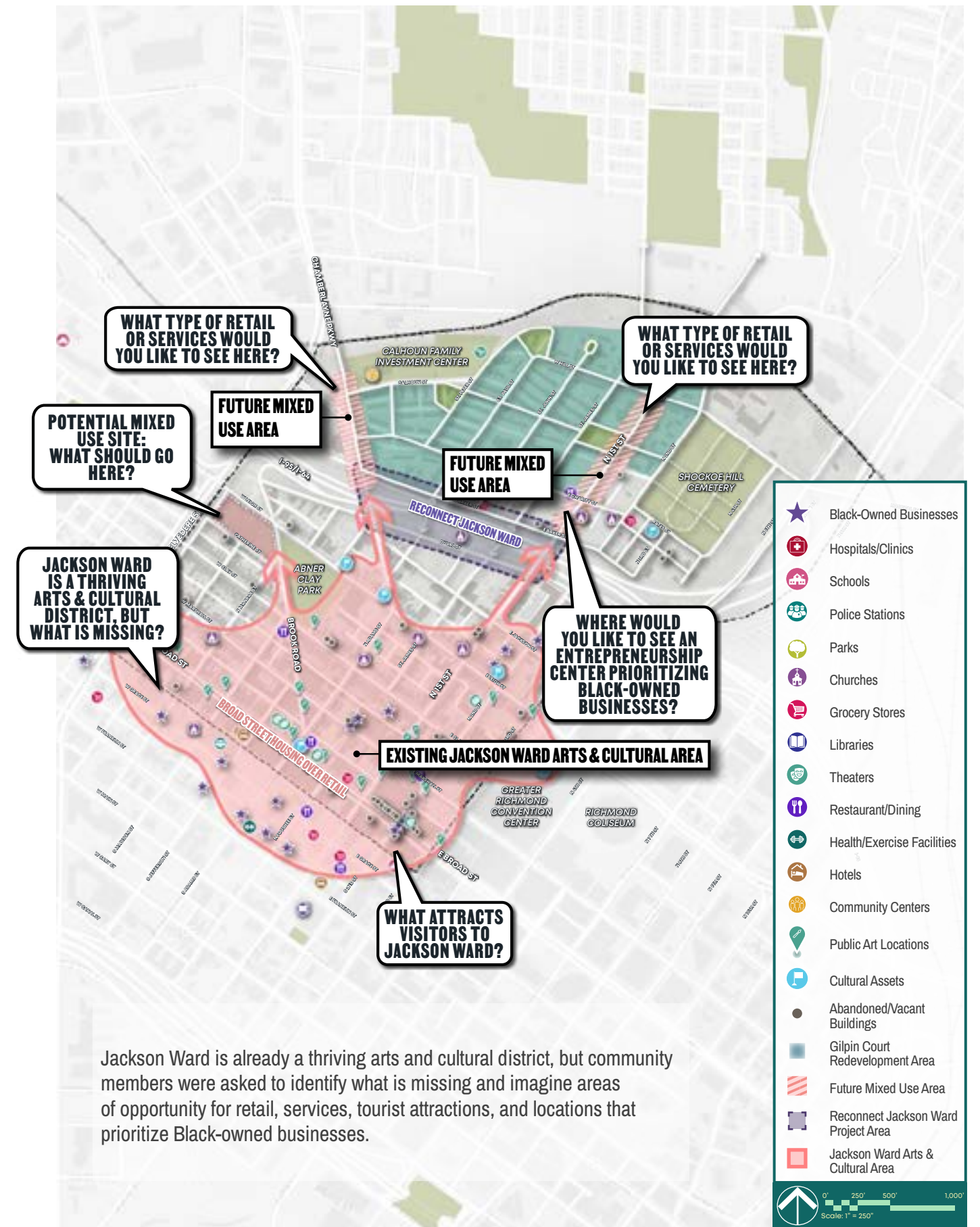


Figure 28 // Diverse Economy Map

GOAL 1: EARLY LEARNING & KINDERGARTEN READINESS



PREPARE ALL GILPIN COURT CHILDREN FOR SUCCESS IN KINDERGARTEN BY SUPPORTING PARENTS AND CAREGIVERS AND INCREASING ACCESS, PARTICIPATION AND AWARENESS IN QUALITY EARLY CHILDHOOD CARE AND EDUCATION (ECCE) FOR GILPIN COURT FAMILIES WITH CHILDREN UNDER 5.

Strategy A: Increase parent and caregiver awareness of the value of quality early learning experiences and assist parents and caregivers in locating and securing ECCE services for their children.

Overwhelmingly, parents and caregivers in Gilpin Court choose to care for their children under 5 in their homes. Gilpin Informed Residents, who are all mothers, explained that they and their neighbors would be concerned about the well-being and safety of their children in congregant care settings staffed by strangers. Broadly, child care for children under 5 is perceived as a convenience that allows parents to work.

Office of Children and Families will coordinate with Thrive Birth to Five, whose Child Well-Being Team facilitates family and community engagement and advocacy activities in Richmond, as well as the Richmond Henrico Health District and the Gilpin Informed Residents to launch a Gilpin Court initiative to train a team of parents, grandparents and caregivers to serve as community ambassadors for early childhood care and education.

The ambassadors will work with Virginia Public Media’s Department of Early Childhood Care and Education to promote the value of quality early learning experiences in the neighborhood. They will partner with Healthy Hearts Plus II to connect with community doulas supporting pregnant people in Gilpin Court to start outreach and awareness building early. They will also engage with the Children’s Hospital of Richmond’s pediatrics primary care team to share resources and information in primary care visits. Finally, they will partner with Thrive Birth to Five’s Coordinated Enrollment Team and ChildSavers’s Child Development Services Team to strengthen communications between ECCE providers and families as well as to add capacity by supporting enrollment activities in Gilpin Court.

- TIMEFRAME**
Medium-term
- NEXT STEPS**
 - Expand peer parenting education and parent navigation so that more parents and caregivers have the knowledge and skills they need to confidently parent their young children and support their children’s early learning experiences.
 - Engage residents in the development of a public awareness and enrollment campaign that builds understanding of the value of early learning experiences and how to access those experiences, including how to access Child Care Subsidy, Mixed Delivery, Head Start, and Virginia Preschool Initiative programs.

LEAD
City of Richmond Office Children and Families

PARTNERS
City of Richmond Office of Community Wealth Building, ChildSavers, Little Hands Virginia, Children’s Hospital of Richmond, FRIENDS Association for Children, Healthy Hearts Plus II, Greater Richmond Stop Child Abuse Now (SCAN), Thrive Birth to Five, Virginia Public Media (VPM), Richmond Public Libraries*

Strategy B: Provide targeted supports to parents and caregivers with children under 5 so that they can advocate for their children and promote healthy early childhood development at home.

All parents care deeply for their children, and Gilpin Court parents are no exception. In addition to supporting efforts to enroll more children in quality ECCE programs, Gilpin ECCE community ambassadors will also support their neighbors to promote healthy early childhood development at home. To implement this strategy, the The Office of Children and Families will partner with the ambassadors to identify specific needs and then coordinate with relevant agencies to address those needs through community-based programming in the Calhoun Center.

TIMEFRAME
Medium-term

- NEXT STEPS**
 - OCF will collaborate with philanthropy to support the expansion of Healthy Hearts II’s Mommies, Bellies, Babies, and Daddies: Lap Baby Ready Set Learn program.
 - OCF will coordinate with partners to connect Gilpin families with the research-backed RVA Basics program so that parents and caregivers can further support the cognitive and social-emotional development of their infants and children under three.
 - OCF will coordinate with Little Hands of Virginia to establish the ambassadors as a verified referral source so that ambassadors can request donations and deliveries of items that would assist parents in Gilpin Court.
 - OCF will also support the coordination of Family Lifeline with the ambassadors to build awareness of the value of home visiting and increase the number

- of families who self-refer to participate in Family Lifeline’s nationally-recognized Children’s Health Involving Parents (CHIP) home visiting program, which supports families with children from birth to 5.
- OCF and the ambassadors will work with a variety of interested partners –to promote family-friendly activities to Gilpin families, connect Gilpin families to free museum memberships, and host family-friendly events in Calhoun Center and Gilpin Court.
 - OCF will coordinate with Imagination Library RVA, Richmond’s Dolly Parton Imagination Library affiliate, the ambassadors and other relevant partners to enroll Gilpin children so that they can receive a new book every month until they turn 5.

LEAD
City of Richmond Office of Children and Families, Dept of Planning and Development Review

PARTNERS
Little Hands Virginia, Children’s Hospital of Richmond, United Way of Greater Richmond, FRIENDS Association for Children, Healthy Hearts Plus II, Greater Richmond Stop Child Abuse Now (SCAN), Thrive Birth to Five, Virginia Public Media, Family Lifeline*, Communities in Schools Richmond, Children’s Museum of Richmond, Art180, Imagination Library RVA*, City of Richmond Department of Parks, Recreation and Community Facilities*, Richmond Public Libraries*, Venture Richmond

GOAL 2: K-12 SUCCESS



SUPPORT GILPIN COURT SCHOOL-AGED CHILDREN AND THEIR FAMILIES SO THAT THEY ARE SUCCESSFUL IN SCHOOL AND PROFICIENT IN READING AND MATH.

Without a public school in the footprint, Gilpin Court residents and partners are taking the lead on supporting Gilpin children to be successful in school and in life.

School-aged children living in Gilpin Court are zoned to three schools outside of the footprint: George W. Carver Elementary School, Albert Hill Middle School, and Thomas Jefferson (“TJ”) High School. All three schools have communities other than Gilpin Court zoned to them. Of the three, Carver Elementary School’s enrollment is most representative of Gilpin Court children; while the school zone is expansive geographically and covers a large and diverse swath of Richmond’s residents, Gilpin Court children comprise the majority of Carver’s enrollment. In comparison, both Hill and TJ are schools of choice in Richmond Public Schools and attract children from all over the city through the district’s open enrollment process.

Notably, Richmond lacks the charter school presence that is common in similar cities, so school choice tends to be limited to out-of-zone schools and private schools.



Child participating in Early Childhood Education program (Source: University of Virginia Center for the Advanced Study of Teaching and Learning)

Strategy A: Reduce chronic absenteeism.

Richmond Public Schools, like public school districts across the country, is facing an attendance crisis. 42 percent of students were chronically absent in School Year 2022-2023, having missed more than 10 percent of school days; that rate is consistent across Black and Low Income subgroups. Attendance is a critical factor to academic proficiency, and chronic absenteeism is taking a toll on Carver students’ academic outcomes. Just 20 percent of Carver students in grades 3 through 5 were proficient in reading during SY22-23 compared to 47 percent of RPS students and 73 percent of Virginia public school students. Black and Low Income students underperformed, with just 19 percent of 3rd to 5th graders showing reading proficiency compared with 42 and 41 percent of RPS Black and Low Income students. Students fared worse in math: just 8 percent of Carver students in 3rd through 5th grade performed on or above grade level in math in SY22-23 compared with 44 percent of RPS students.

To improve academic outcomes, Gilpin Court residents and partners will collaborate to reduce chronic absenteeism. First, the Office of Children and Families has partnered with RPS to hold an engagement session in the Calhoun Center in November 2023 so that Gilpin families can participate in the district’s efforts to craft a new five-year strategic plan. Gilpin families will have the opportunity to inform district-wide priorities and build relationships with RPS staff in the Office of Engagement.

Second, the Office of Children and Families (OCF) will coordinate with the Richmond Public Schools Education Foundation (RPSEF) to partner with Gilpin Informed Residents in order to design and implement an attendance campaign that centers youth and family voice and directly addresses Gilpin families’ motivations and concerns about school in a case for daily school attendance.

Third, OCF and RPSEF will collaborate with Communities in Schools Richmond and RRHA to hold parent engagement meetings in the Calhoun Center. These meetings will engage parents and caregivers in activities that build their understanding about how to navigate their children’s school and how to advocate for their children. Additionally, this collaborative will invite Parent-Teacher Associations from each zoned school to meet in Calhoun Center at least once each quarter.

Through targeted engagement with school-based afterschool care providers (Department of Parks and Recreation at Carver and NextUp RVA at Hill) and FRIENDS Association, OCF will reduce the barrier to attendance presented by perceived lack of access to before- and afterschool programming.

Finally, OCF will partner with Richmond Henrico Health District and the Children’s Hospital of Richmond to ensure that high rates of Gilpin children continue to complete regular, preventative primary care visits so that poor health is not a barrier to attendance.

TIMEFRAME
Medium-term

NEXT STEPS

- Collaboratively design and implement attendance campaign with residents that center youth and family voice and increase understanding of the value of daily attendance
- Strengthen student, community, and family connections to their schools by holding PTA meetings in the Calhoun Center; engaging caregivers in activities to build knowledge about engagement with schools and advocacy for their children
- Engage Gilpin Court residents in the development of the Richmond Public Schools strategic plan by holding an engagement session in the Calhoun Center
- Reduce barriers to attendance by addressing health and before- and afterschool child care needs

LEAD
City of Richmond Office of Children and Families

PARTNERS
Richmond Public Schools Education Foundation, Communities in Schools Richmond, Children’s Hospital of Richmond, FRIENDS Association for Children, NextUp RVA, Richmond Public Libraries*, Richmond Public Schools*, Greater Richmond Stop Child Abuse Now (SCAN), Virginia Public Media (VPM)



Strategy B: Expand access to quality out-of-school time (OST) programming that support in-school learning.

In 2018, Mayor Levar M. Stoney committed to universalizing access to school-based, full-time afterschool programming at all RPS elementary and middle schools. Both Carver and Hill have school-based programs that run five days/week, serve meals, and provide transportation home. Carver's program, run by the City's Department of Parks, Recreation and Community Facilities (PRCF) costs \$120 per year with the option to request financial assistance or full scholarship. Hill's program, run by NextUp RVA, is free of cost. RPS provides the following in-kind supports: facilities use, custodial services, security, transportation and food services.

In 2022, recognizing the need for more positive, productive experiences for youth, the City invested \$1 million to establish a new Positive Youth Development (PYD) Fund at NextUp RVA in order to direct public funds to small, grassroots, community-based OST programs during the school year and summer for ages 12-19. The City continues to invest \$1 million annually to maintain these programs.

Additionally, to further strengthen OST opportunities in Richmond, OCF will dedicate resources to providing backbone supports for a coordinated OST system, to include youth and community advisory committees. OCF will reserve seats on each committee for Gilpin residents to ensure their voices are heard in conversations about the future of OST in Richmond.

Broadly, Gilpin children, youth and their families have expressed two priorities: more programming in the neighborhood and greater access to programming and events outside of the neighborhood.

To grow Gilpin-based programs, OCF, which manages the PYD Fund grant contract, will direct NextUp to prioritize location of PYD programs in the Calhoun Center. OCF will also collaborate with PRCF and other OST partners like Boys & Girls Clubs of Metro Richmond, Greater Richmond Fit4Kids, Richmond Public Libraries and the Mayor's Youth Academy to operate youth programs in Calhoun.

To expand access to programs and events outside of the neighborhood, OCF will partner with the City's Office of Equitable Transit and Mobility, which will pursue grant funding and administer programs that provide transportation to and from programs and events for Gilpin children and youth.

Finally, with City funding support, NextUp RVA will launch an online OST program locator tool that is accessible by mobile devices so that children, youth and families can easily find OST programs.

In addition to OST programming, Gilpin families have expressed a desire for mentorship programs. OCF will coordinate with Virginia Union University and the Urban League of Greater Richmond to establish and/or expand mentorship programs in Gilpin Court.

TIMEFRAME

Short-term

NEXT STEPS

- Promote available programs to Gilpin Court families through multiple channels, including an online program locator accessible by mobile devices.
- Engage Gilpin Court residents in youth and community advisory bodies for OST planning and target public and philanthropic funding to support preferred OST programs/activities.
- Hold programs in the Calhoun Center.
- Expand access to mentoring programs that engage Gilpin Court youth at school and in their neighborhood.
- Provide transportation to and from events and programs outside of Gilpin Court.

LEAD

City of Richmond Office of Children and Families

PARTNERS

City of Richmond Office of Community Wealth Building, City of Richmond Department of Parks, Recreation and Community Facilities, City of Richmond Office of Equitable Transit and Mobility, Richmond Public Libraries*, Richmond Public Schools Education Foundation, Children's Museum of Richmond, Art180, United Way of Greater Richmond, FRIENDS Association, NextUp RVA, Boys & Girls Club of Metro Richmond, Greater Richmond Fit4Kids, Virginia Union University*, Urban League of Greater Richmond*



Youth who attended the November 2022 public meetings asked for the expansion of after-school activities in Gilpin. (Source: City of Richmond, VA)

GOAL 3: GRADUATION RATES, POST-SECONDARY EDUCATION, & WORKFORCE READINESS



GILPIN COURT YOUTH GRADUATE FROM HIGH SCHOOL ON TIME AND READY TO SUCCEED IN POSTSECONDARY EDUCATION AND/OR EMPLOYMENT.

Strategy A: Provide middle and high school students with targeted career and college planning, including exposure to postsecondary opportunities.

Gilpin residents and partners have made clear their desire to connect youth to postsecondary opportunities while they’re still in school. Research shows that supporting middle and high school students with career and college planning helps increase high school completion and on-time graduation rates.

OCF will coordinate with key OST partners, including NextUp RVA and Boys & Girls Clubs of Greater Richmond, to ensure that their programs that serve Gilpin youth intentionally make connections to postsecondary opportunities.

Mayor’s Youth Academy (MYA), operated by the City’s Office of Community Wealth Building (OWCB), provides career exposure, soft skill development and career navigation programs to RPS high school students. OCF will partner with MYA to target Gilpin youth at TJ for participation in these programs, and collaborate with RRHA to identify opportunities to hold some events in Gilpin.

Great Expectations Scholarship Program (GRASP) operates in every RPS high school and offers financial aid advising and workshops for postsecondary education/training; they also award scholarships for college. GRASP will partner with OCF to ensure Gilpin students are aware of their services and have access to them.

GRASP administers the Pathways Program, which was established by an investment by Mayor Levar Stoney in 2023 in order to support low income RPS high school students to and through community college.

The Pathways Program braids MYA and GRASP programming together during a student’s senior year of high school and then provides a last-dollar scholarship plus living stipend for up to three years of enrollment in either Reynolds Community College or Brightpoint Community College, the two Virginia Community College System institutions that serve the Richmond region. OCF manages the grant contract for Pathways Program and will work with GRASP to prioritize Gilpin students for participation in the program.

TIMEFRAME
Medium-term

- NEXT STEPS**
- Incorporate exposure to postsecondary opportunities into OST programs in which Gilpin Court youth participate.
 - Strengthen outreach and promotion of existing opportunities to Gilpin Court youth and caregivers and start outreach and promotion earlier.
 - Expand programming that familiarizes youth with postsecondary opportunities and supports their navigation of those opportunities.
 - Target Gilpin Court youth enrolled at Thomas Jefferson High School for the Pathways Program.

LEAD
City of Richmond Office of Children and Families

PARTNERS
City of Richmond Office of Community Wealth Building, City of Richmond Office of Equitable Transit and Mobility, Art180, United Way of Greater Richmond, Great Aspirations Scholarship Program (GRASP), Boys and Girls Clubs of Metro Richmond, NextUp RVA*

Strategy B: Provide work-based learning experiences and apprenticeships to youth that incentivize high school graduation.

During conversations with residents through community engagement sessions and surveys, as well as informal interactions, consensus emerged about connecting youth to work-based learning opportunities that prepared them for a career and helped them stay focused on high school graduation.

OCF will collaborate with OCWB’s Mayor’s Youth Academy to conduct targeted enrollment activities for Gilpin youth in their Summer Work-Based Learning Program. Each summer, MYA partners with City of Richmond departments, Kings Dominion and a number of regional employers to place youth aged 14-24 in summer jobs for seven weeks. Participants are compensated for their work and receive additional supports through MYA programs that aim to develop youth’s soft skills so that they can seek and retain employment in the future. OCF will support MYA to engage directly with Gilpin youth in order to identify what summer opportunities youth would like to pursue; from that point, OCF will engage additional partners including Urban League of Greater Richmond, Art180, Boys & Girls Clubs of Metro Richmond, Greater Richmond Fit4Kids, the City of Richmond’s Department of Economic Development, the City of Richmond’s Office of Minority Business Development, and the United Way to ensure that we’ve collectively pursued all options to offer every opportunity desired by youth in Gilpin.

Additionally, OCF will convene MYA and the City’s Office of Equitable Transit and Mobility each spring to proactively plan for transportation to and from summer job sites, with a focus on Gilpin youth.

TIMEFRAME

Medium-term

NEXT STEPS

- Provide compensation for work-based learning (WBL) opportunities.
- Incorporate WBL into partnerships/agreements with developers and employers.
- Supplement WBL with additional supports.
- Provide transportation to WBL sites.

LEAD

City of Richmond Office of Children and Families

PARTNERS

City of Richmond Office of Community Wealth Building, City of Richmond Office of Equitable Transit and Mobility, Richmond Public Schools Education Foundation, Art180, United Way of Greater Richmond, Boys & Girls Clubs of Metro Richmond, Greater Richmond Fit4Kids, Urban League of Greater Richmond

Strategy C: Partner with the Greater Richmond Transit Company (GRTC) to establish frequent, reliable, and quick routes to schools and other educational venues.

Only twenty-five percent (25%) of assessment respondents report driving themselves as a primary means of transportation. Expanding transportation options, both at GRTC and within the school system, can significantly help improve educational options and access to other educational venues such as the Science Museum and the library system. Publicly accessible transit should connect residents to out-of-school programming, libraries, community centers, and cultural opportunities to support and enrich educational experiences.

TIMEFRAME

Medium-term

NEXT STEPS

- Develop relationships with GRTC and school transportation leaders.
- Identify gaps in service maps and determine causes for those gaps; if funding-related, identify revenue to expand transit.
- Connect residents with the existing CDL School Bus endorsement credentialing programs.
- Develop plan for small-scale improvements/pilot projects on transit and education.

LEAD

GRTC

PARTNERS

See Partnership Grid.



Greater Richmond Transit Company operates several transit opportunities including Bus Rapid Transit, Specialized Transportation, and Link Microtransit. (Source: GRTC)

Strategy D: Ensure high school seniors graduate on time.

The Pathways Program was established through an investment by Mayor Levar Stoney in 2023 to support low-income Richmond Public School (RPS) high school students to and through community college. The Pathways Program compliments the city's Mayors Youth Academy (MYA) and Great Aspirations Scholarship Program (GRASP) during a student's senior year of high school and provides a last-dollar scholarship plus living stipend for up to three years of enrollment in either Virginia Community College institutions that serve the Richmond region. The Office of Children and Families (OCF) manages the grant contract for the Pathways Program and will work with GRASP to prioritize Gilpin students for participation in the program.

TIMEFRAME

Medium-term

NEXT STEPS

Secure leverage letters from partners and agree on a path to advance the strategy.

LEAD

City of Richmond Human Services Portfolio

PARTNERS

See Partnership Grid

Strategy E: Provide scholarship opportunities to Jackson Ward residents.

According to data from April 2023, the average household income for Gilpin residents is \$12,066, which is twenty-three percent (23%) of the city's median household income (\$51,447). Per the Resident Assessment, twenty-one percent (21%) of Gilpin residents wish to engage in some form of academic program and twenty-four percent (24%) would like to pursue a vocational training program. Scholarships to any post-secondary educational or job training program will help residents achieve vocational desires and aspirations.

TIMEFRAME

Short-term

NEXT STEPS

- Identify current scholarship opportunities.
- Develop and implement outreach programs to make residents aware of these opportunities.

LEAD

City of Richmond Human Services Portfolio

PARTNERS

See Partnership Grid

Strategy F: Host post-secondary education classes in the neighborhood.

Residents of Jackson Ward have a large interest in furthering their education. According to data from the resident assessment, sixty-three percent (63%) of respondents in Gilpin Court expressed interest in post-high school education opportunities. Their interests included training for running small businesses and computer skills, with fully forty-four percent (44%) interested in learning about starting a small business. Per the community assessment, Jackson Ward residents as a whole also have an interest in small business training and technology skills. By forming and leveraging new and existing partnerships with institutions and organizations, classes can be offered to residents to assist with post-secondary education opportunities in the neighborhood. This will not only include training residents most desire but also courses to obtain certifications, apprenticeship opportunities, and credentialing in a variety of career sectors. Additional programs that focus on installation, maintenance, and repairs for green technology in the community and throughout the city can serve multiple goals in this plan.

TIME FRAME

Long-term

NEXT STEPS

- Develop a list of all current post-secondary classes given in or near the community.
- Advertise existing classes within the community.
- Educate case managers on educational opportunities.

LEAD

Richmond Henrico Health District

PARTNERS

See Partnership Grid

SPOTLIGHT: MAYOR'S YOUTH ACADEMY

The Mayor's Youth Academy is a workforce development program designed to engage youth, ages 14-24, in a productive career exploration program by using a work-based learning approach. MYA seeks to assist youth in identifying, clarifying, and exploring career interests. The Great Aspirations Scholarship Program (GRASP) is a charitable non-profit organization that aids students and families in obtaining funding for post-secondary education.

(Source: Richmond Office of Community Wealth Building)



RPS teachers and student (Source: Brianna Scott, VPN)

Strategy G: Explore creating a Richmond chapter of the YouthBuild program.

The Department of Labor's YouthBuild program is a community-based pre-apprenticeship program that provides job training and educational opportunities for individuals ages 16-24 who have dropped out of high school. Through this program, individuals learn vocational skills. This program allows participants to obtain vocational training while also working toward earning a high school diploma or equivalent. This program offers significant support for mentorship opportunities, additional education obtainment, counseling services and participation in community engagement.

TIME FRAME

Short-term

NEXT STEPS

Connect with Department of Labor.

LEAD

RRHA, City of Richmond

PARTNERS

See Partnership Grid.

Strategy H: Establish a small business hub in Jackson Ward.

Jackson Ward is proudly known as the birthplace of Black entrepreneurship. The community of Jackson Ward is home to a variety of small businesses. With forty-four percent (44%) of Gilpin residents interested in starting a small business, a small business hub will serve as a center for businesses to utilize for information and assistance. Services may include information on registering as a small, minority, or woman-owned business, applying for small business grants, information on how to apply for subcontracting opportunities, educational courses, and more.

TIME FRAME

Long-term

NEXT STEPS

- Identify all groups currently working to support businesses in the community.
- Identify all businesses in the community.
- Promote networking among community businesses.

LEAD

City of Richmond Dept of Economic Development

PARTNERS

See Partnership Grid.

Strategy I: Connect with established organizations to provide education and outreach.

Sixty-nine percent (69%) of residents are unemployed and forty-four percent (44%) are interested in self-employment. As many residents have interest in owning their own business and obtaining additional education, collaborations with other organizations like the Jackson Ward Collective and other Black community-based organizations will assist with guidance on becoming entrepreneurs, provide mentorships, and connect residents to work opportunities.

TIME FRAME

Short-term

NEXT STEPS

- Identify all groups currently working to support businesses in the community.
- Identify all businesses in the community.
- Promote networking among community businesses.

LEAD

City of Richmond Human Services Portfolio

PARTNERS

See Partnership Grid.



YouthBuild program participants on a job site (Source: YouthBuild Charter School of California)



Mayor Stoney holds community meeting at Gilpin Court (Source: vpm.org)

EDUCATION PARTNERSHIP GRID



The chart below shows committed partners that have been engaged in the planning process and who have committed to provide resources to advance education strategies in service to target families. Partners will provide these services to ensure that children living in Gilpin Court will enter kindergarten ready to learn, be proficient in core academic subjects and graduate from high school college- and workforce- ready.

Organization	Contributions to Gilpin Residents	Residents Served
ART180	Will provide programming and events for young people and our community using art as the tool for self-knowledge and joy. As well as a safe space for teens to relax, create, and explore new mediums of art and production.	740 youth (6-18)
Boys & Girls Clubs of Metro Richmond	Will provide OST programming for middle and high school aged youth	740 youth (6-18)
Children's Hospital of Richmond at VCU	Provides a range of clinical healthcare services for children from birth through early adulthood.	993 youth (0-18)
ChildSavers	Will provide free or low-cost training, technical assistance, and resources for child care providers to deliver quality care including training and professional development opportunities that include credentialing, mentoring, and nutrition education.	490 families
Children's Museum of Richmond	Will provide museum visitation, educational programming, family play groups, book bank, and outreach events	490 families
City of Richmond Department of Parks, Recreation and Community Facilities	Will offer a variety of programming for youth, teens, adults and seniors throughout the City of Richmond for free or reduced cost, including youth athletics, summer camps, after school programs, aquatics, etc.	1,138 residents
City of Richmond Office of Community Wealth Building	Will offer employment and training services, financial literacy services, and youth development services.	1,138 residents

Organization	Contributions to Gilpin Residents	Residents Served
City of Richmond Office of Equitable Transit and Mobility	Micro-mobility access such as RVA bikeshare	Citywide
Communities In Schools Richmond	Will support K-12 students through early interventions and enrichment opportunities by working with the community inside schools to address the various needs of students in high poverty neighborhoods by coordinating the efforts and resources of partners, volunteers, and community organizations with specific targeted responses to non-instructional needs.	740 youth (6-18)
The Community Foundation	Will provide investment in early childhood development and education	253 youth (0-5)
Family Lifeline	Will provide early childhood home visiting	253 youth (0-5)
FRIENDS Association	Will provide early childhood development programs, and enrichment activities for school aged youth before and after school. Also offers summer, music education and performing arts programming.	709 youth (0-12)
Great Aspirations Scholarship Program (GRASP)	Will provide financial aid advising and workshops for post-secondary education and training, and awarding scholarships for college.	740 youth (6-18)
Greater Richmond Fit4Kids	Will train elementary teachers on using movement in their classrooms, provide OST programs, and limited high school summer internships.	740 youth (6-18)

Figure 29 // Education Partnership Grid

Organization	Contributions to Gilpin Residents	Residents Served
Greater Richmond Stop Child Abuse Now (SCAN)	Provides the Circle Preschool Program, a therapeutic preschool for children who have experienced trauma and prepare them for long-term educational success.	253 youth (0-5)
Healthy Hearts Plus II	Provides breastfeeding and parenting support (Ready, Set, Learn) through education utilizing a unique urbanized curriculum that speaks directly to the concerns of the women who are pregnant and parent children in under-served areas. Leverages technology through virtual interaction to overcome barriers related to geography or transportation, making it easier for families to participate in programs and access resources.	490 families
Imagination Library RVA	Will provide an early childhood book gifting program.	253 youth (0-5)
The Literacy Lab	Will serve children from age 3 to grade 3. Embeds full-time, rigorously-trained tutors in early childhood centers and elementary schools through the Leading Men Fellowship and Virginia Reading Corps. Provides professional development to educators through SEEDS of Early Learning training.	253 youth (0-5)
Little Hands Virginia	Will provide diaper distribution through the Diaper Bank to families with infants/toddlers and provide an Individual Request Program for specific items a child needs.	253 youth (0-5)
Mayor's Youth Academy	Will provide a workforce development program.	740 youth (6-18)
NextUp RVA	Will offer enrichment programs in STEM, Leadership & Mentoring, Arts & Humanities and Sports & Health.	740 youth (6-18)

Organization	Contributions to Gilpin Residents	Residents Served
The Robins Foundation	Will provide support for early childhood care and education as well as parent support.	253 youth (0-5)
Richmond Public Library	Will provide range of early childhood learning and literacy programs.	740 youth
Richmond Public Schools Education Foundation	Will provide a college and career advising program as well as after school programs and activities.	740 youth (6-18)
Thrive Birth to Five	Ready Region Central, VQB5 (quality measurement), Mixed Delivery (funding for slots), Family Engagement, Coordinated Enrollment, The Basics.	253 youth (0-5)
United Way of Greater Richmond & Petersburg	Will fund additional investments into existing early learning providers located in the footprint.	253 youth (0-5)
Urban League of Greater Richmond	Will provide resources to help minority students successfully graduate from high school and college and secure successful careers.	740 youth (6-18)
Venture Richmond	Will collaborate with Gilpin Informed Residents and Richmond Public Schools to develop philanthropic resources and community relationships that improve student learning and achievement in preparation for success in college, career, and community.	993 youth (0-18)
Virginia Public Media (VPM)	VPM offers free access to PBS KIDS content, educational content through the Science Matters initiative, plus local events and outreach.	490 families
Virginia Union University	Will provide mentoring programs, enrichment programs, Upward Bound, and TRIO programs.	740 youth (6-18)

GOAL 4: EMPLOYMENT & ECONOMIC MOBILITY



FOSTER A DYNAMIC CENTER FOR ACCESS TO EMPLOYMENT OPPORTUNITIES, THRIVING MINORITY BUSINESSES, AND EMERGING ENTREPRENEURSHIP.

With forty-three percent (43%) of residents unemployed and holding a high school diploma or GED, the Jackson Ward community needs its eligible workforce prepared for living wage employment opportunities. Results from the Needs Assessment indicated that residents are interested in developing computer skills, small business training, vocational training, budgeting and finance, leadership training, and college preparation, among others.

The strategies below will assist in expanding available employment opportunities to intentionally support individuals' desired employment choices.



Hatch Kitchen is a facility specializing in growth and development support for existing food and beverage businesses. (Source: Hatch Richmond)

Strategy A: Provide Gilpin Court and Jackson Ward youth access to and support for workforce training programs.

The school-age population of Gilpin Court families represents forty-five percent (45%) of the total population. During focus groups, residents voiced the need for youth and young adults to explore different careers and have access to scholarships, apprenticeships, and technical opportunities to build economic capacity within their neighborhood. Residents shared that there are few employment opportunities within the neighborhood, and secondary education and training programs are located outside of the neighborhood and are often offered during the hours youth cannot participate.

TIMEFRAME

Medium-term

NEXT STEPS

- Connect with VUU to provide on-site training opportunities for opportunity youth.
- Connect with VUU to provide mentorship programs.
- Implement a bi-annual workforce exploration session for high school youth.
- Partner with community college, to access scholarships opportunities.
- Partner with workforce agencies to provide on the job training and internship.

LEAD

City of Richmond Human Services Portfolio

PARTNERS

Virginia Union University, RRHA, City of Richmond Office of Children and Families, Office of Community Wealth Building

Strategy B: Develop pathways for work-able Gilpin Court and Jackson Ward adults to train and earn a living wage.

Jackson Ward residents and community members raised concerns about the limited opportunities for youth and young adults to experience wealth-building opportunities within their community. Partnering with local colleges and training institutions to provide skill-building and trade certifications builds the capacity of individuals to earn living wage jobs, a critical step to building a thriving community. Working with partners to offer classes closer to the community is vital to creating access to opportunity within the neighborhood.

TIMEFRAME

Medium-term

NEXT STEPS

- Work with local community colleges to build technical training cohort that will earn residents a starting wage of \$20.00 an hour.
- Work with employers to create apprenticeship opportunities in the trades field.
- Work with residents with limited employment history to integrate into the workforce.
- Connect the work-able adults to industry-focused coordinated pathways of economic mobility.
- Engage with new and existing employers to offer entry-level positions to residents with a clear path to advance to higher earning positions.
- Work with VUU to develop Center for Human and Family Empowerment on-site at Gilpin Court to support employment opportunities for residents.

LEAD

City of Richmond Human Services Portfolio

PARTNERS

Virginia Union University, RRHA, Office of Community Wealth Building

Strategy C: Increase access for Gilpin Court residents to entrepreneurial opportunities and education.

Unemployed adults in the community have listed limited training and education opportunities in their fields of interest. Many residents are interested in entrepreneurial opportunities but lack the resources and knowledge to fulfill their goals successfully. The strategies below will assist in expanding available employment opportunities to intentionally support individuals' desired employment choices.

TIMEFRAME

Short-term

NEXT STEPS

- Partner with the Developer, RRHA and City to create opportunities for MWBE contractors to apply as subcontractors.
- Work with local HUB to support and provide on-site entrepreneurial programming to Gilpin Court residents.
- Provide and support M/WBE applications for Section 3 opportunities (see Strategy F).

LEAD

City of Richmond Human Services Portfolio

PARTNERS

HRI Communities, RRHA, Office of Community Wealth Building, USI-CDFI, VCU



Strategy D: Align grant opportunities to elevate and assist locally-owned and minority businesses.

Small businesses play a critical role in the economy, driving economic growth and spurring innovation. According to Venture Richmond, Jackson Ward has experienced a revival in black-owned businesses and opportunities for those who own a small business in the neighborhood. The neighborhood has a variety of local businesses ranging from restaurants, salons, medical practices, etc. Further, many Gilpin residents have a desire to start their own small businesses to further support the economic activity of Jackson Ward. Grants to businesses to pay their starting costs and sustaining grants to pay yearly fees for keeping a business are needed.

TIME FRAME

Medium-term

NEXT STEPS

Identify available community capital.

LEAD

Office of Minority Business Development

PARTNERS

Community capital organizations, Metropolitan Business League

The Elegba Folklore Society is a lively celebration of African and African American culture. The cultural center is home to a large variety of art and imports, guided historical tours, and performances. Elegba Folklore Society aims to promote an understanding of the present by valuing the past. (Source: Clement Britt)

Strategy E: Create a safe and welcoming street environment that encourages activity.

Safe, accessible streets that people of all ages and abilities can use can support local businesses and encourage economic development. Based on responses from the community and resident assessment, the residents of Jackson Ward and Gilpin Court want to see walking improvements in the neighborhood. Implementing improvements to neighborhood streets can increase patronage of local businesses, expand employment opportunities, and spur greater investment in the community. Street improvements can start small and further grow through the infrastructure work to be completed with the redevelopment of Gilpin Court. Street changes can start with trash clean up which majority of residents would like to see per the Resident and Community Assessments.

TIME FRAME

Medium-term

NEXT STEPS

Prioritize the steps in Goal 13: Urban Design.

LEAD

City of Richmond Dept of Planning and Development Review

PARTNERS

Dept of Public Works, Dept of Public Utilities

Strategy F: Increase Section 3 Opportunities for Jackson Ward residents.

Thirty-five percent (35%) of Jackson Ward families have stated self-employment as an interest. In order to create positive self-employment opportunities for small businesses, it is key to work with current contractors and suppliers to assist individuals in obtaining the needed skills to have successful and sustainable opportunities. The first step in the process is working with partners to create a pathway to entrepreneurship that has measurable success.

TIME FRAME

Short-Term

NEXT STEPS

- Identify and further explore residents with the desire for self-employment.
- Create a needs assessment designed to identify self-employment readiness.
- Connect with current contractors to identify current opportunities to expand positions.
- Work with Community Colleges to create intentional curriculum to prepare applicants for positions.

LEAD

City of Richmond Human Services Portfolio

PARTNERS

VCU



Maggie Walker Plaza unveiling (Source: Ernest Nixon)

GOAL 5: TOURISM, ARTS, & CULTURE



PROMOTE CULTURAL ASSETS, ATTRACT NEW VISITORS, AND DEVELOP AND ENGAGE WITH NEW AND EXISTING PROGRAMS FOR JACKSON WARD TO EXPAND ITS PROMINENCE AS AN ARTS DISTRICT.

Strategy A: Collaborate with local institutions to promote cultural assets of Jackson Ward.

Jackson Ward has a rich, deeply rooted history throughout the entire neighborhood. The community is known as the birthplace of Black entrepreneurship and is home to historic figures like the nation's first Black female bank president Maggie Walker, and dancer Bill “Bojangles” Robinson. Jackson Ward is home to historical sites like the Hippodrome Theater and Sixth Mount Zion Baptist Church. Such sites and rich history are strengths of the neighborhood. Expanding and marketing walking tour opportunities will showcase Jackson Ward’s history, art, and culture. Opportunities to further emphasize the rich history of the neighborhood include creating and integrating Jackson Ward and Gilpin interactive exhibits to showcase oral histories and written experiences of legacy residents.

TIME FRAME

Short-term

NEXT STEPS

Identify funding to expand on the rich history of Jackson Ward.

LEAD

City of Richmond History and Culture Commission

PARTNERS

Virginia Museum of History and Culture, Black History Museum, Richmond Public Schools, JXN Foundation, Valentine Museum, Historic Richmond Foundation, community experts, Public Art Commission

Strategy B: Develop communications materials that highlight Jackson Ward's destinations and events.

A physical and electronic Jackson Ward asset map showing cultural venues, historic markers, art and mural installations, restaurants, and local businesses will help orient visitors, residents, and investors to the cultural attractions in Jackson Ward. A physical and electronic year-round central events calendar can serve as the message board for sharing the details of community gatherings, parades, festivals, street performances, pop-up food courts, parklets, and sellers’ markets. This will also educate and encourage organizations to use Jackson Ward venues, artists, and businesses for regional events.

TIME FRAME

Short-term

NEXT STEPS

Identify funding to produce and promote the events and attractions in Jackson Ward.

LEAD

Richmond Region Tourism, City of Richmond

PARTNERS

Venture Richmond, Historic Richmond Foundation

Strategy C: Establish an arts-based collective to develop community- and stakeholder-led projects.

The arts-based collective will align and advocate for the various arts organizations in Jackson Ward. The goal of the collective may be to have a physical space within Jackson Ward to run programming and host events that engage youth. But at a minimum, the collective can coalesce arts groups in Jackson Ward to build awareness and advocate for arts-based organizations.

TIME FRAME

Short-term

NEXT STEPS

Host a networking event to promote the idea and gauge interests in the arts community.

LEAD

Public Art Commission

PARTNERS

Art 180, local theaters, local artists in Jackson Ward

Strategy D: Establish a streateries ordinance.

Streatory means a private, on-street, outdoor dining establishment that occupies a portion of a parking lane that is closed to motor vehicle parking, used either as an extension of, and connected visually to, and for use by patrons of, a nearby food and beverage establishment at which is subject to all the terms and conditions of the nearby restaurant's food service permits and alcohol licenses. Jackson Ward is home to many restaurants that would greatly benefit from additional seating. Allowing streateries can help activate the urban realm and help restaurants generate more business.

TIME FRAME

Short-term

NEXT STEPS

Participate in the zoning rewrite.

LEAD

City of Richmond Dept of Planning and Development Review

PARTNERS

Jackson Ward restaurant owners

Strategy E: Create public art.

Public art is a tool to transform public spaces and create tourism. Throughout the Jackson Ward community, public art shares the history of the neighborhood. Utilizing expertise and funding opportunities of Public Art Commission (PAC) to execute a greater amount of permanent art installations within Jackson Ward can draw attention to Jackson Ward's rich history of entrepreneurs and historic figures. Public art will help to tell the story of historic Jackson Ward and bring in more tourism.

TIME FRAME

Short-term

NEXT STEPS

- Host a meeting to determine the spaces for permanent art.
- Promote the opportunity to artists.
- Collect ideas from residents and artists.

LEAD

City of Richmond - Public Art Commission

PARTNERS

Gilpin and Jackson Ward residents, local artist community, Historic Jackson Ward Association

Strategy F: Improve the built environment around historic and cultural sites.

Creating safe and welcoming gathering places and environments around areas of cultural, historic, and artistic significance brings in more people to these spaces. Design features and signage along Jackson Ward's boundaries will distinguish the area as a destination. Designing the Fall Line Trail to come through Jackson Ward will bring trail users to various attractions throughout Jackson Ward and the Arts District (see Goal 11: Land Use and Historic Preservation, Goal 13: Urban Design, and Goal 17: Non-Car Network).

TIME FRAME

Short-term

NEXT STEPS

- Participate in the zoning rewrite.
- Meet with the City to determine which cultural sites to prioritize for improvements.

LEAD

City of Richmond

PARTNERS

Maggie Walker House (NPS), Historic Jackson Ward Association, Historic Richmond Foundation, Richmond Region Tourism, Venture Richmond



Black History Museum exhibit (Source: Richmond Region Tourism)



Max's Cafe sidewalk seating (Source: City of Richmond, VA)



Painted storm drain (Source: Richmond Office of Strategic Communications and Civic Engagement)



Jackson Ward is a National Historic Landmark District (Source: vpm.org)

INCLUSIVE ◀ HOUSING

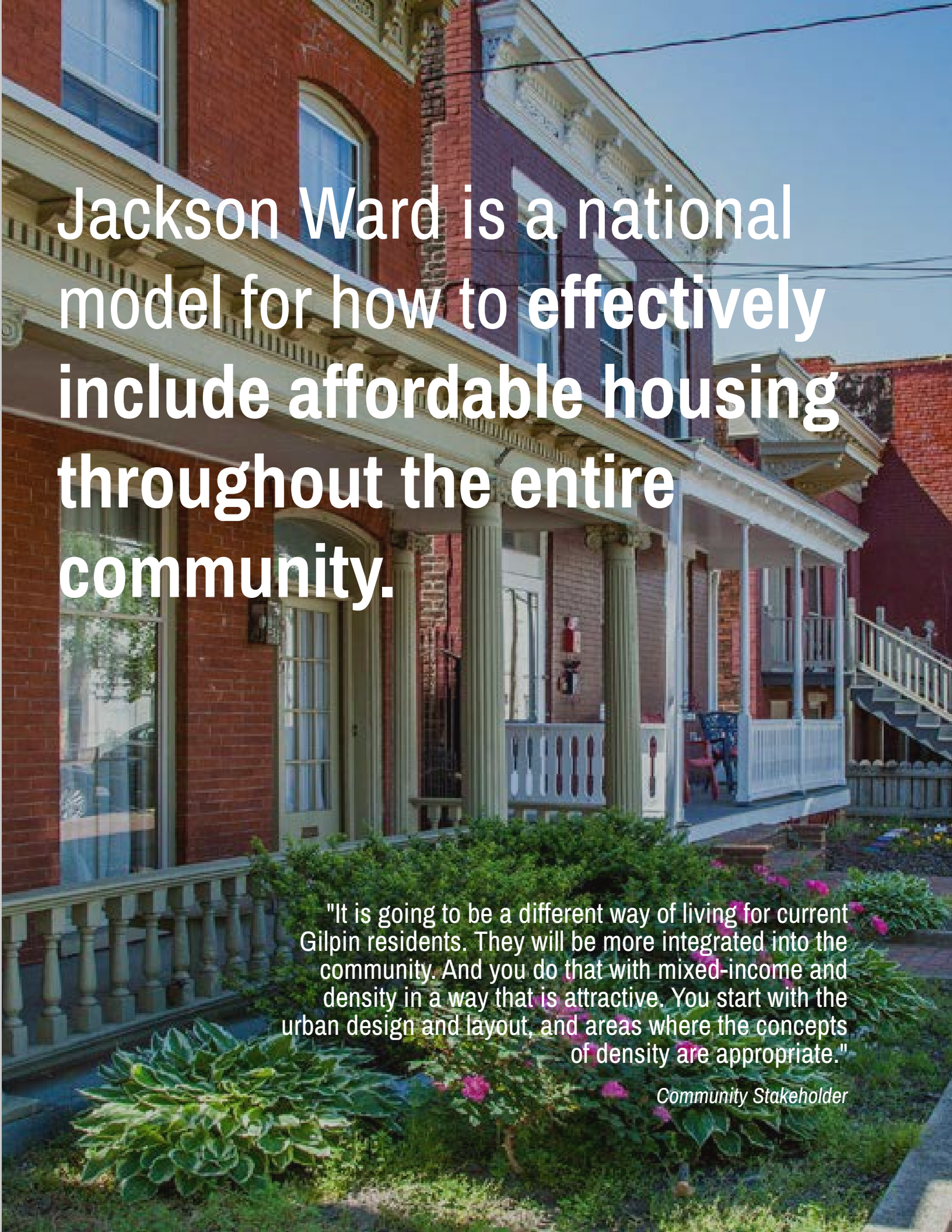
Jackson Ward is a national model for how to effectively include affordable housing throughout the entire community.

The redevelopment of Gilpin Court supports existing residents and attracts new residents to a community with a variety of newly constructed, high-quality affordable and market-rate homeownership and rental housing opportunities. Existing residents of Jackson Ward can remain in their changing community due to the successes of policies that prevent involuntary displacement.

GOALS

6. Diverse Housing Options
7. Pathways to Homeownership
8. Resident Preparedness
9. Displacement Prevention
10. Expanding Housing Opportunities





Jackson Ward is a national model for how to effectively include affordable housing throughout the entire community.

"It is going to be a different way of living for current Gilpin residents. They will be more integrated into the community. And you do that with mixed-income and density in a way that is attractive. You start with the urban design and layout, and areas where the concepts of density are appropriate."

Community Stakeholder

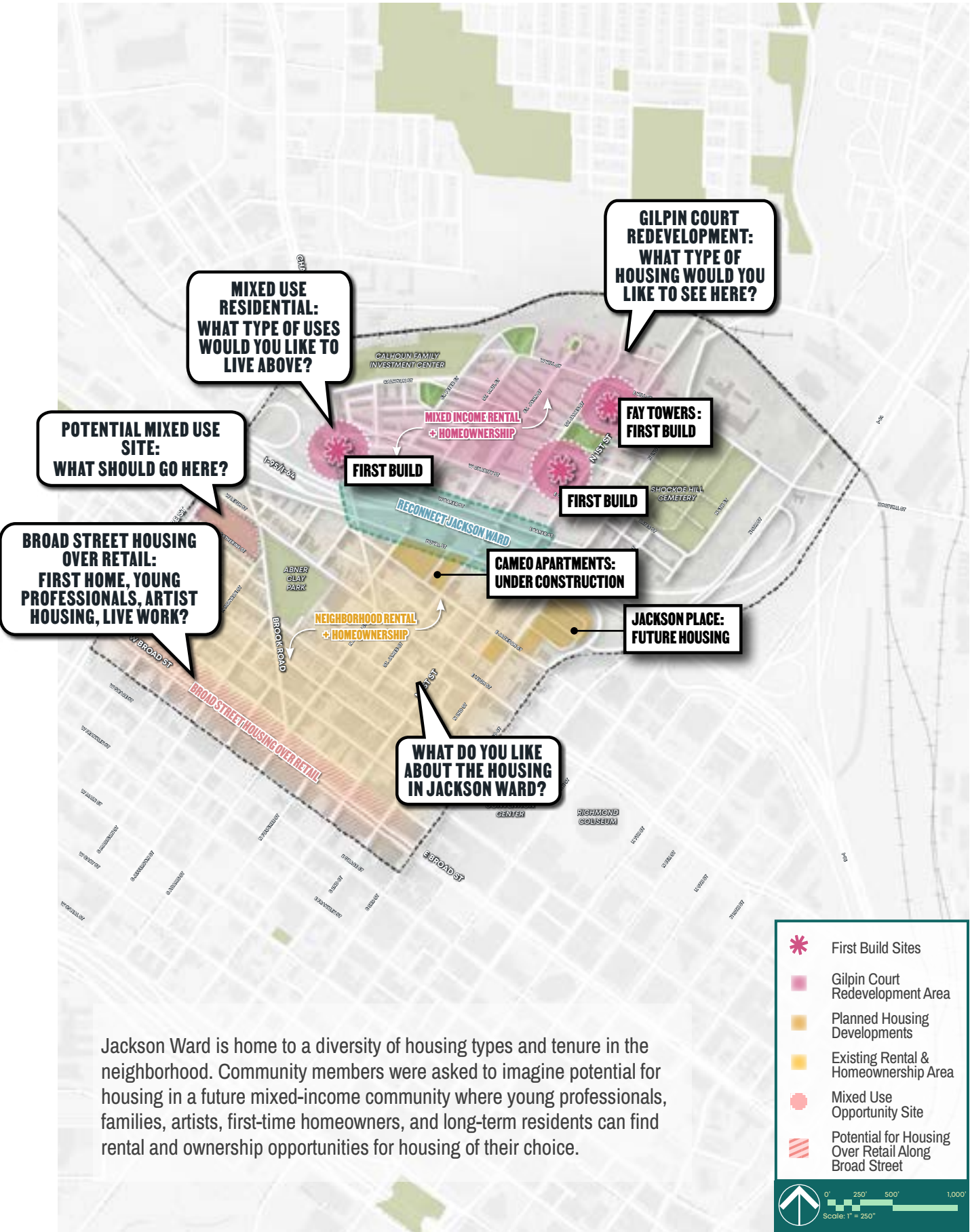


Figure 30 // Inclusive Housing Map

GOAL 6: DIVERSE HOUSING OPTIONS



THE REDEVELOPMENT OF GILPIN COURT WILL BE NEW CONSTRUCTION WITH VARYING DENSITIES OF MIXED-USE, MIXED-INCOME HOUSING THAT REFLECT THE DIVERSITY, HISTORIC SCALE, AND LANDMARKS OF THE GILPIN/JACKSON WARD COMMUNITY.

Strategy A: Build a variety of new construction rental and homeownership opportunities for all levels of income.

Jackson Ward is a diverse neighborhood (i.e., in age, race, income, family size, etc.). Housing options need to be developed to match the range of current and future diversity in the community. This includes constructing rental and homeownership housing ranging from apartments, single-family homes, townhomes, condominiums, and co-ops. The new construction of these units will occur on the Gilpin Court site and on parcels owned by RRHA outside of the Gilpin Court footprint. Housing options will also include accessible and supportive housing options. Fifty-two percent (52%) of residents were very interested and thirty-percent (30%) are somewhat interested in owning a home.

TIME FRAME
Mid-term

NEXT STEPS
Solicit Request for Proposals for development projects to take place on RRHA-owned properties outside of the Gilpin Court footprint.

LEAD
RRHA

PARTNER
HRI Communities

Strategy B: Develop income-based housing in the community using RRHA's Project-Based Voucher (PBV) Program.

There are currently 781 public housing units in the Gilpin Court community. Through the redevelopment of the public housing site, the units will be replaced with Project-Based Voucher (PBV) units. Additional PBV replacement units will be developed off-site on land owned by RRHA throughout Jackson Ward and the greater City of Richmond. These PBV apartments are deeply affordable units where residents will only pay 30% of their income. Existing residents of Gilpin Court will have the first right to return to the newly constructed apartments on-site and off-site.

TIME FRAME
Long-Term

NEXT STEPS
Solicit Request for Proposals for development projects to take place on RRHA-owned properties outside of the Gilpin Court footprint

LEAD
RRHA

PARTNERS
HRI Communities and local housing development partners

Strategy C: Incorporate funding sources to support the implementation of the plan.

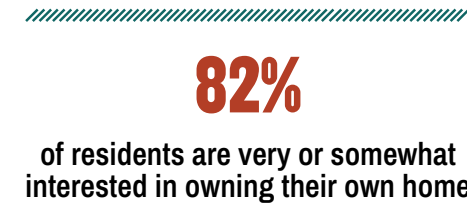
To provide housing options at varying income levels, funding resources from the Federal, state, and local levels are needed. This funding will allow for very low-income, low-income, workforce, and moderate-income housing options to be developed. By utilizing funding sources from programs such as Low-Income Housing Tax Credits (LIHTC), National Housing Trust Fund dollars, HOME Funds, Community Development Block Grant (CDBG), Housing in Energy Efficiency (HIEE), and Virginia Housing REACH funds, varying income levels of housing will be developed for current and future residents of Jackson Ward.

TIME FRAME
Long-Term

NEXT STEPS
Work with partnering agencies to determine funding resources availability and application process.

LEAD
RRHA

PARTNERS
City of Richmond, Virginia Housing, Virginia Department of Housing and Community Development (DHCD), Federal Home Loan Bank of Atlanta



Source: Resident Needs Assessment



As part of the redevelopment plan for Gilpin Court, housing will be provided in a range of densities, styles, and tenure. (Source: LRK)

GOAL 7: PATHWAYS TO HOMEOWNERSHIP



CREATE PATHWAYS TO HOMEOWNERSHIP FOR FIRST-TIME HOMEBUYERS.

Strategy A: Partner with organizations to offer grant assistance to low-income and moderate-income homebuyers.

Saving for down payment assistance and covering closing costs can be a considerable barrier to homeownership. With rising home prices and interest rates, the path to homeownership can be challenging for low and middle-income first-time homebuyers. By working with partnering state agencies, residents will be informed and have access to down payment and closing cost assistance grants available to homebuyers as well as opportunities for residents to establish Individual Development Accounts (IDAs).

TIME FRAME
Mid-Term

NEXT STEPS
Meet with partnering agencies to discuss the different assistance programs available.

LEAD
City of Richmond Dept of Housing and Community Development

PARTNERS
Virginia Housing, Virginia Department of Housing and Community Development (DHCD), City of Richmond, Housing Opportunities Made Equal (HOME), Habitat for Humanity, OCWB

Strategy B: Partner with local organizations to offer homeownership education opportunities.

When going from renting to homeownership, the process can be overwhelming. Homeownership courses are beneficial to assist first-time homebuyers to navigate the process. These education courses will inform potential homebuyers about topics such as budgeting, planning for home maintenance and additional costs, how to choose a lender, and credit counseling services. Additionally, by attending first-time homebuyer courses, residents may be entitled to grant assistance and benefits with partnering organizations.

TIME FRAME
Short-Term

NEXT STEPS
Create a one page document explaining different education courses available in the City of Richmond.

LEAD
City of Richmond Dept of Housing and Community Development

PARTNERS
Housing Opportunities Made Equal (HOME), Virginia Housing, Southside Community Development & Housing Corporation (SCDHC), Habitat for Humanity, OCWB, Maggie Walker Community Land Trust

Strategy C: Establish rent-to-own opportunities.

Per the resident assessment, fifty-two percent (52%) of residents were very interested in becoming homeowners. While residents may be in different situations on the pathway to homeownership, a lease-to-own option may work best for families interested in homeownership. In rent-to-own opportunities, a resident will lease the property with the option to buy at the end of the lease. This would allow time for residents to prepare themselves for homeownership (i.e., taking homeownership education courses, and establishing savings) while a set aside of their rent is placed into an escrow account to go towards a down payment.

TIME FRAME
Mid-Term

NEXT STEPS
Work with development partners to understand lease-to-own opportunities already available.

LEAD
RRHA

PARTNERS
Richmond Metropolitan Habitat for Humanity, Maggie Walker Community Land Trust

Strategy D: Utilize the Housing Choice Voucher Program for homeownership.

RRHA has authority for approximately four thousand (4,000) vouchers. Many current and future voucher residents have an interest in becoming homeowners with the assistance of their Housing Choice Voucher (HCV). RRHA is working on launching the HCV Homeownership Program to allow voucher participants who have been renting for one year in the City of Richmond to use their vouchers for homeownership. Through the HCV Homeownership Program, qualified residents will be able to go from renter to homeowner by working through the Program. Once a home is purchased, thirty percent (30%) of the resident's income will go towards their mortgage payment while the RRHA voucher subsidy would cover the rest of the mortgage.

TIME FRAME
Short-Term

NEXT STEPS
Launch the HCV Homeownership Program and have residents fill out interest forms.

LEAD
RRHA

PARTNERS
Local development partners, Virginia Housing, mortgage lenders



Flyer with information about VIDA program (Source: Virginia Housing)



Residents of Gilpin Court and members of the Jackson Ward community at large have expressed a strong desire for homeownership opportunities in the neighborhood. (Source: LRK)

GOAL 8: RESIDENT PREPAREDNESS



PREPARE RESIDENTS OF GILPIN COURT AND JACKSON WARD FOR THE REDEVELOPMENT OF THE COMMUNITY.

Strategy A: Establish a Tenant Bill of Rights with the Gilpin residents.

It is pivotal for the residents of Gilpin Court to understand their rights during the redevelopment process. A Tenant Bill of Rights will be established in collaboration with the residents of Gilpin. This document will define residents' rights including housing options and their right to return to the newly developed Gilpin. This document will state the expectations of RRHA, the City, and the chosen development partner for the redevelopment and the residents of Gilpin Court. This document will be signed and executed by the City of Richmond Mayor and Council President, the CEO of RRHA, the chosen development partner, and the president of the Gilpin Tenant Council.

TIME FRAME
Short-Term

- NEXT STEPS**
- Develop Jackson Ward Civic Network.
 - Hold a resident meeting about the Tenant Bill of Rights.

LEAD
RRHA

PARTNERS
City of Richmond, Gilpin Residents, Central Virginia Legal Aid Society, HRI Communities

Strategy B: Provide families with customized services based on their specific needs.

Redevelopment efforts of Gilpin Court will affect residents throughout the Jackson Ward community. As each household will have specific needs, customized services will be offered to each family. An assessment will be conducted to determine what services each family may need during the redevelopment process. Based on their needs, residents will be referred to different services available. Understanding the redevelopment of Gilpin Court will affect all residents of Jackson Ward, these services will be made available to every household who may need assistance and resources.

TIME FRAME
Mid-Term

- NEXT STEPS**
- Coordinate with partners to determine services available.

LEAD
City of Richmond Human Services Portfolio

PARTNERS
RRHA Resident Services, Richmond Henrico Health District, Housing Opportunities Made Equal (HOME), Richmond Behavior Health Association (RBHA), Office of Community Wealth Building

Strategy C: Organize education courses for residents moving from public housing to private landlord rentals.

The public housing units in Gilpin Court will be redeveloped as Project Based Voucher units that may be managed by a private landlord. Additionally, residents living in Gilpin may elect to use a Tenant Protection Voucher as their housing option to rent from a private landlord. Often, renting from a private landlord has different requirements than those of RRHA. This can include items such as utility payments and having landlords run credit reports. Renting on the private market can be difficult to navigate. Support will be given to residents who need assistance navigating the private rental market. Education courses may include credit counseling, understanding how to set up utilities, making utility payments in addition to rent, understanding a lease, and what to expect in a unit tour prior to renting.

TIME FRAME
Mid-Term

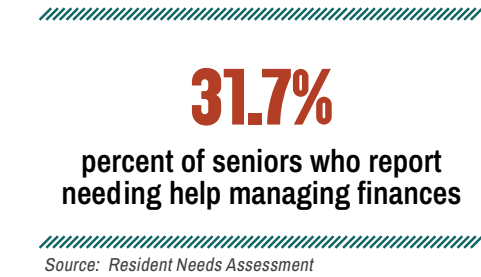
- NEXT STEPS**
- Meet with partnering agencies to discuss the different assistance programs available.

LEAD
City of Richmond Dept of Housing and Community Development

PARTNERS
RRHA Resident Services, Housing Opportunities Made Equal (HOME)



Public engagement meeting with community members.
(Source: City of Richmond, VA)





The Van de Vyer Apartment Homes (Source: RRHA)

GOAL 9: DISPLACEMENT PREVENTION



DEVELOP EQUITABLE HOUSING OPTIONS FOR THE GROWING COMMUNITY TO ENABLE RESIDENTS TO REMAIN IN JACKSON WARD.

Strategy A: Develop deeply and moderately affordable housing in Jackson Ward.

The median income for Gilpin households is around \$12,000. For a household of four (4), this income equates to below thirty percent (30%) of the Area Median Income (AMI). Similarly, in census tract 302, which accounts for South Jackson Ward, the median income is estimated at \$34,575. For a family of four, this household income is around thirty percent of AMI. In South Jackson Ward, approximately twenty-four percent (24%) of households have an income between \$50,000-\$74,999. Households in this income bracket fall into the 50%-80% of AMI categories. To prevent displacement for Jackson Ward residents, there is a need for housing units for households that make 30% - 80% of AMI. To meet the housing needs of these families, low- and moderate-income housing will be developed in Jackson Ward.

TIME FRAME
Long-Term

NEXT STEPS
Solicit Requests for Proposals for development projects to add Project Based Voucher units in their development.

LEAD
RRHA

PARTNERS
Development partners in the City of Richmond

Strategy B: Promote housing repair programs.

Per the Jackson Ward Community Assessment and Gilpin Resident Assessment, the majority of respondents have no plans of leaving Jackson Ward. Similarly, a majority of respondents' most desired neighborhood improvements are for homes to be fixed up and/or improved. Throughout the Commonwealth of Virginia, there are programs that allocate funding for homeowners for home repairs. Home repair programs are available for low and moderate-income residents, disabled residents, and veterans. RRHA will work with the partnering agencies that have funding for home repairs to market these programs to the Jackson Ward residents.

TIME FRAME
Short-Term

NEXT STEPS
Meet with partnering agencies to discuss the different assistance programs available

LEAD
RRHA

PARTNERS
Virginia Department of Housing and Community Development (DHCD), project:HOMES, Virginia Housing, Virginia Department of Historic Resources, Rebuilding Together

"Diverse socioeconomic groups live together peacefully. I know my neighbors and believe this day-to-day interaction of different types of people is a unique quality of Jackson Ward."

Jackson Ward Resident

GOAL 10: EXPANDING HOUSING OPPORTUNITIES



ENABLE CHOICE FOR RESIDENTS.



Strategy A: Expand partnerships with development partners to construct Project Based Voucher (PBV) units.

Project-based vouchers (PBV) are units that have voucher subsidy tied to them allowing families to pay thirty percent (30%) of their income while the Housing Assistance Payment (HAP) pays the remaining portion of the rent. The redevelopment of Gilpin Court will include newly constructed on-site and off-site Project-Based Voucher (PBV) units. In addition to using land owned by RRHA to develop off-site PBV units, there is an opportunity to have private developers construct additional off-site PBV units for Gilpin families to relocate to. While RRHA has a multitude of partners constructing new PBV units annually, there is space for new development partners to construct additional PBV units. To expand the utilization of Project Based Vouchers, RRHA will reach out to developers who do not already participate in the PBV Program, informing them of the Program and the benefits of participation.

TIME FRAME

Short-term

NEXT STEPS

- Solicit Requests for Proposals for development projects to add Project Based Voucher units in their development.
- Support the ongoing efforts within the community to expand affordable housing options, such as the recent repeal of citywide parking minimums.

LEAD

RRHA

PARTNERS

Local development partners, City of Richmond

Strategy B: Promote the Housing Choice Voucher Program (HCVP) to landlords.

RRHA administers the Housing Choice Voucher (HCV) Program for the City of Richmond. In the HCV Program, thirty percent (30%) of a family's adjusted monthly income goes towards their rent and the voucher subsidy covers the rest of the rent. Currently, RRHA works with over 2,000 landlords with the HCV Program and is looking to expand landlord participation. RRHA's HCV Program will launch a landlord engagement campaign to inform non-participating landlords in the city about the program and encourage participation.

TIME FRAME

Short-term

NEXT STEPS

Host a landlord meet and greet.

LEAD

RRHA

PARTNERS

Local landlords, Property Managers Association, Richmond Realtors

Strategy C: Identify publicly owned vacant properties and build housing.

Throughout the City of Richmond, there are vacant parcels. Many of the vacant parcels are contiguous lots that are also vacant that would allow for multi-family developments or attached homeownership units. These lots can be used to develop low and moderate-income housing for renters and prospective homebuyers. The low-income housing units constructed on these vacant lots will serve as replacement housing options for Gilpin families who select to relocate to off-site Project-Based Voucher units. RRHA and The City will partner together to determine which publicly owned land is feasible for housing development.

TIME FRAME

Short-term

NEXT STEPS

Work with the City of Richmond to identify surplus and abandoned properties.

LEAD

RRHA

PARTNERS

The City of Richmond, HRI Communities, local development partners



Figure 31 // Possible Future Homeownership (yellow) and Mixed-Use (red) areas



Figure 32 // Vacant lots within Jackson Ward and Gilpin

Developments across the City of Richmond have PBV units serving families at or below 30% AMI.

CHOICE HOUSING PLAN: THE FUTURE OF GILPIN COURT

At the completion of this plan Gilpin Court will no longer be 100 percent public housing and will instead provide opportunities for residents to remain “on-site” or move “off-site.” Affordable and market rate housing will be intermixed with replacement homes – in the same buildings, as neighbors, indistinguishable from one another.

Through engagement with residents of Gilpin Court, Jackson Ward community members, and key stakeholders, the planning team developed concept plans that allow for a mix of incomes and tenancy within the future Gilpin Court. Primary goals of the site plan include the following:

- Realign the historic grid and reinforce north-south connections from neighborhoods to the north to Historic Jackson Ward and downtown;
- Focus higher density mixed-use development along Chamberlayne Parkway and North 1st Street;
- Incorporate architectural styles and residential density reminiscent of Historic Jackson Ward and the City of Richmond at-large;
- Minimize off-street parking and maximize alley-loaded development; and
- Provide ample recreation space and community amenities at a variety of scales and a diversity of programming.

In developing the site plan with residents and key stakeholders, the design team arrived at two concepts:

Alternative Concept 1: This approach creates a linear park along the new alignment of Calhoun Street reaching from the Calhoun Family Investment Center to the Shockoe Hill Cemetery. This creates a more formal organization of green space fronted by medium density housing typologies like garden style walkup apartments that maintain the scale of historic Jackson Ward. This scheme has fewer units overall with medium-density housing typologies facing the linear green space along the new Calhoun Street.

Alternative Concept 2: This approach aims to maximize density along Calhoun Street, emphasizing the east-west connection between the mixed-use corridors of Chamberlayne Parkway and North 1st Street. A park across from the Baker School Apartments, a senior housing development, offers an intergenerational recreation space and expands the open space system further into the neighborhood. This concept prioritizes a wider range of housing options with high-density buildings focused along the new Calhoun Street acting as a prominent east-west corridor.



Community members shared their experience living in Gilpin and expressed their expectations for the redevelopment. (Source:SFCD)



Developing the plan included careful analysis of the historic grid and opportunities to restore connections to Historic Jackson Ward. (Source: City of Richmond)

ALTERNATIVE CONCEPT PLANS

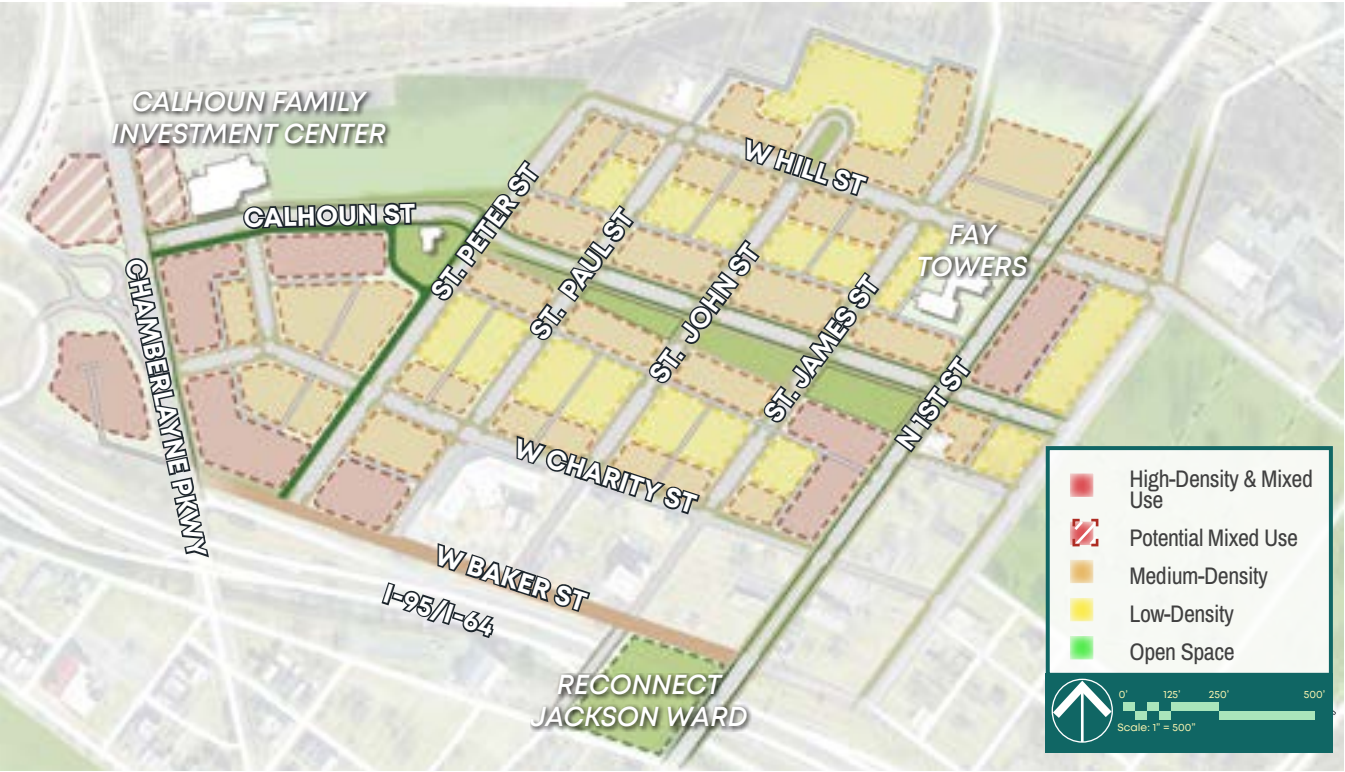


Figure 33 // Alternative Concept 1



Figure 34 // Alternative Concept 2

PROPOSED HOUSING CONCEPT PLAN

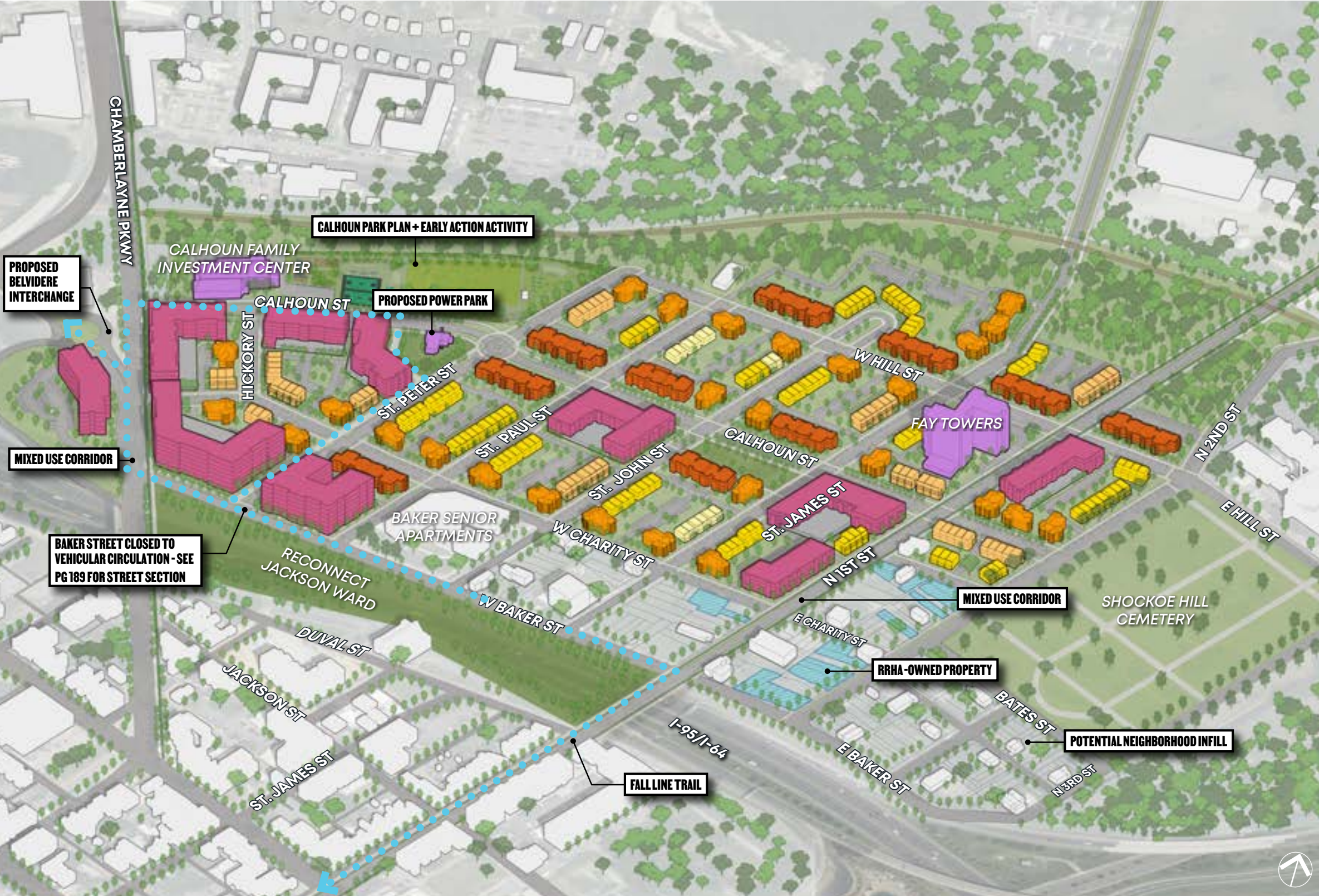


Figure 35 // Proposed Concept Plan

DESIGN APPROACH

The Proposed Concept Plan is a hybrid of Alternative Concepts 1 and 2 shown on page 147. The design emphasizes the north-south connections to Historic Jackson Ward and realigns the east-west streets to break down the superblocks of the current Gilpin Court site. All blocks are alley-loaded with internal and street parking throughout the site. Higher density mixed-use development is focused along Chamberlayne Parkway and North 1st Street, accentuating the market potential and proximity to downtown. A typical residential block includes a mix of densities that allows for ample front porches reminiscent of Historic Jackson Ward. The Calhoun Recreation Center Plan is central to the open space and park approach to the plan but is complemented by smaller scale park spaces that are surrounded by a variety of densities. The Power Plant Park proposes to preserve the historic building in its place and reimagine it as a community gathering hub and gallery space for storytelling and celebration of the legacy and history of Gilpin Court. The design includes a total of 1,300 new dwelling units.

A VARIETY OF HOMES

The housing plan seeks to develop newly constructed housing units that align with the architectural style of the Jackson Ward community and reintroduce the historic street grid. To address housing needs, there will be a mix of low, medium, and high-density housing developed on the Gilpin Court site. The design of each building will focus on high-quality materials and high-quality design. The units developed will be low-income, moderate-income, and market-rate units. Because of the scale of the housing program and the length of the development timeline, the designs will be able to respond to market demand over time.

	Elevator Multifamily
	Large Garden Walk-up
	Small Garden Walk-up
	Stacked Flat
	Townhome
	Duplex
	RRHA-Owned Property
	Open Space

HOUSING TYPOLOGIES



DUPLEX

Duplexes are reminiscent of the historic rowhomes throughout Jackson Ward. These two units can be side-by-side or stacked one-over-one in the same building, and are options for-sale or for-rent.



Duplex on Solar Row (Source: Mick Anders)



Example of a Two Bedroom unit

TOWNHOME & STACKED FLAT

Attached single-family for-sale or for-rent Townhomes and Stacked Flats are virtually indistinguishable from the street, but allow for varying densities across the neighborhood and provide lifestyle options for residents.



"Piggyback Condo" Stacked Flat in Alexandria, VA (Source: CameronStation.com)



Example of a Two-Story Three Bedroom unit

SMALL & LARGE GARDEN WALK-UP

Attached multifamily for-sale or for-rent 3-story garden apartments match the historic character of Richmond and allow for higher residential densities at lower intensity than Mixed-use Elevator Buildings.



Sixplex in Richmond (Source: REdefine Property Management)



The Foundry in South Bend, IN (Source: Ken West)



Example of a One-Story Three Bedroom unit

MIXED-USE ELEVATOR APARTMENT

Mixed-use Elevator Buildings feature mostly for-rent apartments and ground floor amenity or commercial space to activate the street level. Parking structures may exist within the Mixed-use Elevator Building, concealed by street-level retail or residential units.



The Current in Richmond (Source: Lynx Ventures)



Example of a One Bedroom unit

THE POWER PARK AT CALHOUN & ST. PETER STREETS



TYPICAL RESIDENTIAL STREET



CHAMBERLAYNE PARKWAY COMMERCIAL CORRIDOR



HIGH-QUALITY PLACES

Jackson Ward's unique character and urban fabric are preserved and incorporated in the redevelopment of Gilpin.

While predominantly a residential neighborhood, Jackson Ward also includes easily accessible goods and services such as restaurants, shops, public facilities, parks, and other amenities.

GOALS

11. Land Use and Historic Preservation
12. Publicly Owned Assets
13. Urban Design
14. Planning Engagement
15. Safety & Security



Jackson Ward's unique character and urban fabric are preserved and incorporated in the redevelopment of Gilpin.

"History and culture come from the ground up. You can't just put up a sign and there's no way you can look forward without looking backwards. At the end of the day, history is about telling your story in your community. If we're going to be great, we should know our culture and how to know each other."

Jackson Ward Community Member

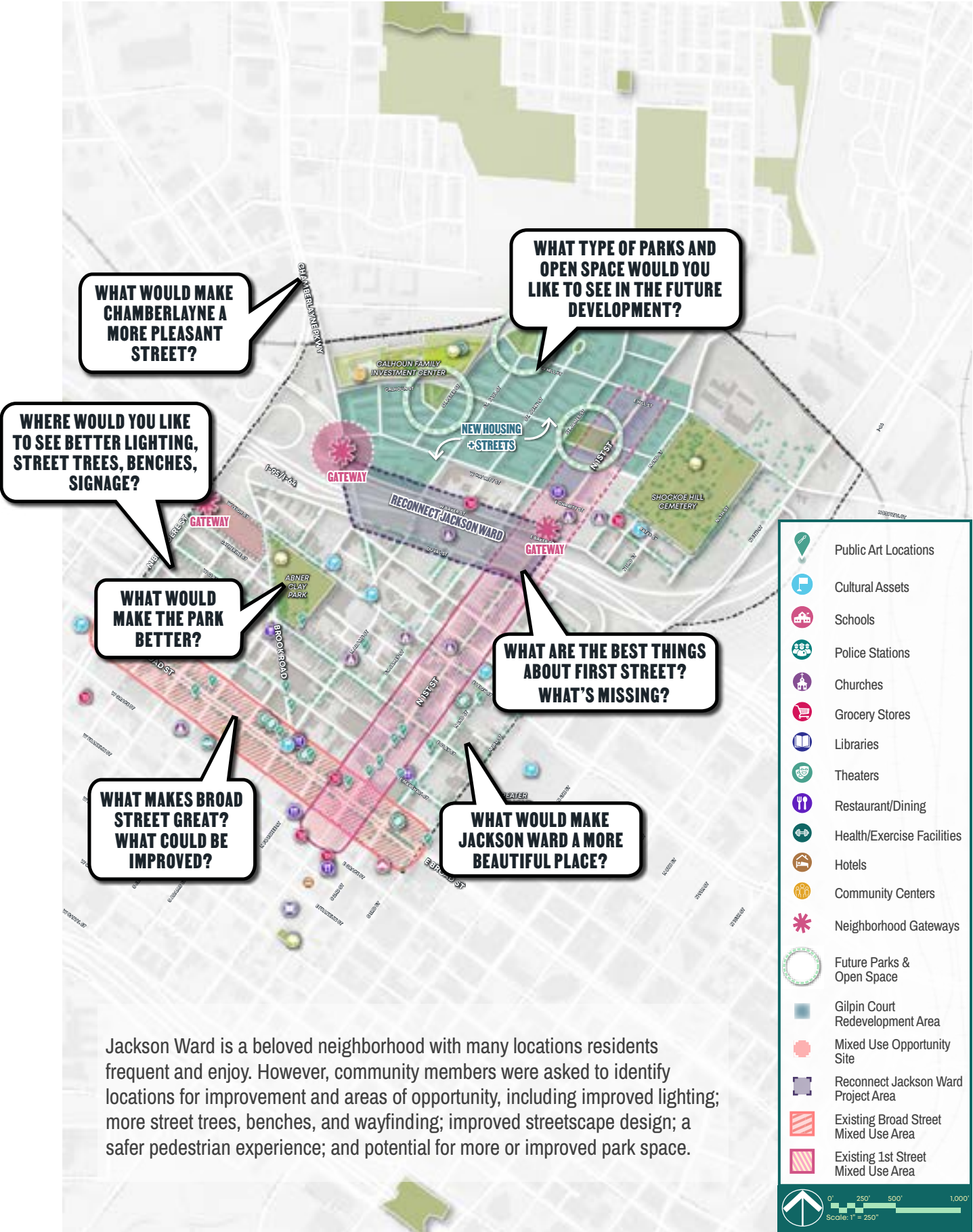


Figure 36 // High Quality Places Map

GOAL 11: LAND USE & HISTORIC PRESERVATION



PRESERVE AND EXPAND THE MIXED-USE DEVELOPMENT PATTERN OF JACKSON WARD.

Strategy A: Rezone properties to align zoning with the future land use map and the Gilpin redevelopment plan.

Historically, Jackson Ward has been known as a mixed-use community. The commercial core of the neighborhood was Second Street, often referred to as “The Deuce.” Along Second Street were establishments such as beauty parlors, hotels, real estate companies, banks, barbers, insurance companies, repair shops, drugstores, restaurants, and grocers that activated the streets. The Jackson Ward community was a cohesive mix of residential and commercial space that featured the finest ironwork in the City of Richmond. The new zoning districts for Jackson Ward should require form-based design elements that claim excellence in design with high-quality materials and well-executed architectural details that align with the rest of Jackson Ward. The new districts should allow high-density buildings, active ground floors, require that main entrances to businesses and residents front the street, have appropriate setbacks and step backs, transparency, and avoid monolithic façades. Mixed-use commercial buildings should cluster along Broad Street, Chamberlayne Rd, 1st Street (North of 95/64), and 2nd Street (North of Broad) and prioritize residential uses in other parts of the neighborhood. See Future Land Use Map in the Appendix of this document.

TIME FRAME
Short-term

NEXT STEPS
Incorporate rezoning into the overall Zoning Ordinance Rewrite project, set to commence in 2024.

LEAD
City of Richmond Dept of Planning and Development Review

PARTNERS
Historic Jackson Ward Association

Strategy B: Expand the City Old and Historic District.

The existing City Old and Historic District includes a portion of the areas south of the highway and does not include areas north of the highway, even though there are historic assets north of the highway. Expanding the District would provide zoning protections that protect the historic fabric and regulate the design of new structures. Expanding the District is one way to knit the historic neighborhood fabric back together and protect existing culturally, historically, and architecturally significant buildings, sites, structures, cemeteries, and landscapes that contribute to neighborhood authenticity and sense of place. The City Old and Historic District is the main tool the City has to regulate form and design of historic areas. However, the City plans to launch a comprehensive rewrite of the Zoning Ordinance in 2024, to include a pattern book, a neighborhood character analysis that examines the built form of Richmond's unique neighborhoods and develop zoning categories that preserve and enhance those places. The intent of expanding the District could also be achieved by creating new zoning districts via the Zoning Ordinance rewrite that preserve and enhance the unique character of Jackson Ward.

TIME FRAME
Short-term

- NEXT STEPS**
- Conduct a public process to review and discuss the potential new City Old and Historic District boundary expansion, and commence the process to update the Zoning Ordinance accordingly.
 - Incorporate the preservation and enhancement of the historic character of Jackson Ward into the overall Zoning Ordinance Rewrite project, set to commence in 2024.

LEAD
City of Richmond Dept of Planning and Development Review

PARTNERS
Historic Jackson Ward Association

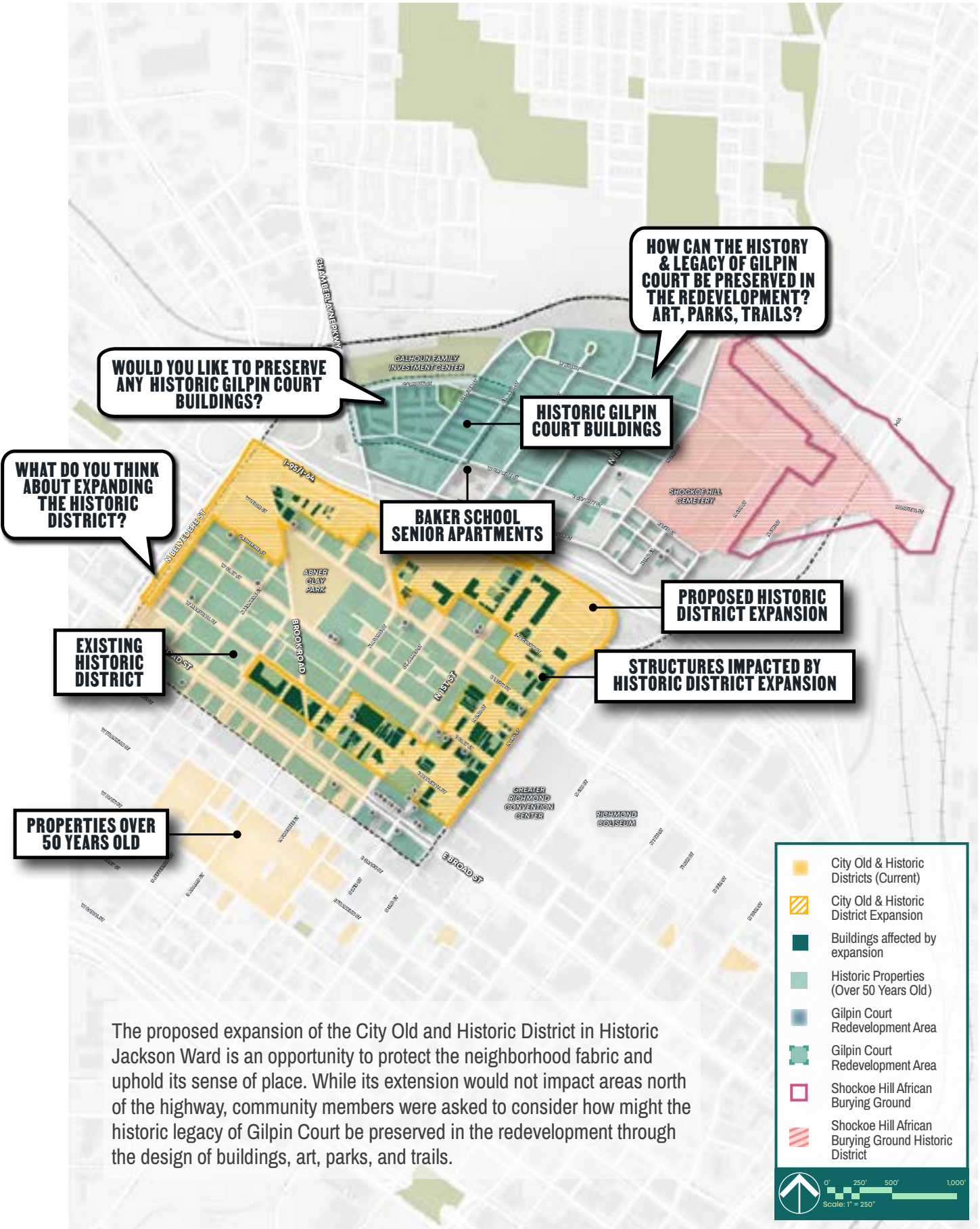


Figure 37 // Historic Preservation Map



Above: Proposed Splash Pad Early Action Activity as part of the larger master plan for the Calhoun Recreation Area. (Source: Timmons Group)

Right: Current conditions of Calhoun Recreation Area. (Source: City of Richmond, VA)

GOAL 12: PUBLICLY OWNED ASSETS



ADAPT PUBLIC FACILITIES & PUBLIC OPEN SPACE TO THE NEEDS OF THE DIVERSE COMMUNITY, INCLUDING OPPORTUNITIES FOR COMMUNITY MEMBERS TO GATHER OUTSIDE THEIR HOMES.

Strategy A: Reposition the Calhoun Recreation Center to once again be a vibrant community center.

The City allocated \$8 million from its American Rescue Plan Act (ARPA) funding to renovate the Calhoun Center, which is in disrepair. RRHA is in the process of transferring the Center to the City. Once the Center is owned by the City, the Dept. of Parks, Recreation, and Community Facilities (PRCF) will undertake a renovation effort. The renovated Center should accommodate spaces and programming that meet residents' needs for social, cultural, spiritual, recreational, and overall wellness. The renovated Center should include a website/app and exterior electronic sign that shares programming information with the community. Residents should create a resident advisory committee to coordinate with PRCF on current and future programing of the Calhoun Center.

TIME FRAME

Medium-term

NEXT STEPS

- RRHA to obtain HUD approval for the disposition of the Calhoun Center.
- PRCF to engage a resident advisory board and the community at-large in the programming and design of the renovated Calhoun Center.

LEAD

Department of Parks, Recreation and Community Facilities

PARTNERS

Gilpin residents, Historic Jackson Ward Association

Strategy B: Implement the plan for reimagining the Calhoun Center outdoor recreation area.

In 2022 PRCF developed and administered a survey for reimagining the green space east of the Calhoun Center which is owned by the City. As part of the Early Action Activity of the Jackson Ward Community Plan, the Office of Equitable Development (OED) in partnership with PRCF developed a master plan for reimaging the outdoor space based on resident feedback. Residents listed athletic playfields and a barbecue area as the top park features they would like to have. The Calhoun Center outdoor recreation area features those items as well as a splash pad, walking paths, shade structures, improvements to the garden area, and spaces for all ages. Specifically, in relation to this plan, residents voted for the park's splash pad to be the Early Action Activity. This activity will kick off the implementation of the park's master plan and is scheduled to be complete in May of 2024.

TIME FRAME

Short-term

NEXT STEPS

- Build the Early Action Activity, the splash pad, in 2024.
- Design and fund phase 2 of the outdoor recreation area improvements. Include community engagement in the design of phase 2.

LEAD

Department of Parks, Recreation and Community Facilities

PARTNERS

City of Richmond Dept of Planning and Development Review, Dept of Housing and Community Development, US Dept of Housing and Urban Development, Dept of Public Utilities, Dept of Public Works, Office of Sustainability

Strategy C: Apply sustainable design standards.

Sustainable design maximizes building performance and reduces negative impacts on residents and the environment. According to the Department of Energy, sustainable design principles aim to: optimize site potential, minimize non-renewable energy consumption and waste, use environmentally preferable products, protect and conserve water, improve indoor air quality, enhance operational and maintenance practices, and create healthy and productive environments. The City is in the process of developing Sustainable Design Standards that will apply to the new construction and major renovation of all City-owned properties. As the City undertakes projects on City-owned buildings in Jackson Ward, the City should apply the new Standards. Additionally, RRHA will work in accordance with HUD Choice Neighborhood Initiative guidelines for climate resiliency in the redevelopment of Gilpin Court.

TIME FRAME
Short-term

NEXT STEPS
Procure sustainability consultant.

LEAD
City of Richmond, Office of Sustainability

PARTNERS
City of Richmond, all departments

Strategy D: Provide residents with broadband internet.

Per the resident assessment, twenty-six percent (26%) of residents report needing access to Wi-Fi connection. Broadband connectivity plays an important role for improving outcomes. Most personal business is done over the internet. Accessing a bank account, setting up a utility payment, enrolling children in camps or school activities, and scheduling personal appointments are critical to wellbeing. Through connectivity, individuals are able to seek employment more effectively, can access education, connect with medical providers, and obtain social support.

TIME FRAME
Short-term

NEXT STEPS

- Explore funding options.
- Identify places without strong internet.
- Build relationships with internet providers.

LEAD
City of Richmond Dept of Planning and Development Review

PARTNERS
All Points Broadband



The Calhoun Center will undergo a renovation following transfer from RRHA to the City of Richmond (Source: LRK)



Bloomberg Philanthropies Asphalt Art Initiative at the intersection of West Marshall and Brook in Jackson Ward (Source: City of Richmond, VA)

GOAL 13: URBAN DESIGN



ESTABLISH A BEAUTIFUL AND UNIQUE NEIGHBORHOOD.

Strategy A: Develop streetscape design standards.

Streetscape is a term that is used to describe the natural and built fabric of the street. Streetscape includes buildings, street surfaces, and fixtures. When streetscapes are unified throughout an entire community, it can improve the visual experience for residents and visitors. Streetscape design can also calm traffic in a community by breaking up streets that experience speeding and enhance the walkability of an area. Per the resident assessment, recorded thirty-four percent (34%) of respondents want to see walking and street improvements throughout the neighborhood. The streetscape design standards will apply to all developments in the Gilpin/Jackson Ward neighborhood and align with the historic character of Jackson Ward. The design standards will include installing benches, planters, flowers, trashcans, and pedestrian lighting on main corridors (i.e., Broad Street, First Street, and Chamberlayne) and streets facing parks.

TIME FRAME

Short-term

NEXT STEPS

- Identify and hire a consultant firm to create streetscape design standards.
- Prioritize, with partners, areas of high improvement need, and implement design standards in those areas first.

LEAD

City of Richmond, Dept of Planning and Development Review, Dept of Public Works, Dept of Public Utilities, Urban Design Committee

PARTNERS

RRHA, Gilpin Tenant Council, Historic Jackson Ward Association, Broad Street businesses, Downtown Neighborhood Association



Streetscape design standards and best practices will be integrated into the redevelopment area of Gilpin Court to improve walkability, safety, and reinforce the neighborhood character. (Source: LRK)



New parks are proposed within the redevelopment area of Gilpin Court including the adaptive reuse of the existing power plant on-site into a public space to be enjoyed by the entire community. (Source: LRK)

Strategy B: Establish an open space network.

Throughout the community engagement process for this plan, residents of Gilpin Court and Jackson Ward expressed a need for more green space. The desired spaces were areas that could be enjoyed by community members of all ages and abilities. As Gilpin Court is redeveloped, the new development sites should include green spaces that are interconnected to form a network of continuous green space that connects over the highway to the southern half of Jackson Ward. The Reconnect Jackson Ward project should include linear park space and/or a large central park area. Green spaces will be comfortable for all ages and mobilities and the entire network may include playgrounds, water features, urban agriculture, and areas for reflection, recreation, and community gathering.

TIME FRAME
Short-term

- NEXT STEPS**
- Explore how the City can change its regulations to take advantage of Virginia House Bill 1510, which authorizes localities to provide local incentives and regulatory flexibility to encourage the preservation, restoration, or development of urban green space through (i) a reduction in permit fees or (ii) a streamlined process for the approval of permits.
 - Implement the Early Action Activity.
 - Explore funding for phase 2 of the Calhoun Center's outdoor recreation area improvements.
 - Engage residents and community members in the planning and design processes for any new green space included within the redevelopment of Gilpin Court.
 - Launch the planning and implementation process for the Reconnect Jackson Ward Plan.

LEAD
City of Richmond Dept of Planning and Development Review, Office of Sustainability, PRCF

PARTNERS
Local development partners, Richmond Henrico Health District, Historic Jackson Ward Association, Gilpin Informed Residents



Figure 38 // Jackson Ward Open Space



Strategy C: Implement an anti-litter and graffiti removal campaign.

Fifty-five percent (55%) of residents listed trash and litter removal as a top neighborhood priority. A clean community fosters ownership and pride. All development types including residential, commercial, and multifamily should have proper street facilities for disposal. Commercial and multifamily building types should have dumpster corrals and cleanliness standards.

TIME FRAME

Short-term

NEXT STEPS

- Identify areas of high trash accumulation and place dumpsters or street trash cans in those areas.
- Set up a monthly clean-up weekend that brings together all stakeholders to collect loose trash and litter.
- Explore trash and litter education with the James River Association to educate residents on where litter and trash ultimately end up (the river).
- Encourage the James River Association to paint the storm drains to bring attention to the damage trash and litter can do to the environment.
- Communicate with Venture Richmond to find ways the city and residents can assist Venture Richmond with their Clean and Safe program to give the Broad Street graffiti and trash more attention.

LEAD

City of Richmond, Dept of Public Works, Waste Management/recycling companies

PARTNERS

Waste management companies, Jackson Ward and RRHA residents, Broad Street businesses, Venture Richmond, James River Association



Venture Richmond operates the Clean & Safe Partnership picking up litter and cleaning up graffiti throughout downtown.(Source: Venture Richmond)

Strategy D: Raise awareness among business owners of the existing Facade Improvement Program.

The Façade Improvement Program (FIP) provides grants to businesses located within the Arts & Cultural District to improve their building façades. Funded by the City in 2013 & 2022, the program is managed and administered by the Department of Planning & Development Review (PDR) and the Economic Development Authority (EDA). As of 2023, the City has awarded 35 grants to owners and tenants to improve their building façades.

TIME FRAME

Short-term

NEXT STEPS

- Provide more information to businesses along Broad Street and 2nd Street in the Arts District by going door-to-door and campaigning for this program.
- Use City social media to spread program information.
- Partner with organizations and the local news to promote the program on their social media channels.

LEAD

City of Richmond, Dept of Economic Development

PARTNERS

Arts District businesses, Venture Richmond, local news stations (channels 6, 8, 12), local papers (Richmond Free Press, Richmond Times Dispatch, Style Weekly, Richmond BizSense, Virginia Public Media)



Before and after facade project within the Arts and Cultural District (Source: City of Richmond, VA)

GOAL 14: PLANNING ENGAGEMENT



FOSTER A CULTURE OF COLLABORATIVE PLANNING AND IMPLEMENTATION THAT ELEVATES AND EMPOWERS RESIDENTS IN THE DECISION-MAKING PROCESS. CULTIVATE A GREATER SENSE OF COMMUNITY IN THE REDEVELOPED AND CONNECTED JACKSON WARD NEIGHBORHOOD.

Strategy A: Explore creating a Jackson Ward civic network.

There are a multitude of groups working within the Jackson Ward neighborhood. The Jackson Ward neighborhood has its own civic association and Gilpin Court has a HUD-recognized tenant council association and the Gilpin Informed Residents group. A multi-generational network of existing and emerging leaders will strengthen collaboration among community groups and the public. A network of organizations will increase resident participation, engagement, and decision-making in the neighborhood's future. Ultimately, this network will center residents' needs in the planning process.

TIME FRAME
Short-term

NEXT STEPS
Communicate with all current and active neighborhood networks and begin discussions about the structure of a network of civic organizations.

LEAD
City of Richmond Human Services Portfolio, Historic Jackson Ward Association, Arts District, Gilpin Tenant Council, Downtown Neighborhood Association, Broad Street businesses

PARTNERS
City of Richmond, Venture Richmond, Richmond Region Tourism

Strategy B: Collaborate with the City and community on efforts currently happening in Jackson Ward.

As mentioned in this plan, there are many ongoing projects in the community. The varying efforts are being led by RRHA, the City of Richmond, the Virginia Department of Transportation, and organizations that have a presence in the Jackson Ward community. With many projects taking place in the neighborhood, efforts should be aligned on current projects such as the Shockoe Hill African Burying Ground project, The JXN Project, the JWC Foundation, Reconnect Jackson Ward, the Fall Line Trail, City Center Redevelopment, Leigh Street improvement, North-South BRT, DC2RVA S-line, RVAGreen 2050, Richmond Connects, and the Cultural Heritage Stewardship Plan. Improved alignment will increase participation for engagement sessions, events, and not overwhelm the neighborhood.

TIME FRAME
Long-term

NEXT STEPS

- Discuss with neighborhood and community groups the best way to not overwhelm residents and businesses.
- Establish an online hub of recent updates to all the named projects.

LEAD
City of Richmond, all departments

PARTNERS
Downtown businesses, neighborhood civic organizations

Strategy C: Create a full-time position that oversees the implementation of the Jackson Ward Community Plan.

This includes maintaining an online information hub for events, resources, news, programs, city projects, community needs, and identifies resources for the Jackson Ward community. Schedule periodic “progress report” meetings with Gilpin Informed Residents and an appointed liaison to discuss effectiveness of strategies and community needs. Continuously refine community engagement strategies and identify new tools and methods for engagement that will educate and empower the community moving forward. Maintain engagement momentum from the Choice Neighborhoods planning process.

TIME FRAME
Long-term

NEXT STEPS
Identify and coordinate funding of this position.

LEAD
RRHA

PARTNERS
City of Richmond, HRI Communities

Strategy D: Create a Reparations Task Force.

The construction of the interstate not only bifurcated the neighborhood of Jackson Ward but also displaced many who were forced out under eminent domain. A task force would exist to study and analyze the long-term effects of racist policies and actions in Richmond and recommend potential remediation strategies. Through research, identify descendants that were displaced by the construction of the highway and public housing and conduct additional community engagement and research.

TIME FRAME
Short-term

NEXT STEPS

- Present the findings of the Jackson Ward 1950 Census project to stakeholders and the community by spring 2024; identify funding and a timeframe to continue to project for the 1950 census.
- Convene educational meetings to discuss reparation issues; identify interested residents; hold first task force meeting by June 2024.

LEAD
City of Richmond, Dept of Planning & Development Review

PARTNERS
University of Richmond, VCU, VUU, RRHA, Richmond Henrico Health District, STEP, Kinfolk, 2Love, JXN Project, Elegba Folklore Society, Historic Jackson Ward Association

"We have to make sure that we are being intentional about the decisions we’re making about this community, [how will this] help embody the community that has always been here?"

Jackson Ward Resident

GOAL 15: SAFETY & SECURITY



CREATE A SAFE NEIGHBORHOOD.

Strategy A: Connect residents to opportunities.

Identified in Goals 1-5 residents are asking for education, training, wellness, apprenticeships, and recreation programs. Crime emerges out of a lack of resources and opportunity. Connecting people to programs can help divert people from committing crimes. Fifty-four percent (54%) of residents report that youth crime and violence prevention programs would make them feel safer in the neighborhood.

TIME FRAME
Short-term

- NEXT STEPS**
- Identify organizations, both public and private, that are already doing the work that residents desire to be a part of, and invite those organization in to provide more information and sign people up for programs.
 - Host a convention of the organizations, where residents can sign up for programs.

LEAD
City of Richmond, all departments

PARTNERS
Job training programs, apprenticeship programs, local colleges and community colleges, health and wellness organizations, recreation and after school programs. Specific partners to be identified by planning team staff and City staff in collaboration with the Gilpin Informed Residents group.

Strategy B: Provide programming space for community restorative justice.

According to the Department of Justice, the primary goal of restorative justice is the empowerment of victims, offenders, and communities; communities first must be empowered to control their own conflicts, the apparatus of criminal justice processes. Local communities have five general needs that arise from conflict: a sense of justice, community empowerment in conflict resolution, re-establishment of peaceful relationships, a sense of safety and hopefulness, and concrete actions to prevent the recurrence of similar conflicts. The need for safe, common ground is important for restorative justice to take place effectively. Public spaces like the Calhoun Center can be utilized to facilitate and promote community and healing (See Goal 12: Publicly Owned Assets).

TIME FRAME
Long-term

- NEXT STEPS**
- Design community spaces into the new neighborhood improvements.
 - Identify current restorative justice efforts.
 - Seek additional funding for restorative justice work.
 - Promote use of restorative justice in the community.

LEAD
Virginia Center for Inclusive Communities, City of Richmond

PARTNERS
RRHA, Historic Jackson Ward Association

Strategy C: Collaborate with Gilpin residents to implement a trauma-informed care training team.

Trauma-informed care is an approach that implies someone likely has a history of trauma and acknowledges the impact it may have on someone’s response. This approach is used to not trigger past traumas individuals may have when being provided services. Trauma-informed care considers the physical and mental effects of trauma. During focus group meetings, residents expressed the need for first responders to have trauma-informed care training to better serve residents of the neighborhood. Through trauma-informed care, responders will be able to better understand how to serve and work alongside residents. With staff trained in trauma-informed care, Urban Strategies will bring their expertise to Richmond to further expand the trauma-informed network.

TIME FRAME
Long-term

- NEXT STEPS**
- Establish regular training sessions for RRHA staff, key partners, and Gilpin Informed Residents.

LEAD
City of Richmond Human Services Portfolio

PARTNERS
RRHA, Gilpin Informed Residents, Richmond Police Department, RPS, Virginia Center for Inclusive Communities

Strategy D: Increase communication between RRHA and Gilpin residents.

In Fall of 2023, RRHA hired a new security force, Sentry Security to patrol the public housing communities Prior to any implementation of a security force in the Gilpin community, informed sessions took place between RRHA and the residents of Gilpin Court to ensure there is an understanding of what the security group will mean for residents and what the security contract may entail. The security force patrols the community through on-the-ground patrols and partners with law enforcement agencies like the Richmond Police Department. Continued communication will take place between RRHA, residents, and Sentry Force to promote community safety and trust.

TIME FRAME
Short-term

- NEXT STEPS**
- RRHA will promote the resident tip line for residents to reach out to regarding security concerns.

LEAD
RRHA

PARTNERS
Sentry Force Security, City of Richmond Police Department

“Where does the story get told so it can be passed along? We withstood redlining, built community, a public housing project was built that lifted up so many professionals into better places.”

Jackson Ward Resident



Strategy E: Upgrade and add additional street lighting within redeveloped Gilpin.

Four percent (4%) of residents living in Gilpin Court feel safe at night. Street lighting can improve the feeling of safety after dark. Lighting can improve the quality of the streets in the neighborhood and bring connectivity between North and South Jackson Ward by using the same design characteristics of streetlights in Jackson Ward for cohesiveness (See Goal 13: Urban Design).

TIME FRAME

Short-term

NEXT STEPS

- Identify and repair existing broken streetlights.
- Identify areas in high need and install new streetlights.

LEAD

City of Richmond, Dept of Public Works

PARTNERS

RRHA, HRIC

Strategy F: Enforce convenience store property maintenance.

During community meetings, residents expressed safety concerns around community convenience stores. Some of these stores are out of compliance with city maintenance requirements. To address concerns of safety, the City of Richmond Property Maintenance and Code Enforcement will begin taking a closer look at convenience store property to ensure property upkeep. This can further a sense of a safer community and a more beautiful neighborhood.

TIME FRAME

Short-term

NEXT STEPS

- Host a meeting with store owners to get their perspective on the issues at their stores.
- Help identify measures owners can take to prevent loitering.
- Explore funding opportunities to provide property upkeep and additional security measures.

LEAD

City of Richmond Property Maintenance and Code Enforcement

PARTNERS

Store owners, City of Richmond Police Department

Strategy G: Create a Jackson Ward-wide task force to promote safety in general and facilitate communication around safety issues.

Jackson Ward residents need to be front and center on promoting safety in their community. Residents can understand safety issues and suggest solutions. Empowered residents can take the lead in promoting creative solutions to improve safety. While plenty of ideas exist, from police walking patrols, neighborhood watch programs, kickball with kids, to conflict resolution skills, residents will take the lead in deciding what will work in their community and making it happen.

TIME FRAME

Short-term

NEXT STEPS

- Convene neighborhood meetings on safety issues.
- Identify interested residents and host first task force meeting by June 2024.

LEAD

City of Richmond Police Department, Historic Jackson Ward Association, Gilpin Tenant Council

PARTNERS

RRHA, STEP, Kinfolk, 2Love, Richmond Henrico Health District

Traditional Jackson Ward home (Credit: Small & Associates Real Estate, Inc.)

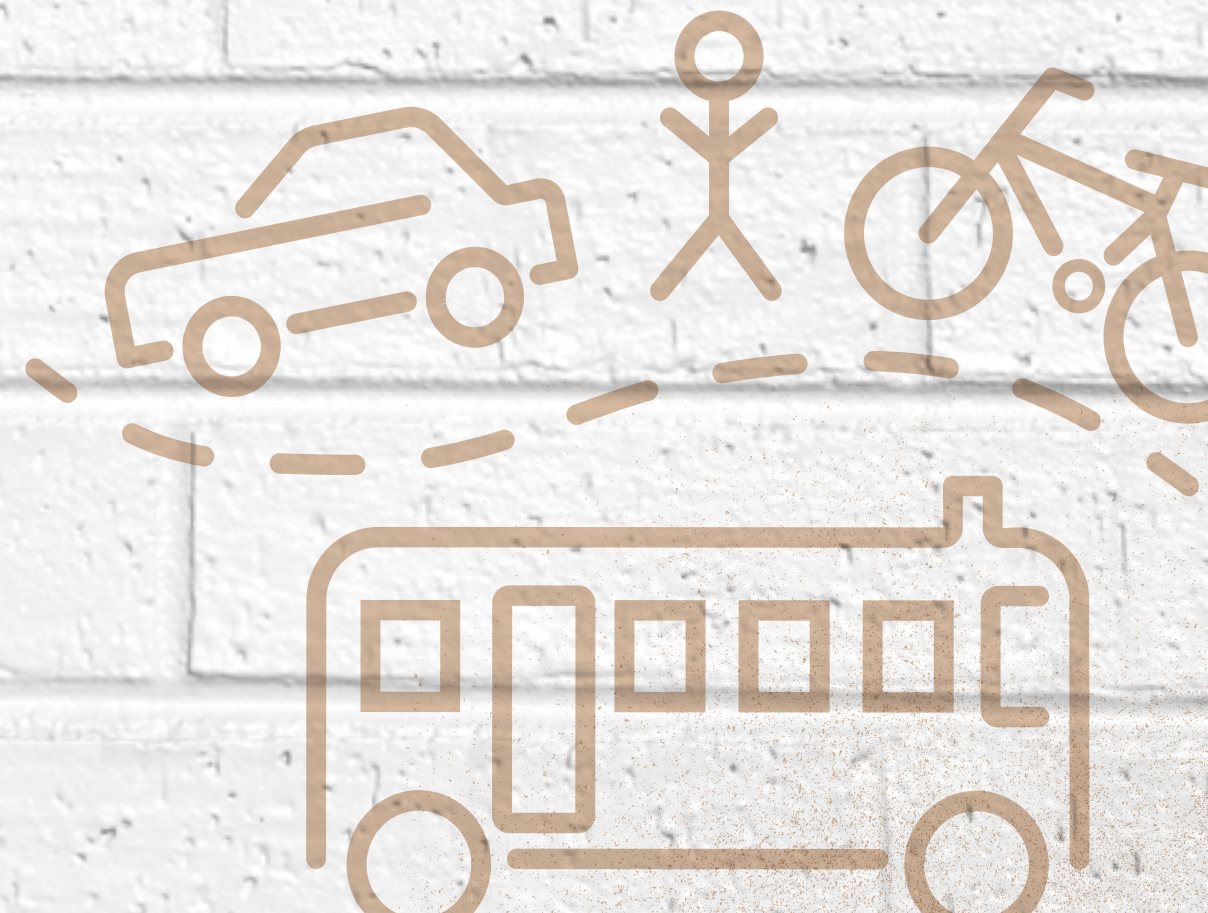
EQUITABLE ◀ TRANSPORTATION

Jackson Ward residents, visitors, and employees can seamlessly access services within the neighborhood, the city, and the region via a safe multi-modal transportation network.

Jackson Ward is one neighborhood because infrastructure investments have reinforced the historic walkable grid making the highway fade from the foreground to the background.

GOALS

- 16. Vision Zero
- 17. Non-Car Network
- 18. Streets, Bridges, and Connections





Jackson Ward residents, visitors, and employees are able to seamlessly move between parts of the neighborhood and the rest of the city via a multi-modal transportation network.

"Gilpin Court is Jackson Ward. It was directly connected before Interstate 95 was built."
Gilpin Court Resident

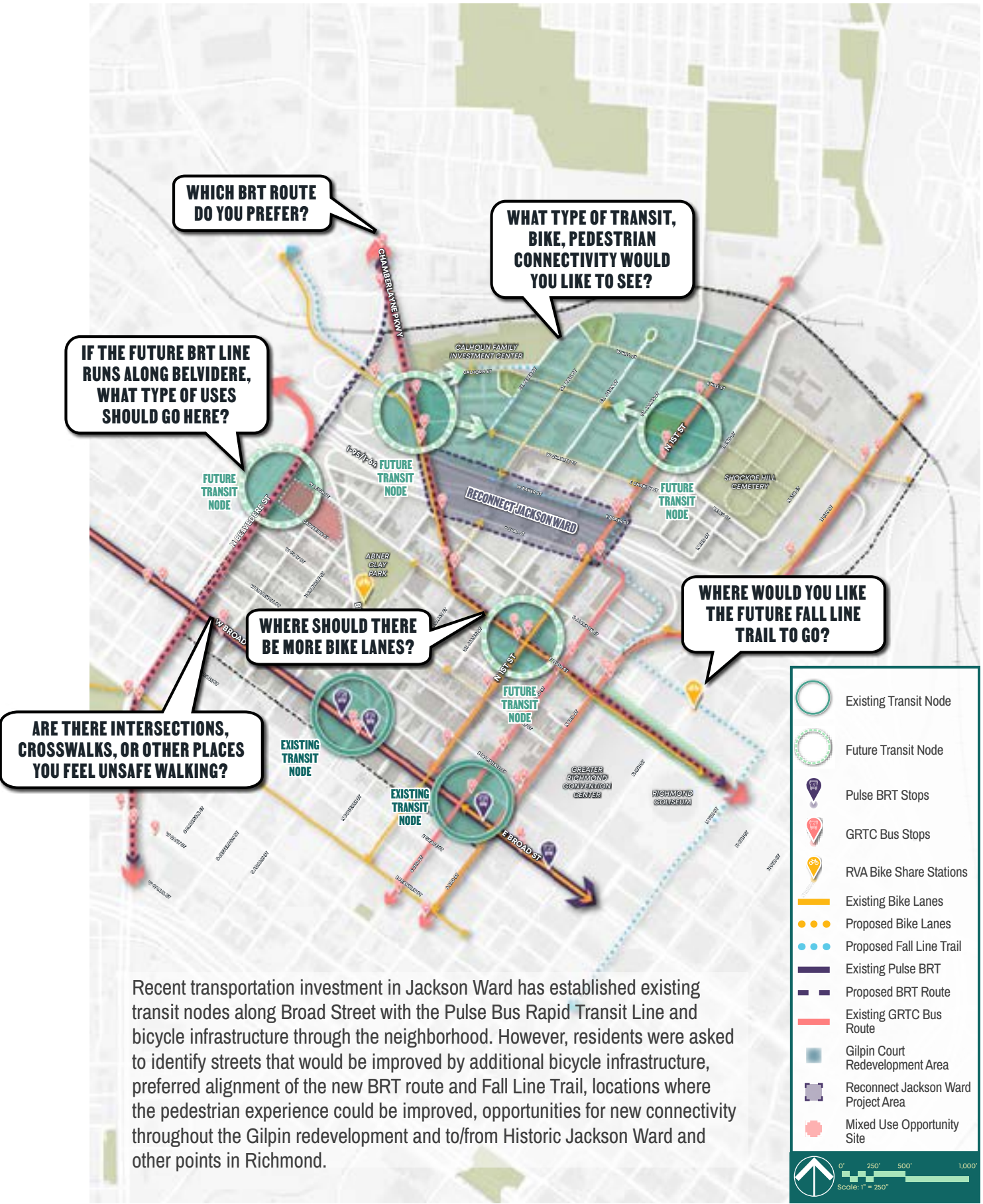


Figure 39 // Equitable Transportation Map

GOAL 16: VISION ZERO



INCREASE SAFETY OF INTERSECTIONS AND STREETS IN JACKSON WARD TO ENABLE PEOPLE OF ALL AGES AND ABILITIES TO ACCESS SERVICES THROUGHOUT THE NEIGHBORHOOD.



Biking in a protected bike lane (Credit: City of Richmond, VA)

Strategy A: Implement the Vision Zero Action Plan.

The Vision Zero Action Plan reflects a review of local crash data, research of best practices from other places, and outreach to agencies and organizations at the local, regional, and State levels. The identified actions in the Vision Zero Plan involve street engineering, enforcement, driver and pedestrian education, emergency response, and equity. Focusing on the High Injury Street Network and at locations showing higher crash frequencies, Vision Zero will employ systemic safety treatments as well as proven safety measures to reduce the potential and severity of crashes.

TIME FRAME

Long-term

NEXT STEPS

Host Vision Zero workshops where residents can express their concerns and prioritize solutions to combat traffic fatalities.

LEAD

City of Richmond Dept of Public Works

PARTNERS

Historic Jackson Ward Association, Gilpin Residents

Strategy B: Conduct strategic traffic enforcement campaigns.

Campaigns are designed to reach all users of the transportation system, particularly drivers stopping for pedestrians crossing the street. A Safe Systems Approach to roadway safety utilizes a multi-layered approach: safe road users, safe vehicles, safe speeds, safe roads, and post-crash care. This must be supported through a safety culture that is reinforced through education and enforcement. Enforcement means reinforcing good behaviors from drivers and pedestrians. Changing behaviors to support safer outcomes has a greater effect than issuing tickets in the aftermath of a crash that has resulted in a severe injury or fatality.

TIME FRAME

Long-term

NEXT STEPS

Create an action plan to target traffic enforcement campaigns in Jackson Ward.

LEAD

City of Richmond Dept of Public Works

PARTNERS

Richmond Police Department, Office of Strategic Communications and Engagement, Bike Walk RVA

Strategy C: Improve visibility along sidewalks and at intersections.

Improve street and pedestrian lighting, with consideration of historical design, to reduce crashes in crosswalks and intersections at night (See Goal 15: Safety and Security). Careful attention to lighting is critical to ensure pedestrian safety. The City will employ best practices to reduce the potential for fatal and severe pedestrian collisions that occur at night. To enhance visibility, implement corner clearance parking near alleys and at all roadway intersections. Opportunities for features such as curb extensions which reduce the crossing distance, or placement of “bike corrals” for bike parking will be implemented.

TIME FRAME

Long-term

NEXT STEPS

Encourage residents to express concerns and prioritize solutions for intersection safety as part of Vision Zero workshops.

LEAD

Dept of Public Works, Richmond Police Department

PARTNERS

Venture Richmond



GOAL 17: NON-CAR NETWORK



ELIMINATE GAPS IN SIDEWALK, TRANSIT, AND BIKING INFRASTRUCTURE SO THAT IT IS SAFE AND CONVENIENT TO MOVE WITHIN AND THROUGH JACKSON WARD WITHOUT A CAR.



1st Street Bike Infrastructure (Credit: City of Richmond, VA)

Strategy A: Provide ADA accessible routes through the community.

Twenty-seven percent (27%) of households have at least one family member with a disability. The City has, and will continue to, replace and install pedestrian ramps at intersections to improve ADA access. Sidewalks should be thoughtfully designed to accommodate users of all abilities. GRTC can assist by providing ADA accessible transit infrastructure at bus stops and the transit hub.

TIME FRAME

Short-term

NEXT STEPS

- Identify places where ADA pedestrian ramps are needed, and prioritize implementation.
- Specify the width of sidewalks in various parts of Jackson Ward and in the redeveloped Gilpin Court to ensure new development complies with standards.

LEAD

Dept of Public Works, or procured design standards consultant

PARTNERS

GRTC, Broad Street businesses, Jackson Ward residents

Strategy B: Improve bus signage and trip planning.

Fourteen percent (14%) of residents indicated that the bus is too confusing. By installing GRTC trip planning kiosks (with QR codes for virtual accessibility) that assist users in determining their routes at bus stops, riders can be informed about timing of the buses and which direction the bus is heading. Additional signage will increase the visibility of bus stop signs to better guide transit users. Paper maps can be made available at the trip planning kiosk.

TIME FRAME

Short-term

NEXT STEPS

Publicize and create QR codes that allow riders to install a trip planning app with real-time information (currently Transit Royale).

LEAD

GRTC

PARTNERS

Office of Equitable Transit and Mobility, PlanRVA, RVA Rapid Transit

Strategy C: Continue to provide frequent transit service in Jackson Ward and Gilpin.

Thirty percent (30%) of residents rely on public transportation as their primary method of transportation. GRTC should explore extending transit service hours to provide more transportation options for workers that work outside of 9-to-5 hours. Engage in the North/South BRT study to continue to provide frequent transit service in Jackson Ward.

TIME FRAME

Short-term

NEXT STEPS

Engage GRTC with residents to identify highly needed routes.

LEAD

GRTC

PARTNERS

RVA Rapid Transit, Venture Richmond, Richmond Region Tourism

Strategy D: Improve safety and comfort at transit stops.

Twenty-two percent (22%) of residents reported worrying about their personal safety when using the bus. Building all-weather comfortable and safe shelters can reduce this. Explore creating a women-led GRTC task force to identify ways to improve safety and comfort while using the GRTC system.

TIME FRAME

Short-term

NEXT STEPS

Engage GRTC and partners in a task force to improve bus shelter hospitality.

LEAD

GRTC

PARTNERS

Office of Equitable Transit and Mobility, RVA Rapid Transit, Dept of Public Works

Strategy E: Increase access to last-mile connectors.

Public transportation may stop far from final destinations and oftentimes require a second mode of transportation. Introducing other modes of transportation can increase their use and eliminate gaps in the transit infrastructure. Establish a bike-share station and scooter corrals in all of Jackson Ward and Gilpin Court to promote greater use of public and carless transportation.

TIME FRAME

Short-term

NEXT STEPS

- Identify funding to build a new bike share station.
- Begin discussions with scooter companies to place more scooters at GRTC stops in Jackson Ward.

LEAD

GRTC

PARTNERS

Office of Equitable Transit and Mobility, RVA Rapid Transit, RVA Bike Share, private scooter companies

Strategy F: Continue to build and improve sidewalks and bicycle infrastructure.

Implement the Richmond Connects Bike Master Plan, which is under development. Implement the Leigh Street Streetscape Project. Route the Fall Line Trail through Jackson Ward (See Goal 5: Tourism, Arts, Culture). Close Baker Street from Brook Road to 1st Street to vehicle traffic and make it a shared use path/greenway.

TIME FRAME

Long-term

NEXT STEPS

Engage partners on improving bicycle infrastructure throughout Jackson Ward.

LEAD

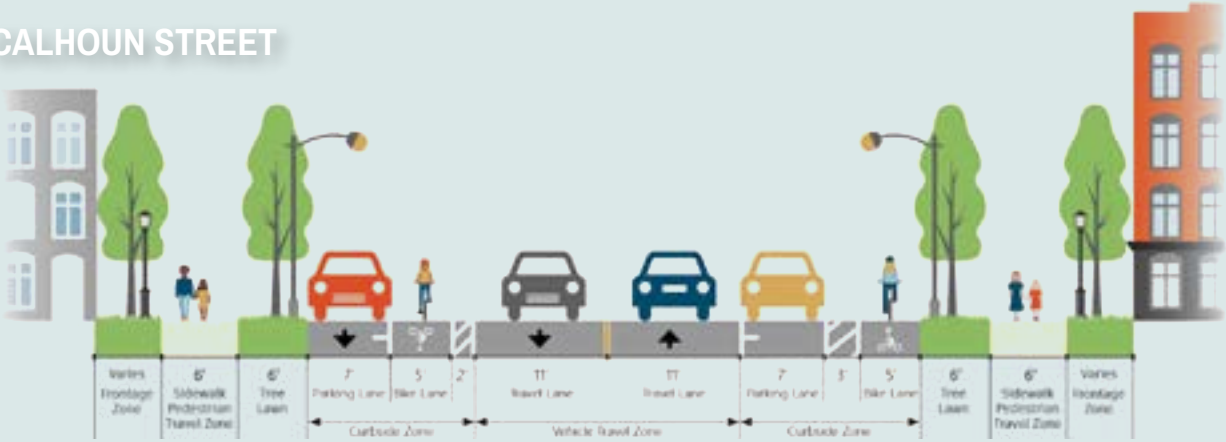
DPW

PARTNERS

GRTC, Dept of Planning and Development Review, VDOT, Fall Line Trail

STREET TYPOLOGIES

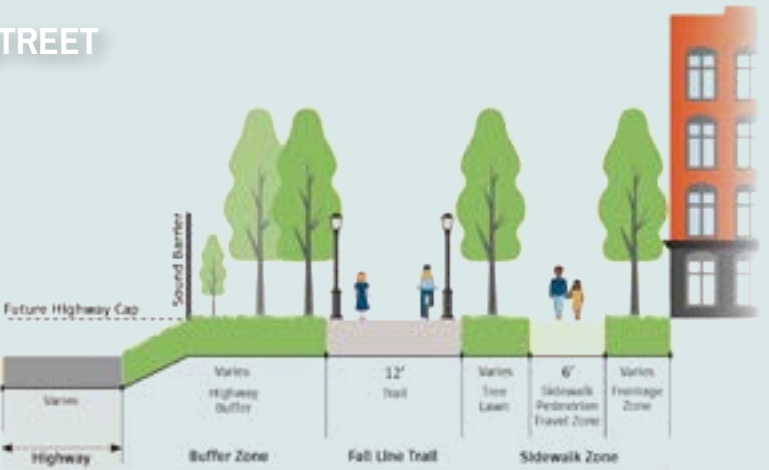
CALHOUN STREET



TYPICAL NEIGHBORHOOD RESIDENTIAL STREET



WEST BAKER STREET



In its commitment to Vision Zero, the City of Richmond's Better Streets Manual (2018) endeavors to design streets that support the mobility and safety of all users. With reference to these guidelines, this plan illustrates street typologies that are safe, green, active, healthy, multimodal, and smart.

CALHOUN STREET will serve as a neighborhood connector street primarily serving residential land uses, possibly with some integrated businesses. This is two-way street with street parking and bicycle lanes on both sides. The sidewalk zone includes a tree lawn, pedestrian travel zone, and building frontage zone that can accommodate stormwater management, landscaping, and utilities. Buildings on either side of Calhoun Street will vary between 3-5 stories and provide direct access to multifamily residences on the ground floor.

TYPICAL NEIGHBORHOOD RESIDENTIAL STREETS within the redevelopment serve residential land uses with lower levels of motor vehicle traffic. These streets have ample sidewalks and offer on-street parking. Typically, these streets are no more than two travel lanes (one in each direction) and are key to north-south connections from Gilpin to Historic Jackson Ward. Buildings on either side of these streets will typically range from 2-4 stories and will provide ample frontage space to accommodate front porches and direct residential access to single family and multifamily residences on the ground floor.

WEST BAKER STREET, from Chamberlayne Parkway to North 1st Street, will become a pedestrian and bicycle shared use path as part of the Fall Line Trail alignment. Access to the new development blocks will be provided on north-south streets and Baker will become a green buffer between the existing highway and the Gilpin Court redevelopment.

Jackson Ward was physically and economically separated by the construction of the highway.

On Feb. 28, 2023, the U.S. Department of Transportation announced a \$1.35 million grant award to the City of Richmond for future planning and design to advance a framework that will reconnect Jackson Ward through the Reconnecting Communities Pilot Program, a first-of-its-kind initiative to reconnect communities that are cut off from opportunity and burdened by past transportation infrastructure decisions.

View south towards Historic Jackson Ward from the highway embankment that effectively divides Gilpin Court from the entire neighborhood.

GOAL 18: STREETS, BRIDGES, & CONNECTIONS

CREATE MORE STREET AND BRIDGE CONNECTIONS TO MAKE IT EASIER TO MOVE WITHIN AND THROUGH JACKSON WARD.



Reconnect Jackson Ward Concept (Source: City of Richmond, VA)

Strategy A: Build bridges to connect Gilpin to Downtown and Northside.

Build a multimodal path or bridge and/or park over the highway to reconnect Gilpin Court to Jackson Ward (See the Reconnect Jackson Ward project). Build a bridge to eliminate the at-grade rail crossing at St. James Street and improve connectivity to adjacent neighborhoods.

TIME FRAME

Long-term

NEXT STEPS

- Secure funds from USDOT.
- Hire a consultant team to continue the planning efforts outlined in the Reconnect Jackson Ward feasibility study.

LEAD

City of Richmond, Dept of Planning and Development Review

PARTNERS

CSX, USDOT, VDOT, Historic Jackson Ward Association, Dept of Economic Development, Reconnect Jackson Ward Steering Committee, Dept of Public Works, Office of Equitable Transit and Mobility, Gilpin Tenant Council

Strategy B: Implement infrastructure improvements as phases of Gilpin Court are redeveloped.

The current infrastructure in Gilpin Court needs complete replacement. With the early portion of Gilpin Court being constructed in the 1940s, there are parts of the community that consist of superblocks, which are remnants of the past. Further, the current street network of Gilpin does not have alleyways that allow for ease of waste pickup by the Department of Public Works. Each phase of the redevelopment plan will include infrastructure investments that improve connectivity, safety, access, and the overall beauty of the public realm.

Eliminating superblocks will enhance the pedestrian experience and recreate the neighborhood that once existed. In order to design a street grid that supports walkable urbanism, blocks should have sides greater than 200 feet, but less than 600 feet, with a perimeter less than 1,800 feet.

TIME FRAME

Long-term

NEXT STEPS

- Progress the Gilpin Court redevelopment plan through Planning Review approvals.
- Work with the development team and City departments to develop a phasing plan for infrastructure improvements that align with the housing plan for Gilpin Court.

LEAD

HRI Communities

PARTNERS

RRHA, City of Richmond Department of Planning and Development Review, Department of Public Works

BLOCK TYPOLOGIES

LARGE BLOCK

Multi-Family Residential
Commercial
Residential



MEDIUM BLOCK

Mixed Use
Cultural
Residential



SMALL BLOCK

Institutional
Residential



When reimagining the Gilpin Court Public Housing site, the planning team looked to the scale and density of Historic Jackson Ward blocks to guide the future redevelopment. The urban form of Jackson Ward allows for a mix of uses, on-street parking, alley service, and a range of residential building densities throughout the neighborhood. The analysis of this historic block structure is distilled into three typologies: Large, Medium, and Small.

LARGE BLOCK: characterized by mixed use development along the long sides of the block, higher-density multi-family residential buildings with podium parking, as well as a variety of smaller scale residential and commercial uses serving the neighborhood. An alley typically runs through the middle of the block providing access for parking, service, and loading.

MEDIUM BLOCK: typical through out Historic Jackson Ward, this block is slightly smaller in length but is still maximized on all sides by a mix of residential, commercial, and cultural uses. Alleys may turn to provide access to parking, rear yards, and loading areas for the range of uses present in the block.

SMALL BLOCK: nearly square in shape, the small block typology is predominantly made up of low-density residential and institutional uses, like community churches. The block is bifurcated by a single alley that provides service and rear yard access to the single family, rowhouse, and duplex residential buildings.

Figure 40 // Block Typologies

GOALS

19. Healthy People

20. Green Structures

21. Resilient Community

THRIVING ENVIRONMENT

Jackson Ward provides residents with sustainable and healthy places to live, work, and play.

The entire neighborhood incorporates parks, trees, and other features to support a flourishing ecosystem. The thriving environment provides healthy opportunities for exercise, connection with neighbors, and green spaces for all. New buildings incorporate the latest sustainable building technologies. Existing buildings are retrofitted to improve energy efficiency.



Jackson Ward provides residents with sustainable and healthy places to live, work, and play.

"We need to invest in the people, children, schools, and define what community means. Build culture from the ground up, honor history, work to change the perception of safety and combat systemic racism."

Jackson Ward Community Member

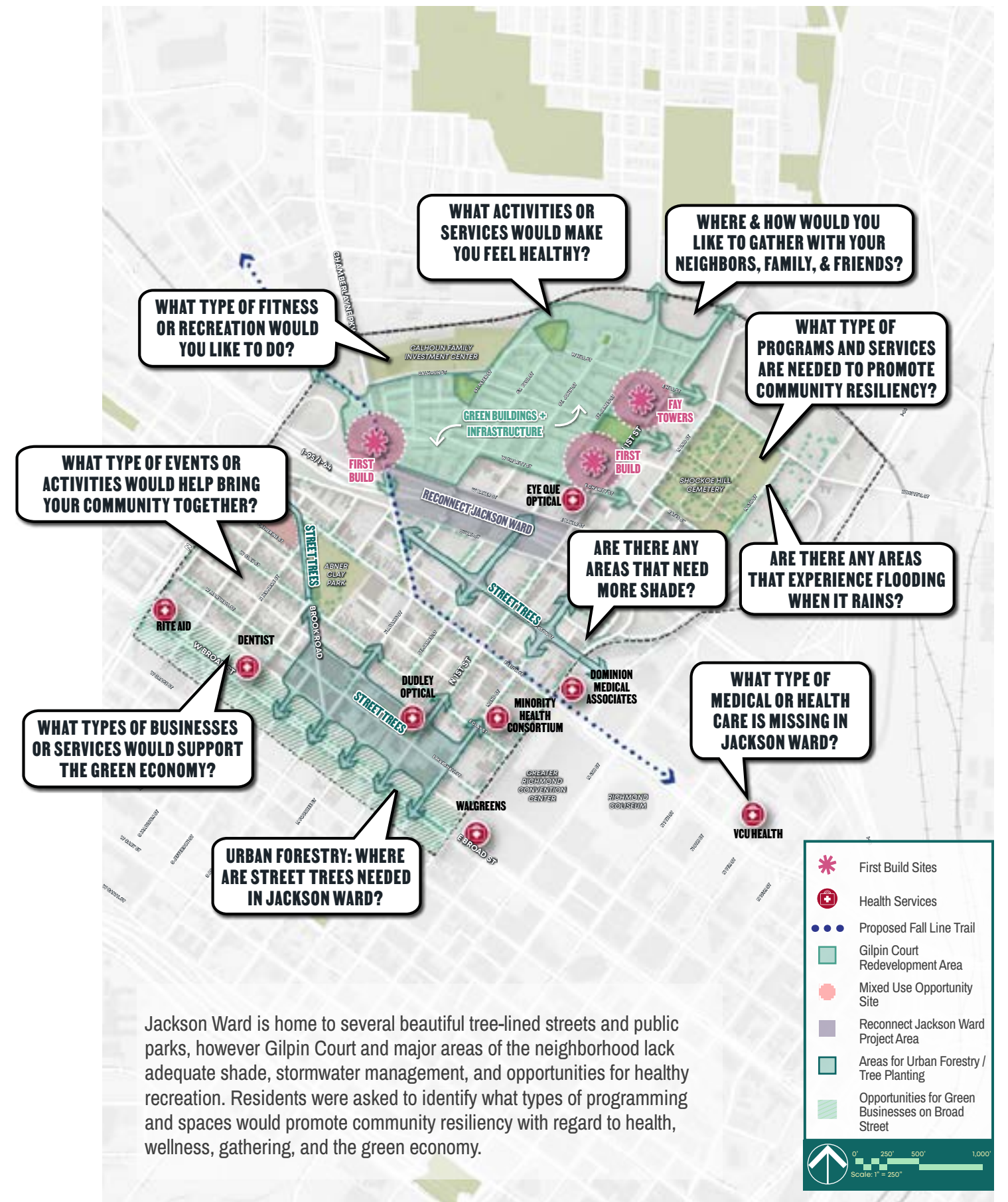


Figure 41 // Thriving Environment Map

GOAL 19: HEALTHY PEOPLE



PROVIDE OPPORTUNITIES TO IMPROVE THE HEALTH OF GILPIN COURT AND JACKSON WARD RESIDENTS.



Charles S. Gilpin Community Farm (Source: LRK)

Strategy A: Create a connected and healthy food environment.

Healthier eating will greatly promote healthier lifestyles. Thirty-six percent (36%) of adults living in Gilpin Court report having a weight problem. A connected and healthy food environment can also help build a stronger sense of community as it provides opportunities for people to work together and share. Expanding the work of the community garden while including education about healthy food will engage more people, fostering a sense of community, and get residents outdoors. Additionally, eleven percent (11%) of residents reported wanting access to a garden. More community garden spaces, including planter boxes, throughout Jackson Ward will help promote fellowship among neighbors and individual skills. Partnerships with local markets to expand existing delivery options that are EBT-friendly, will provide more fresh food options and access to healthy choices.

TIME FRAME
Short-term

- NEXT STEPS**
- Collect and publicize healthy food delivery options, including Community Supported Agriculture.
 - Support existing and promote the expansion of community gardens, including “planter boxes.”
 - Promote existing farmers markets and healthy food options through out the community.
 - Start a healthy cooking and gardening education curriculum and increase participation in healthy food activities.
 - Hold a yearly healthy food expo with a focus on Black-owned businesses.

LEAD
City of Richmond Human Services Portfolio

PARTNERS
KinFolk Community, Healthy Hearts Plus II, River City Market, Bless Cookies Community Network

Strategy B: Promote healthy living through targeted social media campaigns and events.

Adults and children living in Gilpin Court have reported having a chronic health condition. Asthma, depression, and hypertension were the three most common health conditions in adults. Thirty-seven (37%) of children were reported to have asthma and nearly ten percent (10%) of children living in Gilpin are overweight. Promoting healthy living can prevent and reduce chronic illness and disease. Regular health-related efforts will also keep people connected to the health system. Building on the Yearly Health Expo can be a focus for this work where all partners use social media as a tool to promote health campaigns and improve education.

TIME FRAME
Short-term

- NEXT STEPS**
- Begin regular educational events on disease management.
 - Create monthly educational events and establish creative outreach.
 - Focus on promotion of the yearly health expo.
 - Promote passive healthy in community by establishing walking trails, trees, and safety.
 - Intentional health promotion through social media and communication that shares the benefits and behaviors of wellness and healthy living.

LEAD
City of Richmond Human Services Portfolio

PARTNERS
Richmond Henrico Health District, KinFolk Community, VCU Health, Red Cross, AARP, Senior Connections

Strategy C: Support Jackson Ward families in securing Primary Care Physicians and attending regularly scheduled appointments.

Ninety-one percent (91%) of Jackson Ward families are eligible for Medicaid and/or Medicare. Ensuring individuals are attending regularly scheduled doctors’ visits and dental appointments is critical in helping residents maintain a healthy lifestyle.

TIME FRAME
Short-term

- NEXT STEPS**
- Partner with local health providers and clinics.
 - Connect families to providers for on-going medical services.
 - Ensure access to services are reliable and culturally sensitive.
 - Provide on-going support to families in maintaining their health goals.
 - Ensure access to medications for chronic health conditions.

LEAD
City of Richmond Human Services Portfolio

PARTNERS
Virginia Department of Health, Federally Qualified Health Clinics, Richmond Henrico Health District

Strategy D: Expand, improve, and create more options for culturally appropriate substance abuse prevention and treatment programs, mental health services, group programs, and peer specialist groups.

Substance abuse in all its forms is a substantial challenge for residents of Gilpin Court, sucking away money, health, and initiative. Similarly, mental health issues are significant with twenty-four percent (24%) of residents reporting experiences with depression alone. Effective programs exist in Richmond, but their reach is limited for Gilpin Court residents. Establishing on-site groups led by culturally appropriate mental health care is essential to a holistic health care approach. Support groups, including youth-led activities, are especially important to create an environment that supports mental and physical health.

TIME FRAME
Medium-term

- NEXT STEPS**
- Work with existing providers to address services based on resident needs.
 - Create safe spaces for individuals to share their thoughts.

LEAD
City of Richmond Human Services Portfolio

PARTNERS
SCAN, YWCA, Alcoholics Anonymous, Narcotics Anonymous, Free Health Clinic Network

Strategy E: Create a robust support network for pregnant people and young parents.

Starting life healthy can make all the difference. Support systems for pregnant people and parents of young children can help future and new parents understand pre- and post-natal care and issues that may arise for new and soon-to-be parents. Promote collaboration with knowledgeable and trusted community partners in the women and children's health sectors to provide health information and engagement with residents.

TIME FRAME
Long-term

- NEXT STEPS**
- Convene a meeting with relevant partners and community members to brainstorm ideas for outreach and educational sessions.
 - Determine the timeline, structure, locations and potential participants for outreach and educational sessions.
 - Increase outreach in the community to provide educational materials to inform residents about the variety of services and supports available for women and children.
 - Host educational sessions for community members to support communication, feedback and discussions of important of health-related topics such as women's health, doula support and early prenatal care, post-partum support, infant care, parenting support, early childhood health etc.
 - Work with existing providers to address services based on resident needs.
 - Create safe spaces for individuals to share their thoughts.

LEAD
Richmond Henrico Health District

PARTNERS
YWCA, Family Lifeline, Birth in Color RVA, Healthy Hearts Plus II

Strategy F: Ensure residents have an opportunity to participate in sports programs.

According to the resident needs assessment, twenty-four percent (24%) of Gilpin Court children participate in sports. Athletics at all ages is healthy, fosters a sense of community and pride, and encourages active habits across generations. Nearly thirty-seven percent (37%) of adults have stress and anxiety as a chronic health condition in Gilpin. Adult leagues and athletic participation can serve as a stress reliever. Overall, physical activity can increase general health and reduce health risk for heart disease. Team play also presents opportunities to build mentorship between generations and bring leadership skills to young athletes.

TIME FRAME
Short-term

- NEXT STEPS**
- Create eligible slots for Jackson Ward families.
 - Work with local sports program to ensure inclusion for Jackson Ward Youth.
 - Identify possible coaches among residents.
 - Establish a Sports Equipment Recycling/Donation program to connect kids with the necessary resources to participate.
 - Connect with local organizations and the Richmond City Parks department to discuss starting a team in Gilpin.

LEAD
City of Richmond Human Services Portfolio

PARTNERS
Boys and Girls Club, YMCA, City of Richmond Parks and Recreation, SCOR Richmond, Recreation Soccer



Active habits, including sports, can bring countless benefits at any age. (Credit: Richmond Region Tourism Photo Library)

GOAL 20: GREEN STRUCTURES



EXPAND AND ALIGN PROGRAMS FOR OWNERS OF EXISTING BUILDINGS TO UPGRADE AND IMPROVE ENERGY EFFICIENCY AND INCORPORATE GREEN TECHNOLOGY AND ENERGY SAVING TECHNIQUES IN NEW BUILDINGS.

Strategy A: Identify opportunities to implement renewable energy for buildings.

The recently adopted Climate Equity Action Plan 2030 identified that lower-income residents, renters, and Black Indigenous People of Color (BIPOC) households face higher energy burdens. Making existing structures more sustainable, encouraging renewable energy and sustainable design in new residential and commercial development, and expanding opportunities for residents to invest in community green energy programs (ex: community solar, submeter future development) will help alleviate Jackson Ward’s energy burden.

TIME FRAME

Long-term

NEXT STEPS

Create Sustainable Design Guidelines for City-owned facilities

LEAD

Office of Sustainability

PARTNERS

DPW, DPU, Dominion Energy, HRI Communities

Strategy B: Establish routine maintenance schedules for public housing units.

Properly maintaining green technology and energy efficiency systems in buildings and sites increases the longevity and effectiveness of these systems and technologies. This is an opportunity to partner with programs that provide solar energy education and quality green job training for residents.

TIME FRAME

Long-term

NEXT STEPS

RRHA & HRI Communities to identify programs and partnerships for the creation and maintenance of all green technology and energy efficient systems

LEAD

RRHA

PARTNERS

HRI Communities

Strategy C: Evaluate the total effect of new developments on public utilities.

Reduce negative and harmful impacts of development on natural resources by promoting sustainable design guidelines such as the use of green roofs and low albedo or light-colored roofs to reduce heat while developing PODs. Implement flood management street design such as curb cuts, covered planters to collect rain, pervious surfaces, cool pavement material, and other environmental design elements to reduce urban heat and prevent localized street flooding.

TIME FRAME

Long-term

NEXT STEPS

Gather and present information and statistics regarding existing public utilities conditions for comparison post-development

LEAD

City of Richmond Department of Public Works, Department of Utilities, Planning and Development Review

PARTNERS

Internal city process; no partners necessary

Strategy D: Align historic preservation and energy efficiency goals.

Educate property owners in City Old and Historic Districts about federal income tax credits and incentives for sustainable energy products from The Inflation Reduction Act. Reducing the carbon footprint and energy consumption of historic structures can help to conserve energy, reduce energy cost and waste, and reduce greenhouse gas emissions while preserving historic charm.

TIME FRAME

Long-term

NEXT STEPS

Identify eligible properties that will benefit from tax credits using City Old and Historic District boundaries, as defined by the City of Richmond.

LEAD

City of Richmond, Commission of Architectural Review

PARTNERS

Dominion Energy



Balancing historic preservation with energy efficiency is a key to Long-term resiliency in Jackson Ward (Source: Richmond Region Tourism)

GOAL 21: RESILIENT COMMUNITY



POSITIVELY ADAPT TO THE EFFECTS OF CLIMATE CHANGE BY REDUCING THE HEAT ISLAND EFFECT & DESIGNING THE BUILT ENVIRONMENT TO WITHSTAND INCREASED RAIN AND OTHER PRECIPITATION EVENTS.

Strategy A: Support a flourishing ecosystem.

Flourishing ecosystems are catalysts for healthy communities. Healthy ecosystems help filter air and water, recycle nutrients to provide healthy soil, and regulate climate. Planting native species helps to reduce cost and maintenance and increases biodiversity. Hosting community planting days can increase the urban tree canopy by identifying spaces for new trees and further strengthen community relationships while strengthening ecosystems.

TIME FRAME
Long-term

NEXT STEPS
Identify prospective planting areas in Jackson Ward to present to community members.

LEAD
City of Richmond Urban Forestry, Office of Sustainability

PARTNERS
DPW, City Arborist, Virginia Master Naturalists, Master Gardeners, Truetimber

Strategy B: Increase community green and open spaces.

Create welcoming network of pocket parks, linear parks, walking trails, and other usable and safe outdoor spaces (See Goal 13, Urban Design and Goal 17, Non-Car Network). Promote Shockoe Cemetery as a publicly accessible green space for community use and enjoyment. Provide shaded areas for residents in the public realm such as pavilions, benches under trees, and shade sails on buildings that front the sidewalk.

TIME FRAME
Long-term

NEXT STEPS
Conduct community engagement in Jackson Ward to determine what features and design elements are most desired in green and open spaces.

LEAD
Dept of Parks and Recreation

PARTNERS
Groundwork RVA, Historic Jackson Ward Association

Strategy C: Create a comprehensive database of sites that experience routine rain flooding events.

This database could help appropriate staff regularly maintain the stormwater catchment systems in areas that experience routine rain flooding events. Water supply and electricity disruption can also be better managed with the identification of areas that experience intense flooding during storms.

TIME FRAME
Long-term

NEXT STEPS
Conduct a field survey through GIS applications to map areas of significant flooding and power outages.

LEAD
Office of Sustainability

PARTNERS
PDR

Strategy D: Establish a resiliency hub.

The Calhoun Center is an example of a location where residents could go during emergencies, extreme weather events, or anytime of the year for access to resources. To further promote climate resiliency in Jackson Ward, locations that become resiliency hubs could periodically provide self-sufficiency workshops, resources, and tools. (Example: Free rain barrels given to households through partnerships with existing Richmond-based nonprofits.)

TIME FRAME
Long-term

NEXT STEPS
Hire a grant writer to identify and complete various grant and funding opportunities regarding the creation of resiliency hubs.

LEAD
Office of Sustainability

PARTNERS
Virginia Department of Health, Richmond Public Libraries



Stormwater Management in Seattle, Washington (Credit: Seattle Public Utilities)

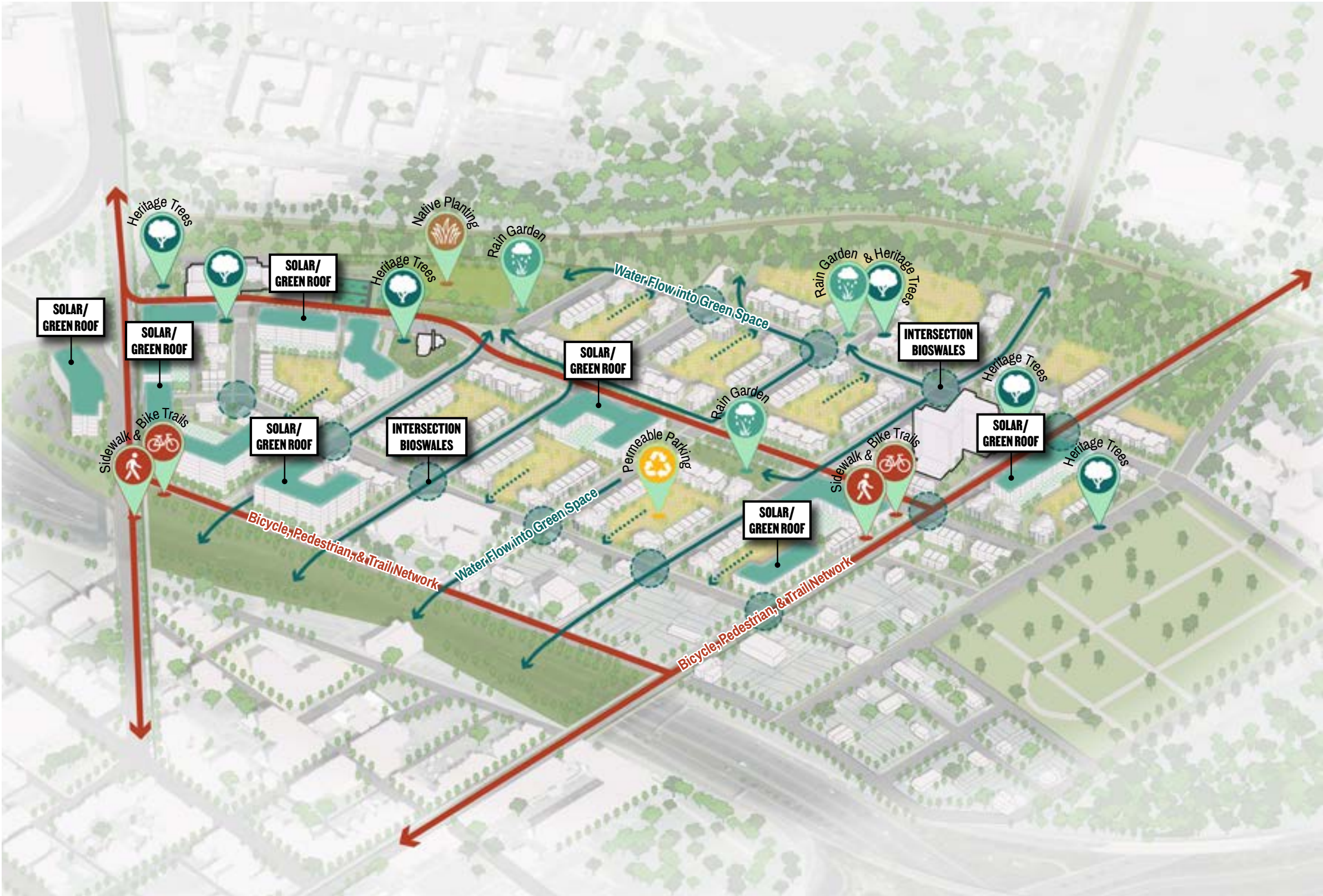
SPOTLIGHT: LEED NEIGHBORHOOD DEVELOPMENT

LEED for Neighborhood Development (LEED-ND) is US rating system that integrates the principles of smart growth, urbanism, and green building in a national system for neighborhood design. LEED certification provides independent, third-party verification that a development's location and design meet accepted high levels of environmentally responsible, sustainable development. Through stakeholder engagement and professional expertise, the Jackson Ward Community Plan will be eligible to secure Stage 1 conditional approval under this rating system. For more information, see the LEED-ND scorecard in the Appendix of this document.



(Source: US Green Building Council)

ENERGY EFFICIENCY, SUSTAINABILITY, & RESILIENCY



A RESILIENT COMMUNITY

The redevelopment plan will promote sustainable and healthy places for residents of Jackson Ward to live, work, and play. The neighborhood of Jackson Ward will incorporate parks, trees, native species rain gardens, and other features that support a thriving ecosystem. Newly developed buildings will incorporate sustainable building design and certifications so the redeveloped Gilpin will be resistant to natural disasters and promote healthy air and water quality. Furthermore, the Phase I Environmental Assessment of Gilpin Court did not indicate any necessary mitigation or remediation.

Parks and bioswales planted with native species are located throughout the site to mitigate flooding during major rain events. Street trees will be planted and heritage trees preserved to maximize shade for pedestrians and cyclists and to keep home interiors cool during the summer, reducing the urban heat island effect and home energy use. Surface parking areas behind homes will be constructed of permeable paving materials to absorb rainfall and reduce runoff, and native plants and shade trees planted. On large multifamily buildings with podium parking structures, green roofs and amenity decks will provide residents with cooler buildings and elevated, garden-like outdoor space to enjoy.

The new Calhoun Park and the Reconnect Jackson Ward interstate cap park will provide both green space for resident recreation and natural habitat restoration for native plants and wildlife. The cap park will also enhance pedestrian connectivity into downtown Richmond, providing residents with an enjoyable space to pass over the highway and reach more of Richmond without a car.

The new street network throughout Gilpin includes dedicated bicycle and pedestrian facilities. Mixed-use multifamily buildings and parks are sprinkled through the site in a way that encourages residents to walk and bike to run errands, grab dinner, or play. Wide 10' sidewalks and protected bike lanes tie into the Fall Line Trail, connecting residents to the greater Richmond area trail networks. This non-car network will play a role in reducing emissions and improving physical activity.

IMPLEMENTATION 5



IMPLEMENTING THE PLAN



The goals and strategies outlined in this Plan were created in a collective effort among Gilpin Court and Jackson Ward residents, stakeholders, and community organizations; the City of Richmond; Richmond Redevelopment & Housing Authority (RRHA); Urban Strategies; and Richmond Henrico Health District (RHHD).

Collectively we now embark on the implementation of this Plan. The goals are ambitious, but the strategies have been co-created with the community to be realistic and implementable.

With renewed dedication, we arrive at this vision:

Jackson Ward is an interconnected neighborhood that celebrates Black history, ownership, and culture while supporting a diverse community of current and future residents with quality housing, healthy spaces, and its community traditions of local arts, education, and entrepreneurship.

This collective, community vision has driven the goals and strategies of the Plan.



Figure 42 // Implementation Leads

Implementation Framework

The City of Richmond (City) will have primary responsibility for coordinating and implementing the Plan. The City and the Richmond Redevelopment & Housing Authority (RRHA) will partner to implement the elements of the Gilpin Court housing plan.

Implementation Leads

The City and RRHA will collaborate with the numerous organizations already working within Gilpin Court and the Jackson Ward neighborhood. Implementation of this Community Plan will rely heavily on their experiences, expertise, and success serving the neighborhood. As required by the Choice Neighborhoods Program, we have identified the following Leads:

The City and RRHA will serve as the **Housing Leads**. RRHA and selected developer HRI Communities (HRI) will have lead responsibility in redeveloping the Gilpin Court community and properties controlled by RRHA. The City will have lead responsibility in overseeing and implementing housing components of the Plan for all other portions of the Jackson Ward neighborhood.

The City will serve as the **Neighborhood Lead** and will implement the neighborhood components of the Plan.

The City will serve as the **People Lead** and will implement the people components of the Plan with assistance from RRHA and various community partners.

Ongoing Engagement and Capacity Building

Under the direction of the Health District, the Gilpin Informed Residents has been formed to act as resident ambassadors to keep their neighbors informed about what is happening with the Community Plan and encourage engagement. The co-leads intend to maintain this partnership as a core connection to the Gilpin Court community.

In addition, the City and RRHA will establish an ongoing steering committee to provide advice, and ensure implementation and achievements of the project. This committee will be comprised of the Gilpin Informed Residents, Gilpin Tenant Council members, Jackson Ward community members, and stakeholders of the community.

Outside of the steering committee, RRHA, HRI Communities, and the City will meet with Gilpin Court and Jackson Ward residents to discuss the housing plan. Meetings will be held regularly to cover an array of topics regarding the redevelopment of Gilpin Court. This will include meetings about the Section 18 process and what it means for residents, relocation with meetings specifically focusing on the Housing Choice Voucher and Project Based Voucher Program, design concept meetings, resident preparedness meetings, and general information and project update meetings. These meetings will provide RRHA, HRI Communities, and the City continued community insight for implementing the housing plan, while also offering regular updates to residents regarding the redevelopment plan.

BIG MOVES FOR IMPLEMENTATION

The Jackson Ward Community Plan outlines many goals and recommendations to achieve the vision outlined by many community members and stakeholders. We have outlined six big moves that are critical next steps towards implementation:

Establish a Small Business Hub

To implement Goal 3, Strategy H of this plan, a small business hub will be established in the Jackson Ward community. The initiative will be led by the City of Richmond. A small business hub will support small business owners with resources, classes, and grants to get them started. It will connect residents to opportunities for personal advancement and set up paths for businesses to thrive. The hub could utilize existing community infrastructure or find a new home in the redeveloped neighborhood.

Rezone Jackson Ward

To set up the study area for success in the future, and to implement Goal 11, Strategy A of this plan, rezoning the land in accordance with the needs of the Community Plan is necessary. Rezoning the land can lead to more housing, quality transportation options, and a variety of uses ranging from everyday goods and services to specialty stores and entertainment venues. Led by the City of Richmond Department of Planning and Development Review, the City will incorporate rezoning the neighborhood as a part of the Zoning Ordinance Rewrite.

Institute a Jackson Ward Civic Network

There are a multitude of groups working within the Jackson Ward neighborhood. The Jackson Ward neighborhood has its own civic association and Gilpin Court has a HUD-recognized tenant council association and the Gilpin Informed Residents group. A multi-generational network of existing and emerging leaders will strengthen collaboration among community groups and the public.

To align with Goal 14, Strategy A of this plan, a civic association network will be established. A network of organizations will increase resident participation, engagement, and decision-making in the neighborhood's future. Ultimately, this network will center residents' needs in the planning process. This next step will be led by the City of Richmond Human Services Portfolio with partners from Historic Jackson Ward Association, Gilpin Tenant Council, The Arts District, and Downtown Neighborhood Association.

Reconnect Jackson Ward

On Feb. 28, 2023, the U.S. Department of Transportation announced a \$1.35 million grant award to the City of Richmond for future planning and design to advance a framework that will reconnect Jackson Ward. The funding is through the Reconnecting Communities Pilot Program, a first-of-its-kind initiative to reconnect communities that are cut off from opportunity and burdened by past transportation infrastructure decisions. Improving access and reconnecting Jackson Ward through the creation of new bridge(s) or freeway lid will contribute to the success of the Community Plan.

The City of Richmond will lead the Reconnect Jackson Ward project through partnering with the U.S. Department of Transportation, Virginia Department of Transportation, Gilpin Tenant Council, the Reconnect Jackson Ward Steering Committee, Department of Public Works, and the Office of Equitable Transit and Mobility. The next step in this process will be to hire a consultant team to continue the planning efforts of the Reconnect Jackson Ward Feasibility Study. (See Goal 18, Strategy A).

Implement the Fall Line Trail

Implementing the Fall Line Trail within Jackson Ward will bring attention and celebrate the history of the neighborhood. Several famous individuals called Jackson Ward home, like Maggie Walker and Bill 'Bojangles' Robinson. The Fall Line Trail can help display and tell the story of Jackson Ward through art and keep the spirit of historic Jackson Ward. This next step will assist in implementing Goal 5, Strategy F of the transformation plan led by the City of Richmond. The next steps are to determine which cultural sites in Jackson Ward need to be prioritized for improvements.

Develop a Build-First Strategy

In order to implement Goals 6 (Diverse Housing Options) and 10 (Expanding Housing Opportunities) of this transformation plan, RRHA will acquire property and secure financing to build new-units on vacant land north of the highway and begin implementation (phases 1 & 2) of the Gilpin housing redevelopment program prior to the demolition of Gilpin. This will include the redevelopment of Fay Towers (phase 1) & development of RRHA-owned vacant parcels (phase 2) prior to the demolition of Gilpin. This includes a total of approximately 325 dwelling units. Approximately 110 units will be set aside as replacement units for Gilpin Court. These activities, which will be led by RRHA, HRI Communities, and local development partners, will help to set up the stage for the implementation of the plan.



Planning for the Reconnect Jackson Ward project is underway (Source: Reconnect Jackson Ward)



The transformative Fall Line Trail will extend through Jackson Ward. (Source: Fall Line VA)



RRHA is working to acquire property and develop a Build First Strategy as the first step in realizing the housing goals of this Plan. (Source: LRK)



Community input for the Early Action Activity (Credit: Timmons Group)

EARLY START ACCOMPLISHMENTS

During the planning process, RRHA, the City of Richmond, and their partners have been taking action steps to begin the implementation component of the community plan. These early start accomplishments include:

Parking Minimums

In April 2023, the City Council approved removing parking minimums from the city’s zoning rules. Prior to the council’s vote, developers in the City of Richmond were required to build off-street parking spaces for new developments based on the total floor area constructed, the number of dwelling units, or the type of use of the project. Now, with the minimums removed, developers do not have to provide off-street parking or loading spaces. With these standards removed from zoning regulations, the space once used for parking can be used to develop additional housing and promote modes of public transportation. The parking requirement removal will specifically assist with this community plan as a larger amount of housing can be developed on land that once would have been needed for parking at Gilpin Court.

Calhoun Center Disposition

Goal 12, Strategy A of this plan calls for the repositioning of the Calhoun Center. As part of this strategy, RRHA intends to dispose of the Calhoun Center to the City of Richmond. Once the Calhoun Center is transferred to the city’s Department of Parks, Recreation, and Community Facilities the city will use the allocated \$8 million of American Rescue Plan Act funds to renovate the community space. For RRHA to transfer ownership of the Calhoun Center, RRHA must obtain approval from the Department of Housing and Urban Development. In May 2023, the RRHA Board of Commissioners approved the submission of a Section 18 application for the Calhoun Center. The application was submitted to the Special Applications Center. In tandem with the application submission, RRHA and City of Richmond have been working collaboratively in drafting a Memorandum of Understanding to ensure that an agreement is in place by the time of HUD approval. This will allow for a smooth transition without any additional steps needing to take place.

Splash Pad (Early Action Activity) Progress

In November 2022, the overall Calhoun Recreation Area Master Plan received conceptual approval from the City of Richmond Planning Commission (CPC) and Urban Design Committee (UDC). On March 6, 2023, Early Action Activity (EAA) was approved by HUD.

On April 21, 2023, stakeholders convened a kick-off meeting on site. In attendance were Gilpin residents, Timmons Group architects and engineers, City of Richmond employees from the Parks and Planning departments, and Richmond Henrico Health District representatives.

The next step in the EAA is for the City to open the invitation for bidding on the construction of the splash pad at Calhoun Recreation Area.

Scheduled Task	Target Date
Survey, environmental, utility location	May 2023
HUD Environmental Review / CE	July 2023
Schematic Design	June 2023
Design Development	June 2023
Urban Design Committee	July 2023
Construction Documents / Permit Drawings	July 2023
Permitting	Oct 2023–Aug 2026
Invitation for Bid Development & Process	Nov 2023
Bid Opening	Dec 2023
Bid Closing and Award	Jan 2024
Mobilization, Demolition, Site Prep	Jan/Feb 2024
Demo, Site Prep, Construction	Jun-Aug 2026
Construction and Ribbon Cutting	Jun-Aug 2026

PEOPLE LEAD

The City of Richmond will serve as the People Lead.

The Office of Community Wealth Building (OCWB) will be the City's lead agency tasked with coordinating services within the city with: Dept of Social Services; Dept. of Justice Services; Office of Neighborhood Services; Dept. of Parks, Recreation, and Community Facilities; Dept. of Housing and Community Development; and the Dept. of Economic Development.

Additionally, OCWB will coordinate with other quasi-government agencies including Richmond Redevelopment and Housing Authority, Richmond Public Library, Richmond Behavioral Health Authority, and Richmond Henrico Health District.

Together OCWB and its partners will deliver a multitude of resident-centered services to ensure households have the support, stability and access to economic opportunities and mobility.



Urban Strategies joined the planning team during the summer of 2023 and has engaged with Gilpin Court Residents and the larger Jackson Ward community through Focus Group Meetings and Community Events. (Source: SFCD & Urban Strategies)

DATA COLLECTION & PERFORMANCE TRACKING

All of the People, Housing, and Neighborhood metrics will be tracked by the Lead Agency identified in the above sections. An updated Insights Report and Resident Assessments are anticipated to measure progress and identify any changes or new needs.

This section includes a detailed matrix summarizing all of the Plan's goals and strategies. It will be used to track responsible partners and metrics to aid in monitoring progress.

Strategies	Applicable Metrics	Potential Partners	Plan Component
DIVERSE ECONOMY			
Goal 1: Early Learning & Kindergarten Readiness			
A: Increase parent and caregiver awareness of the value of quality early learning experiences and assist parents and caregivers in locating and securing ECCE services for their children.	# of parents and caregivers that access quality early services for their children.	Thrive Birth to Five, Virginia Public Media (VPM), Hearty Hearts Plus II, Children's Hospital of Richmond, ChildSavers, and others	
B: Provide targeted supports to parents and caregivers with children under 5 so that they can advocate for their children and promote healthy early childhood development at home.	# of parents and caregivers that provide early learning opportunities to their children at home.	Family Lifeline, Imagination Library RVA, Little Hands of Virginia, Children's Hospital of Richmond, United Way of Greater Richmond, and others	
Goal 2: K-12 Success			
A: Reduce Chronic Absenteeism.	% of students chronically absent for the school year	Richmond Public Schools Education Foundation, Communities in Schools Richmond, NextUp RVA, FRIENDS Association for Children	
B: Expand access to quality out of school time programming that support in-school learning.	# and % of target resident students at or above grade level according to state assessments in at least the grades required by the Elementary and Second Education Act	Richmond Public Schools Education Foundation, Virginia Union University, Urban League of Greater Richmond, NextUp RVA, Boys & Girls Club of Metro Richmond, and others	

Strategies	Applicable Metrics	Potential Partners	Plan Component
Goal 3: Graduation Rates, Post Secondary Education, & Workforce Readiness			
A: Provide middle and high school students with targeted career and college planning, including exposure to post-secondary opportunities.	# and % of target resident students that graduated high school on time	NextUp RVA, Great Aspirations Scholarship Program (GRASP), Boys & Girls Club of Metro Richmond, Art 180, United Way of Greater Richmond	
B: Provide work-based learning experiences and apprenticeships to youth that incentivize high school graduation.	# of residents graduating from a vocational school & higher education	Richmond Public Schools Education Foundation, Art180, United Way of Greater Richmond, Boys & Girls Clubs of Metro Richmond, Greater Richmond Fit4Kids, Urban League of Greater Richmond	
C: Partner with Greater Richmond Transit Company (GRTC) to establish frequent, reliable, and quick routes to school and other educational venues.	# of routes by GRTC in Jackson Ward and time of stops	Greater Richmond Transit Company (GRTC)	
D: Ensure high school seniors graduate on time.	# of seniors in the graduating class graduating each year	See Partnership Grid	
E: Provide scholarship opportunities to Jackson Ward residents.	# of opportunities for Gilpin residents	See Partnership Grid	
F: Host post-secondary education classes in the neighborhood.	% of increased household incomes	See Partnership Grid	
G: Explore creating a Richmond chapter of the YouthBuild program.		See Partnership Grid	
H: Establish a small business hub in Jackson Ward.		See Partnership Grid	

Strategies	Applicable Metrics	Potential Partners	Plan Component
I: Connect with established organizations to provide education and outreach.	# of organizations that provide services	See Partnership Grid	
Goal 4: Employment & Economic Mobility			
A: Provide Gilpin Court and Jackson Ward youth access to and support for workforce training programs.	% of youth have a path of continued education / training at the time of graduation % of opportunity youth are enrolled in training / education programs	Virginia Union University	
B: Develop pathways for work-able Gilpin Court and Jackson Ward adults to train and earn a living wage.	% of work-able Jackson Ward adults are employed and Gilpin Court residents are earning a living wage	Virginia Union University	
C: Increase access for Gilpin Court residents to entrepreneurial opportunities and education.	# and % of residents enrolled in programming	HRI Communities, VCU	
D: Align grant opportunities to elevate and assist locally-owned and minority businesses.	# of local and minority businesses that receive government assisted grants	Community capital organizations, Metropolitan Business League	
E: Create a safe and welcoming street environment that encourages activity.			
F: Increase Section 3 Opportunities for Jackson Ward residents.	# of residents that obtain employment opportunities	VCU	
Goal 5: Tourism, Arts, & Culture			
A: Collaborate with local institutions to promote cultural assets of Jackson Ward.	# of institutions that promote cultural assets	Virginia Museum of History and Culture, Black History Museum, Richmond Public Schools, JXN Foundation, Valentine Museum, Historic Richmond Foundation, community experts	

Strategies	Applicable Metrics	Potential Partners	Plan Component
B: Develop communications materials that highlight Jackson Ward's destinations and events.		Richmond Region Tourism, Venture Richmond, Historic Richmond Foundation	
C: Establish an arts-based collective to develop community- and stakeholder-led projects.		Art 180, local theaters, local artists in Jackson Ward	
D: Establish a streateries ordinance.		Jackson Ward restaurant owners	
E: Create public art.	# of new art installments in the Jackson Ward community	Community residents, local artist community, and others	
F: Improve the built environment around historic and cultural sites.		Maggie Walker House, Historic Jackson Ward Association, Historic Richmond Foundation, Richmond Region Tourism, Venture Richmond	

INCLUSIVE HOUSING

Goal 6: Diverse Housing Options

A: Build a variety of new construction rental and homeownership opportunities for all levels of income.	Diverse housing types/units build in the Gilpin/Jackson Ward Community	HRI Communities	
B: Develop income-based housing in the community using RRHA's Project-Based Voucher (PBV) Program.	# of new affordable units in Gilpin/Jackson Ward	HRI Communities, local housing partners	
C: Incorporate funding sources to support the implementation of the plan.	# of funding sources used on development projects	Virginia Housing, Virginia Department of Housing and Community Development, Federal Home Loan Bank Atlanta	

Strategies	Applicable Metrics	Potential Partners	Plan Component
Goal 7: Pathways to Homeownership			
A: Partner with organizations to offer grant assistance to low-income and moderate-income homebuyers.	# of families who receive grants for first-time homebuying	Virginia Housing, Virginia Department of Housing and Community Development, Housing Opportunities Made Equal, Habitat for Humanity	
B: Partner with local organizations to offer homeownership education opportunities.	# of Gilpin/Jackson Ward residents who complete first-time homeownership courses	Housing Opportunities Made Equal, Virginia Housing, Southside Community Development & Housing Corporation, Habitat for Humanity, Maggie Walker Community Land Trust	
C: Establish rent-to-own opportunities.	# of homes created through rent-to-own opportunities	Richmond Metropolitan Habitat for Humanity, Maggie Walker Community Land Trust	
D: Utilize the Housing Choice Voucher Program for homeownership.	# of HCV participants using their voucher for homeownership	Local development partners, Virginia Housing, mortgage lenders	

Goal 8: Resident Preparedness

A: Establish a Tenant Bill of Rights with the Gilpin residents.		Gilpin Residents, Central Virginia Legal Aid Society, HRI Communities	
B: Provide families with customized services based on their specific needs.	# of residents receiving assisted services by partner organizations.	Richmond Henrico Health District, Housing Opportunities Made Equal, Richmond Behavioral Health Association	
C: Organize education courses for residents moving from public housing to private landlord rentals.	# of courses offered to residents for relocation	Housing Opportunities Made Equal	

Goal 9: Displacement Prevention

A: Develop deeply and moderately affordable housing in Jackson Ward.	# of new units at or below 80% of AMI	Development partners in the city	
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Strategies	Applicable Metrics	Potential Partners	Plan Component
B: Promote housing repair programs.	# of new an expanded home improvements in Jackson Ward	Virginia Department of Housing and Community Development, project:HOMES, Virginia Housing, Virginia Department of Historic Resources, Rebuilding Together	
Goal 10: Expanding Housing Opportunities			
A: Expand partnerships with development partners to construct Project Based Voucher (PBV) units.	# of new developments with PBVs	Local development partners	
B: Promote the Housing Choice Voucher Program (HCVP) to landlords.	# of new landlords with HCV participants	Local landlords, Property Managers Association, Richmond realtors	
C: Identify publicly owned vacant properties and build housing.	# of publicly owned property used for housing development	HRI Communities, local development partners	
HIGH-QUALITY PLACES			
Goal 11: Land Use & Historic Preservation			
A: Rezone properties to align zoning with the future land use map and the Gilpin redevelopment plan.		Historic Jackson Ward Association	
B: Expand the City Old and Historic District.		Historic Jackson Ward Association	
Goal 12: Publicly Owned Assets			
A: Reposition the Calhoun Recreation Center to once again be a vibrant community center.		Gilpin residents, Historic Jackson Ward Association	
B: Implement the plan for reimagining the Calhoun Center outdoor recreation area.		U.S. Department of Housing and Urban Development	

Strategies	Applicable Metrics	Potential Partners	Plan Component
C: Apply sustainable design standards.	# of buildings that meet guidelines for climate resiliency		
D: Provide residents with broadband internet.	# of residents with broadband access	All Points Broadband	
Goal 13: Urban Design			
A: Develop streetscape design standards.		Neighborhood civic associations in Jackson Ward	
B: Establish an open space network.	# of open spaces with amenities and infrastructure	Local development partners, Richmond Henrico Health District, and others	
C: Implement an anti-litter and graffiti removal campaign.	# of buildings with graffiti removal	Waste management companies, Gilpin and Jackson Ward residents, Venture Richmond, James River Association	
D: Raise awareness among business owners of the existing Façade Improvement Program.	# of businesses to utilize the Façade Improvement Program in Jackson Ward	Venture Richmond, Richmond media & press	
Goal 14: Planning Engagement			
A: Explore creating a Jackson Ward civic network.		Historic Jackson Ward Association, Gilpin Tenant Council, Arts District, Downtown Neighborhood Association, and others	
B: Collaborate with the City and community on efforts currently happening in Jackson Ward.	# of community engagement events revolving around projects in Jackson Ward	Neighborhood Civic Associations, Downtown businesses	
C: Create a full-time position that oversees the implementation of the Jackson Ward Community Plan.			
D: Create a Reparations Task Force.		University of Richmond, VCU, VUU, RRHA, RHHD, STEP, Kinfolk, 2Love, JXN Project, Elegba Folklore Society, Historic Jackson Ward Association	

Strategies	Applicable Metrics	Potential Partners	Plan Component
Goal 15: Safety & Security			
A: Connect residents to opportunities.	# of residents enrolled in workforce/education programs	Job training and apprenticeship programs, colleges, and others	
B: Provide programming space for community restorative justice.		Virginia Center for Inclusive Communities, Historic Jackson Ward Association	
C: Collaborate with Gilpin residents to implement a trauma-informed care training team.		Gilpin Informed Residents, Richmond Public Schools, Virginia Center for Inclusive Communities	
D: Increase communication between RRHA and Gilpin residents.	# of community sessions held by RRHA	Sentry Force Security	
E: Upgrade and add additional street lighting within redeveloped Gilpin.		HRI Communities	
F: Enforce convenience store property maintenance.		Store owners	
G: Create a Jackson Ward-wide task force to promote safety in general and facilitate communication around safety issues.		Historic Jackson Ward Association, Gilpin Tenant Council, STEP, Kinfolk Community, 2Love, Richmond Henrico Health District	
EQUITABLE TRANSPORTATION			
Goal 16: Vision Zero			
A: Implement the Vision Zero Action Plan.		Gilpin Residents, Historic Jackson Ward Association	
B: Conduct strategic traffic enforcement campaigns.		BikeWalkRVA	
C: Improve visibility along sidewalks and at intersections.		Venture Richmond	

Strategies	Applicable Metrics	Potential Partners	Plan Component
Goal 17: Non-Car Network			
A: Provide ADA accessible routes through the community.	# of ADA routes in Gilpin/Jackson Ward	GRTC, businesses, residents	
B: Improve bus signage and trip planning.	# of bus signs in Jackson Ward	GRTC, PlanRVA, RVA Rapid Transit	
C: Continue to provide frequent transit service in Jackson Ward and Gilpin.	# of stops by GRTC in Jackson Ward and time of stops	GRTC, RVA Rapid Transit, Venture Richmond, Richmond Region Tourism	
D: Improve safety and comfort at transit stops.	# of stops with comfort stations and lights	GRTC, RVA Rapid Transit	
E: Increase access to last-mile connectors.	# of last-mile connectors opportunities in Jackson Ward	GRTC, RVA Rapid Transit, RVA Bike Share, private scooter companies	
F: Continue to build and improve sidewalks and bicycle infrastructure.	# of bike lanes in Jackson Ward	GRTC, VDOT, Fall Line Trail	
Goal 18: Streets, Bridges, and Connections			
A: Build bridges to connect Gilpin to Downtown and Northside.		CSX, USDOT, VDOT, Historic Jackson Ward Association, Gilpin Tenant Council, Reconnect Jackson Ward Steering Committee	
B: Implement infrastructure improvements as phases of Gilpin Court are redeveloped.		HRI Communities	

Strategies	Applicable Metrics	Potential Partners	Plan Component
THRIVING ENVIRONMENT			
Goal 19: Healthy People			
A: Create a connected and healthy food environment.		KinFolk Community, Healthy Hearts Plus II, River City Market, Bless Cookies Community Network	
B: Promote healthy living through targeted social media campaigns and events.	# of events focused on healthy eating	Richmond Henrico Health District, KinFolk Community, VCU Health, Red Cross, AARP, Senior Connections	
C: Support Jackson Ward families in securing Primary Care Physicians and attending regularly scheduled appointments.		Virginia Department of Health, Federally Qualified Health Clinics, Richmond Henrico Health District	
D: Expand, improve, and create more options for culturally appropriate substance abuse prevention and treatment programs, mental health services, group programs, and peer specialist groups.		SCAN, YWCA, Alcoholics Anonymous, Narcotics Anonymous, Free Health Clinic Network	
E: Create a robust support network for pregnant people and young parents.		Richmond Henrico Health District, YWCA, Family Lifeline, Birth in Color RVA, Healthy Hearts Plus II	
F: Ensure residents have an opportunity to participate in sports programs.		Boys and Girls Club, YMCA, SCOR Richmond, Recreation Soccer	

Strategies	Applicable Metrics	Potential Partners	Plan Component
Goal 20: Green Structures			
A: Identify opportunities to implement renewable energy for buildings.		Dominion Energy, HRI Communities	
B: Establish routine maintenance schedules for public housing units.		HRI Communities	
C: Evaluate the total effect of new developments on public utilities.			
D: Align historic preservation and energy efficiency goals.		Dominion Energy	
Goal 21: Resilient Community			
A: Support a flourishing ecosystem.		Virginia Master Naturalists, Master Gardeners, Truetimber	
B: Increase community green and open spaces.	# of open spaces with amenities and infrastructure	Groundwork RVA, Historic Jackson Ward Association	
C: Create a comprehensive database of sites that experience routine rain flooding events.			
D: Establish a resiliency hub.		Virginia Department of Health	

GILPIN COURT HOUSING LEAD

The selected developer for the redevelopment of Gilpin Court is HRI Communities, LLC (“HRI”). HRI Communities will partner with RRHA to lead the redevelopment effort of Gilpin Court.

HRI is a national real estate company with a 40-year track record of creating high-quality, mixed-income, and affordable housing communities and revitalizing neighborhoods throughout the country with expertise in large-scale redevelopments carried out through public-private partnerships with local, state, and federal governmental entities. Through a vertically integrated approach, HRI has established itself as the developer standard for revitalizing public housing projects under the HOPE VI and CNI programs, creating quality, new-construction housing that improves neighborhoods and addresses critical needs for reinvestment. HRI is a one-stop shop for the development of significant real estate projects comprising a larger community revitalization. From conceptualizing to designing, structuring, and sourcing capital; managing regulatory and program requirements; implementing construction and operating the completed project, HRI possesses, in-house, all of the expertise needed to manage complex development projects and ensure a successful outcome.

Using sustainable building practices, HRI has completed 67 high-quality, housing projects including 6,714 total apartment units (3,279 of which are affordable), 490 for-sale condominiums, and 1,407 hotel rooms (within the mixed-use developments), representing \$1.8 billion of total development costs. HRI Communities has expansive experience with the Choice Neighborhoods Initiative (CNI) through HUD.

The developer served as the housing lead for the implementation of the redevelopment of the Iberville/ Tremé in New Orleans. Completed in 2019, the onsite redevelopment created 628 residential units (304 CNI replacement units, 151 LIHTC units without operating subsidy, and 227 market-rate units) and reconstructed the once-discarded public right of way/utility



Photos from the Iberville/Treme CNI On-Site Housing Development (Source: HRI)

improvements.

HRI is working on a recently awarded CNI redevelopment in Lake Charles, Louisiana. They will serve as the housing lead for the redevelopment of the Lloyd Oaks housing community.

HRI has experience working in Richmond as they led the redevelopment of the iconic Miller & Rhoads Department Store in downtown Richmond, on the edge of the Jackson Ward neighborhood. The department store was transformed into a 250-room hotel, 133 residential units, 17,700 square feet of meeting space, 6,700 square feet of retail and restaurant space, and a 220-space basement-level parking garage.

PROPOSED MIXED INCOME HOUSING STRATEGY

The Gilpin Court redevelopment plan incorporates a mixed-income housing strategy to ensure that an ample number of residential units are available to accommodate households at various income levels. This will enable households to remain in the community as they earn more income and advance up the economic ladder. It will also provide residents with greater opportunities and resources to achieve economic success as they pursue workforce readiness, entrepreneurship, education, and personal wealth building goals.

As new housing is built, affordable units will be integrated throughout the new Gilpin community. Rental units for different income bands will be interlaced and will be indistinguishable from units of other income levels. To ensure that there is a strong mix of rental units serving a variety of households, the plan strives for an equal allotment of units for each income level. RRHA commits to one-for-one replacement of all 781 public housing units currently in Gilpin Court; however, no more than 25% of the total rental units constructed onsite may be reserved as replacement units for extremely low-income households within each stage of development. The remaining replacement units will be integrated into other mixed-income developments located offsite in places like Jackson Ward, City Center, the Downtown Core, Shockoe, the Diamond District, Randolph and other areas of the city.

Opportunities for homeownership will also be part of the mixed-income housing strategy. Approximately 600 “for sale” units will be developed throughout Jackson Ward, to include single-family homes, townhomes, condos, and co-op units. Most of these units will be market-rate, but affordable units will also be constructed for households earning under 80% AMI. Some homeownership units will be integrated onsite within the new Gilpin community.

(NOTE: The 2026 Area Median Income for the Richmond Metropolitan Statistical Area is \$113,500 for a household of 4 people and \$79,500 for a household of one person.)

The plan is estimated to be completed in block-by-block sections over the next ten years. In each construction block, there will be accessible units for persons with mobility, hearing, or visual disabilities. Additionally,



Renderings illustrating the new construction at Gilpin Court (Source: LRK)

construction blocks receiving funding from Virginia Housing will meet their Minimum Design and Construction Requirements. All new units will include modern amenities such as washers and dryers, modern appliances and cabinetry, and central air conditioning.

The development approach of the housing plan will not only create a mixed-income community but will also:

- Incorporate a variety of housing options to meet the needs of current and future residents.
- Build the infrastructure needed a strong community.
- Attract economic investment and community amenities by creating additional market demand.
- Promote daily interactions between residents of different social circles and help expand networks.
- Naturally help bridge a person's access to more opportunities and equitable outcomes.
- Create a sustainable, attractive living environment and high quality of life for all.



Figure 43 // Illustrative Site Plan

RELOCATION PLAN FOR GILPIN COURT

In implementing the housing plan, residents of Gilpin Court will need to relocate. Each resident in good standing will be offered housing options, including the right to return to the newly redeveloped Gilpin Court. The housing options and right to return will be laid out in the Tenant Bill of Rights (see Goal 8: Resident Preparedness).

Prior to beginning relocation, RRHA will undertake the relocation process in compliance with the Gilpin Tenant Bill of Rights and may retain a consultant firm to assist them. Assistance with moving costs will be provided to residents along with customized services as may be necessary depending on a family's need (See Goal 8: Resident Preparedness). Relocation of families will be in a phased approach which will begin after RRHA obtains Section 18 approval from the Department of Housing and Urban Development's (HUD) Special Applications Center (SAC). Relocation will begin by relocating families who elect to relocate to Fay Towers and the first phase of newly constructed units on RRHA-owned property. These properties, known as the Build First Initiative, will allow families to move to off-site

Project-Based Voucher units prior to any demolition taking place. The relocation plan will specify the process for relocation, eligibility guidelines for residents, and each housing option residents will be offered.

Each resident in Gilpin may be offered the following housing options:

- **Tenant Protection Vouchers (TPVs):** A voucher available to residents to utilize based on individual eligibility to be able to rent a home. This voucher works to the same extent as a Housing Choice Voucher (HCV).
- **Off-Site Project-Based Voucher Units:** Residents may opt for a project-based voucher (PBV). This voucher is tied to specific units that continue to be constructed throughout the City of Richmond.
- **On-Site Replacement Project-Based Voucher Units:** Residents may opt to remain in the newly transformed Gilpin Court.
- **Relocating to different Public Housing:** A resident may choose to relocate to other public housing developments owned by RRHA
- Assistance with moving costs will be provided to residents along with customized services as may be necessary depending on a families need (See Goal 8: Resident Preparedness).

REPLACEMENT HOUSING STRATEGY

To achieve one-for-one replacement at Gilpin Court, on-site and off-site Project-Based Voucher (PBV) units will be developed. All of the replacement units will be developed through RRHA's Project Based Voucher program. To account for the development of PBV units, RRHA will obtain Section 18 approval from HUD's Special Application Center (SAC). Upon receiving Section 18 approval, RRHA will use a percentage of the awarded Tenant Protection Vouchers (TPVs) for the development of Project Based Vouchers.

In addition to utilizing a percentage of the awarded TPVs from Section 18 approval, RRHA currently uses twenty-five percent (25%) of its voucher authority for the PBV program. The housing authority will continue to use voucher subsidy to develop PBV units as replacement housing options for Gilpin families. In accordance with RRHA's Annual Plan, all PBV units will be affordable to families earning 50% of the Area Median Income or below.

RRHA and the city have identified lots owned by the City and RRHA to construct replacement housing units. The identified lots exist in Jackson Ward and throughout the City of Richmond. Through the robust community engagement process, residents from Gilpin Court and the Jackson Ward community were presented with the off-site housing locations.

All of the identified lots to be used for replacement housing are located within the City of Richmond and are within the Richmond Metropolitan Area. The off-site replacement housing lots have public transportation within a ¼ mile walk and allow for access to employment opportunities within the City of Richmond.

The first off-site locations are sites owned by RRHA in the Jackson Ward community. The first constructed units will be a part of the Housing Authority's Build First strategy. This approach will allow for units to be constructed prior to any on-site demolition at Gilpin and provide residents with early permanent relocation opportunities.

The first-build site will be on RRHA-owned vacant land located on Block 2 in the redevelopment plan and is along First Street and East Federal Street. The 73-unit project will be developed by HRI Communities, the Gilpin Court selected Master Developer and will be financed with LIHTC proceeds and may include additional funding from federal, state, local and philanthropic sources.

POTENTIAL OFF-SITE HOUSING LOCATIONS

Fay Towers	Property owned by RRHA
Vacant Jackson Ward Lots	Properties owned by RRHA
Diamond District	City-led initiative project
City Center	City-led initiative project
Sand Lot	City-owned property
Randolph Community	Properties owned by RRHA
400 E Grace	Building acquired by RRHA in December 2022

JACKSON CWARD

COMMUNITY PLAN